

Tackling Poverty in Kirklees:

'Not just surviving but thriving'

January 2012



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1. Introduction

Local commitment

The Kirklees Partnership Vision aims to ensure the district is an area of major success, and everyone shares in this success by 2020¹. The Councils vision is that for 2014 'life chances are improving and inequalities are reducing'².

Poverty is still a day to day reality for 1 in 5 of all Kirklees residents. All our recent work on understanding our local communities, including the Picture of Kirklees³, Joint Strategic Needs Assessment⁴ and Local Economic Assessment⁵, have identified the scale of poverty experienced by people across Kirklees and the major factors that contribute to the persistence of poverty:

- 20,495 children (0-18 years old) are living in poverty in Kirklees - **1 in 5 of all children are in poverty** in Kirklees.
- **1 in 6 of all working age adults are not working & claiming benefits** in Kirklees.
- 14,699 older people (retired women 60+ and retired men 65+) are living in poverty in Kirklees. **1 in 5 of all older people is in poverty** in Kirklees.

We therefore need to: recognise the challenges faced by local people and services; understand and embrace the opportunities to take a more proactive, preventative and co-ordinated approach to tackling poverty and building sustainable communities in Kirklees; create the right environment for economic growth and sustainable communities, and ensure people living in poverty benefit from these; and give the right support to individuals, families and communities to enable them to take control over their lives.

2. Aims of this strategy

- To identify **specific challenges and our responses to them** and ensuring opportunities for collaboration and innovative approaches are identified and maximised.
- To co-ordinate the work of the Council (and partners where appropriate) in **mitigating the negative impacts** of poverty on individuals, families and communities and enhancing positive features through **building resilience and raising aspirations and achievement**.
- To act as a **'touchstone'** against which the planning and impact of policy and services can be tested to ensure we are maximising opportunities to tackle poverty.

Our approach to tackling poverty needs to focus on **not just surviving but thriving**.

3. What is poverty?

In 1979 Peter Townsend produced a definition of poverty that has been widely adopted:

Individuals, families and groups in the population can be said to be in poverty when they lack the resources to obtain the types of diet, participate in the activities, and have the living conditions and amenities which are customary, or are at least widely encouraged and approved, in the societies in which they belong⁶.

The 'minimum income standard' is based on what members of the public think people need to achieve a socially acceptable standard of living. For a couple with a single earner and two children it is now at least £31,600. If neither parent works the gap between the minimum income standard and the benefits they receive will be approximately £155 per week⁷.

The Child Poverty Act 2010 distinguishes between:

- Absolute poverty – people living below a certain income threshold or unable to afford certain basic goods and services e.g. the 'minimum income standard'.
- Relative Poverty – people whose financial resources falls below an average income threshold for the economy, i.e. in families with income below 60% of the median.
- Persistent Poverty – people who experience long periods of relative poverty.

The Marmot Review recognises that 'food and shelter keeps you alive; it doesn't make you live'⁸. Poverty is not simply about being on a low income and going without – it is also about being denied power, control, respect, good health, education and housing, basic self-esteem and the ability to participate in social activities.

4. Why we need a Strategy now

Poverty is not something new in Kirklees. Looking back at the 1988 Kirklees Policy Poverty Review the picture of poverty has changed little for some people – it describes many of the same places, the same groups and the same issues. The Council and its partners at that time produced a 'poverty policy', and there have been several other periods of focus on tackling poverty since linked to the changing economic circumstances.

The Council's Poverty strategies over the last 20 years have mainly focussed on:

- Activities which contribute to the regeneration of the economy.
- Activities that maximise peoples income or minimise expenditure.
- Activities which enhance quality of life.

This has meant a vigorous focus on the following areas:

- Educational attainment.
- Skills and training.
- Unemployment.
- Housing, especially homelessness and affordable warmth.
- Benefit take up.
- Debt management.

All of the above are either part of Council core business and/or provided by the voluntary sector via the contracts for advice and other services. Notable areas of long term sustainability are the Deighton, Brackenhall Initiative (DBI) and the Castle & Minster Credit Union.

The global economic downturn has led to increased pressure on household budgets due to rising prices for basic goods such as food and energy, stagnating or falling wages, less employment opportunities and reductions in spending on public services. It is therefore the right time to revisit and refresh our approach to poverty

The consequences of poverty

Poverty makes people's lives shorter and more brutal than they need to be:

- Poorer children score less well on a range of educational measures such as early attainment, GCSE results and less go on to higher education.
- People living in poverty are more likely to be living in poor quality or inappropriate housing, be in contact with the criminal justice system or paying more for basic goods and services.
- Poverty isolates people, reducing their ability to engage in social and community life.
- Poverty is associated with a higher risk of both illness, premature death, and is linked to health damaging behaviours.

How being poor costs everyone more

Poor people often pay more for a wide range of goods and services e.g. prepayment gas and electricity is more than £195 more expensive per year than paying by direct debit, a short term loan of £100 can cost £140 to pay back at an APR of over 1,000%⁹.

The amount of income required to afford a basic basket of goods has risen nearly twice as fast over the last decade as the Consumer Price Index, the measure the government now uses as a basis for uprating benefits and pensions¹⁰.

The costs of poverty falls on individuals, families, communities and the taxpayer. Poorer outcomes for children and families and older people place extra burdens and costs on public services, such as health care and children's services and affect everybody's day to day experiences of safety and well-being. Communities suffer through increased deprivation and inequalities which reduce social cohesion. A study

by the Joseph Rowntree Foundation found that child poverty costs Britain at least £25 billion a year¹¹.

National policy on poverty

The national changes to the tax and benefits system that are being introduced mean that for most people living in poverty, especially those of working age, what they are entitled to and what they have to do to claim their entitlement will change significantly.

There is national recognition of both the scale of the poverty challenge, and the need to take a broad and long term view of how to tackle the issue. The 'State of the nation report: poverty, worklessness and welfare dependency in the UK' published in 2010 set out 'a comprehensive assessment of poverty in the UK at the start of the new Government'¹². The report recognised the range of linked factors that influence poverty; including: income poverty and indebtedness, worklessness, welfare dependency, health, education, family structure, loneliness and lack of social capital, housing and local environment, and 'multiple disadvantage'.

Eradicating child poverty is still a key national priority, and national and local government still have a statutory duty to produce a child poverty strategy. The national policy document 'Families in the Foundation Years' was published in July 2011, and drew on the Field review (The Foundation Years, independent review on poverty)¹³ and the Allen review (Early Intervention: the Next Steps)¹⁴. The policy statement aims to tackle child poverty through improving children's life chances, making work pay and taking a place-based approach to ensure services are tailored to local need.

The Government clearly sees work as the route out of poverty. Consequently many of the reforms it is putting in place are geared towards moving people from dependence on welfare benefits to employment where possible.

The national governments approach to poverty amongst older people is less clear. Iain Duncan-Smith's 'think tank' produced a report in 2010 – The Forgotten Age: Understanding poverty and social exclusion in later life¹⁵. This also takes a wider view of poverty and identifies four key themes: money, community and lifestyle, housing, social care.

The impact of national policy reforms will emerge over coming months and years as changes start to take effect, including: introduction of universal credit, housing benefit changes, abolition of Education Maintenance Allowance, transition from Incapacity Benefit to Employment and Support Allowance, pension reform etc. However it is not just changes in the welfare system that will impact on poverty in Kirklees, but changes across a wide range of policy areas and service provision, particularly in early years, education, adult training & skills, employment, housing, energy, health and social care.

The rationale for the continued commitment to tackling poverty at a local and a national level is twofold:

- Tackling poverty is a matter of social justice
- Tackling poverty makes sound economic sense for individuals, families, communities and the country.

The changing face of poverty

There is a social gradient in both the cause and consequences of poverty. Michael Marmot argued that *'if the focus were on the very bottom and social action were successful in improving the plight of the worst-off, what would happen to those just above the bottom, or at the median, who have worse experiences than those above them? All must be included in actions to create a fairer society'*⁸.

For some families and groups inter-generational poverty persists through a 'cycle of poverty'. Living in a poor family can reduce children's expectations of their own lives and lead to a cycle where poverty is repeated from generation to generation. As adults they are more likely to suffer ill-health, be unemployed or homeless, and become involved in offending, drug and alcohol abuse, and abusive relationships.

However the experience and risk of poverty is not confined to these groups, in these increasingly uncertain times significant numbers of people are moving up and down the poverty gradient¹⁶. For some this is a consequence of changes in employment patterns (redundancy, reduced hours, wage cuts, move to lower waged work etc) and for others life events can result in sudden drops in income or increased living costs (birth of a child, ill-health, family breakdown, criminal conviction, caring responsibilities etc).

5. Kirklees Poverty Needs Assessment: what does poverty look like in Kirklees?

As part of the work on the Tackling Poverty Strategy a full poverty needs assessment has been undertaken. This is available as a companion document to the Strategy. Some of the conclusions from the assessment are set out below.

For Young People

We know that 1 in 5 of all children in Kirklees are in poverty. This is approximately 20,500 children across the district, and a similar rate to our neighbours in Calderdale, Bradford and Wakefield. Those in poverty are predominantly under 16 years old and from 2 and 3 children households. Just less than 2/3rds of poverty is within lone parent families. Much of the poverty is concentrated in more urban areas. The Huddersfield urban area displays very concentrated deprivation whereas the Dewsbury urban area is much more dispersed. There are also pockets of child poverty in other areas of Kirklees.

In Kirklees infant mortality is higher than the national average but is getting better. Infant deaths are connected in particular with poverty and poor maternal lifestyles and consequent behaviour such as smoking, drinking and eating too much.

Young people born into more deprived geographical locations may have a lower level of life expectancy than those born into less deprived areas. The scale of decline in life expectancy is larger for men than for women. High levels of child poverty coincide with high economic inactivity, low home ownership and invasive crime.

Poorer educational attainment early on in life leads to poorer qualifications and skills for employment at the end of compulsory schooling. There is a match between the geographical patterns associated with higher benefit claimants and poor educational outcomes.

For Working Age People

Around 1 in 6 of all working age adults in Kirklees are not working and claiming benefits (around 41,300 individuals in May 2011), this is slightly lower rate than Bradford and Wakefield, the same as Calderdale but higher than Leeds.

Research suggests that 11,606 families across Kirklees are living in low-rise social housing with high benefit need. 17.8% of recipients of child tax credit are out of work families. 28.5% of recipients are lone parents.

Claiming child tax credit whilst out of work is another indicator of extreme low incomes in families with children. In Kirklees 1 in 6 of all working age people are claiming out of work benefits with the recession making this more pronounced, particularly in urban areas. The most intense geographical areas of worklessness in Kirklees match closely to the most deprived areas of Kirklees.

It is increasingly more difficult to find higher paid jobs locally as Kirklees' employment sector is relatively low paid. This can put residents into 'in work poverty'. Finding a job if you're unemployed is also hard as the ratio of jobs to job seekers is poor.

For Older People

We know that 1 in 5 of all older people [retired women 60+ and retired men 65+] are classed as 'in poverty' in Kirklees. This is a very similar rate to our West Yorkshire neighbours, except Leeds where the rate is nearer 1 in 4. This is approximately 16,700 older people in Kirklees. The retired population in Kirklees currently represents 17.7% of the total Kirklees population. However, as older people are projected to live longer post-retirement age, a 60% increase in the 2008 population of people over the retirement age is set for Kirklees by 2033. There is a significant challenge to ensure more people don't become poor as they age.

Just fewer than 8,000 older people claim both the guarantee and the savings element of pension credit [these elements are for people with low incomes]. This represents 42% of the 18,785 people claiming pension credit in Kirklees, with concentrations of claimants in urban pockets.

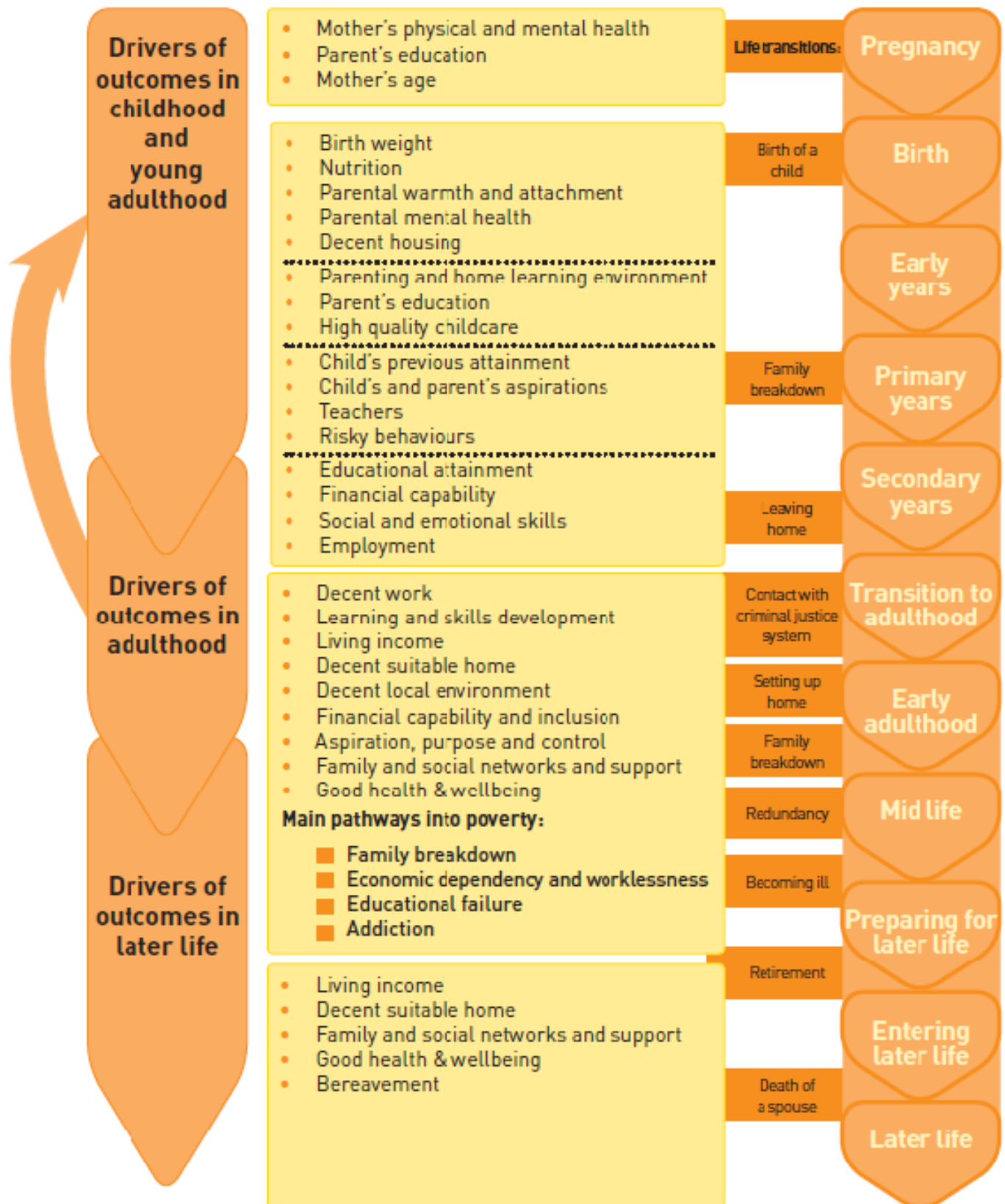
As the older population increases, the number of people with health related problems is projected to increase this is especially so for people with poor lifestyles such as poor diet & high smoking prevalence. Many more elderly people will have longer term health conditions and will be caring for others as well as living alone.

Dependency on care services is projected to increase by 50% in the next 20 years. Already we have seen a 15% rise in attendance allowance in Kirklees in the past 8 years. Living longer coupled with being unhealthy could well exacerbate the levels of poverty for older people in the future.

Poverty and life chances

The following model, developed from the Field Review¹³, Marmot Review⁸ and Forgotten Age review¹⁵, shows the important drivers of poverty set against life stages. The life transitions, which can be triggers for increased risk of poverty, are also set out in the diagram – from the birth of a child to the death of a spouse.

The drivers of poverty and life chances



6. Strategic Challenges

A principle underpinning all our tackling poverty ambitions and activities is motivating, empowering and supporting people to enable them to avoid continuing or future dependency and to become more confident in their futures.

Our five **strategic challenges** are underpinned by two **key approaches** – involvement and empowerment. Creating a new relationship, where residents are more involved and engaged in the solutions, seeking to do things with people rather than do things to people.

Involving

We want people to feel a sense of involvement and belonging, this includes:

- More people being involved in the decisions that immediately affect their day to day life.
- More people being involved in decisions about the future of their area and the services that are available.
- Improving people's sense of belonging to their own family and social circles and to the place they live or work.

Empowering

We want to enable people to take or regain control over their own lives, this includes:

- Empowering people to overcome barriers by working with them to develop solutions.
- Enabling parents to support their children to become more independent.
- Supporting adults to set up their own business or get a job.
- Supporting older people to remain in their own home or move.
- Helping people find alternative ways to borrow money rather than going to a loan shark.

Developing the strategic challenges

Each challenge has been developed through:

- Policy analysis and identification of requirements/opportunities for action for both mitigation and to enhance resilience and aspiration. This has included current local policy and strategy including the Kirklees Children & Young Peoples Plan¹⁷, Kirklees Integrated Investment Strategy¹⁸, Framework for Promoting Wellbeing and Tackling Health Inequalities in Kirklees¹⁹ Housing Commissioning Strategy²⁰
- Identifying further action required, including cross service and partner contributions.
- Development of action plans with identified timescales.
- Agreed measures of performance to evidence the difference we make.



Learning

The challenge of access, participation and achievement across the full range of educational attainment, qualifications, skills development and employability. Raising aspirations and embedding financial literacy throughout all elements of learning. Child care, early years and early learning: the impact of children’s early experiences and care on future outcomes is well-documented. Good early years provision is vital to ensuring young people make the best of education and employment opportunities. The role of schools and colleges, curriculum and preparation for employment, working life and enterprise, building on development of 14 – 19 curriculum developments and the impact of training, skills development and adult learning work.

Working

The challenge of economic development and job creation. How to capitalise on and support the relative strength of the manufacturing sector of the local economy and our work on leading Kirklees out of recession whilst ensuring a measure of equity in the way the benefits of economic growth are distributed.

Provision of affordable and high-quality child care supports parents and carers in taking up employment and training opportunities and thus contributes to improving their skills and employability.

Housing

The challenge of reduction in benefits and the policy shift towards individuals taking more responsibility for their situation (especially through payment of housing benefit to individuals rather than landlords). These will impact on individuals and families as well as impacts on availability of rented housing and financial stability of registered social landlords.

Managing

The challenge of financial inclusion - supporting people to avoid and manage debt and living costs and improve individuals' financial capability from childhood to older age. Fuel poverty is a particular concern.

Claiming

The challenge of changes and reductions to welfare benefits leading to reduction in support for some people, e.g. re-assessment of incapacity benefit claimants and reduction in eligibility. Increase in worklessness as more people are moved into seeking work.

How to use and co-ordinate the wide range of discretionary payments to best effect in countering poverty and co-ordinate and join up assessments for benefits. Local determination of a scheme for Council Tax Benefit provides a particular opportunity and challenge.

The changes to pensions will have particular impact on the number of older people in poverty and the degree of poverty they face.

More details of each of the challenges are included in Appendix 1.

7. What are we already doing to tackle poverty?

This strategy seeks to influence the planning and actions of the whole Council and its partners to achieve better concentration and connectivity of our work on tackling poverty. It is therefore important that there is all-party support and leadership for the strategy. We will develop this through identifying a cabinet member with responsibility to champion tackling poverty across the Council, recognising that this cuts across cabinet portfolios. We will also engage elected members in a dialogue through the Overview and Scrutiny process and attendance at individual group briefings, alongside updates to Leading Members.

Following debate and adoption of the Strategy by Full Council, there will be a need to promote the strategy across the workforce and engage staff in finding ways to: recognise and make best use of the interdependencies; and use the strategy to influence and shape service delivery plans and partnership working. We will also need to communicate more widely with communities and the public about our intentions as set out in the strategy and how we will put them into action.

8. Kirklees policy approach

Poverty is not just about income but a wide range of inter-linked factors such as early childhood experiences, education, skills, employment, housing, health, supportive communities and financial capability.

The Council's priorities are to:

- Enhance the life chances for young people
- Support older people to be healthy, active and included
- Lead Kirklees out of recession
- Provide effective and productive services.

The Council is committed to involving local people in identifying the challenges and involving them in the designing and delivering the solutions. Consequently much of this work will need to take place at a local level, working in deprived neighbourhoods or with specific disadvantaged groups. Elected members have an important role in this work. They are key to engaging communities and involving residents, by providing a community leadership roles they can help to building the capacity of communities, raise aspirations and encourage communities to take a more active role in developing solutions.

Consequently the aims of the tackling Poverty Strategy will only be achieved if we bring together in a comprehensive and coherent way all the activities being delivered across the council. At a strategic level this means that we must ensure that key strategies recognise their potential for tackling poverty and respond to the strategic challenges set out above. The key strategies include the Joint Health and Wellbeing Strategy, Children & Young Peoples Plan, Integrated Investment Strategy, Local Development Framework, Housing Commissioning Strategy, Customer Service Strategy.

All current activities should be included in Service Delivery Plans in line with the council's performance management framework. Core business activities will be captured in Team Plans. The following highlights some examples from 2011/12 Service Delivery Plans.

- Customer and Exchequer SDP– Welfare Reform Strategy, Benefit advice and benefit take up, consolidation of payments, advice contract, debt advice.
- The Investment and Regeneration SDP – Focus on skills, worklessness and support to business, apprenticeships.
- ChYPS SDP – Emphasis on attainment for key age groups, the review of early intervention.
- Streetscene and Housing SDP – Helping people to find, keep and live independently in decent, affordable and warm homes.

Through the Poverty Needs Assessment we will identify gaps and where changes to current activity are required and thus support the service planning process.

9. What do we know already works?

Tackling poverty requires action across our five strategic challenges. In developing our local response we need to make use of evidence of what works from both local action and action elsewhere. There is a wealth of evidence within the specialist areas covered by our strategic challenges. A review of evidence with a specific poverty perspective reveals a range of broad messages that need to inform our local planning.

Education

- Have the same expectations for all, but provide the extra resources necessary to make those expectations realistic.
- Tackle concentrations of disadvantage within schools. Whilst all schools have the potential to achieve great things with their children, those that have concentrations of poverty and disadvantage will struggle to help children attain the levels of those in schools with more advantaged intakes.
- Prioritise the tackling of the lowest attainment within schools. Whatever the social makeup of a school, it needs the frameworks, incentives and resources to make the educational attainment of those towards the lower end of the attainment scale a major priority.

Adult learning and skills

- Ensure there is appropriate access to adult education provision of financial literacy and other basic skills up to level two for low-income, disadvantaged families.
- Improve the knowledge and skills levels of adults as it is not just about them but also about their children - upgrading adult skills can bring large returns for their children.
- Lifelong learning will only be fully effective in interaction with other policies, such as employability and income improvement programmes.

Reducing barriers to paid work

- Address financial barriers to work by providing more support to new employees.
- Encourage employers meet their duty to offer employees flexible working patterns.
- Improve flexibility and responsiveness in the childcare sector.
- Recent and relevant work experience can make the transition into work easier for the employee and employer.
- Increase the accessibility of public transport services for those attending work after a long gap out of employment.
- Identify local skills gaps; invest in training of long term unemployed in these sectors.

Housing

- Improving the energy efficiency of houses and ensure people have the skills and knowledge to use energy saving measures
- Strengthen efforts to bring empty homes back into use and raise energy efficiency standards.

- Introduce a requirement that working age tenants sign commitment contracts under which the tenant agrees actively to seek work and the social landlord agrees to provide or access support such as training or childcare to help them do so.
- Support economically inactive social housing tenants who want to be self-employed and build their own businesses, with unnecessary restrictions on tenants using their homes for business removed.

Raising incomes and reducing expenditure

- Establish what an adequate income in Kirklees is and work to ensure that no one receives less than this.
- Support vulnerable people to ensure they access the full range of their entitlements.
- Make sure that people are aware of how and when people can access benefits that lower their expenditure.
- Value and reward activities outside paid work.
- Reduce time delays in processing benefit claims to ease the transition period between benefits and work.
- Develop new initiatives to further reduce people's expenditure on essential items.

Credit, debt and savings

- Ensure that people on a low income have access to good quality financial services, including charge-free cash machines, credit unions and basic bank accounts that have direct debit facilities.
- Make sure good value financial services are well advertised to discourage people from turning to more expensive options such as home credit companies and doorstep lenders.

Mental well-being

Develop and communicate coping strategies and support networks that:

- Improve confidence and self esteem.
- Allow people to cope with financial strain caused by income loss, loss of time structure in the day, loss of social role and anger and frustration at their situation.

Services

- Provide poverty awareness training to all public sector workers to ensure they can provide a good quality service to people on a low income.
- Develop schemes during the summer that offer financial and practical support to families with children in poverty.

10. How we will Measure our progress

Targets outlined in the Child Poverty Act

By 2020²¹:

- Reduce to less than 10% the proportion of children living in relative low income. (*Low income households have less than 60% the median household income.*)
- Reduce to less than 5% the proportion of families living in combined low income and material deprivation. (*This is a wider measure of people's living standards.*)
- Reduce to less than 5% the proportion of children who live in absolute low income. (*This measures the income of families against a level held constant over time.*)
- Reduce the proportion of children that experience poverty for long periods of time (persistent poverty). The target will be set by secondary legislation when the required data will be available (expected before 2015).

These targets have been identified to measure progress at a national level. It is **not** possible to replicate these directly at a local level at this stage.

Local indicators

Council services have selected a range of indicators that they feel are important to monitor the success of the service they provide. Appendix 2 shows the indicators identified in 2011 by services that we currently collect that indicate the levels and effects of poverty across Kirklees.

There are overarching indicators that show the level of poverty in Kirklees (as defined by the Index of Multiple Deprivation):

- Children living in poverty (Income Deprivation Affecting Children Index)
- Working age adults not working & claiming benefits
- Older people living in poverty (Income Deprivation Affecting Older People Index)

Once the Tackling Poverty Strategy is agreed we will refine the list in Appendix 2 to ensure we have a robust suite of indicators that will enable us to track progress over the lifetime of this strategy. This will be captured in our action planning to ensure we provide the best measures of progress and highlight areas of concern.

Action Planning

We will develop detailed action plans to deliver our commitments on the five key challenges identifying how the actions can inform 2012/13 service delivery plans. A number of actions will require cross service delivery and partnership contributions this will be captured in the action plans.

11. Summary

Key Principles

The scale of the challenge is such that we know just doing more of the same will not produce a significant difference to people experiencing poverty or those at risk of poverty. The following principles have been formed through the ongoing consultation process with Council services and partners these should help shape service delivery and action planning to deliver this strategy.

Moving from dependency to empowerment and aspiration

How can we ...

- Understand and embrace the opportunities to take a more proactive, preventative and co-ordinated approach to tackling poverty and building sustainable communities in Kirklees.
- Create the right environment for economic growth and sustainable communities, and ensure people living in poverty benefit from these.
- Identify who is dependent/disempowered/lacking aspiration (across the life course).
- Enable people to move people from dependency, become more confident in their futures through feeling empowered and set their own aspirations.

Focussing our efforts

How can we ...

- Influence the planning and actions of the whole Council and its partners to achieve better concentration and connectivity of our work on tackling poverty.
- Promote the strategy across the workforce and engage staff in finding ways to recognise and make best use of the interdependencies; and use the strategy to influence and shape service planning and partnership working.
- Tailor our responses to reflect the social gradient in both the cause and consequences of poverty.
- Identify through needs assessment and assessment of the impact locally on poverty created by Welfare Reforms and other associated National and Local Policy changes the key groups to focus our Tackling Poverty efforts on.
The initial groups we will focus our efforts on are:
 - Those that are in greatest need and so need a robust 'safety net' (Surviving)
 - Those that want to make changes to improve their own lives e.g. get a job (Thriving)
- Target specific 'pockets', recognising that some are large, some small; some defined by geography or a common issue.
- Define what our offer is for these groups.

Making best use of our assets

Much of the work to tackle the strategic challenges will need to take place at a local level, working in deprived neighbourhoods or with specific disadvantaged groups. Local people, elected members and third sector organisations all have a critical role in this work.

How can we ...

- Get the best value of the physical assets in communities:
 - The ones the Council controls; Children's Centres, Schools, LICs.
 - The 'community' assets: 'pubs, post offices and poverty', community buildings (inc faith organisations) etc.
- Make most effective use of the human assets in communities:
 - The ones the Council manages i.e. staff in key services.
 - The 'community' assets: people with 'practical tackling poverty skills', community organisations, advocates and campaigners.

Joining things up for people in or at risk of poverty

How can we ...

- Communicate more widely with communities and the public about our intentions as set out in the strategy and how we will put them into action.
- Make best use of the Council's values 'flexible, passionate, confident' in Tackling Poverty.
- Mobilise staff with key skills in a flexible way for greatest impact.
- Improve cross service working to deliver results, including the sharing of data and intelligence.

Measuring impact

How can we ...

- Evidence the difference have we made so far, how and why (if not)?
- Demonstrate the return on investment – social, economic & environmental.
- Monitor the impact of national and local policy changes positive and negative.

Appendix 1 Strategic Challenges

Details of Strategic Challenge analysis

Learning
Early Years, Early Learning and Childcare
Key changes: National policy reviews - Allen, Field, Marmot, Munro, Tickell, Kirklees Early Intervention and Prevention review (ongoing).
<ul style="list-style-type: none">• National reviews have all recognised the critical role of early years development in providing the best start for all children and promoting social mobility by focusing on children at risk of poor outcomes because of deprivation and disadvantage• Improving access to and take up of high quality, effective early childhood services - i.e. health, family support, early learning and childcare. Delivering integrated early childhood services in ways that provide a seamless experience for parents and children that meet their individual needs.• Enabling parental employment in order to reduce the negative outcomes that are so strongly associated with growing up in poverty.
School age and post 16 education
Key changes: Education Bill, increasing autonomy of schools, introduction of Baccalaureate, new primary curriculum, pupil premium, raising participation age, change from EMA to bursaries, expansion of apprenticeships, schools taking on responsibility for Careers, Advice & Guidance, increase in HE tuition fees
<ul style="list-style-type: none">• Attainment is improving and the gap is narrowing slightly, but more academic focus on the English Baccalaureate and rise in participation age risks disengaging those pupils who benefit from a broader curriculum who are often from more disadvantaged backgrounds.• Develop innovative approaches to school based learning to build entrepreneurialism and skills for employability• Raise the aspirations of parents to support their children's learning.• Create opportunities for parents with few or no skills, and other barriers to work, to improve their skills and confidence.• Continue to focus on NEETs• Promote apprenticeships and skills for digital inclusion.• Promote opportunities for pupils to apply their basic skills and knowledge across the curriculum.• Improving access to Free School Meals through positive action on uptake• Sharing local good practice in effective pupil premium spend

Adult learning & skills

Key changes: Skills for Sustainable Growth strategy, creation of national all age information advice and guidance service

- Re-engage people who have had negative experiences of learning and who may not otherwise take advantage of learning and skills activity
- Sustain attractive, accessible and high quality adult learning engagement programme for adults in the communities where residents have the most barriers to learning and work
- Enable residents to participate in high quality digital inclusion, literacy, language, numeracy and family learning activity to enable them to access information, services and support, manage their own budgets and increase their employability.
- Develop more coherent pathways between first steps activity, vocational qualifications and employability programmes
- Build the skills and capacity to deliver and support learning in public and voluntary sector organisations working in the most disadvantaged communities or with vulnerable groups
- Contribute to the training and development of volunteers and community leaders to support the processes described above.

Ideas from Consultation

- Increased focus on financial literacy for children at all stages of their educations, and for adults.
- Encourage schools to recognise the value of employing people from the local communities they serve.
- We know community learning has delivered positive outcomes how can we provide these opportunities to more people?
- Business tends to be more interested in skills and employability rather than qualifications how do we challenge this?
- Young people likely to be more and remain more engaged in developing basic skills when linked to employers.
- Ensure we provide opportunities for 30-50 year olds so they remain active and engaged.
- Develop and expand the flexibility and use of our assets for multiple uses e.g. LIC's Schools and Children's centres.

Working

Key changes: Creation of Leeds City region Local Enterprise Partnership and Regional Growth Fund, Government focus on developing entrepreneurship, manufacturing, low carbon and social enterprise. Kirklees Integrated Investment Strategy

- Build on our unique position in the Leeds City Region, recognising our strategic location and strong connections with Leeds, Manchester, and Sheffield, and our reputation for excellence in manufacturing, design, creativity, and the green and low carbon agenda to create new job opportunities.

- Foster ambition and aspiration, especially in our most deprived neighbourhoods and stimulate the regeneration and restoration of confidence in our towns and communities
- Improve contact with businesses to support job creation and innovation especially the AEM, Creative and Digital, Financial Services, Environmental Technology, Health and Personal Care, Business Services, Visitor, and Construction sectors
- Support businesses to deliver Corporate Social Responsibility activities which improve the life and work chances for our residents.
- Work with skills providers to ensure an integrated approach to support unemployed residents to move into, or closer to, employment
- Use the council's commercial estate more effectively to secure economic benefit

Housing

Key Changes: Welfare Reform Bill, Housing Benefit reduction changes to Local Housing Allowance, Social Housing – Flexible tenancies, Localism Bill.

- The implications of the above changes, rising unemployment and benefit reductions have serious implications for the demand for local housing. Changes to the Local Housing Allowance mean real financial reductions for a significant number of people; the first group to be affected are those in the private rented sector. The rising costs of fuel are adding further financial pressures on household budgets. Changes regarding flexible tenancies for social housing tenants along with limited available single person accommodation pose further challenges. Future plans for social housing provision will be in line with the Localism Bill proposals.
- We are continually developing an enhanced Housing Solutions Service focussed on prevention and our aim is early intervention with targeted advice and support to the most vulnerable, benefit changes and any further increase in unemployment may lead to increasing pressures on the service and homeless numbers may rise.
- Working to bringing empty homes back into use will maximise available housing stock and to a drive improve the delivery of new affordable homes will be crucial.
- The ability to deliver energy efficient measures in the deprived localities to hard to treat homes (using ERDF & CESP funding) would help to reduce fuel poverty.

Ideas from Consultation

Does Localism and Welfare Reform provide an opportunity to develop a more radical housing strategy?

- Influencing a sustainable quality private rented sector to make renting a positive experience.
- Give some weighting to applications to develop a mixed economy on our estates, possibly small businesses to make them more vibrant

Managing

Key Changes: Energy Bill 2011, banking reform and tightening credit market, national shift to telephone and web based financial services and welfare rights and debt advice, high levels of inflation for essential goods and services especially fuel

- Increased financial capability can mitigate the impact of other life events such as redundancy and family breakdown, reduce peoples living costs and enable people to take control over their own lives. Recognise that lack of financial capability has a direct negative impact on people's wellbeing.
- See increasing financial capability as an investment not a cost – evidence from Leeds and locally demonstrates the return on investment in terms of the wider local economy, not just direct beneficiaries of financial inclusion interventions.
- Build on current initiatives, including Kirklees' status as a 'centre of excellence' for economic wellbeing and financial capability in schools, to promote financial capability, especially in schools working with young people and deprived communities and other financially excluded groups.
- Incorporate developing financial capability across the life course, especially at key stages/event, including mainstream education, becoming a parent, preparing young people for living independently, moving off/onto benefits or into/out of work, family breakdown, retirement, taking on caring responsibilities, bereavement.
- Recognise that 'the poor pay more' and find creative ways to reduce the cost of goods and services people require for 'healthy living'.
- Improve access to responsible, regulated financial services, especially through Castle & Minster Credit Union and tackling loan sharks. Use Castle & Minster as financial services delivery agent for initiatives supported by the Council, e.g. housing repossession fund, to enable it to grow in a faster and more sustainable way
- Support and develop creative solutions, especially with local third sector organisations/social enterprises, to enable people on low incomes to access the goods and services they need
- Maintain momentum on tackling fuel poverty generated by the Warm Zone programme through use of national and local scheme and develop mechanisms to target assistance to vulnerable residents, especially those with long term health conditions.
- Ensure people have access to advice that can provide the level of support they need to improve financial capability, manage debts, switch tariffs, understand changes in the welfare benefits system etc. Telephone or web based support is not appropriate for everyone, especially those with limited skills or complex problems.

Ideas from Consultation

- Work with main energy companies to challenge costs of meter charges for fuel
- Could we develop community heating systems
- How can we provide fuel advice to reduce the impact of fuel poverty
- Develop a Kirklees 'Safety Net'
- Can the credit union provide an outreach service?
- How we will give those affected a voice - can we support their campaigns and be advocates for those most affected?

Claiming
Key Changes: Welfare Reform Bill, Child Tax Credits
<ul style="list-style-type: none"> • We need to understand the financial impact on individuals and families of the Welfare Reforms. Government have given assurances that the transition to Universal Credit will not reduce the financial support available to families, however incremental changes raise concerns that reductions in welfare support prior to Universal Credit implementation will have already had a direct financial impact upon individuals and families (e.g. Housing Benefit reforms and Incapacity Benefit to ESA migration). • The government's emphasis is on "making work pay". If Universal Credit achieves its overall aim then many more individuals will be in work. Whether it achieves its aim of reducing poverty overall will depend on the response of individuals to the opportunities and conditionality it brings.
Key Changes: Local Financial Provision,
<ul style="list-style-type: none"> • Localised Council Tax Support of itself should neither increase or decrease poverty, a reduced budget is intended to incentivise LA's to increase the number of employment opportunities. • Localising Community Care Grants and Crisis Loans might sit squarely with other Local discretionary financial provision including Discretionary Housing Payments, Free School Meals, Care Charging, Blue Badge, Kirklees Passport and Section 17 Children's Act payments. • Localising CCG and CL support allows upper tier councils to consider financial support in the round as part of an integrated approach to alleviating poverty for the most vulnerable.
Key Changes: Pensions and Older People - Pension Benefits and rising pension age
<ul style="list-style-type: none"> • The Government's stated intention is to protect pensioners from the welfare cuts agenda. Pensioners are however subject to some of the measures already announced notwithstanding that overall commitment. • State Pension reform will increase the minimum state pension for the majority but will not necessarily increase incomes overall as additional support is withdrawn. We will need to ensure that the rapidly changing nature of welfare reform in the working age sector does not impact on older people's provision; the emerging shape of state pension will need to be taken into account in service design. • Couples with one member aged under retirement age will be treated as "working age" couples, historically they would have received pensioner support, and in future people will retire later and work for longer.

Ideas from Consultation

Can we ensure our guidance and criteria for assessments in different service areas do not conflict e.g. Grand parent main carer for child requests support for travel, service require grandparent to be assessed as critical in adult care to receive travel support. If grandparent was assessed as critical they would not have been able to be the main carer of the child.

Appendix 2 Potential indicators of the levels and effects of poverty

	Description	Child/YP	Adult	Older People
KI 020	Inequality gap in the achievement of a Level 2 qualification by the age of 19.	x		
KI 025	Achievement gap between pupils eligible for free school meals and their peers achieving at least level 4 in English and Maths at Key Stage 2.	x		
KI 026	Achievement gap between pupils eligible for free school meals and their peers achieving 5 A*-C grades at GCSE (and equivalent), including GCSE English and Maths at Key Stage 4.	x		
KI 027	Key Stage 2 attainment for black and minority ethnic groups in achieving at least level 4 in English and Maths - Asian/Asian British - Pakistani (APAK)	x		
KI 028	Key Stage 4 attainment for black and minority ethnic groups at 5 A*-C Including English and Maths - Asian/Asian British - Pakistani (APAK)	x		
KI 029	Percentage of 16-18 year olds not in employment, education or training (NEET).	x		
KI 033	Looked after children achieving 5 A*-C GCSEs (or equivalent) at Key Stage 4 (including English and Maths).	x		
KI 034	The Special Educational Needs (SEN) / non-SEN gap - achieving 5 A*-C GCSEs including English and Maths.	x		
KI 040	Achievement of at least 78 points across the Early Years Foundation Stage with at least 6 in each of the scales in Personal Social and Emotional Development and Communication, Language and Literacy.	x		
KI 041	Narrowing the gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and the rest.	x		
KI 058	Percentage change in the number of conceptions amongst 15-17 year olds.	x		
KI 091	Number of uses of Library and Information Centres by children	x		
KI 223	First time entrants to the Youth Justice System aged 10-17 years.	x		
KI 235	Emotional health of children.	x		
KI 249	Staying in Learning rate post 16. The percentage of statutory school leavers who are in full time education / workbased learning.	x		
KI 250	Participation of 17 year olds in education or training.	x		
KI 251	Young people from low income backgrounds progressing to higher education (reducing the gap).	x		

	Description	Child/YP	Adult	Older People
KI 037	Proportion of population aged 19-64 years for males and 19-59 years for females qualified to at least Level 2 or higher.		x	
KI 038	Proportion of population aged 19-64 for males and 19-59 for females qualified to at least Level 3 or higher.		x	
KI 039	Proportion of population aged 19-64 for males and 19-59 for females qualified to at least Level 4 or higher.		x	
KI 042	Take up of formal childcare by low-income working families.	X	x	
KI 072	Number of households living in temporary accommodation.		x	
KI 073	Number of households who have been assisted by the Housing Solutions service to live in suitable, safe and secure accommodation		x	
KI 074	Number of Homeless Acceptances		x	
KI 075	Time taken to process Housing Benefit / Council Tax Benefit new claims and change events.		x	
KI 076	Time taken to process new claims for Housing Benefit/Council Tax Benefit		x	
KI 081	The number of benefit fraud sanctions identified in the year		x	
KI 126	Overall employment rate (working-age).		x	
KI 127	Working age people on out of work benefits.		x	
KI 128	Working age people claiming out of work benefits in the worst performing neighbourhoods.		x	
KI 133	Median earnings of employees in the area: median gross weekly pay of full-time employees on a workplace basis.		x	
KI 134	Business Demography: Enterprise Births and Deaths (Births) as % of active businesses.		x	
KI 135	Business Demography: Enterprise Births and Deaths (Deaths) as % of active businesses.		x	
KI 184	Participation in regular volunteering.		x	
KI 187	Number of recorded acquisitive crimes per 1,000 population.		x	
KI 188	Perceptions of anti-social behaviour.		x	
KI 189	Assault with injury crime rate/1000 population		x	
KI 203	Repeat incidents of domestic violence.		x	
KI 207	Residents into employment/ job creation/ job growth – under development		x	
KI 233	Rate of hospital admissions per 100,000 for alcohol-related harm.		x	

	Description	Child/YP	Adult	Older People
KI 234	Number of drug users recorded as being in effective treatment.		x	
KI 246	Percentage of adults aged 19+ involved in adult learning, managed through the further education sector, in the most disadvantaged areas of Kirklees.		x	
KI 247	Learners achieving a Level 1 qualification in literacy.		x	
KI 248	Learners achieving an Entry Level 3 qualification in numeracy.		x	x
KI 155	People with a long-term condition supported to be independent and in control of their condition.		x	x
KI 182	Percentage of people who feel that they belong to their neighbourhood.		x	x
KI 198	Number of households receiving a measure to improve thermal efficiency as a result of LA interventions (under development)		x	x
KI 199	Number of households with an improved SAP rating as a result of intervention from LA activities (under development)		x	x
KI 208	Satisfaction with all transport – baseline to be developed		x	x
KI 156	Achieving independence for older people through rehabilitation / intermediate care.			x
KI 172	Older people helped to live at home			x

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