REPORT TO: NEIGHBOURHOOD RESOURCES AND DEVELOPMENT COMMITTEE -

20 OCTOBER 2003

REPORT ON: ANTI-POVERTY STRATEGY REVIEW

REPORT BY: HEAD OF COMMUNITIES

REPORT NO: 666-2003

1.0 PURPOSE OF THE REPORT

1.1 This report presents the findings of the Anti-Poverty Strategy Review and makes recommendations on the way in which Dundee City Council should take forward a revised strategy for tackling poverty and social exclusion.

2.0 RECOMMENDATIONS

It is recommended that the Committee:

- 2.1 notes the findings of the Anti-Poverty Strategy Review and the progress made to date.
- 2.2 acknowledges the support and collaboration of partner agencies from the statutory sector and the positive contribution made by Dundee Anti-Poverty Forum in addressing poverty and social exclusion in Dundee.
- 2.3 instructs the Head of Communities to bring forward a mechanism for policy proofing relevant areas of Departmental Service Plans for anti-poverty considerations, using the framework contained in Appendix 1.
- agrees to extend the partnership-based approach to tackling poverty and social exclusion in Dundee, within the framework of the Community Plan.
- 2.5 agrees to establish a cross-cutting partnership group, aligned to the Dundee Community Plan Theme Groups and to oversee the development, implementation, monitoring and evaluation of the revised strategy.
- agrees that the revised strategy be developed in response to the Anti-Poverty Strategy Review and an analysis of poverty and social exclusion in Dundee, which will include Dundee Anti-Poverty Forum's research on peoples experiences of poverty.

3.0 FINANCIAL IMPLICATIONS

3.1 The implementation of a revised Anti-Poverty Strategy will be conditional on actions being contained within existing resources, and additional regeneration monies made available by the Scottish Executive and European Union to Community Planning Partnership.

4.0 LOCAL AGENDA 21 IMPLICATIONS

- 4.1 From the outset, the close relationship between the aims of the Anti-Poverty Strategy and Local Agenda 21 was noted.
- 4.2 Meeting needs locally, improving economic position and promoting social inclusion are central to the Anti-Poverty Strategy, and as such, the recommendations contained in this report will have a positive impact on many Agenda 21 targets.

5.0 EQUAL OPPORTUNITIES IMPLICATIONS

5.1 At its core, the Anti-Poverty Strategy seeks to promote equal opportunities and social inclusion by targeting resources towards the most disadvantaged in Dundee to enabling everyone to play a full part in society.

6.0 BACKGROUND

6.1 Poverty in Dundee

- Dundee now has a larger percentage of its population in the poorest 10% in Scotland, than was the case at the time of the 1991 census.
- The city continues to attract adverse headlines as a result of high levels of poverty and negative social indicators.
- Unlike comparable urban authorities, Dundee's poverty is concentrated by its tight city boundaries.
- Recent studies carried out by NHS Tayside have highlighted significant inequalities between the health outcomes of Dundee's citizens compared with other parts of Tayside and Scotland.
- Detailed analysis of the 2001 census is expected to be available early in 2004 at this time there is likely to be further pressure on the Scottish Executive and the local authority to respond to poverty issues.

6.2 Dundee City Council Anti-Poverty Strategy

The Anti-Poverty Strategy was prepared and adopted by Dundee City Council in December 1999.

Partner agencies joined Council Department representatives on the Anti-Poverty Strategy Implementation Group. Dundee Anti-Poverty Forum represented the voluntary sector on the Implementation Group.

Over the last three years, the Implementation Group has met regularly to oversee the implementation of the Anti-Poverty Strategy recommendations.

The Anti-Poverty Strategy framework was introduced for consideration under the Local Agenda 21 heading on Committee Reports to guide Council policies/programme development.

6.3 **Dundee Anti-Poverty Forum (DAPF)**

DAPF was formed in 1995 by a broad coalition of people in the city who were involved in different ways in poverty activity.

The Forum is made up of a consortium of organisations and individuals, and is constituted as a Charity.

The Forum has undertaken research on people's experiences of poverty. The research has given people experiencing poverty in Dundee the opportunity to have their voice heard. Researching the experience of people in poverty has created a deeper understanding of the issues, and provided an opportunity to develop a shared agenda which need to be tackled at a local and national level.

7.0 ANTI-POVERTY STRATEGY REVIEW

7.1 In Spring 2003, Professor Paul Spicker, Robert Gordon University, was appointed to carry out an independent evaluation of progress made in implementing the Anti Poverty Strategy.

The main findings of the review were:

7.2 The Strategy framework had not operated as originally intended. Council Departments had not used the framework to report on work related to the Anti-Poverty Strategy and there was little evidence to suggest that the strategy had guided considerations of policy or programme development.

- 7.3 Progress had been made on six recommendations as follows:
 - Lone Parents Working Group
 - Personal and social needs of unemployed people
 - Development of an integrated welfare rights service
 - Review of policy for employment and training
 - Protecting people from marginal employment
 - Review of Council charging policies
- 7.4 Several recommendations have not progressed as intended:
 - Review of Council information on poverty
 - Audit of Council facilities for personal transport
 - Use of Council contracts to target unemployed people for work
 - Review of the common debt recovery policy has been completed but further action is dependent on secondary legislation being approved by the Scottish Parliament
- 7.5 There has however, been progress on the first three of these recommendations through alternative routes.

A summary of progress made on the recommendations is contained in Appendix 2.

7.6 Although the Anti-Poverty Strategy was not conceived as a partnership based strategy, it became one and other agencies praised it for its focus and effect in bringing organisations together, which would not otherwise have had the opportunity to develop related policies.

8.0 REVISED PARTNERSHIP BASED STRATEGY FOR TACKLING POVERTY

- 8.1 The consultant's options for developing a revised strategy are:
 - a) Refloat the Anti-Poverty Strategy with a revised set of recommendations.
 - b) Develop an alternative social inclusion strategy consistent with the current themes outlined in the Dundee Community Plan.
 - c) Develop a partnership based strategy within the framework of the Community Plan.
- 8.2 The Communities Department's recommendation is a combination of items (a) (c) (see item 2.0 Recommendations).

9.0 CONSULTATION

- 9.1 Consultation has taken place with the Chief Executive, Depute Chief Executives (Finance and Support Services), Directors of Social Work, Economic Development and Planning and Transportation in the preparation of this report.
- 9.2 The review of the Anti Poverty Strategy has involved a wide range of partner agencies and is based on the work on an independent consultant.

10.0 BACKGROUND PAPERS

10.1 No background papers as defined by Section 50D of the Local Government (Scotland) Act 1973 (other than any containing confidential or exempt information) were relied on to any material content in preparing the above report.

Stewart Murdoch Head of Communities

3 October 2003

Appendix 1

Anti-Poverty Strategy Assessing the impact of Council policies on poverty

- Identify the key themes on which a policy has a major impact, either negatively or positively. The impact of a report's recommendations should also be briefly explained. 1. 2.

Aime	Evamples
1. Meeting needs	Examples
Delivering services which meet needs	
Providing services which meet needs Providing specialised services which go to groups or people who are particularly likely to be poor, such as old people children and families in need people who are chronically sick or disabled homeless people or services to help people while they are unemployed	 Residential care Community care Domiciliary support Adult guidance
 Targeting resources redistributing resources to those who are poorest providing general services for groups of people who are particularly likely to suffer from poverty ensuring that general services are available to those who are poorest providing services specifically for people in poverty 	Measures to make policies accessible to people on low incomes eg sports concessions
Indirect provision: directing people towards resources and services	
 available from other agencies enabling people to meet their own needs providing information and advice helping to obtain resources through representation, aid and advocacy 	EducationCommunityLearningWelfare Rights
2. Improving economic position	
 Economic development Economic development in general Economic development of poorer areas 	 Economic development
 Employment Providing employment Developing employment prospects Protecting people who are marginally employed 	 Social Economy Initiatives Employment training
 Mobilising resources Obtaining external funding or grant aid Maximising personal income Securing resources in kind 	Welfare RightsHousing BenefitCredit Unions
3. Social Inclusion	
 Developing participation in society Developing personal capacity, interests and opportunities Integrating the person in a supportive social environment Involving people in social and cultural activities Preventing factors which make people vulnerable to poverty Ensuring safety and security 	 Education Social Work Arts; Leisure Measures against drugs or crime
 Empowerment Participation in decision making Collective action with others Engagement in the political process, and representation of interests 	ConsultationEmpowerment
 Developing the communities on which inclusion depends Developing and extending social networks within communities Developing skills and competences within communities Developing and regenerating the infrastructure on which communities depend Share Anti Poverty Guidelines 	 Community Regeneration Neighbourhood Development Community Capacity

APPENDIX 2

RECOMMENDATION	PROGRESS	ISSUES	FURTHER ACTION
1 Review Council information on poverty	 An integrated framework for monitoring Council information on poverty has been produced. Phase 1 of the data collection exercise is complete. Council representation has been secured on the Scottish Neighbourhood Statistics Development Group and the Deprivation Index Working Group. An outline for a Dundee Research Project has been submitted to the Scottish Executive. If successful, the project will establish a data management system for the Council's strategic social justice data. 3 Community Planning Partnerships (Dundee, Perth and Kinross and Angus) have 'signed-up' to take forward the initiative at Tayside level. Proposal for a Tayside Research Project has been submitted to Scottish Executive for approval. 	 Data collection has been problematic. Departmental responsibility for collecting, analysing and re-presenting Strategic Social justice information needs clarification. The Scottish Executive have expressed concerns about the Research Project being too "Dundee focused". The Scottish Executive have decided not to fund Tayside Research Project. 	 Participate in the Scottish Neighbourhood Statistics Development and Deprivation Index Working Groups. Dialogue with Angus Community Planning about extending the scope of the research Project to cover the Tayside area. The need to develop a comprehensive analysis of poverty/deprivation in Dundee still needs to be addressed.
2 Establish a Lone Parents Working Group	 Key stakeholders have been identified. The Lone Parents Working Group has met twice. Focus groups identified the key themes affecting lone parents as: (a) Childcare and family support (b) Tax and benefits (c) Education, training and employment (d) General access to services Some Council Departments and Agencies have made initial responses to the issues. Letters have been written to the major supermarkets in Dundee raising the difficulty experienced by lone parents through lack of access to transport and childcare. A steering Group has been established to develop integrated models of service delivery through the Community Outreach Service Development Initiative. 	 Access barriers. Resource limitations. 	The Community Outreach Service Development Initiative will target lone parents living in the St Mary's area. Integrated models of service delivery will be evaluated and rolled-out into other areas of Dundee.

R	ECOMMENDATION	PROGRESS	ISSUES FURTHER ACTION
2	Establish a Lone Parents Working Group (Continued)	 The Initiative will target lone parents living in St Mary's and respond to the issues raised by the focus groups. 	
3	Establish Working Group to consider the personal and social needs of unemployed people	 Key stakeholders have been identified. Agreement that the starting point should be the identification of unemployed people's personal and social needs. Dundee Anti-Poverty Forum researched unemployed people's personal and social needs through Job Centre Plus. 80 people interviewed between 19 August and 30 August 2002. A report on the Personal and Social Needs of Unemployed people has been circulated to the Community Plan Theme Group Leaders for consideration/further action. 	 Lack of clarity amongst Council Departments and partner agencies about their role in taking forward this recommendation. Difficult to distinguish unemployed people's personal and social needs from employment issues. Little evidence to suggest any action has been taken on the issues identified by the research.
4	Monitor the implications of policy and poverty	 The Council has agreed to include the assessment of anti-poverty considerations alongside Local Agenda 21 implications within the committee reporting procedure. An integrated system for monitoring the impact of Council policy on Poverty, Social Inclusion, Community Regeneration, Local Agenda 21, Health and Equal Opportunities was considered and rejected by the Council Senior Manager Team. 	 The Council needs to find a creditable way of monitoring the implications of policy on poverty without incurring additional staff time and costs. Little evidence to suggest Council Departments used the Anti-Poverty Strategy Framework to consider policies impact on poverty in Committee Reports. The mechanism for monitoring the impact Council policy on poverty will be considered alongside the policy monitoring duties placed of the Council by the Race Relations Amendme Act (2000). Need to bring forward a mechanism for policing Departmental Service Plans for an poverty considerations.
5	Review Council Charging Policies	 A review of Council charging policies has been completed. Dundee Anti-Poverty Forum have applied to the BOOST Fund for monies to do a feasibility study into setting up an independent bulky uplift service which would be available free of charge to people on low incomes. 	 The desire to establish consistent criteria for service users entitlement to reduce charges and introduce concessions for all Dundee citizens on low incomes, conflicts with the Council policy to protect Council services by maximizing income. The process of establishing service users' entitlement to concessions should be combined with a welfare rights check to maximise service users income. Establish feasibility of setting up an independe bulky uplift service. Identify potential sources of external funding for feasibility study on affordability.

R	RECOMMENDATION	PROGRESS	ISSUES	FURTHER ACTION
6	Review Common Debt Policy	 The Dundee Advice Workers' Forum have been consulted on the new procedures introduced for the recovery of Council Tax arrears. The review of the Council's existing policy and procedures for debt collection is complete. The Working Group met to review the Scottish Executive's proposed legislation for debt recovery from an anti-poverty perspective. 	 A number of competing issues and tensions have been identified. A fresh approach to debt and debt recovery has been taken by the abolition of poundings and warrant sales and the introduction of the Debt Arrangement and Attachment (Scotland) Act 2002 and the Debt Arrangement Scheme (Scotland) Regulations 2003. The new legislation and regulations may have a considerable impact on the Council. 	 The Working Group will produce a report with recommendations when the Debt Arrangement Scheme (Scotland) Regulations 2003 is passed by the Scottish Parliament. The Council will review its current debt collection policy/procedures in the context of the new legislative framework and the anti-poverty perspective offered by the Anti-Poverty Strategy Implementation Group.
7	Co-ordinated information and advice services	 A review of Council-funded welfare rights services has been completed. The Chief Executive has indicated the action to be taken on the recommendations by each department. Action for the development of co-ordinated information and advice services approved by Social Work. Dundee City Council received £114k to fund additional money advice/debt counselling services across the City for the period 2002-2003. Additional monies are also being used to fund three new posts, with one post each allocated to the Citizens Advice Bureau, the Money Advice Support Team and the Social Work Welfare Rights Team. Additional funds are also being used to establish a Money Advice Partnership Group. The work of the Money Advice Partnership is establishing precedent for standard referral 	Temporary funded welfare rights information and advice services.	 Formalise the use of common quality standards and performance measurement procedures. Develop a co-ordinated welfare rights information and advice service through the Dundee Advice Workers' Forum. Develop an SVQ in Welfare Rights with Dundee College. Develop a training/information programme to ensure relevant Council officers are aware of the network of welfare rights information providers. Develop strategic links between the co-ordinated Welfare Rights Information and Advice Service and the broader range of generic information and advice initiatives eg Housing Advice, Trading Standards, Youth Enquiry Service Points, the Adult Guidance Network and the Adult Guidance Network and the Inclusive Project.
		procedures, common quality standards, and an integrated statistical recording system is informing the work on the co-ordinated information and advice services.		

RI	ECOMMENDATION	PROGRESS	ISSUES	FURTHER ACTION
8a	a Local Employment Action Plan	■ The Dundee Partnership has learned from best practice in other local authority areas through participation in the European-funded LEAP Project (Local Employment Action Plans).	down European Funding for new	■ The Dundee Partnership Training and Employment Sub Group will take forward implementation of the Action Plan.
		 Council Departments and partner agencies have been consulted on the key issues to be addressed. 		
		 The Dundee Local Employment Action Plan has been passed by Committee. 		
8b	Protecting people from marginal employment	 A report attempting to define the extent to which marginal employment is an issue in Dundee has been produced. 	dee has should recommend that Dundee City Council consider the research findings and review its	 The key stakeholders identified in the report will be asked to respond to the recommendations contained within the Action Plan.
		 Dundee Anti-Poverty Forum produced a Labour Market Survey Report highlighting issues related to low pay and temporary/part-time work. 	policies on the use of temporary and part-time contracts.	 The issue of marginal employment in Dundee will be given further attention by the Community Plan Working and Learning Theme Group.
		 NRDD transferred temporary sessional worker contracts into mainstream established posts. 		
		A seminar based on the action research on Narrowing The Gap was held on 21 February 2003. The Seminar will address employment barriers.		
		 A further piece of action research has been commissioned by SET to address employment barriers 		
8c	Developing the Social Economy		The potential for developing the social economy in the fields of childcare, community care and social housing will be explored.	
				 Communities Scotland Wider Role Programme for Social Housing Landlords may provide resources to develop social economy initiatives.
9a	Local Labour Initiative (LLI)	industry through the job matching service in the	 Development potential for applying model to other fields of employment. 	 Develop the initiative to target unemployed people for work through training and skills development.
			The project does not currently meet the needs of unemployed people with no experience or skills.	 Explore the potential for applying the Tayside Local Labour Initiative model to the use of Council contracts to target unemployed people for work.

RI	ECOMMENDATION		PROGRESS		ISSUES		FURTHER ACTION
9b	Use Council Contracts to target unemployed	•	A scoping paper has been produced. Research on best practice in other local authority areas is complete.	•	Legal restrictions. Lack of progress.	•	Liaison with Dundee City Council Chief Executive and the Community Plan Working and Learning Theme Group.
	people for work	•	A methodology for taking this recommendation forward has been identified by the research funded by the Joseph Rowntree Foundation into "The Use of Social Clauses in Neighbourhood Renewal".			•	Await outcome of Dundee City Council bid to participate in a Scottish Executive pilot programme which seeks to pilot the use of community benefit clauses in neighbourhood renewal.
		•	A Seminar for Dundee City Council and Community Planning Partners took place on 28 August 2003.				
		•	Dundee City Council have made a bid to participate in a Community Benefits Pilot Programme sponsored by COSLA and the Scottish Executive.				
10	Review Council facilities for personal transport	•	Dundee Anti-Poverty Forum has been consulted on the development of the Dundee Local Transport Strategy.		This recommendation may not be implemented if the Planning and Transportation Department is unable to identify the resources needed to perform	•	Audit the Council's facilities for personal transport. Investigate the viability of a minibus brokerage agency for voluntary sector transport.
		•	The review of Council facilities for personal transport has been identified as a target within the Local Transport Strategy.		the audit.		
		-	Pensioners will be entitled to free travel by 2002.				
		•	Commercial concession scheme introduced through local bus companies.				
		•	A new taxi company with improved disabled access has been recently established in Dundee.				
11	1 Anti-Poverty Strategy Monitoring and Evaluation	•	Draft monitoring and evaluation framework has been produced.	•	No mechanisms in place to monitor and evaluate the impact of policies and initiatives on policy.	•	Dundee City Council and its Community Planning Partners require to consider how best to monitor
		•	Monitoring of Council information on poverty underway.	f		and evaluate the impact of their work on poverty. This needs to be tied into a wider review of the	
		•	System in place for monitoring implementation of recommendations contained in Anti-Poverty Strategy.			future arrangements for monitoring community regeneration.	
		•	Dundee Anti-Poverty Forum currently engaged in research relating to the participative development of poverty indicators.				
		•	An independent review of the Anti-Poverty Strategy took place January-June 2003.				