

**REPORT TO: POLICY AND RESOURCES COMMITTEE - 25 JUNE 2012**  
**REPORT ON: FAIRNESS STRATEGY AND ACTION PLAN FOR DUNDEE**  
**REPORT BY: CHIEF EXECUTIVE**  
**REPORT NO: 249-2012**

**1. PURPOSE OF REPORT**

1.1 This report presents the Dundee Partnership Fairness Strategy and Action Plan for approval.

**2. RECOMMENDATIONS**

2.1 It is recommended that committee approves the Fairness Strategy and Action Plan attached as Appendix 1.

**3. FINANCIAL IMPLICATIONS**

3.1 The cost of implementing Council-led commitments in the Fairness Action Plan will be met from existing revenue budgets. A number of actions in the plan are exploratory and any additional financial implications associated with these will be presented to committee for approval at a future date.

**4. BACKGROUND**

4.1 Dundee Partnership Fairness Strategy - Consultation Draft

4.1.1 In response to rising levels of income inequality, child poverty and fuel poverty, the Dundee Partnership developed a draft Fairness Strategy for Dundee to challenge poverty and promote inclusion. The draft strategy set out:

- local and national policy commitments to tackling poverty;
- the nature and scale of poverty in the city;
- previous and ongoing measures to address poverty from the Council's Anti-Poverty Strategy (1999) to the current Financial Inclusion Strategy;
- a new outcomes framework and strategic themes to inform and frame an action plan which was to be developed throughout the Partnership;
- the priority groups at risk of poverty;
- the key levers which can offer a route out of poverty; and
- the importance of involving communities with experience of poverty in shaping action to deal with it

4.1.2 The consultation draft was launched at a workshop of the Dundee Partnership Forum on 22 September 2011 attended by all community planning partners including representatives from the city's Community Regeneration Forums and Local Community Planning Partnerships.

4.1.3 In addition to inviting responses through the Dundee Partnership website, officers undertook a range of presentations and facilitated workshops to consult stakeholders throughout Dundee on the draft strategy. These included presentations to the board of

Dundee Community Health Partnership, the management teams of various Council departments, the Early Years Partnership, Dundee Social Enterprise Network and two focus groups involving senior council managers.

- 4.1.4 The perspective of community and voluntary partners were gained at specially organised workshops held separately with members of community groups across the city, a network of interested community members linked to the StobsWELLbeing initiative and members of Voluntary Gateway Dundee.
- 4.1.5 A small number of responses were received from voluntary groups in the city including the Dundee Carers Centre, Faith in the Community, the Amina Muslim Women's Resource Centre and the Finmill Centre Local Management Group.
- 4.1.6 Overall, feedback was positive confirming that the scope and direction of the strategy was supported. Changes have been made to the strategic which reflect widely and strongly expressed views that:
- a) the overall aim for the strategy should incorporate the importance of fairness. As a result the next Single Outcome Agreement will state that "Dundee will be a fair and socially inclusive city"
  - b) the original theme of "Enough to get by on" could be perceived as patronising or lacking purpose or ambition. Instead, the strategy will assert the right of all individuals and families to have "a Fair household income". This will be defined by the Minimum Income Standard as researched and published annually by the Joseph Rowntree Foundation
  - c) the need to challenge stigma and discrimination overlaps with, but extends beyond, income inequality, so the outcome framework will set out the need to "increase social inclusion and decrease all inequality, stigma and discrimination"
  - d) the needs of carers will be acknowledged by adding carers to the list of 'hidden' groups who are particularly vulnerable to poverty
- 4.1.7 The amended Fairness Strategy, incorporating all of these changes, is attached as Appendix 1.
- 4.2 Fairness Action Plan
- 4.2.1 Over the course of the consultation period, officers have been developing the action plan which complements the Fairness Strategy. It lists those actions which will have the biggest impact in achieving the intensions set out in the outcome framework and are listed against each outcome heading - Financial Inclusion, Social Inclusion, Communities and Neighbourhoods, Health, and Learning and Employability.
- 4.2.2 The majority of the actions in the plan are either underway or the basis of a firm commitment from one of the community planning partners. A number are more exploratory in nature and will be firmed up following further investigation and discussion with partners.
- 4.2.3 The final action plan will be added to the Council's monitoring database and regular progress reports will be produced and presented to partners. It is anticipated that further actions will be added as partners extend their commitment to this approach once the Fairness Strategy is fully implemented.
- 4.2.4 The action plan contains many areas where the Council is taking a lead role including:
- a commitment to the Living Wage for Council employees

- preventative measures to reduce the impact of existing and forthcoming welfare reform arrangements for people on benefits
- increasing fuel poverty support through Dundee Energy Efficiency Advice Project
- the introduction of a poverty-sensitive Corporate Debt Policy

4.2.5 Progress in implementing the Fairness action plan will be reported to Committee and the Dundee Partnership Management Group on a six monthly basis.

## 5. **POLICY IMPLICATIONS**

5.1 This report has been screened for any policy implications in respect of Sustainability, Strategic Environmental Assessment, Anti-Poverty, Equality and Impact Assessment and Risk Management. There are no issues in this regard to report on.

An Equality Impact Assessment has been carried out and will be made available on the Council website <http://www.dundee.gov.uk/equanddiv/equimpact/>.

5.2 This strategy and action aim to have a fundamentally positive impact on poverty by addressing the causes of income inequality and the effects it has on the lives of individuals and families who experience it.

## 6. **CONSULTATIONS**

All departments and community planning partners have been consulted in the development of the Fairness Strategy and Action Plan.

## 7. **BACKGROUND PAPERS**

Equality and Impact Assessment.

David K Dorward  
Chief Executive

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20/06/2012

# **For Fairness in Dundee**

## **A Strategy for Challenging Poverty and Promoting Inclusion in Dundee**

**June 2012**



## 1 For Fairness in Dundee

Dundee presents two faces to the people who live here and to the rest of the world.

One is of a modern, vibrant city which has undergone a remarkable transformation. Already we have seen the growth of our cultural facilities, innovation in the developing bio-science and digital media industries and the reinvention of the city centre as a real tourist and shopping destination. Building on this is the prospect of a new era of manufacturing offered by renewable energy production and the long term jobs that go with it. Perhaps even more significantly, progress continues towards the creation of V & A Dundee in a building and location which could radically alter the way the city is perceived across the UK and abroad.

At the same time there is another Dundee where levels of poverty and deprivation make every day life a struggle for individuals, families and communities across the city; where too many people are more likely to have insufficient income, lower life expectancy, experience higher levels of crime, greater unemployment and lower educational attainment; where children are less likely to achieve positive life outcomes.

The Dundee Partnership believes that every person and family in Dundee wants, and should have the right, to share in the success we achieve as a city. Everyone should have the right to be heard and valued and to participate fully in our community and that no one should be denied that because of their economic status.

The biggest obstacles people face in achieving this are poverty and inequality which have an enormous impact on the chances of being healthy and happy, educated and employed, and safe and secure.

Why is tackling poverty and creating a fairer city a priority in Dundee? Our vision for the city is based on creating jobs and a successful economy, with an excellent quality of life, where people live in inclusive communities. To make this happen we need to help everyone to play the fullest part in shaping this future and they will only be able to do that if they have the same opportunities and standards of living as the large majority of people in Scotland.

So in Dundee we will pursue fairness by ensuring that every person and family in the city has **a fair household income, someone to turn to, and hope for the future.**

The context is a challenging one. The global recession, government policies to reduce the national deficit, welfare reform changes and a difficult employment market combine to create the circumstances where poverty and inequality are likely to become even worse. We are determined that this will not be the case in Dundee.

The Single Outcome Agreement for Dundee 2012-2017 makes an explicit commitment to reducing inequality. Over the next five years the challenge will be to achieve greater fairness in the city by ensuring that people from our community regeneration areas are able to benefit from the major economic developments in Dundee and support people even as they experience the impact of welfare reform and the difficult economic climate.

We have shown over the last thirty years that we can create jobs and stimulate the local economy, raise local income levels and try to close the gap between rich and poor. And now, with the lessons we have learned previously we can be clever, creative and committed enough to do it again. There can be no justification for the serious inequalities in Dundee, and in the same way we want to see a fair Dundee, we believe that Dundee should have the same levels of affluence and inclusion enjoyed by the rest of Scotland.

## 2 A National Commitment

### 2.1 Social Policy Frameworks

The Scottish Government has worked closely with COSLA to publish three linked social policy frameworks: *Achieving Our Potential*, *Equally Well* and the *Early Years Framework*. These are complementary and reflect the joint aims of tackling poverty, addressing health inequalities and giving children the best start in life.

Most explicit is *Achieving Our Potential* which provides a framework to tackle poverty and income inequality in Scotland and informs the following joint policy statement in October 2009:

"By working in partnership, focussing on long-term outcomes and using our resources to best effect, the Scottish Government and Local Authorities will seek to tackle the poverty concentrated in our most deprived communities and reduce the inequalities which exist between these communities and the rest of Scotland".

(Equal Communities in a Fairer Scotland, Scottish Government/COSLA)

The same joint statement confirmed the ongoing importance of focusing on those currently experiencing poverty:

"... a specific focus on improving outcomes for people living in our most deprived geographic communities remains essential if all of Scotland's people are to have equal opportunities to improve their health chances".

### 2.2 Solidarity in Scotland

This commitment underpins the Scottish Government's National Outcome:

"We have tackled the significant inequalities in Scottish society" and its National Indicator , "To decrease the proportion of individuals living in poverty"

Reducing income inequality is a Scottish Government goal: the 'Solidarity' target aims to increase both the *proportion* of income and the *overall* income of the bottom 30% of population by 2017. Income inequality will be tackled through:

- Employment opportunities
- Improving skills
- Reducing income differentials between lowest and highest paid occupations
- Entitlement to and take up of benefits

### 2.3 Tackling Poverty Board

The Tackling Poverty Board was established by the Scottish Government and COSLA in September 2009 to oversee and drive forward policy and practice to reduce poverty in Scotland with a remit to:

- scan the horizon so that new challenges and opportunities are identified as early as possible
- to monitor and challenge how partners are implementing the key actions in *Achieving our Potential*, and the action being taken to meet the child poverty targets and the solidarity purpose target
- to identify and promote the actions that can make a real impact on tackling inequality, poverty and the drivers of low income

The Board consisted of representatives from COSLA, national and local government, the private sector and the voluntary sector. It met on 5 occasions over a 12-month

period and has produced a short statement which sets out its main principles and recommendations. These exhibited a sound understanding of the ongoing challenges which exist in relation to poverty and exclusion in Scotland and also set a clear and positive direction for those who are determined to tackle it, including specific recommendations for community planning partners, and therefore merit presenting here in their entirety.

### **Tackling Poverty Board - Principles**

- 1 Paid work continues to be a route out of poverty, but we need to do more to recognise and tackle in-work poverty which accounts for a rising share of family poverty. This will require concerted action at Scottish and UK level.
- 2 Dignity, rights and respect around entitlement must be the hallmark of engaging with public services in Scotland. We should avoid language that stereotypes people, the reasons for their poverty or need for services.
- 3 We recognise that both people and place-based interventions matter for tackling poverty. Place-based interventions should operate alongside the personalisation agenda in relation to anti-poverty policy.
- 4 Services should place people at the centre by providing flexible, responsive and personalised care and support which continues across sectors and agencies providing an individualised common thread of service provision.
- 5 There should be continued momentum on growing 'what works' at local and national level, and sharing learning about good practice. The Scottish Government should continue to provide leadership and set expectations to drive this forward.
- 6 Poverty and current rates of income inequality are not inevitable and we must not be fatalistic about our ability to make transformational change, even in challenging economic times. Progress over the decade up to the eve of recession shows the potential for improvement given circumstances of economic growth, targeted policies and progressive tax and benefit reform.
- 7 Poverty compromises our abilities to improve outcomes across all social policies. Anti-poverty action must be a mainstream priority and the responsibility of every Community Planning partner.

### **Broad Recommendations**

On the basis of these principles, the Board's Statement then made ten broad recommendations:

- 1 Leadership and direction on tackling poverty is important, *even where powers are reserved to the UK Government*. Political leaders and other influential figures should speak out commending positive action as well as putting the spotlight on areas of bad practice that disproportionately affects poor people – for example high-cost lending, energy tariffs which disadvantage those on the lowest incomes and breaches of employment rights.
- 2 Central and local government must further embed early intervention and prevention into core service delivery, promoting any shared services agenda which helps to deliver this. Reducing demand for services by acting to prevent and alleviate poverty is cost effective to both service providers and, more importantly, to households at risk.

- 3 The Board wishes to reinforce the importance of financial inclusion as a powerful lever in tackling poverty. It endorses the recommendations in the Financial Capability strategy and the recommendations related to tackling poverty in the *Equally Well Review*, in particular that public sector organisations should apply mainstream successful approaches to income maximisation and financial inclusion.
- 4 Financial capability services, which help people build the skills and motivation to make informed decisions about money, should be regarded as preventative spend and protected on that basis against cuts to funding levels. There is a need to highlight the huge impact that low income has on financial capability, and that low income should be seen as part of the problem. However, financial capability shouldn't be regarded as a substitute for the provision of simple, low-cost and accessible financial products and services.
- 5 We strongly endorse the principles of welfare reform in seeking to make work pay and providing stability through transitions, but have concerns about affordability and the impact of change on some of our most vulnerable people. We need to have a shared understanding of the impact of Welfare Reform on Scotland and identify agreed national and local responses appropriate to protect the most vulnerable across our communities.
- 6 We must continue to promote and support local innovation, leadership, participation and improvement and to meaningfully engage with local communities in designing service provision. We need to 'sustain momentum in the co-production approach with Scottish Government, COSLA and service users but we must not underestimate the resources needed to include people effectively'.
- 7 We should highlight what works and maintain a position that what works should continue to be funded, such as services that support access to affordable credit and consumer protection. We should also prioritise learning around good practice and consolidate good practice that already has a robust evidence base e.g. Working for Families.
- 8 The Board supports the principles and priorities contained in the three social policy frameworks which underpin the Child Poverty Strategy, and expects partners to work across sectors with a renewed vigour in tackling the causes and consequences of child poverty, with a particular focus on the importance of boosting parents' employability. The Child Poverty Strategy needs to be embedded across Scottish Government and Community Planning Partnerships with clear ownership and leadership driving this forward.
- 9 The Board acknowledges that the traditional model of childcare provision does not necessarily suit the circumstances of modern employment, especially among lower income earners. There is a need to broaden and diversify models of delivery and to develop locally appropriate needs-based solutions.
- 10 The Board recognises the critical role of skills and employability policies in tackling poverty and the importance of closely aligning the agendas to deliver identified local needs and national outcomes. A particular focus must be placed on supporting young people at risk of long-term unemployment and the associated consequences.

**The Dundee Partnership will pursue these recommendations in agreeing and implementing the strategy for challenging poverty and promoting inclusion in Dundee.**



### 3 Understanding Poverty, Inequality and Fairness

#### 3.1 Poverty and Inequality

'Poverty *is about not having enough*' and the impact this has on all aspects of people's lives, including how they are treated and how they feel about themselves.

For some people, poverty is persistent (around 6% of those who are poor in Scotland) but many people move in and out of poverty. For example, from 1991-2007, 32% moved out of relative poverty and 7% moved in. Some groups are at greater risk of poverty and poverty is often triggered by life events that can happen to anyone – sickness, disability, accidents, unemployment, retirement, caring responsibilities, having a disabled child, growing old. Poverty is both concentrated e.g. in areas of deprivation but is also widely distributed across the whole of Dundee. This means that poverty has a much greater impact on Dundee than is generally recognised and highlights the importance of action across all SOA priorities.

Poverty is a state or condition - *what I have* - while inequality implies a relationship – *what I have relative to what other people have*. Poverty is about adequate or sufficient income, whereas inequality is about the *distribution* of income.

Reducing poverty and reducing inequalities are not the same but they are related goals. Reducing income inequality is a Scottish Government goal: the 'Solidarity' target aims to increase both the *proportion* of income and the *overall* income of the bottom 30% of population by 2017

An extensive body of research suggests that high levels of inequality generate a wide range of health and social problems, that income inequality holds back sustainable growth and that everyone benefits from reducing the gap between rich and poor.

Addressing disadvantage is a guiding principle for the Partnership. Action on poverty will help to ensure that everyone has the opportunity to play a full part in the life of the city. Improving the incomes of the poorest households is an important route to improving Dundee's local economies as well as protecting community stability.

#### 3.2 Definitions of Poverty

There are a range of different definitions of poverty and a coherent strategy requires agreement on the definition which is most appropriate to Dundee.

*Minimum income standard* – level of income required to meet a minimum socially acceptable standard of living

*Absolute poverty (low income)* – used to measure whether the poorest families are seeing their incomes rise in real terms

*Relative poverty* – used to measure whether poor families are keeping pace with the growth of income in economy as a whole i.e. keeping up with living standards in the rest of society

*Persistent poverty* – used to measure movement in and out of poverty and whether families are living in consistent low income (i.e. in three of previous four years)

For the purposes of this strategy, poverty will be defined as *household income below 60% of median (mid point) household income*. This is the commonly used *relative poverty before housing costs* definition which is used to measure whether poor families are keeping pace with the growth of income in the economy as a whole i.e. keeping up with the living standards in the rest of society. So, poverty is about much more than income

**but income and material conditions remain the most fundamental determining dimensions of poverty. In other words, the psychological and social dimensions of poverty are a direct consequence of not having enough money. The problem is poverty - not poor people.**

### 3.3 Social Inclusion

The Dundee Partnership is committed to achieving the greatest social inclusion for communities in the city. We believe that everyone has the right to fully participate in and contribute to community life. Without this individuals may be deprived of political, social, economic and cultural rights.

While poverty may be the most significant cause of exclusion in Dundee, there are many others including discrimination, unemployment, poor skills, poor housing, bad health and changes to families and households. Social exclusion can exist independently but often there is a close relationship between poverty and other causes and the most effective ways to challenge them can often be the same. The outcome framework for fairness and inclusion in Dundee (see 5.3) applies equally to poverty and exclusion and in pursuing these improvements in the quality of people's lives, we will tackle both at once.

## 4 Poverty and Exclusion in Dundee

### 4.1 Dundee Profile

Following an analysis of local and national statistics available for Dundee, it is possible to present a profile of poverty and exclusion in Dundee. While this varies across the city, the headline statistics outlined below demonstrate the depth and breadth of the challenge for Dundee.

#### **In 2009, Dundee City:**

- had the third largest percentage of its population (28.8%) living in the 15% Most Deprived areas of local authority areas in Scotland
- had the fourth largest percentage of its population (20.4%) classed as income deprived of local authority areas in Scotland
- had the fourth largest percentage of its working age population (15.6%) classed as 'employment deprived' of local authority areas in Scotland
- had a higher percentage of its working age population (4.7%) claiming jobseekers allowance than the Scottish average (3.5%) (2009 Quarter 4).
- had a higher percentage of its working age population (22.3%) claiming Key Benefits than the Scottish average (15.4%) (2009 Quarter 4).
- had a greater percentage of its population aged 16 yrs + (7.5%) claiming Incapacity Benefit or Severe Disablement Allowance than the Scottish average figure. (5.8%) (2009 Quarter 4).
- had a greater percentage of households (44.3%) in these lower income categories £0-20k than the Scottish average(36.9%) (2009).
- has an average mean income that is 11.6% less than the Scottish figure, and 16.8% less than the UK.
- had the highest percentage of households in relative poverty (26% to 24%) across Scotland between 2002 and 2008.
- had the third highest percentage of its children (35.3%) living in areas within the 15% Most Deprived in Scotland. - SIMD 2009.
- had the second highest percentage of its children (38.6%) living in areas within the 15% most income deprived in Scotland - SIMD 2009.
- had over half (56%) of its children living in households of low income.
- had the third highest percentage (56%) of its children living in low income households in all Scottish Local Authorities.
- had the second highest percentage of its pupils registered for free school meals and is well above the Scottish average - for both Primary (31%) and Secondary (22.1%).
- had 5,170 families in work that were in receipt of Working Tax Credits and Child Tax Credits in 2008/09, this was the 7th highest Local Authority percentage.
- had almost a third (32%) of its housing tenure as either housing stock or Registered Social Landlord.

Comprehensive city-wide and local profiles of the various factors associated with poverty and deprivation are available in separate documents on the Dundee Partnership website at [www.dundeepartnership.co.uk/x](http://www.dundeepartnership.co.uk/x).

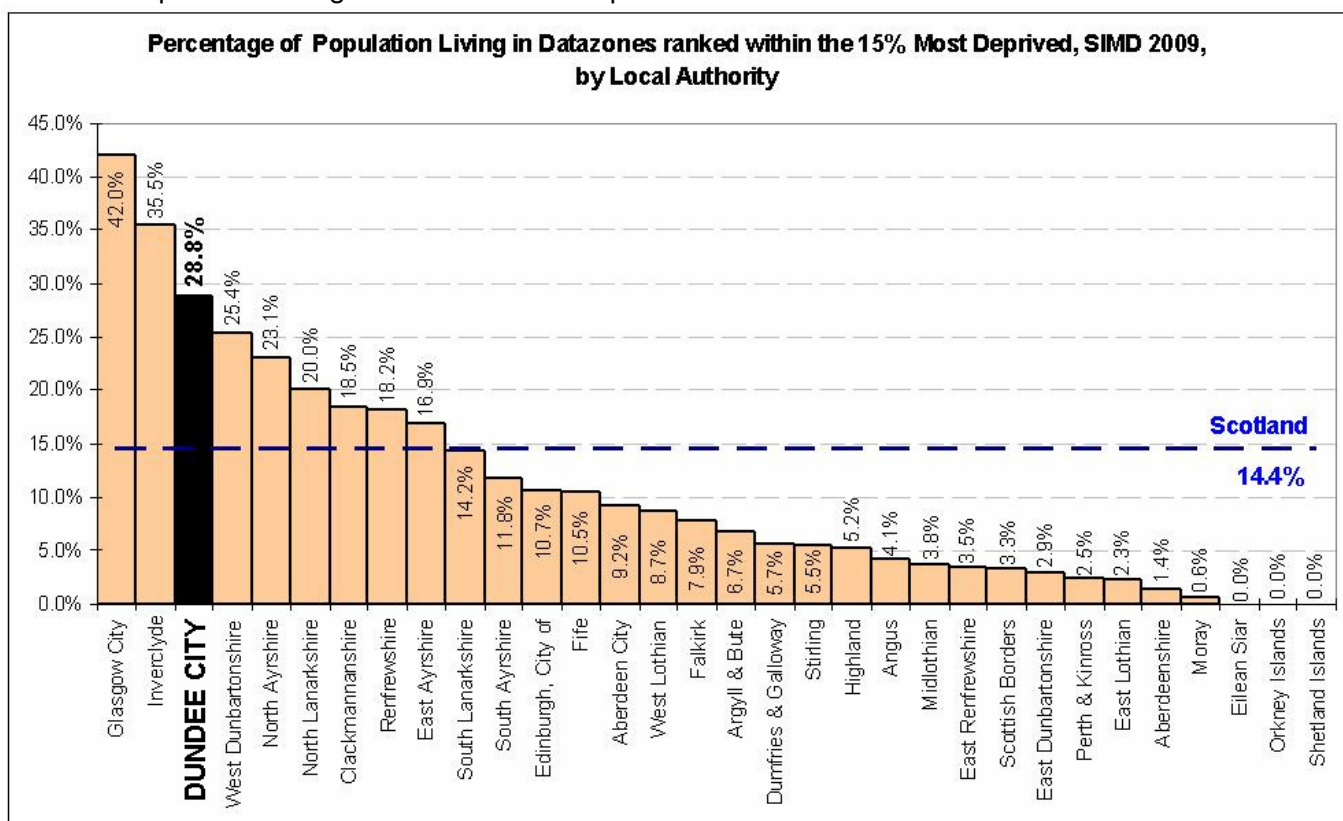
#### 4.2 The Scottish Index of Multiple Deprivation 2009

The Scottish Index of Multiple Deprivation (SIMD) 2009 identifies small area concentrations of multiple deprivation across all of Scotland. The SIMD can be used to identify Scotland's most deprived small areas on the overall index and a range of individual factors which contribute to deprivation, most commonly defined as the most deprived 15% in Scotland.

The charts below highlight the levels of overall deprivation for the population of Dundee compared to the rest of Scotland and levels of income inequality - the factor most directly associated with poverty. The breakdown of wards across the city compares the same factors at a local level.

##### a) Overall Deprivation in Dundee

Chart 1: Population Living in the 15% Most Deprived of SIMD 2009



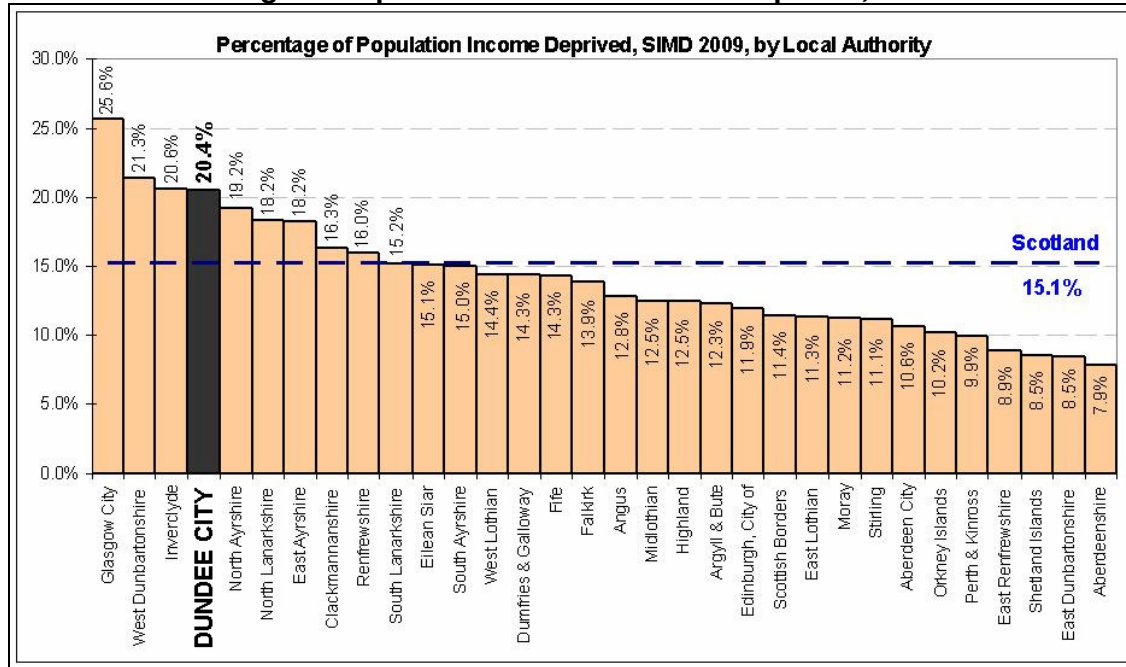
Source: SNS

The SIMD 2009 stated that of the 142,150 people estimated to be living in Dundee City 40,958 people lived in datazones ranked within the 15% Most Deprived in Scotland. This is just under 30% of the population and **Chart 1** shows that of all 32 Local Authorities, **Dundee City has the third largest percentage of its population living in the 15% Most Deprived areas.**

Dundee City has 179 datazones and of these 54 are ranked to be within the 15% Most Deprived in Scotland according to the SIMD 2009.

b) Income Deprivation in Dundee

**Chart 2: Percentage of Population That Are Income Deprived, SIMD 2009**



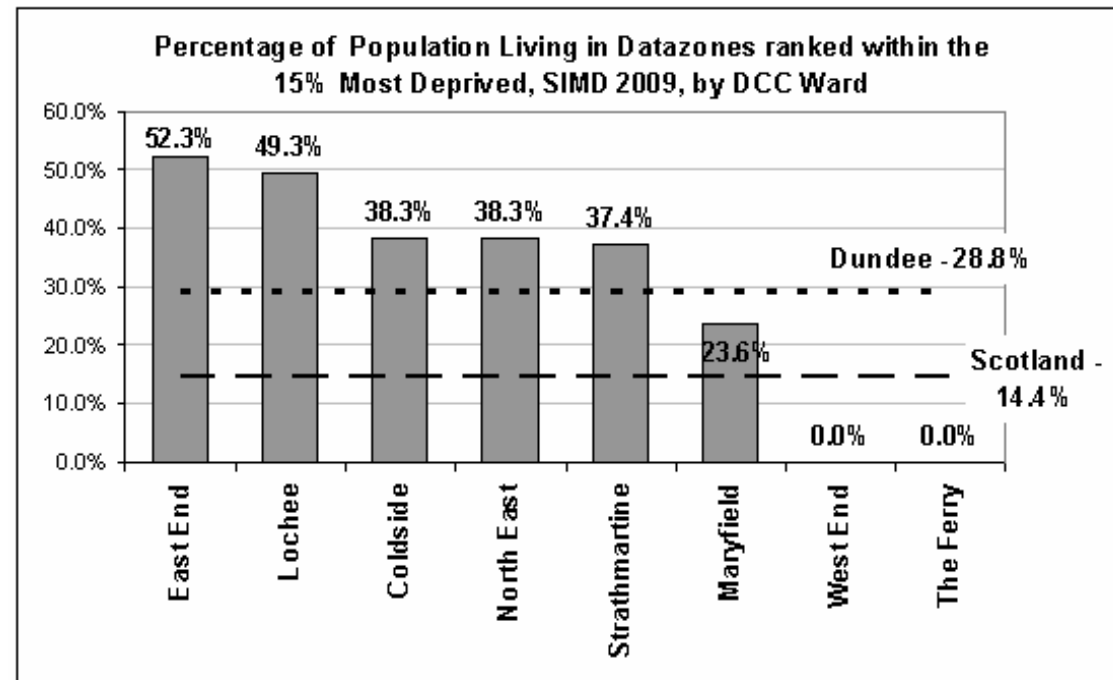
Source: SNS

The SIMD 2009 stated that of the 142,150 people estimated to be living in Dundee City 29,035 are classed as 'income deprived'. This is just over 20% of the population and **Chart 2** shows of all 32 Local Authorities, **Dundee City has the fourth largest percentage of its population classed as income deprived.**

Source: Scottish Government

c) Local Deprivation in Dundee

**Chart 3: Population Living in the 15% Most Deprived of SIMD 2009**



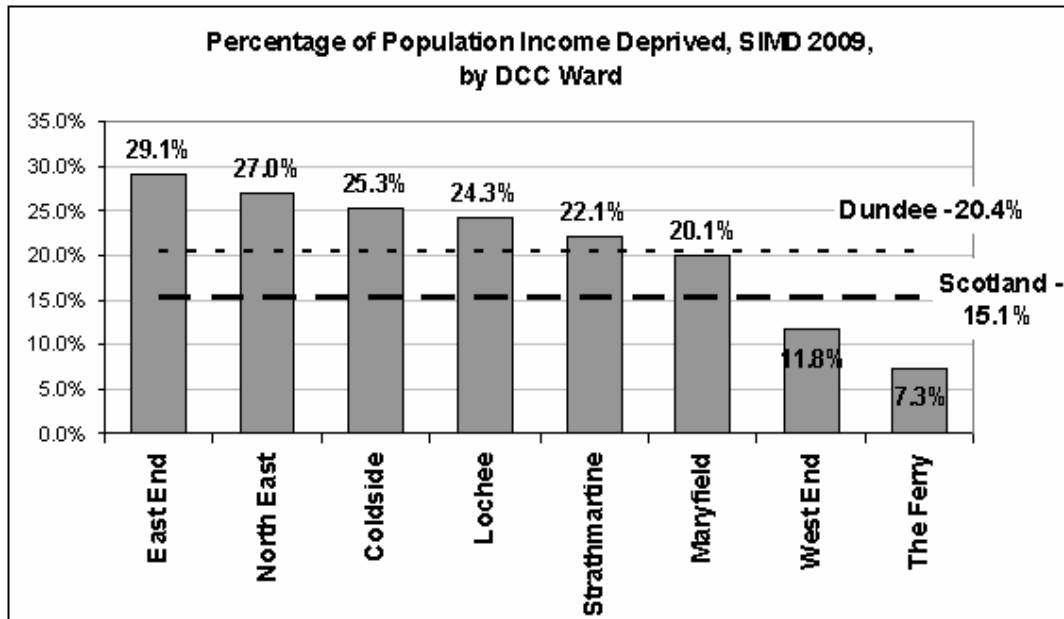
Source: SNS

**Chart 3** shows that all six out of the eight Dundee City wards are above the Scottish average of percentage population living within the 15% most deprived areas in Scotland. The West End and The Ferry wards have no datazones ranked within the 15% most deprived.

The East End and Lochee wards have approximately half of their population living within the 15% Most deprived areas, while in Coldside, North East and Strathmartine this figure is still above a third of the population.

d) Local Income Deprivation in Dundee

**Chart 4: Percentage of Population That Are Income Deprived, SIMD 2009**



Source: SNS

**Chart 4** shows the percentage of the population that are classed as 'income deprived' within the SIMD 2009. As in Chart 3 the West End and The Ferry wards are below the City and Scotland average. **Chart 4** shows that the East End, North East and Coldside wards have over a quarter of their population classed as income deprived, and the wards of Lochee, Strathmartine and Maryfield have over a fifth of their population classed as income deprived.

#### 4.3 Changing Shape of Poverty in Dundee

**Table 1** below shows how income and employment deprivation have changed since the first Scottish Index of Multiple Deprivation in 2004. It shows that while employment deprivation has reduced for Scotland as a whole, it has fallen less in Dundee. Over the same period, while **employment** deprivation has fallen, **income** deprivation has risen - 2.1% for Scotland and 3.3% in Dundee. These reinforce the need for Dundee to turn around the poor outcomes for people in the city by finding ways to secure well paid, sustainable employment.

**Table 1 - Changes in Income and Employment Deprivation in Dundee and Scotland**

SIMD Publication	Dundee City		Scotland	
	Percentage of Total Population that are Income Deprived	Percentage of Total Population that are Employment Deprived	Percentage of Total Population that are Income Deprived	Percentage of Total Population that are Employment Deprived
SIMD 2004	19.7%	17.3%	15.0%	13.8%
SIMD 2006	18.6%	16.9%	13.9%	12.9%
SIMD 2009	23.0%	15.7%	17.1%	11.6%

#### 4.4 Key Aspects of Poverty in Dundee

Within the overall profile of poverty in Dundee, there are three particular aspects which need to be addressed if the strategy is to achieve fairness for those struggling to make ends meet, and if we are to prevent poverty impacting on our children and future generations.

##### Child Poverty

Children in Dundee are more likely to be in poverty than any other age group. In 2008/9 17,830 children in Dundee lived in low income households. Children who grow up in poor households are more likely to have low self esteem; play truant; leave the family home earlier; leave school earlier with fewer qualifications and be unemployed/economically inactive as adults.

The Scottish Government published its Child Poverty Strategy for Scotland in March 2011. It aims to break inter-generational cycles of poverty, inequality and deprivation and asserts that this will require a focus on the underlying social and economic causes of poverty and the need to improve the life circumstances in which children grow up. At the same time it emphasises the need to reduce pressures on low income families by helping parents to access and sustain good quality employment and promoting greater financial inclusion and capability.

##### In-Work Poverty

Although levels of relative poverty in Scotland have reduced over the last ten years, in-work poverty has remained stubbornly consistent at around 6 to 7% of the population. In-work poverty is experienced by individuals and families in households with incomes below the poverty threshold despite one or more members being in employment. This group contains children and non-working adults. Half of the children in poverty in Scotland live in households where at least one adult is working.

In-work poverty is fundamentally shaped by wage levels and working arrangements. In 2009, 20% of all jobs in Dundee paid less than £7.13 per hour; 10% of full-time workers earned £6.75 or less per hour; and 40% of part-time male workers and 30% of part-time female workers earned less than £7 per hour. Dundee also has the highest rates of part-time employment for any Scottish city.

The Scottish Campaign for a living wage has been supported by the Scottish Government. Based on the Joseph Rowntree Foundation definition of a living wage (i.e. the amount that an individual must earn, before tax, to afford a basic but acceptable standard of living) the Scottish Government's policy intention is that every worker whose pay it controls directly will meet the living wage target for £7.10 per hour. While this is an important commitment, it is unlikely that levels of in-work poverty in Dundee will be seriously reduced by income policies which apply only to the public sector.

## Fuel Poverty

In 2009, 15,000 households in Dundee (22%) were in fuel poverty including 3,000 families and 8,000 pensioners. Since then rapid rises in the cost of energy have outstripped any rises in household income resulting in the probability that levels of fuel poverty will have increased dramatically in Dundee. Fuel poverty is defined as the need for a household to spend over 10% of its income to achieve adequate temperatures for health and comfort.

The Scottish Government aims to ensure that by November 2016, so far as is reasonably practicable, people are not living in fuel poverty in Scotland. The scale of this challenge is escalating given that, along with energy efficiency, the Scottish Government recognises that low household income and fuel costs are the main factors which influence whether a household is in fuel poverty.



## 5 Working to Achieve Fairness in Dundee

### 5.1 Supporting the Vision for Dundee

This strategy sets out the contribution that action to reduce poverty and the impact of poverty can make to achieving Dundee Partnership's Vision for Dundee and SOA priorities. It recommends a step change and renewed commitment to tackling poverty, building on past and current efforts and informed by evidence of effective approaches. Dundee Partnership can be a stronger voice on the advantages of reducing poverty: on fairness, solidarity and a Dundee in which everyone shares in and contributes to Dundee's assets, improving quality of life for everyone.

### 5.2 A Strong Commitment and Track Record

Dundee has strong traditions of action to tackle poverty and to reduce the sharp inequalities in income, wealth, health, life chances and every day experience of Dundee residents. This has included a wide range of initiatives to reduce the impact of poverty, to support individuals and communities to increase their income and to strengthen opportunities for people living in poverty to influence decisions that affect their lives. Anti poverty action has been informed by widespread consultation and participatory research.

#### a) Dundee City Council Anti-Poverty Strategy

In 1999, Dundee City Council adopted its first Anti-Poverty Strategy with a framework based on three main areas: meeting need, improving economic position and social inclusion. Since then much has been achieved - but much remains to be done.

<b>Dundee City Council Anti-Poverty Strategy - Achievements</b>
<ul style="list-style-type: none"> <li>- Production of comprehensive Financial Inclusion Strategy</li> <li>- Establishing integrated access and referrals to benefits and advice agencies through co-ordination and shared IT system</li> <li>- Development of Local Transportation Strategy</li> <li>- Raising poverty-awareness in front-line staff</li> <li>- Development of social economy</li> <li>- Production of Skills Development and Employment Training Strategy</li> <li>- Established a framework for gathering and analysing poverty data</li> <li>- Introduction of community benefit initiatives</li> <li>- Production of 'No Room for Dreams' participatory research and publication</li> </ul>



This new strategy builds on the first by refreshing the approach to reflect the Scottish Government's national performance targets, the new outcome based approach to improving the lives and circumstances of our people and the new drive for fairness across communities.

#### b) Financial Inclusion Strategy for Dundee 2011-2013

Taking a lead from the then Scottish Executive's Financial Inclusion Fund, the Dundee Partnership adopted its first Financial Inclusion Action Plan in 2006. This was reviewed in 2009 and aligned with the first Single Outcome Agreement for the city and 'Achieving Our Potential', the Scottish Government social framework for tackling poverty and income inequality.

Ongoing elements of the Financial Inclusion Action Plan include:

- Providing financial inclusion support to the Discover Opportunities Centre and the employability pipeline approach
- Developing financial education programmes and financial capability for young people through the Save by the Bell initiative and connections to the Curriculum for Excellence
- Increasing access to social tariff and energy efficient appliances for people in fuel poverty through the Dundee Energy Efficiency and Advice Project
- Achieving Scottish National Standards Accreditation for all partner advice agencies
- Offering affordable loans and routes into saving for people on low incomes through Discovery Credit Union, by making available a community based alternative to high cost door-step lenders
- Developing a Corporate Debt Recovery Policy which takes account of peoples' circumstances and signposts to sources of advice on benefit, money and debt problems
- Linking advice agencies with Criminal Justice teams to offer financial inclusion support and advice to offenders

The full Financial Inclusion Strategy and action plan is available on the Dundee Partnership at [http://www.dundeepartnership.com/sites/default/files/FI%20Strategy%20\(final%20Overversion\)\\_1.doc](http://www.dundeepartnership.com/sites/default/files/FI%20Strategy%20(final%20Overversion)_1.doc)

c) The Single Outcome Agreement and Supporting Strategies

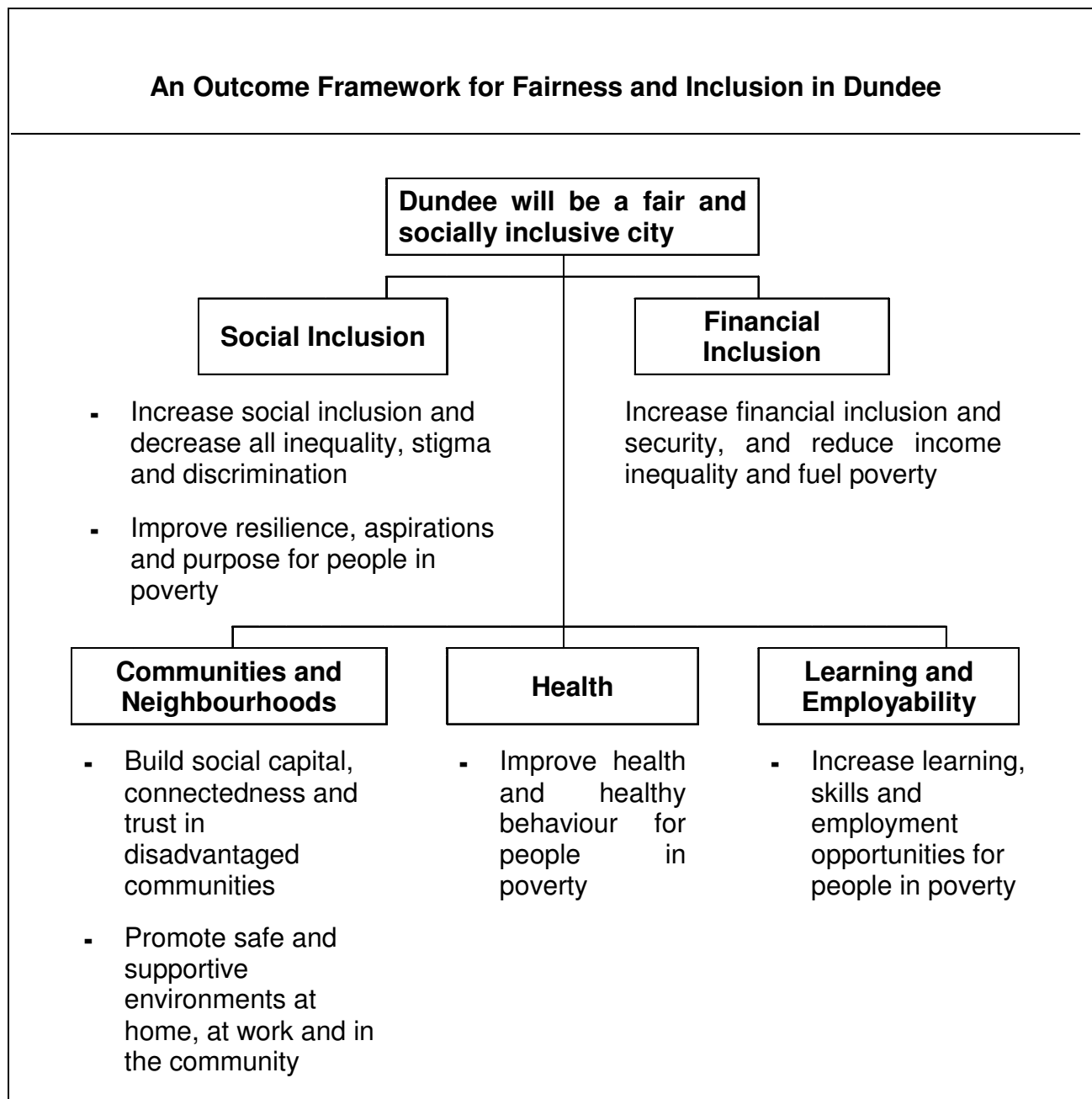
The Dundee Partnership's Single Outcome Agreement 2009-12 made an explicit commitment to addressing social inequalities in the city and the impact that these have on other aspects of life in our communities including health, employability and financial inclusion. Many of the indicators which will measure the success of our efforts will identify whether we have been able to 'close the gap' between the more affluent and more deprived areas.

NHS Tayside's Health Equity Strategy shares the same level of ambition by aiming to reduce health inequality in Tayside within a generation. Partners are already progressing local actions plans which acknowledge the need to contribute to the reversal of broader social inequalities at the same time as, and as a pre-requisite for, improving the health of the city.

### 5.3 A New Outcome Framework for Fairness and Inclusion in Dundee

With the support of the Equally Well test site for Dundee, a new outcomes framework has been developed to support the delivery of fairness and inclusion in Dundee. Based on the National Framework for Mental Health Improvement produced by Health Scotland, this reflects all aspects of community life and Dundee SOA outcomes and endorses the view of the Tackling Poverty Board that *anti-poverty action must be a mainstream priority and the responsibility of every Community Planning partner*. The Health Scotland framework is nationally recognised, giving partners the confidence to build its actions on an evidence-based foundation. Already the framework has provided the basis for discussion

with agencies and services across the city to identify their contribution to the achievement of these outcomes through the logic modelling process.



#### 5.4 Our Financial and Inclusion Strategic Themes

The strategy will have three complementary themes which reflect different aspects of the framework and our desire to address the causes of poverty, to respond to the needs of those in persistent poverty and, crucially, to offer routes out of poverty.

We will strive to ensure that people in Dundee:

- have **a fair household income** by creating well-paid employment, providing effective financial inclusion support and developing sensitive charging policies and concession schemes
- have **someone to turn to** in their families, communities and in services to help them to feel valued, cared for and supported and so that they can have the sense of purpose and security we all need

- have **hope for the future**, by providing support to develop confidence and skills and the opportunities necessary to achieve a better quality of life

## 5.5 Priority Groups and Factors

In our work we will pay particular attention to people in our communities who are at greatest risk of poverty and exclusion. Research for the UK and Scottish Governments has examined the characteristics of people or families in the lowest income groups and shown that:

- early evidence of the impact of the current recession indicates that **young people between 16 and 25 who are not in education, employment or training** is the fastest increasing group of people experiencing poverty
- **unskilled workers** and those **furthest from the job market** are already among those most at risk of poverty and the recession has increased this risk
- **lone parents with dependent children** are most at risk from poverty, with 34% in this category. Half of all lone parents are on low incomes - more than twice the rate for couples with children
- **households with a greater number of children and households with younger children** are more likely to be dependent on out of work benefits (54% of children in Dundee live in low income households)
- 40% of **single female households with children** are in poverty. Earnings for women working full time were 10.7% lower than those of full-time men. The median hourly earnings for women working part-time is £7.85
- In 2007/08, 24% of **families that contained one or more disabled adults** were in relative poverty
- households headed by someone from an **Asian background or from another ethnic group** are almost twice as likely to be in relative poverty than households headed by someone from a white background
- **single pensioners or pensioner couples** make up over 50% of the households with the lowest income. 21% of pensioners in Scotland live in relative poverty

Levels of poverty and deprivation are most commonly measured through household surveys. There are, however, a number of groups who are generally not represented in household surveys but who are more likely to experience multiple disadvantages. They are often particularly vulnerable and rely on public services:

- those with **serious and enduring mental health problems**
- those with **learning disabilities**
- those with **physical disabilities or limiting illnesses**
- **carers**
- **homeless people**
- those with **drug and/or alcohol problems**
- **offenders and ex-offenders**
- **looked after children and care leavers**

Given our understanding of the areas and people in Dundee who are experiencing poverty and deprivation, it is possible to identify those factors most likely to have a direct relationship to poverty in the city.

## a) Employment

Employment still offers the best route out of poverty and higher levels of personal and household income, although it should be noted that half of households in relative poverty have members in low paid or part-time work.

## b) Education and Skills

There will be increasing difficulties for those with low skills and furthest from the workplace and even greater challenges for those entering, or already in, the More Choices More Chances cohort. These challenges, and the need to secure employment opportunities, emphasise the importance of the full range of employability support - helping people to overcome multiple obstacles to securing sustainable employment with the financial capability and in-work support to ensure a successful transition to the workplace.

## c) Benefit Advice and Income Maximisation

Measures to increase benefit uptake can make a significant impact on income levels. Across Britain it is estimated that between 39% and 45% of older people are missing out on Council Tax Benefit; between 11% and 18% are missing out on Housing Benefit; and between 33% and 41% are missing out on Pension Credit. Increasing the amount of benefit received in a household contributed to 35% of the exits from poverty recorded by the British Household Panel Survey in 2007.

The forthcoming changes to the welfare system are likely to exacerbate the poverty levels of those on benefits by reducing incomes of those already on the lowest incomes. The Scottish Government's initial indications are that the tax and benefit measures introduced by the UK Government "will result in households at the bottom of the income distribution incurring, on average, the largest proportionate fall in their income".

## d) Childcare

Access to reliable and affordable childcare is essential to enable lone parents (and women generally) to secure employment or other development opportunities which will provide a route out of poverty and begin to challenge the enduring levels of child poverty in Dundee and Scotland.

## e) Affordable and Accessible Services

People in poverty and in our community regeneration areas are more likely to be dependent on public services and provision. Careful consideration should be applied to service changes and charges and ensuring that service providers are poverty-sensitive, respectful and non-judgemental.

## 5.6 Challenging Stigma

*Dignity, rights and respect around entitlement must be the hallmark of engaging with public services in Scotland. We should avoid language that stereotypes people, the reasons for their poverty or need for services.*

***Tackling Poverty Board, 2009***

Although people living in poverty continue to face stigma and discrimination; the economic crisis has generated greater debate about inequality and greater public unease about unfairness, as well as related concerns about the impact of materialism and consumerism on Scottish society. There's a growing awareness in Scotland of the social, economic and moral costs of sharp differences in life chances. The Partnership

is aware of the need to address poverty, to work with the media and opinion formers to strengthen public understanding, challenge myths and stereotypes and to ensure that people with experience of poverty are included.

## 6 Nothing About Us, Without Us

### 6.1 In Partnership with Communities

The Dundee Partnership has, for many years, placed great significance on working closely with communities and helping all of the people of Dundee to have a say in the future of their city.

This principle was adhered to during the first phase of the anti-poverty strategy through close liaison between the Partnership and groups representing the interests of those experiencing poverty and exclusion. This resulted in commissioning a local organisation to facilitate widespread consultation and participatory research on the everyday lives of individuals in Dundee - the influential No Room for Dreams report.

The Partnership is keen to explore the possibility of initiating a new piece of community/participatory research based on the Evidence Participation Change (EpiC) model developed by the Poverty Alliance. The three main aims of this approach are to empower individuals within the research process; to provide an evidence base of issues; and to carry out research, done by those with experience of the issue - align well with the Partnership's intention to improve social inclusion, resilience and social capital as set out in our Outcome Framework for Fairness and Inclusion.

### 6.2 Equally Well/ONS Consultation

This strategy was informed by the results of events facilitated by the Equally Well test site in Dundee (StobsWELLBEING). The first was held in April 2011 on behalf of the Office of National Statistics (ONS) which had launched a UK wide public consultation to ask people what matters most in their lives and what is important for measuring wellbeing and a follow-up workshop took place in November 2011.

The aim of these events was to involve people whose voices are rarely heard and to help ensure that the ONS debate included views from all sections of society. Significant efforts were made to invite marginalised groups and individuals, from across Dundee. Nearly eighty people attended, most with direct experience of how issues like poverty, low pay, debt, disability, learning difficulties and the benefits system influence wellbeing. Frontline workers in mental health, advocacy, learning difficulties, benefits advice and housing also contributed.

Participants identified issues associated with

- unfairness around work/benefits/pay/financial difficulties
- unfairness around how people are treated
- policies requiring people to move into work whether they can manage it or not
- poor quality and pay of jobs available, and in-work poverty even if in full-time work
- people's experience of being on benefits, excluded from employment and anxiety regarding forthcoming welfare reforms
- complexity of the benefits system which is often seen as designed to stigmatise, punish and humiliate people
- people with learning difficulties and their experiences of discrimination from the public and officialdom, as well as sometimes facing harassment and bullying from members of the public
- The importance of being treated with respect at work and wider concerns about opportunities to influence things

Views on what would help to make things fairer included strong demands for changes in how people were treated.

### 6.3 Taking an Asset Based Approach

A very strong theme in anti poverty research is that the capacities, gifts and potential of poor neighbourhoods and people living in poverty have been systematically overlooked. This means addressing structural barriers and injustices that prevent people from prospering, while also recognising the wealth of skills, experience, traditions, culture and other assets that are present in all communities.

Commitment to empowering local communities is central to strong traditions of community development in the Dundee. The crucial role of the community and voluntary sectors and is also reflected in local community plans.

For services, a greater awareness of approaches like asset based community development means providing support that doesn't undermine people's opportunity to contribute or their 'inherent citizenship' – everyone is of equal value.

Assets based approaches are about the non-financial value of personal and community strengths and what it means to make a contribution. They recognise the importance of family, friends and neighbours, of feeling valued, opportunities to give and a sense of meaning and purpose.

While an assets approach will not, on its own, reduce poverty or solve inequality within and between communities, it can help communities to develop greater confidence and a stronger voice to engage in addressing the structural causes of poverty, exclusion and inequality.



## 7 **Developing an Action Plan for Fairness**

In preparing this strategy, early consideration was given to the development of an action plan. Initially, partners:

- identified the range of actions in the Single Outcome Agreement Delivery Plan for Dundee which aim to tackle the root causes and effects of poverty
- began the process of 'logic modelling' which helps services and agencies to define the contribution which they make to achieving the outcomes in our new framework for Fairness and Inclusion
- examined fairness and anti-poverty research and strategies across the UK to highlight innovative ideas which could be applied in Dundee

Experience gained from across the Partnership suggests that the most successful action plans are those which combine our priorities and resources and focus on a manageable number of achievable and productive commitments. To achieve this the Partnership has:

- consulted broadly on this strategy to ensure that it reflects the direction and ambition of stakeholders and communities in the city
- assessed options for change to identify those which are likely to have the biggest impact, the best reach into communities and achieve long-term, sustainable change for individual families and communities

The following action plan incorporates commitments from across our community planning partners. Many are already underway and others are the focus of further investigation and discussion between partners. It is anticipated that new actions will be added as the commitment to the implementation of this strategy becomes fully embedded across the Partnership.

## **Fairness Action Plan for Dundee - 2012**

### **Financial Inclusion Outcomes**

- Increase benefit take up and income maximisation
- Increase debt advice and representation
- Provide additional information and support to individuals and households affected by welfare reform changes including all aspects of the introduction of Universal Credit
- Improve referrals to advice provision through computerised client referral system
- Increase representation for individuals appealing at Benefit Tribunals
- Improve access to financial inclusion advice for offenders and pre-release prisoners
- Increase membership of credit unions in the city
- Provide access to affordable credit through Discovery Credit Union
- Conduct feasibility study into a financial inclusion bill paying service in preparation for impact of Universal Credit
- Increase access to fuel poverty advice through Dundee Energy Efficiency Advice Project
- Explore Green Deal and bulk fuel buying schemes for Council tenants to reduce fuel poverty
- Increase take up of Warm House Discounts
- Provide free cavity and loft insulation through Universal Home Insulation Scheme
- Introduce poverty-sensitive Corporate Debt Policy in Dundee City Council
- Deliver FSA Money for Life programme to students

### **Social Inclusion**

- Introduce Poverty Impact Assessment to Dundee City Council and Dundee Partnership
- Introduce a charging and concession policy to maximise access services and support to encourage take up of services by people and communities experiencing poverty
- Expand use of National Entitlement Card to provide subsidised access to services and facilities
- Provide training to council and partners on removing stigma and delivering poverty-sensitive services
- Conduct community research through the EPiC Programme (Evidence Participation Change)
- Develop local organisation to represent interests of people and community experiencing poverty
- Implement new models of service and inclusion for children and young people emerging from the Total Place projects

### **Communities and Neighbourhoods Outcomes**

- Introduce a capital programme to create and improve local community facilities
- Develop community centres and libraries as local access points to public and voluntary services
- Explore options for transferring assets to communities
- Introduce Community Allotment Initiative in community regeneration areas
- Implement engagement frameworks to support local community plan priorities
- Support community celebrations and festivals
- Allocate grants to support community groups and activities through Community Regeneration Forums
- Target Tayside Police Community Impact Team to community regeneration areas as required
- Target home safety support to community regeneration areas
- Increase capability of community groups in community regeneration areas
- Support vulnerable individuals and households to maintain their tenancies
- Increase take up of Home Contents Insurance to protect vulnerable households
- Promote local delivery of Stop Loan Sharks Project
- Introduce Demand Responsive Transport using Council vehicles

### **Learning and Employability Outcomes**

- Improve the success of the Dundee Employability Pipeline
- Introduce and secure community benefits including employment and training opportunities from the Council's capital plan and all other major contracts awarded by Dundee City Council and across the public sector
- Maximise job creation, local employment and training opportunities from major economic regeneration developments including Dundee Waterfront, V&A at Dundee and the renewables industry
- Increase the number of modern apprenticeships for young people across all sectors in the city
- Increase social enterprise development including a new strategy for the Dundee Partnership
- Stimulate the creation of more small businesses
- Create a new childcare social enterprise for the city and support through the Business Gateway
- Increase the number of young people reaching positive destinations after school
- Fast track referrals from welfare/advice services to employability pipeline

- Target benefit advice to low paid workers
- Introduce Living Wage to Dundee City Council and campaign to extend across contractors, partners and private sector employers in Dundee
- Publish the income gap between highest and lowest earners in public sector partners and encourage other employers in Dundee to do the same
- Maximise take up of school clothing grants, free school meals and Educational Maintenance Allowance
- Remove financial barriers to extra-curricular activities such as school trips, music and sports activities for children from low-income households
- Increase young peoples' financial capability through Curriculum for Excellence
- Expand Save By The Bell project into secondary schools
- Implement Family Firm approach for looked after children
- Raise awareness and build capacity to provide early literacy learning experiences for children and adults

### **Health Outcomes**

- Develop a city-wide social prescribing approach targeted towards people with poor mental well-being
- Roll out StobsWELLbeing approach to improve mental wellbeing across community regeneration areas
- Deliver Keep Well and Hearty Lives programmes to vulnerable groups
- Increase referrals from health services to financial inclusion services
- Increase health improvement financial incentive initiatives
- Deliver Focus on Alcohol project
- Review over-provision of alcohol in communities
- Reduce the prevalence of substance use amongst young people in Dundee
- Improve engagement on Recovery from alcohol and drug problems through the strengthening of existing links with community groups, family support groups and Community Planning Partnership structures
- Improve mental wellbeing through increasing the resilience of residents in dealing with the negative impact of substance misuse
- Provide access to financial inclusion advice to individuals as part of their recovery from substance and alcohol misuse
- Undertake targeted immunisation take up campaign

