

Portsmouth's Tackling Poverty Strategy

2015 – 2020



Developed through the Tackling Poverty Strategy Group, a multi agency partnership in Portsmouth.
Reporting to Portsmouth's Health and Wellbeing Board.

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Foreword

Poverty is one of the key determinants of life expectancy and health outcomes more generally. It is intricately linked to housing conditions, educational outcomes and employment and it is often intergenerational. Poverty impacts on much of what government – whether local or national – does, but more than that though it affects all of civic society, whether public or private. Tackling it must involve the commercial sector, voluntary and community sectors as well as government.

While Portsmouth continues to make economic progress and continues to catch up with the rest of Hampshire and the wider South East, many people in the city are struggling. In one ward over 40% of children are living in poverty, and worklessness remains a serious problem in some areas.



The Tackling Poverty Strategy aims to address the causes of poverty with an action plan that targets six priority areas. These focus on children and their future, employment opportunities, financial resilience, meeting crisis needs and preventing future crises, poverty and health inequalities, and wider policies and decisions that can reduce the risk of poverty. This multi-dimensional approach deals with both causes and effects of poverty.

Tackling poverty is now incorporated into the Joint Health and Wellbeing Strategy, under the priority of reducing inequality. It also integrates with the Shaping the Future of Portsmouth regeneration strategy, to ensure that economic growth is based on a transformation of education, skills and employment opportunities in the city.

The Tackling Poverty Strategy brings together local partners' plans to address the problem of poverty. We believe that this joint working and communication can achieve better results for those of our residents in the greatest need.

Councillor Luke Stubbs, Cabinet Member for Health and Social Care



Executive summary



This strategy has been developed under the umbrella of Portsmouth's Joint Health and Wellbeing Strategy 2014-17 (JHWS), whose vision is to improve and protect the health and wellbeing of people who live and work in Portsmouth. Recognising the clear links between health inequalities and poverty, the tackling poverty strategy is one of the JHWS's workstreams.

Therefore the aim of the tackling poverty strategy is to support the JHWS's vision to improve the health and wellbeing of people who live and work in Portsmouth, by working to ensure that no-one is prevented from achieving this through the effects of poverty or financial hardship. This workstream seeks to not only alleviate the immediate effects of poverty, but to break the inter-generational cycle of deprivation longer term, through the six priorities below. (The full version of these priorities, which makes the link with work that is already happening in existing workstreams and strategies, and also describes how services can support the priorities through their own work, is located at the end of this strategy).

Priority One

Improving our children's futures

The tackling poverty strategy workstream will add value to existing work on this through

- ▶ Providing training for frontline staff¹ on new ways of working to improve outcomes
- ▶ Embedding the latest child poverty research into current work such as pre-birth to 5 services, the new Multi Agency Team model and work with Families with Multiple Problems
- ▶ Testing and rolling out approaches to help build resilience² in children
- ▶ Sharing evidence of what works with schools and childcare providers in 'narrowing the gap' for children from low income families

Priority Two

Providing good quality, sustainable employment opportunities that enable a reasonable standard of living for residents

The tackling poverty strategy workstream will add value to existing work on this through

- ▶ Promoting with businesses the benefits of providing a Living Wage and clearer progression paths
- ▶ Working with services to improve employment outcomes for residents
- ▶ Co-ordinating employability support, including a digital inclusion strategy to get people online
- ▶ Exploring and addressing the needs of groups at a higher risk of poverty and unemployment
- ▶ Working together with agencies to understand and share information about current and future labour markets, in order to equip residents with the skills and advice they need
- ▶ Promoting the benefits of traineeships and apprenticeships to services and residents

1. This means any frontline staff across both the statutory and voluntary sectors in Portsmouth, who work one to one with people who may be vulnerable to financial hardship
2. Accessed from American Psychological Association website 05.06.15: 'Resilience is the process of adapting well in the face of adversity, trauma, tragedy, threats or significant sources of stress — such as family and relationship problems, serious health problems or workplace and financial stressors. It means "bouncing back" from difficult experiences. Research has shown that resilience is ordinary, not extraordinary. People commonly demonstrate resilience... Resilience is not a trait that people either have or do not have. It involves behaviours, thoughts and actions that can be learned and developed in anyone'

Priority Three

Helping residents to be financially resilient

The tackling poverty strategy workstream will add value to existing work on this through

- ▶ Co-ordinating with the Department for Work and Pensions the local support pathway for claimants of Universal Credit
- ▶ Refreshing the city's welfare reforms risk assessment and plans in light of further welfare cuts
- ▶ Producing a digital inclusion strategy to assist employability and money management
- ▶ Training frontline staff to work with people on income maximisation and financial resilience
- ▶ Delivering public education messages on the dangers of high cost credit (and affordable options)
- ▶ Providing training and materials for financial education for children in the city
- ▶ Co-ordinating 'money advice' webpages on council website

Priority Four

Helping people move out of immediate crisis, but also helping them to solve their problems longer term

The tackling poverty strategy workstream will add value to existing work on this through

- ▶ Skilling up services to work more holistically with people at point of crisis in order to address their deeper underlying causes
- ▶ Continuing to co-ordinate directory of crisis resources. Seeking sustainable options for provision of affordable furniture and white goods
- ▶ Promoting work based on evidenced need, and a sound understanding of what matters to customers when using services in the city
- ▶ Influencing assessment processes to ensure better assessment of people's financial and employment circumstances e.g. Adult Social Care assessments, Single Assessment Framework
- ▶ Working with services to provide the right support and advice for people in financial crisis who might have mental health issues as an underlying need





Priority Five

Improving residents' lives by recognising the links between poverty and health inequalities

The tackling poverty strategy workstream will add value to existing work on this through

- ▶ Working with the Health and Wellbeing Service, integrating work in areas of deprivation and on some of the causes of reduced life expectancy and poor health such as smoking, debt, mental health issues and unemployment
- ▶ Promoting joined up work across health, social care and education services to improve children's health and wellbeing, which is linked to their ability to achieve a good quality education
- ▶ Co-ordinating resources to support frontline staff in reducing fuel poverty and excess winter deaths
- ▶ Supporting and providing training to the city's foodbanks to co-ordinate approaches and maximise resources, including exploring how foodbanks can work more preventatively with people in crisis
- ▶ Further co-ordinating approaches around healthy eating, budgeting and cooking skills
- ▶ Exploring the integration of health and wellbeing work further into foodbanks through, for example, co-location of staff, or 'surgery' approaches where there is evidence of need

Priority Six

Shaping wider policies and decisions so they reduce the risk of poverty

The tackling poverty strategy workstream will add value to existing work on this through

- ▶ Highlighting the impacts for people in poverty to inform decisions around services in light of local authority cuts
- ▶ Influencing commissioning processes around the need to address social value via integration of tackling poverty strategy priorities in contracts
- ▶ Supporting work on creating positive environments in the city, e.g. exploring how planning and/or licensing laws can be used to contribute to reducing problem debt and gambling
- ▶ Influencing economic regeneration and creation of jobs to benefit residents in financial hardship
- ▶ Working with businesses to address low pay and career progression pathways
- ▶ Promoting to decision makers the need for affordable homes, including work with private sector landlords to negotiate more affordable rents
- ▶ Maximising resources, working together across statutory, voluntary and community sector services, including maximising the benefits of volunteering

Introduction

What do we mean by poverty?

No simple definition of poverty can capture the complexity or the reality of living in poverty, as it is a multi-faceted experience. It is not only influenced by a person's current economic circumstances, it is also influenced by a range of other factors such as childhood experiences, education, housing and health.

However, for the purposes of this strategy, unless otherwise stated, when the term 'poverty' is used, it will usually be referring to the most widely used relative poverty measure where household income is 60% or less of contemporary median income.

It is worth emphasising that poverty is about more than just income and that while income maximisation is a key factor in reducing poverty, there are wider issues to be addressed – such as material deprivation and low expectations – if the life chances of people in Portsmouth experiencing poverty are to be improved. Consequently, this strategy sets out to assist anyone in the city who is in financial hardship and needs help in these areas.

All of the evidence that has shaped this Strategy can be found in the Tackling Poverty Needs Assessment 2015³, and is summarised in Appendix A 'Key findings from the Tackling Poverty Needs Assessment 2015'.

Why do we need to address poverty?

Children who grow up in poverty are four times as likely to become poor adults, becoming the parents of the next generation of children living in poverty⁴. In Portsmouth, 22.3% of all children aged 0-19 in 2012 were deemed as living in poverty⁵. This is above both the England and South East averages of 18.6% and 13.6%. Child poverty rises sharply in some parts of the city – e.g. in Charles Dickens ward it is 44.2%. With nearly a quarter of all children in Portsmouth still defined as living in poverty, this remains a significant issue.

Whilst the figures have dropped slightly, as examined in the Tackling Poverty Needs Assessment, these do not account for welfare reform changes in the past 2 years. In addition, The New Policy Institute, using the latest published poverty statistics from 2012/13, has estimated 'the combined effects of the changes that have taken place since then in the size and mix of the population, the levels of employment and earnings, as well as the value of benefits and tax allowances' and concluded that 'poverty in the UK is rising once more; it is rising among all age groups; and it is also deepening'⁶.

“ ”

Because wages are so low, my husband has to work very long hours, sometimes 20 hours a day. This makes it difficult for me to do things, like study, because he is not around to help with the children.

**Cross Cultural Women's Group,
5 January 2015**

People need 2 jobs to make ends meet but can't get them.

**Men's Health Event,
Jami Mosque,
26 September 2014**

3. The Tackling Poverty Needs Assessment 2015 can be found on the Portsmouth City Council Website by searching for 'Joint Strategic Needs Assessment', and clicking on the link for Portsmouth JSNA, then clicking on 'Portsmouth - Social and Environmental context - Poverty and Deprivation - Tackling Poverty Needs Assessment. https://hampshirehub-files.s3.amazonaws.com/42bf3b8b-a0ea-4c9f-9b13-5ceb887faa84/API_STR_JSNA_SEC_DEP_TacklingPovertyNeedsAx2015.pdf Appendix A 'Key findings from the Tackling Poverty Needs Assessment 2015' can also be found on the Portsmouth JSNA
4. Blanden, J. and Gibbons, S (2006) – cited from HM Government's Child Poverty Strategy 2014-2017
5. Children in low-income families local measure: 2012 snapshot as at 31 August 2012: www.gov.uk/government/statistics/personal-tax-credits-children-in-low-income-families-local-measure-2012-snapshot-as-at-31-august-2012
6. 'What happened to poverty under the Coalition?': New Policy Institute (NPI) April 2015



Being in poverty makes it more difficult for people to develop healthy behaviours and lifestyles, so we need to tackle poverty in order to give people the opportunity to make better health choices.

**Health and Wellbeing Board member,
25 February 2015**

Deprivation has a negative impact on more than material wellbeing. We know that children from low income families tend to perform less well at school. This may mean that they fail to gain the qualifications they need to progress to further education, training, and ultimately careers that fulfil their potential. Research evidence shows that education and health are closely linked⁷;

- ▶ Pupils with better health and wellbeing are likely to achieve better academically
- ▶ Effective social and emotional competencies are associated with greater health and wellbeing, and better achievement
- ▶ The culture, ethos and environment of a school influences the health and wellbeing of pupils and their readiness to learn
- ▶ A positive association exists between academic attainment and physical activity levels of pupils.

A report from the NSPCC also shows an association between poverty and neglect⁸. There is a lack of large scale studies in the UK on this association, and the association does not mean that poverty causes neglect or abuse, with most families who live in poverty parenting their children effectively. However the report states that *'the most common explanation centres on the stress factors associated with poverty and social deprivation, which are further compounded if drug misuse and mental health issues come into play'*. Understanding the signs of, and differences between, poverty and

neglect is therefore important for assessment processes.

Evidence both nationally and locally shows there is an association between life expectancy, health inequalities and poverty. These associations become apparent when looking at specific areas of Portsmouth – life expectancy at birth (2010-12) for males in Portsmouth's most deprived 10% of Lower Super Output Areas (LSOAs) is 72.7 years – 9.4 years shorter than males in the least deprived 10% of LSOAs. (For women there is a 5.8 year gap between the 10% most deprived LSOAs (78.9 years) and the 10% least deprived).

In addition to the obvious human costs, poverty costs society financially in different ways. It was estimated in 2013 that, nationally, child poverty cost £29bn a year; with an estimate for Portsmouth of £121m⁹. There is a clear financial case therefore for seeking to reduce child poverty in order to maximise resources within a difficult economic climate.

Whilst evidence suggests that full time work has been one of the best defences against poverty, Portsmouth has struggled with low wages across its resident population, and this remains a barrier for alleviating poverty for individuals and the local economy. Nearly half of all families claiming housing benefit or council tax support in the city are working families¹⁰. National research shows that people in low paid work do not progress as hoped and remain stuck in low paid work¹¹.

7. Public Health England 'The link between pupil health and wellbeing and attainment: A briefing for head teachers, governors and staff in education settings' (November 2014)

8. NSPCC Child Protection and Research Briefing- Poverty and Child Maltreatment, April 2008

9. 'An estimate of the cost of child poverty in 2013', Donald Hirsch, Centre for Research in Social Policy, Loughborough University (2013).

10. Housing Benefit (HB) and Council Tax Support (CTS) records as analysed on the 24th June 2014.

11. Resolution Foundation: 'Escape Plan: Understanding who progresses from low pay and who gets stuck' (November 2014)

Looking forward, the levels of savings requirements for local authorities over the next 3 years poses key challenges in terms of maintaining services that might help to alleviate or work preventatively around poverty in the city. It is important to be able to assess how these savings could impact on particular groups of people in Portsmouth. The Equality Act 2010 came into force in October 2010, followed by the Public Sector Equality Duty in April 2011. The equality duty requires public authorities to demonstrate that they are making financial decisions in a fair, transparent and accountable way, considering the needs and the rights of different members of their community. This is achieved through assessing the impact that changes to policies and practices could have on different protected groups. Robust processes to assess the impact on equality of any future savings and financial proposals on protected groups before any decisions are made will therefore be important going forward within this climate¹².

In addition, levels of political engagement drop significantly for people on lower incomes in Great Britain with 71% of those with incomes of £35,000 or above saying they are likely to vote, compared to just 48% of those with incomes below this threshold¹³. Increasing this political engagement and advocating for people on low incomes in terms of local decision making is therefore an important factor to consider as part of any tackling poverty initiatives.

This strategy builds on the review of the previous Tackling Poverty Strategy (see Appendix B), which considered the eight priorities in that strategy to identify successful outcomes and areas of further need. It seeks to understand and address the causes of poverty. It recognises that there are a range of strategies, policies and interventions in the city which will, if successful, reduce poverty in their own right, such as work around raising educational attainment in schools, and work to increase skills and qualifications in the city as part of the Business Skills and Growth Plan. This strategy does not aim to duplicate this work, but aims to enhance and co-ordinate it. The priorities for action will therefore be to:

- identify work from relevant strategies which contribute to reducing poverty
- enhance this work through various initiatives or support provided by the tackling poverty workstream and
- advise relevant services/strategies as to how they can embed tackling poverty priorities into existing work

12. Portsmouth City Council's Equality and Diversity Strategy 2010-13 explains what the council has been doing to comply with this duty and sets out its Single Equality Scheme Plan detailing individual projects and actions that services across the council are working on with the aim of furthering equality and diversity in the city.

www.portsmouth.gov.uk/ext/community-and-environment/community/equality-and-diversity.aspx

13. Hansard Society: Audit of Political Engagement 12 – The 2015 Report

www.auditofpoliticalengagement.org/media/reports/Audit-of-Political-Engagement-12-2015.pdf



Who is this strategy aimed at?



In Portsmouth we believe that everyone has a role to play in tackling poverty. This can be through inspiring and supporting the younger generation to get the best outcomes from their education to go on and find adequately paid, sustainable work. Or it can be through community education and advice around areas such as debt and money management; or through provision of effective customer-focused services. It is an agency responsibility and it is also a wider community responsibility – everyone in Portsmouth can help to support the work of this strategy, drawing upon all aspects of the population from agencies, local businesses, and community groups, to inspiring individuals.

This strategy is co-ordinated by Portsmouth City Council, working in partnership to alleviate poverty with a range of agencies, organisations and community groups in the city who work with vulnerable people. This includes public services, voluntary and community sector services, and also businesses and relevant organisations within the wider private sector.

What are the governance arrangements?



The tackling poverty strategy reports directly to Portsmouth's Health and Wellbeing Board, under the Joint Health and Wellbeing Strategy 2014-17 priority theme of 'Reducing health inequalities'. This states that *'Our priority is to make Portsmouth a city where all people have the opportunity to have a healthy life, by improving the health of the poorest fastest and reducing health inequalities'*. In order to improve outcomes in this area the work is focused on three workstreams, of which Workstream A is to 'Implement a refreshed Tackling Poverty Strategy'. This strategic approach has therefore been approved by the Health and Wellbeing Board as part of the wider Joint Health and Wellbeing Strategy.

A multi agency tackling poverty strategy group has helped to formulate this strategy and takes on a steering group role underneath the Health and Wellbeing Board structure, reporting its

recommendations to the Health and Wellbeing Board for final approval.

The tackling poverty strategy has some obvious links to a number of other strategies such as the Business Skills and Growth Plan, the Learning Disability Employment Strategy and the Safer Portsmouth Partnership Strategy. Some of these are detailed in the Priorities for Action section further on. One of the central tenets of this strategy (which is not allocated a budget) is to build on the work from these strategies in order to alleviate poverty, adding value to them through either influencing practice and ways of working, which will achieve more holistic and preventative work around poverty, or by finding models of support that are financially sustainable for the future without the need for additional funding.

The national picture

The Child Poverty Act 2010 places a legislative duty on all local authorities and their named partners to publish a child poverty needs assessment in their area and to work together to alleviate child poverty. There has been a government focus on child poverty because there is evidence to suggest that children living in poverty aged 0-3 years are much more likely to grow into poor adults, at risk of other poorer outcomes¹⁴. Hence addressing child poverty will ultimately lead to reducing poverty when these children become adults.

A national child poverty strategy was published in 2011 which stated the Coalition government's commitment to the Child Poverty Act and alleviating child poverty. This was informed by a review from Frank Field (Minister for Welfare Reform 1997-1998 and widely seen as an expert in the field). The independent review found overwhelming evidence that children's life chances are most heavily predicated on their development in the first five years of life, and the review set out a new multi-dimensional approach to poverty. Graham Allen's review of early intervention was released around the same time, and supported much of Frank Field's findings, identifying the need for specific policies and programmes to give children aged 0-3 years the social and emotional bedrock they need to reach their true potential, and later on help to become the good parents of tomorrow.

However our approach in Portsmouth is to tackle all aspects of poverty in the city, not just child poverty in the context of children and families, but also poverty for adults in the city who are not part of a

family – for example single adults or older people. All of these groups require a co-ordinated approach to improve their life chances and economic situation.

There is also a strong correlation between health inequalities and poverty, with clear cut health differences at each stage of the life cycle, as evidenced by the Marmot Review in 2008. A later review chaired by Marmot in 2013 stated that, because there is a social gradient in health – i.e. health is progressively better the higher the socioeconomic position of people and communities – it is important to design policies that act across the whole gradient, and to address the causes of the causes – *'the conditions in which people are born, grow, live, work and age and inequities in power, money and resources that give rise to them'*.¹⁵

Finally it is important to acknowledge that any effective Tackling Poverty Strategy sits in context with other key national initiatives. A good example of this is the Government's Troubled Families Programme, which involves intensive and practical approaches, working with the whole family on all of its problems¹⁶. The work provides an opportunity to ensure issues like poverty are embedded in whole family practice.

These and other initiatives are discussed in the 'Evidence of what works' Appendix and also in the 'Priorities for action' section of this strategy. It is important therefore to deliver the tackling poverty strategy within the context of not only the national picture, but also in the context of interventions and strategies that are happening locally.



14. 'The Foundation Years: preventing poor children becoming poor adults; The report of the Independent Review on Poverty and Life Chances'; Frank Field, December 2010.

15. 'Review of Social Determinants and the Health Divide in the WHO European Region – Executive Summary', World Health Organisation (2013)

16. Further details of the Troubled Families Programme nationally and locally can be found on the following websites:

www.gov.uk/government/policies/support-for-families

www.portsmouth.gov.uk/ext/health-and-care/socialcare/positive-family-steps-and-priority-b.aspx



Picture of Portsmouth

Portsmouth is a island city on the south coast, with an estimated population of 208,889 living within an area of 15.5 square miles (40.15 sq km). Of these, 37,900 were aged 0-15 years, 140,400 were aged 16-64 years, and 28,500 were aged 65+¹⁷. It is the most densely populated area in the UK outside of London¹⁸. Portsmouth is well connected with strategic road and rail routes as well as domestic and international ferry routes to a range of destinations.

Portsmouth is a more ethnically diverse city than it was – the city's long-standing Asian communities have been joined by a burgeoning Black African and Polish population. The city's ethnic profile has changed significantly since 2001, when Portsmouth's black and minority ethnic (BME) community accounted for an estimated 8.1% of the population, to an estimated 16%, based on the latest Census data (2011). Portsmouth is also a dispersal area for asylum seekers. Estimates from the Baseline Review of New Migrants to Portsmouth conducted in 2013¹⁹ suggest that, across the UK, about 3.85 in 1000 people are refugees or their dependents arriving in the past ten years, and that this would equate to about 750 people in Portsmouth.

However as a port area, it is possible that the number is higher than this and the Review estimates that about 750 -1000 Portsmouth residents are refugees or dependents with or without grant of settlement. These are assumed to have a similar demographic profile to new non EU immigrants.

In addition 10 years of school census information about the ethnicity of pupils in the city²⁰ indicates a steady rise since 2005 in the percentage of pupils of all ethnic minority groups, from 10% to 20.5%, indicating greater ethnic diversity amongst the city's young people. Whilst English is still the most common first language, there has been a large increase in the number of pupils whose first language is not English, with over 100 different languages recorded. Of these, Bengali has remained the most common language, with Polish now the second most common language, and has the largest increase in both numbers and percentage. The number of other East European language speakers has also greatly increased²¹.

17. Source: 2012-based Sub-national Population Projections (ONS)

18. Office for National Statistics: Population density for selected UK local authorities, mid-2013

19. European Integration Fund Gateway Baseline Review 2013 (Non EU Born Migrant Integration Project) – available on Portsmouth's Joint Strategic Needs Assessment on the following link: data.hampshirehub.net/def/concept/folders/themes/jsna/portsmouth-jsna/the-people-of-portsmouth/ethnicity

20. The school census data used are for Local Authority-maintained schools and Academies only. Independent schools are not included. Please note, this data is more recent than was used in the Tackling Poverty Needs Assessment. It should also be noted that Portsmouth LA do not make use of the full set of detailed Ethnic codes, and as a result it is not possible to use the Ethnicity to differentiate between a person of White/French as opposed to someone of White/Russian ethnicity. Please also note that Ethnicity is attributed by child (depending upon age) or their parents. Where an Ethnicity is provided, it is what they feel is correct, not what the school or the LA believe to be correct. For instance it is known that many of the pupils within the LA who are of Filipino origin have been recorded as "Asian" rather than as "Other" which is the correct value.

21. In 2015, the 17 most common non-English languages in Portsmouth schools were recorded for 2838 pupils. This equates to 79% of the pupils whose First Language was not English.

Despite its attractive waterfront location in one of the UK's wealthiest regions, Portsmouth has pockets of deprivation in the city that are amongst the worst in the country²². Unemployment is also significantly higher than the national average in the most deprived parts of the city²³. People's lived experiences in the city therefore contrast greatly, depending on whether they are living in poverty on very low incomes, or whether they have sufficient funds to achieve a reasonable lifestyle and can enjoy all that Portsmouth, as an exciting waterfront city, has to offer.

One of the challenges for Portsmouth (and indeed other cities in the UK) has been the reduction of jobs in the traditional shipbuilding and dockyard industries in the city, where in the past, young people who did not have qualifications could still successfully enter the workforce. Given that Portsmouth has lower than average educational attainment²⁴, young people leaving school without a good set of qualifications perhaps cannot enter sustainable employment as easily as the previous generations in the city. As a result the city's 'Shaping the Future of Portsmouth' Strategy states that, in order to ensure that Portsmouth residents benefit from building a globally competitive environment for business and enterprise, which attracts investment and visitors, 'we must continue to regenerate priority areas, improve skills, increase aspirations and support the development of sustainable communities'.

The landscape has also changed, for example with the building of high rise accommodation in the city during the

1960s which has perhaps changed the ways that communities grow and live together in the city. However, the city also remains characterised by its terraced housing, much of which was built before 1919, bringing with it problems around ensuring properties are of a decent standard from both an environmental and fuel poverty perspective. Like any city, Portsmouth has areas which are more concentrated in terms of deprivation; and some of these pockets centre around areas of social housing in the city which is perhaps unsurprising given that people in social housing tend to be on lower incomes. But it is worth stating that, in general, people in poverty are not a static group; and that people move in and out of poverty according to their circumstances, and some areas in Portsmouth have had more transient communities, meaning work on community cohesion continues to be important.

As with other seaside towns there have been challenges in preventing a decline of Portsmouth's image. However in the past decade the redevelopment of the city, as the great waterfront city, has seen regeneration including new shopping and leisure attractions (such as Gun Wharf and the Spinnaker Tower), as well as luxury and affordable housing. There are significant developments to be completed in the next few years including the redevelopment of Tipner (including housing and business space/ accommodation), and a new power plant at the Naval base.

“ ”

[When I moved in] straight away someone knocked my door with £100. I paid it back for the first 6 or 7 weeks but then couldn't keep up.

**PUSH Recovery
Community Open
Forum member,
2 September 2014**

22. Indices of Multiple Deprivation 2011, also Children in Low Income Households measure 2012 (HMRC/DWP)

23. ONS annual population survey – taken from NOMIS Official Labour Market Statistics website

24. NOMIS Qualifications Jan – Dec '13 (accessed 05.12.14)



We should take an 'asset-based' approach. Some communities are very resilient because they have to cope with crises or hardships that others do not. Build on the positives.

Tackling Poverty Strategy Group, 17 July 2014

It is important that any economic generation also benefits the city's residents and builds on both social capital and cohesion. The Centre for Local Economic Strategies (CLES) recommends a 'double dividend' strategy:

'A double dividend strategy embraces the need to focus on developing local communities as an intrinsic and fundamental part of economic success'...

'This locally driven growth idea sees social success in the form of more jobs, decent wages, and general local rising standard of living, as not just an end of the line outcome, but also an input'...

'To achieve this, we must have deliberate and conscious set of policies which support business growth and private gain alongside actions to strengthen the local economic infrastructure and build enduring social and civic institutions'²⁵...

Moving forward, it will be important therefore that Portsmouth residents are equipped with the education, skills and knowledge they require to access good quality jobs. This can potentially also alleviate pressures on public services, including health and housing. Addressing low pay in the city will also be critical to this. In 2014 Portsmouth City Council committed to paying Council employees the Living Wage which was a positive step towards addressing this; but there is a long way to go to ensure that all employees in the city receive a Living Wage²⁶.

The evidence from this strategy's accompanying needs assessment suggests there are differences in pay in the city with resident women earning significantly less than their resident male counterparts, suggesting either gender inequalities in pay, or possibly women going into lower paid professions than men. There may be particular challenges that women face in securing adequately paid work, particularly for single parent families, the majority of which are mothers. In addition there are issues around security of employment for all residents – for example through levels of zero hour contracts which are rising nationally, as well as ensuring that people actually receive the national minimum wage.

Housing costs are also increasing. Portsmouth has had a rise in private sector renting where rents are likely to be higher than for example in the social housing sector, and conditions in many cases may be poorer. Sufficient provision of decent, affordable housing will be important therefore if poverty is to be truly alleviated. Without it, any actions on other areas such as education and employment will be less effective as they will be impacted upon by high housing costs. These are some of the challenges which this strategy will face in terms of being able to truly succeed in reducing poverty.

25. Nel McInroy and Matthew Jackson 'The local double dividend: securing economic and social success'; Centre for Local Economic Strategies (CLES) 2015

26. The Living Wage is calculated annually by the Centre for Research in Social Policy and published by the Living Wage Foundation. It is set independently and is calculated according to the basic cost of living in the UK (£7.85 an hour outside of London, from November 2014), unlike the National Living Wage (the new, higher minimum wage for over 25s, to be introduced in April 2016), which is based on median earnings, and is currently lower than the Living Wage.

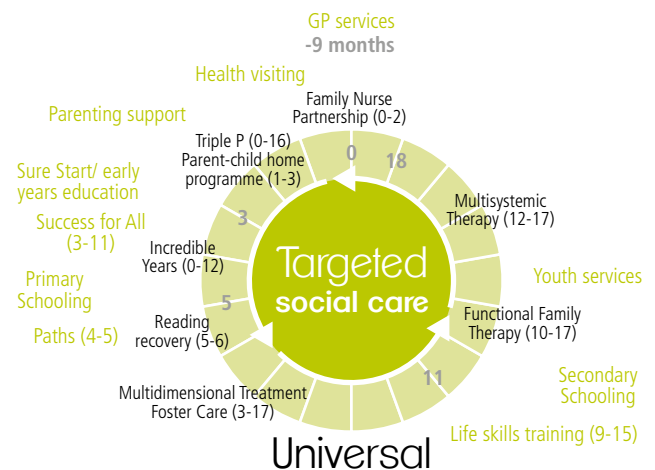
Evidence of what works

There is a range of research and evidence as to what might work in addressing poverty. Much of it relates to addressing child poverty via a multi-dimensional approach, by addressing wider outcomes for children, as these factors are so inter-linked. There is a focus on early intervention strategies such as targeting the pre-birth to 5 years through universal services but with targeted support through the children's centre offer, the health visitor key worker approach and wider multi-agency approaches.

There are specific programmes that have been evaluated and recommended nationally as summarised in Graham Allen's Review into Early Intervention in 2011 (see right).

In addition to Graham Allen's work, the Frank Field Review into Poverty and Life Chances in 2010²⁷ stated that a healthy pregnancy, positive but authoritative parenting, high quality childcare, a positive approach to learning at home and an improvement in parents' qualifications together, can transform children's life chances, and overcome class background and parental income. Other research has shown that the simple fact of a mother or father being interested in their children's education alone increases a child's chances of moving out of poverty. Research from other scholars is also available around building resilience in children, which can act as a protective factor in terms of children being able to 'bounce back' from adversity, and can help with confidence levels and achievement.

There is also plenty of evidence around what can work later on to alleviate poverty, after children have become adults. For example, strategies which help people into sustainable employment are evidenced as having a range of benefits which are not just financial, but linked to health too.



Dame Carol Black's report shows that people in good health are more likely to be in employment, and that employment has a positive impact on people's health²⁸.

It identifies challenges in improving health, work and wellbeing and sets out recommendations for reform. The Review commissioned a supplementary report on mental health and work, because mental health problems have a greater impact on people's ability to work than any other group of disorders. So it can be inferred then that strategies which address not just issues around poverty, but wider issues around physical and mental health are more likely to succeed longer term, and this is reflected in the other workstreams under the Joint Health and Wellbeing Strategy.

These and other evidence bases for alleviating poverty in the wider population are fully detailed in Appendix C 'Tackling poverty – evidence of what works'. This strategy draws upon these evidence bases in order to ensure it is based on knowledge of what works.



27. HM Government: The Foundation Years: preventing poor children becoming poor adults: The report of the Independent Review on Poverty and Life Chances, Frank Field December 2010

28. Independent report: Working for a healthier tomorrow: work and health in Britain www.gov.uk/government/publications/working-for-a-healthier-tomorrow-work-and-health-in-britain

Who have we consulted?



We have consulted with a number of different organisations in the city who regularly work with people in financial hardship, as well as with users of relevant services as follows;

Focus groups

Cross Cultural Women's Group, Parent and Carers Board, Men's Health Event, Jami Mosque, Portsmouth Users Self Help Group (PUSH) – peer support group for people recovering from addiction

Focus groups/workshops with services

Tackling Poverty Strategy Group, Pre-birth – 5 Partnership Board, Priority B Steering Group (families who have multiple problems), Health and Wellbeing Board, Housing Partnership, Rough Sleeping Monitoring Group, Voluntary and Community Sector Consultation Session

Surveys

Portsmouth City Council Helpdesk 2015, Youth Parliament 2014 (n.b. limited response from this – so further plans to consult with youth clubs), Children's Society Survey 2014

Observation of service delivery at various agencies including

Age UK, Housing Court Desk, Portsmouth City Council Housing Options, Advice Portsmouth

Forthcoming focus groups (not yet completed)

Portsmouth Disability Forum – Summer 2015, Lunch Clubs and Carers Centre (with a focus on older people)

Other

In addition to the above, the tackling poverty needs assessment and strategy were circulated to a range of different agencies and groups across the city in both the statutory, voluntary and community sectors for feedback. Both documents were closely informed by Portsmouth's Joint Strategic Needs Assessment²⁹, which involves ongoing consultation with a wide range of agencies in the city.

29. Portsmouth's Joint Strategic Needs Assessment can be found at www.portsmouth.gov.uk/ext/health-and-care/health/joint-strategic-needs-assessment.aspx

What did people tell us?

Examples of some of the strong themes that emerged from the consultation process include:

- ▶ The pressures of the cost of living, low pay and security and stability of employment, including concerns around people having the right skills and qualifications
- ▶ The impact of high cost credit and debt on individuals and the city
- ▶ Knowing about the money advice services available (frontline staff were reasonably aware but there was less visibility with the public) and people accessing help early enough
- ▶ Concerns over the relationship between poverty and health, including the impact of poverty on being able to make healthy lifestyle choices
- ▶ Acknowledging that people in the city are struggling with budgeting (and not necessarily just those in poverty)
- ▶ People struggling with the impact of benefit changes, with particular concerns around mental health issues and the complexities of claiming the relevant benefits – with a need for the right support at the right time
- ▶ The need for education – financial education, wider education, skills and qualifications and wider work around raising expectations
- ▶ There were also different themes that arose for different groups of people in the city, for example, specific to the black and minority ethnic communities, the known higher risks of poverty seemed to be linked to difficulties such as language barriers and employment practices and availability.

This is by no means an exhaustive list but gives a flavour of some of the most talked about issues within the consultation exercises. The rest of the feedback has been integrated into the writing of this strategy, shaping it in accordance with the needs that have been raised.

This consultation is an ongoing process which does not end with the writing of this strategy; rather, it is a dynamic process that will continue as the work is being progressed, in order to ensure that the work meaningfully reflects the needs of people in the city. As a result of this consultation and also the needs assessment carried out, the following vision has been developed;



“ ”

Living costs and food costs are difficult, people are struggling.

**Men's Health Event,
Jami Mosque,
26 September 2014**

Credit checks are a double-edged sword... If they do checks [and you fail] you feel like your past is haunting you, but if they don't do checks you know they're taking advantage of you.

**PUSH Recovery
Community Open
Forum members
talking about taking
out loans,
2 September 2014**

People learn to budget the hard way

**Parent and Carer
Board member,
15 September 2014**

Our aim is to improve residents' life chances. We want people in Portsmouth, across all ages and groups, to be able to enjoy a happy, productive and healthy life, which is not impacted upon or prevented by the effects of poverty.

In a perfect Portsmouth,

- ▶ children in the city would grow up with the resilience³⁰ they need to do well in life, knowing their true potential and believing that they can achieve it, and knowing that they have supportive adults around them who have high expectations for them



Credit: Opportunities Fair

- ▶ schools would provide children with the best possible education so that they have the knowledge, skills and confidence to reach their potential, get a good job and access the best opportunities in life.
- ▶ the right advice and support would be available to help residents achieve a reasonable standard of living that supports health and wellbeing. This would include availability of worthwhile and adequately paid employment, help with effective money management and income maximisation, and help to get support from the welfare system when people need that safety net.
- ▶ vulnerable people in the city would be identified and guided through services in order to ensure that being vulnerable does not disadvantage them financially.
- ▶ a universal services approach would mainstream support into existing services where-ever possible, to provide a holistic, non stigmatising approach to providing help.

Whilst it might not be possible to get to a perfect Portsmouth, this vision underpins what this strategy sets out to achieve in the longer term, with the aim of getting as near to this vision as possible, given the challenges in achieving it. On this basis, the following priorities for action have been developed.

30. Accessed from American Psychological Association website 05.06.15: 'Resilience is the process of adapting well in the face of adversity, trauma, tragedy, threats or significant sources of stress — such as family and relationship problems, serious health problems or workplace and financial stressors. It means "bouncing back" from difficult experiences. Research has shown that resilience is ordinary, not extraordinary. People commonly demonstrate resilience... Being resilient does not mean that a person doesn't experience difficulty or distress. Emotional pain and sadness are common in people who have suffered major adversity or trauma in their lives. In fact, the road to resilience is likely to involve considerable emotional distress. Resilience is not a trait that people either have or do not have. It involves behaviours, thoughts and actions that can be learned and developed in anyone'.

Priorities for action

The following priorities have been developed on the basis of no additional financial resource being available to deliver this strategy. For the most part the priorities involve a different way of working within current resources, rather than any requirement for additional resources. They also involve maximising current resources through better co-ordination, which is resourced through the Tackling Poverty Co-ordinator post.

The action plan accompanying this strategy will detail a range of specific activities that will deliver on these priorities, highlighting where resources e.g. in kind support may have been agreed with the different agencies involved, in order to achieve positive outcomes for residents.



Priority One

Improving our children's futures



Children in poverty are 4 times more likely to become poor adults, so work to lift children out of poverty is a critical preventative strategy to alleviate poverty longer term. In particular, children living in poverty aged 0-3 years are much more likely to grow into poor adults, at risk of other poorer outcomes and so an early intervention strategy is critical.

What is already happening?	Relevant strategies/workstreams
Multi agency work in children's centres and early years services with families to get children 'school ready' with an early intervention/universal approach	<ul style="list-style-type: none"> Children's Trust Plan Healthy Child Programme Pre-birth to 5 Pathway
Development of a 'Healthy Schools' programme, with a redesign of the Healthy Child Programme for school aged children	<ul style="list-style-type: none"> Children's Trust Plan Healthy Child Programme Joint Health and Wellbeing Strategy
Ongoing development of the Troubled Families Programme with the Positive Family Futures in Paulsgrove ³¹ , providing a 'navigator' role for families through services	<ul style="list-style-type: none"> Children's Trust Plan
Locality-based multi-agency teams (MATS) to address fragmented services and 'stuck outcomes' for children and families, with co-location of key professionals including council, health and voluntary sector providers, ensuring consistent integrated practice	<ul style="list-style-type: none"> Children's Trust Plan
Work to raise educational attainment by schools. Work to close the attainment gap between free school meal and non-free school meal children, including boosting literacy and numeracy rates	<ul style="list-style-type: none"> Children's Trust Plan Narrowing the Gap initiatives Schools' Plans/Strategies Portsmouth Post 16 Curriculum Plan for 16-19 year olds and up to 25 for young people with Special Educational Needs Shaping the Future of Portsmouth Education Group
Work to trial the 'growth mindsets' ³² approach in schools via the Changing Mindsets Project, funded by the Education Endowment Foundation	<ul style="list-style-type: none"> Tackling Poverty Strategy
Use of Pupil Premium funding for children on free school meals to raise educational attainment	<ul style="list-style-type: none"> Schools' Plans/Strategies
Work on attracting good teachers	<ul style="list-style-type: none"> Schools' Plans/Strategies Shaping the Future of Portsmouth Education Group
Work on raising children's expectations/awareness of opportunities, such as university, apprenticeships and businesses/roles in the city e.g. Opportunities Fair, School Visits by Roving Business Team	<ul style="list-style-type: none"> Schools and higher education plans Work by wider agencies Shaping the Future of Portsmouth Education Group

31. For more information on this model, go to publicservicetransformation.org/resources and search Positive Family Futures

32. This involves a methodology which can move children from a 'fixed mindset' – where they believe their intelligence is fixed – to a 'growth mindset', where they believe their intelligence is not fixed and can be developed. The approach which was developed by US Education Psychologist Carole Dweck, is believed to develop children's resilience to challenge and failure, and can also increase educational attainment. Funding was granted by the Education Endowment Foundation (which is part Dept for Education funded) to trial this approach with schools in Portsmouth. More details can be found in the 'Evidence of what works' appendix.

What is already happening?	Relevant strategies/workstreams
Work on increasing the quality of financial education	<ul style="list-style-type: none"> ▶ Personal, Social and Health Education (PSHE) Leads Group – developing the Portsmouth Programme of Study
Work to address the needs of children who may be at a higher risk of poverty, for example children with disabilities, looked after children and young carers (not an exhaustive list – work is also occurring with other vulnerable groups)	<ul style="list-style-type: none"> ▶ Children’s Trust Plan (Improving outcomes for children with special educational needs and disabilities priority, and looked after children and careleavers priority) ▶ Carers Strategy
The tackling poverty workstream will add value by	
Providing a range of training opportunities for frontline staff in new ways of working to improve outcomes for residents, to include budgeting, welfare reforms and fuel poverty	
Integrating the latest child poverty good practice and research into the Pre-birth - 5 years, Prevention and Early help and new Multi-Agency Teams workstreams, supporting shared and consistent good practice across all agencies. Joining up research findings within child poverty and neglect training.	
Working with the Phase 2 Troubled Families Programme to develop the outcome related to ‘Children who need help’ to consider a specific reference to child poverty. Building a tackling poverty focus into the Positive Family Futures Navigator role.	
Building resilience ³³ in children and families by trialling a community approach to encourage growth mindsets, based on the learning from the Changing Mindsets Project evaluation.	
Sharing evidence from bodies such as the national Child Poverty Unit of what works to ‘narrow the gap’ with schools and childcare providers in relation to <ul style="list-style-type: none"> ▶ use of the Pupil Premium ▶ other interventions which can help to lift families out of poverty 	
How services can contribute	Types of services
Look at possible use of the Changing Mindsets approach within services to work on raising expectations and raising awareness of opportunities available in the city.	Services working with children and families vulnerable to poverty, e.g. children’s centres, children’s social care, public health, and any voluntary and community sector services who do one to one work with children and families. The business sector in Portsmouth.
Access the free provision of learning and development opportunities for frontline staff who work one to one with vulnerable families (e.g. budgeting, fuel poverty and welfare reforms training and/or materials).	All services who work with children and families as above.
Articulate a culture of high expectations for Portsmouth children, and debunk the myth that they have low aspirations.	All services as above. Community groups and resident groups/neighbourhood forums.
Build financial education into everyday practice with children and families.	Schools – e.g. through the PSHE agenda. Services who do one to one work with children and young people, as above. Youth services.

33. See Vision Section page 18 for definition of ‘resilience’.



Priority Two

Providing good quality, sustainable employment opportunities that enable a reasonable standard of living for residents



Poverty can be alleviated by availability of secure, sustainable employment, and by ensuring residents are equipped with the qualifications and skills they need to access these opportunities. It can also be alleviated by tackling low pay. Nationally, only one in four people progress from low pay over 10 years, and low pay is particularly problematic in Portsmouth.

What is already happening?	Relevant strategies/workstreams
Work on attracting inward investment and regeneration opportunities to the city. Creation of jobs linked to city regeneration activity. Promotion of entrepreneurship and support to business start ups.	<ul style="list-style-type: none"> Business Skills and Growth Plan Shaping the Future of Portsmouth Business Leaders Group
Understanding the local labour market, assessing what jobs will be available in the future, in order to ensure Portsmouth residents are able to benefit from these opportunities. Understanding sectors facing labour market shortages, to help prepare people for these opportunities	<ul style="list-style-type: none"> Department for Work and Pensions Employment Partnerships and Initiatives Business Skills and Growth Plan Shaping the Future of Portsmouth Business Leaders Group
Working with schools, providers of higher and adult education and businesses to increase levels of relevant skills and qualifications in the population	<ul style="list-style-type: none"> Business Skills and Growth Plan Shaping the Future of Portsmouth Business Leaders Group
Removing one of the barriers to employment by ensuring affordable, good quality, flexible childcare provision across the city	<ul style="list-style-type: none"> Children's Trust Plan (Childcare Sufficiency Audit)
Provision of other initiatives that help people with complex needs into appropriate, sustainable employment in the city (recognising the focus may initially be on employability and general living skills, as the road back into employment may take longer)	<ul style="list-style-type: none"> Work by various providers, including DWP, Work Programme Providers and other third sector organisations Portsmouth Jobcentre Plus Personalisation Pathfinder³⁴

34. Portsmouth is part of this pathfinder, which aims to identify what works best to help disabled unemployed people and people with long-term health conditions take up employment, and to further improve specialist employment support for both groups.

The tackling poverty workstream will add value by

Talking to businesses about how, as part of their Corporate Social Responsibility agendas, they can support this strategy through clearer progression paths³⁵ and through provision of a Living Wage

Exploring levels of and what in-work poverty looks like for families through phase 2 of the Troubled Families Programme and the Paulsgrove Positive Family Futures work

Raising awareness across services of the importance of employment in alleviating poverty, e.g. the benefits in terms of raising self esteem, confidence levels and aspirations, and also increasing awareness of the financial benefits of 'dual earner' families. Promoting apprenticeships and traineeships.

Ensuring frontline staff who work one to one with residents have clear, co-ordinated information about available employability support, such as the range of support offered through Jobcentre Plus and its partners, as well as wider support from Registered Social Landlords and the voluntary and community sector. Upskilling relevant care and support frontline workers to job coach and support people to access employment

Co-ordinating the production of a Digital Inclusion Strategy, including co-ordinating where people can access free IT provision in the city, and/or where they can get help with gaining the skills they need

Finding out more about the needs, and raising the profile, of groups who are at a higher risk of poverty and may find it harder to access employment, in order to help agencies target services, information and advice effectively. For example:

- people with learning disabilities
- people who have caring responsibilities
- black and minority ethnic communities, refugees and asylum seekers (who may face additional challenges such as language barriers, flexibility of childcare and employment practices)
- self-employed people (who will be subject to new rules and potential implications under Universal Credit)

How services can contribute

Types of services

Work together with Jobcentre Plus when there are redundancies by big employers in the city, taking a strategic approach to co-ordinating offers of advice and support to those affected

Providers of adult learning and education, the Department for Work and Pensions, Portsmouth City Council services that provide information, advice and support around employment

Ensure relevant frontline staff who work on a one to one basis have the right knowledge, information and training to help build people's confidence and to signpost them into relevant services, including literacy and numeracy support and employment support

Any services in any sectors who work one to one with people to improve their outcomes, such as children's centres, resettlement services, youth services and advice services

Ensure services identify people who are digitally excluded, which acts as a barrier to finding work, signposting them to the relevant support

As above

Encouraging young people to take up traineeship and apprenticeship opportunities

As above – young people's services



35. The need for clearer progression paths refers to the issue of low pay in Portsmouth and that nationally only one in 4 workers escapes low pay over a 10 year period; hence the need for development and promotional opportunities in the workplace.

Priority Three

Helping residents to be financially resilient



A range of issues can result in people becoming financially excluded (e.g. not having access to the right financial products or services, such as bank accounts and insurance) and/or lacking financial resilience (e.g. lack of budgeting skills, lack of financial knowledge, impact of high cost credit and debt). In addition income maximisation can significantly help to stabilise finances, either through employment or through access to entitlements.

What is already happening?	Relevant strategies/workstreams
<p>Preparation for the implementation of Universal Credit (UC) Dec 15 – Apr 16.</p> <p>This work by default addresses key areas of work around financial inclusion:</p> <ul style="list-style-type: none"> ➤ Identification of those requiring support ➤ Budgeting skills – increasing levels ➤ Financial inclusion – access to the right products e.g. bank accounts, savings, insurance, and affordable credit ➤ Digital inclusion – getting more people online. Co-ordinating where people can get access and/or support with skills 	<ul style="list-style-type: none"> ➤ Universal Support - delivered locally, for Universal Credit (Portsmouth City Council and the Department for Work and Pensions)
<p>Upskilling of frontline staff who work one to one with residents with programme of training and support re the above</p>	<ul style="list-style-type: none"> ➤ Tackling Poverty Strategy
<p>Working with the Phase 2 Troubled Families programme in Portsmouth to develop the outcome related to families at risk of financial exclusion</p>	<ul style="list-style-type: none"> ➤ Children’s Trust Plan (Families with Multiple Problems priority)
<p>Working in partnership with local Credit Union to design, deliver and promote products to help the financially excluded such as jam jar accounts and affordable credit</p>	<ul style="list-style-type: none"> ➤ Tackling Poverty Strategy
<p>Basic mapping of where people can access IT/go online for free in the city</p>	<ul style="list-style-type: none"> ➤ Tackling Poverty Strategy
<p>Work on income maximisation, especially for older people who tend to under claim what they are entitled to e.g. pension credit, council tax support</p>	<ul style="list-style-type: none"> ➤ Range of workstreams within statutory and third sectors e.g. money advice services, Age UK, Council services
The tackling poverty workstream will add value by	
<p>Leading on behalf of the Council on the Universal Support - delivered locally for Universal Credit, as part of the wider work around financial inclusion in the city. This will provide a pathway of support for those who may have difficulties with the UC claimant’s process.</p>	
<p>Refreshing the city-wide welfare reform risk assessment once the details have been announced as to further cuts to welfare benefits. This will include looking at which groups have been/will be most vulnerable to the cuts in order to provide the right advice and support (for example women have to date been disproportionately affected), co-ordinating actions across a range of agencies.</p>	

The tackling poverty workstream will add value by

Developing a Digital Inclusion Strategy and Action Plan in partnership with relevant agencies to address barriers and co-ordinate support (critical for income maximisation e.g. helping people get into work, helping them to access online savings and also accessing benefits they may require).

Supporting the Personal, Social and Health Education (PSHE) Education Leads Group with training and materials for financial education in school.

Delivering an ongoing, dynamic programme of training to services around key areas such as budgeting, financial inclusion, income maximisation and welfare reforms.

Delivering and co-ordinating public education messages around diverting people away from high cost credit. Co-ordinating information and support around products that increase financial inclusion, and promoting forms of affordable credit in the city.

Providing co-ordinated information and tools on the above on the council's website.

How services can contribute

Types of services

Build in money and benefits advice as a key requirement when commissioning services

Aimed at commissioners of services which deliver one to one work with vulnerable people around improving life outcomes such as social care, wider children and families services, health and wellbeing services, learning disability services, mental health services

Help to identify those who may have difficulties when Universal Credit is implemented, supporting them within the service when appropriate or signposting them into the local support framework when more specialist help is required

Services as above. Also money, debt and benefits advice services, social housing services and wider support services

Help to identify those who are more vulnerable to poverty in general, e.g. people with disabilities, from black and ethnic minority communities, Refugees and Asylum Seekers³⁶, and people with mental health issues to provide advice and support. Where needed, seek to identify resources that may be available in the future to carry out further research

Services as above

Identify issues which may benefit from targeted events e.g. past Homeswapper event to deal with housing benefit reductions

Any relevant services as above.

In order to develop financial resilience from a community perspective, encourage residents to keep money within the local economy where possible e.g. supporting local businesses

Any relevant services as above.



36. Whilst this group were not specifically identified in the needs assessment, they would be at a higher risk of poverty than normal because a single person on asylum support currently only receives £36.95/week plus accommodation, to live on. Particularly vulnerable are failed asylum seekers and those with No Recourse to Public Funds (see www.nrpfnetwork.org.uk). Changes arising from the Immigration Act 2014 are likely to increase the complexity of circumstances affecting non-asylum migrants, or those with irregular status, which may lead to increased risk of poverty or destitution – for example, relating to accessing private rented accommodation, or access to secondary healthcare.

Priority Four

Helping people move out of immediate crisis, but also helping them to solve their problems longer term



Helping people to address the under-lying causes of their problems can help to move them away from crisis and become more resilient to future problems.

What is already happening?	Relevant strategies/workstreams
Providing directory of crisis resources, such as grants, benefits support and loans, ensuring frontline staff know where help is available (e.g. furniture, white goods, short term advances)	<ul style="list-style-type: none"> ► Tackling Poverty Strategy
Working with foodbanks to use these points of crisis to provide effective advice and signposting (through training and partnership working)	<ul style="list-style-type: none"> ► Tackling Poverty Strategy ► Health and Wellbeing Strategy/Service
Joint working on bids to test out new ways of working	<ul style="list-style-type: none"> ► Tackling Poverty Strategy
Providing better advice and help to people around budgeting e.g. through training frontline staff	<ul style="list-style-type: none"> ► Tackling Poverty Strategy
Work by a range of agencies in the city, for example housing providers and agencies who work with families, to better understand people's underlying issues and to help move them back into a place where they can cope e.g. being able to pay their rent, getting employment.	<ul style="list-style-type: none"> ► Children's Trust Board (Families with Multiple Problems priority) ► Portsmouth City Council's Housing Interventions ► Tackling Poverty Strategy
The tackling poverty workstream will add value by	
Working with services to use this point of crisis to understand and address deeper underlying causes and solve problems longer term and thus develop financial resilience	
Continuing to co-ordinate directory of crisis resources. Seeking sustainable options for provision of affordable furniture and white goods	
Working with services to provide the right support and advice for people in financial crisis who might have mental health issues as an underlying need, and feel unable to approach traditional services such as money advice or employment support. Upskilling wider frontline staff to do this, or providing specialist provision where resources permit this	
Skilling up the wider workforce through the Strategy's Training Programme to work more holistically with people around a range of needs, not just their specialism	
Ensuring that all work is based on evidenced need, and a sound understanding of what matters to customers when using services in the city	
Providing advice/contributing to assessment frameworks in the city to ensure better assessment of people's financial and employment circumstances through mechanisms such as the Common Assessment Framework, Adult Social Care assessments (and the forthcoming Single Assessment Framework).	

How services can contribute	Types of services
Promote a culture of holistic working for frontline staff who work with people in crisis, in order to understand people's underlying issues and to work on these	<p>Crisis services such as foodbanks, resettlement services, mental health services, housing services, money, debt and benefits advice services</p> <p>Wider services such as children's and adults' services (local authority and third sector), probation, employment services, youth services etc</p> <p>Any other relevant services who work with vulnerable people</p>
Maintain a consistent point of contact, trying not to refer on but pulling in specialist advice and support where possible	As above
Understand what other agencies in the city can provide and using available resources (e.g. Support for people in financial hardship directory – PCC money advice webpages)	As above
Undertake deeper assessment of people's financial and employment circumstances, e.g. hidden debt, unclaimed benefits, being able to go online, longer term aspirations etc	As above



Priority Five

Improving residents' lives by recognising the links between poverty and health inequalities

What is already happening?	Relevant strategies/workstreams
Provision of better support pathways for people travelling through health and social care systems through integrated health and social care planning and provision, with joint commissioning arrangements. Forthcoming pooling of NHS and local authority budgets under the Better Care Fund	<ul style="list-style-type: none"> Portsmouth's Joint Health and Wellbeing Strategy 2014-17
Delivering joined up messages to/for frontline staff around health and financial wellbeing, through mechanisms such as Making Every Contact Count (MECC) training e.g. budgeting and fuel poverty bolt on sessions	<ul style="list-style-type: none"> Tackling Poverty Strategy Portsmouth's Joint Health and Wellbeing Strategy 2014-17
Multi agency partnership working through Portsmouth's Fuel Poverty Working Group	<ul style="list-style-type: none"> Tackling Poverty Strategy Portsmouth's Joint Health and Wellbeing Strategy 2014-17
Joint delivery of Keep Warm Keep Well campaign and grants	<ul style="list-style-type: none"> Tackling Poverty Public Health
Beginnings of co-ordinated work between foodbanks, Public Health, Adult Social Care and other relevant agencies e.g. around links between healthy eating, budgeting and cooking skills	<ul style="list-style-type: none"> Tackling Poverty Public Health
Specialist provision of money, debt and benefits advice at St James Hospital (recognising that people with mental health issues are much more likely to be in debt, but less likely to ask for help)	<ul style="list-style-type: none"> Tackling Poverty Mental Health



The tackling poverty workstream will add value by

Further understanding the impact of poverty on health and vice versa, ensuring that the tackling poverty work integrates with public health objectives.

For example, through joint work with the Health and Wellbeing Service, focusing work in areas of deprivation, integrating work on the some of the causes of reduced life expectancy and poor health such as smoking, debt, and unemployment

Working together with public health to look at the associations between debt and mental health issues, in order to develop more customer focused holistic approaches to working on these issues

Promoting joined up work across health, social care and education services on children's health and wellbeing, linked to their ability to achieve a good quality education

Continuing to support and develop the work of the Fuel Poverty and Affordable Energy Working Group, with multi agency delivery of the Fuel Poverty Plan, aiming to reduce fuel poverty and excess winter deaths. Also co-ordination and delivery of tools and resources to support frontline staff in these aims.

Doing targeted work to reduce fuel poverty in the city, including work around ensuring people can access the most cost effective tariffs, that their homes are energy efficient and that they can access grants such as the Warm Home Discount

Provide support to the city's foodbanks to meet regularly, to co-ordinate approaches and maximise resources, including exploring how foodbanks can work more preventatively with people in crisis

Providing training to foodbanks as above

Further co-ordinating approaches to work around healthy eating, budgeting and cooking skills through the networks as above. Exploring the integration of health and wellbeing work further into foodbanks through, for example, co-location of staff, or 'surgery' approaches where there is evidence of need

How services can contribute

Join up messages to residents around healthy eating and budgeting e.g. this is how you can eat healthily, and also cheaply

Build relationships with foodbanks so that foodbanks know about the support that is available for their customers

Ensure frontline staff know how to identify people who may be at risk from the cold and that they access advice and support for them (e.g through accessing free fuel poverty training/ resources)

Types of services

Crisis services such as foodbanks, resettlement services, housing services, money, debt and benefits advice services

Wider services such as children's and adults' services (local authority and third sector), probation, employment services, youth services etc

Any other relevant services who work with vulnerable people

As above

Any services where frontline staff do home visits, particularly to older people



Priority Six

Shaping wider policies and decisions so they reduce the risk of poverty



There are many policies and decisions that are made by Public Services and other partners which can impact either positively or negatively on people in poverty. Ensuring these decisions have fully accounted for the needs of people in poverty can help to make these processes fairer.

What is already happening?	Relevant strategies/workstreams
Portsmouth City Council's full Equality Impact Assessment process (under its Public Sector Equality Duty). This builds into council's decision-making processes the need to refer to the Tackling Poverty Needs Assessment and strategy, to assess whether there are disproportionately negative impacts on groups or geographical areas at risk of poverty in the city	<ul style="list-style-type: none"> Portsmouth City Council's Equality Impact Assessment process
Working strategically across the council with the Department for Work and Pensions and other relevant stakeholders to get the right local support in place for welfare reforms such as Universal Credit	<ul style="list-style-type: none"> Universal Support - delivered locally, for Universal Credit
Exploring the financial benefits for residents of collective purchasing arrangements such as the previous Switch Hampshire scheme, to reduce the price of essentials (e.g. fuel)	<ul style="list-style-type: none"> Forthcoming Energy Strategy
Highlighting the work and approaches required to tackle poverty in a range of different policies and procedures within the council, for example the priority areas under the Children and Young People's Plan and development of the Multi-Agency Team model	N/A
Establishing sustainable funding mechanisms for tackling poverty initiatives in the face of further cuts to budgets and services, including working 'smarter' by integrating work into existing services and resources where possible	<ul style="list-style-type: none"> Tackling Poverty Strategy

The tackling poverty workstream will add value by

Trying to influence wider decisions around services in light of local authority cuts, highlighting the impacts for people in poverty in the city, including providing information and support to the Equality Impact Assessment process detailed above.

Seeking to further build into commissioning and procurement the need to support tackling poverty priorities, building in social value into this process. This will ensure that the full weight of the public sector's purchasing power is directed at achieving social benefits alongside financial efficiency.

Promoting the benefits of creating positive environments in the city, for example exploring how planning and/or licensing laws can be used to control the numbers and locations of gambling and high cost credit organisations in the city

Promoting and influencing how economic regeneration can also benefit Portsmouth's residents in financial hardship, for example through creation of jobs. Working with businesses to address low pay through promotion of the Living Wage and career progression pathways, raising standards of living for local people

Exploring opportunities such as the City Deal to support the above

Promoting to services such as housing planning and development the need for affordable homes, including work with private sector landlords to negotiate more affordable rents. Using the welfare reforms risk assessment to flag issues such as increased rent arrears due to Universal Credit, which may impact on housing providers' provision of affordable housing

Maximising resources, working together across statutory, voluntary, business and community sector services. Exploring the impact businesses, third sector agencies, volunteers and members of the community can have in providing advice and support. Promoting representation from the business world in key strategic groups as appropriate, building on the success of the Shaping the Future of Portsmouth Business Leaders Group

How services can contribute

Types of services

Ensure high quality Equality Impact Assessments which have fully assessed the needs of vulnerable groups as part of the decision-making process, to ensure fair allocation of resources

Public services (with input from wider services in relation to need)

Think about people's needs holistically in order to provide appropriate services that meet their needs, avoiding silos

Any services across the sectors who work with vulnerable people

Know about the support that is available across the city, avoiding duplication and using this effectively

As above



Measuring and monitoring progress

This strategy is accompanied by a detailed action plan, developed and monitored by the Tackling Poverty Strategy Group. This work is then reported into Portsmouth's Health and Wellbeing Board, where 'Tackling Poverty' sits as a workstream underneath its 'reducing health inequalities' strategic priority, within the Joint Health and Wellbeing Strategy.

The action plan is dynamic in that it is able to change direction in accordance with changes in the economic climate over the next five years. For example, there is still a significant programme of welfare reforms to be implemented, in line with the announcements of £12 billion further cuts to come. At present the detail behind these cuts is unknown, and priorities may need to change as these emerge. The Tackling Poverty Strategy Group will review the action plan regularly, in order to re-prioritise the work and to amend the action plan as required.

Measuring poverty and the effectiveness of any tackling poverty action plan is complex and as a result will often include:

- Measures which tell us directly about poverty levels in the city – such as the Children in Low Income Households Child Poverty Measure
- Measures which tell us indirect information about poverty, giving us a useful overview of some of the key drivers and/or effects of poverty in the city and how these are fluctuating (such as educational attainment and fuel poverty)
- Measures which tell us about the effectiveness of interventions that are being implemented as part of the strategy i.e. whether this intervention we are implementing is being effective

The range of measures that were considered to inform the action plan are detailed right.



Credit: Opportunities Fair

Suite of possible measures for tackling poverty strategies

Subject	Measure
Direct measures of poverty	
Poverty levels	<ul style="list-style-type: none"> ➤ Children in low income households measure ➤ Indices of Multiple Deprivation ➤ % households claiming Housing Benefit and/or Council Tax Support
Indirect measures of poverty	
Health Inequality	<ul style="list-style-type: none"> ➤ Male and female life expectancy rates
Education	<ul style="list-style-type: none"> ➤ Educational attainment – GCSE's ➤ Educational attainment for looked after children
Employment	<ul style="list-style-type: none"> ➤ Out of work statistics ➤ Employment rates ➤ Under-employment rates (if available) ➤ Numbers of employers paying Living Wage ➤ Number of young people not in education, employment or training (NEETs)
Housing	<ul style="list-style-type: none"> ➤ Availability/access ➤ Affordability – full rent not covered by Housing Benefit ➤ Overcrowding ➤ Homelessness
Financial Inclusion	<ul style="list-style-type: none"> ➤ Numbers of people with bank accounts (info currently not available locally) ➤ Numbers accessing debt advice
Digital Inclusion	<ul style="list-style-type: none"> ➤ Percentage wi-fi coverage across the city, availability of internet access and support ➤ Demand for adult IT training
Cost of Living	<ul style="list-style-type: none"> ➤ Low Income High Cost Fuel Poverty Measure ➤ Food Poverty – foodbank demand (no's/ % increase)
Childcare	<ul style="list-style-type: none"> ➤ Take up of increased free childcare offer for 2 year olds (to assess whether it is located in the right places etc)
Measuring the effectiveness of interventions (examples)	
Developing 'growth mindsets' in children (linked to raising expectations and educational attainment)	<ul style="list-style-type: none"> ➤ Changing Mindsets Project evaluation
Effectiveness of staff briefings/ training	<ul style="list-style-type: none"> ➤ Evaluations ➤ Follow up on practice/outcomes
Fuel poverty	<ul style="list-style-type: none"> ➤ Measures of behaviour change

Action plan

This strategy has an accompanying action plan which sets out how we plan to deliver on the priorities outlined in this strategy, and which will be dynamic in accordance with the changing needs of the population and economic environment. It will be regularly reviewed and refreshed by the Tackling Poverty Strategy group. Undertaking these actions will, we hope, result in a financially resilient population who are able to weather the storm regardless of the current economic situation.

Whilst there are external factors that will limit what we might be able to achieve, we believe that if services, communities and residents work together on this we can make a difference to the lives of people in financial hardship in the city.

Many thanks to the numerous organisations and individuals who contributed their feedback, and which shaped this strategy.



List of appendices

Appendix A: Key findings from the Tackling Poverty Needs Assessment 2015

Appendix B: Review of Tackling Poverty Strategy 2011

Appendix C: Tackling poverty – evidence of what works

The Tackling Poverty Needs Assessment, Strategy and Appendices can be found on the Portsmouth City Council Website, by searching for 'Joint Strategic Needs Assessment', and clicking on the link for Portsmouth JSNA, then clicking on Portsmouth: Social and Environmental context: Poverty and Deprivation.



For more information, please contact:

Tackling Poverty Strategy

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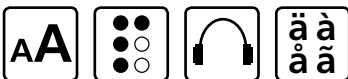
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Appendix A - Key findings from the Tackling Poverty Needs Assessment 2015

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The full version of the Tackling Poverty Needs Assessment can be found on the following link [Portsmouth JSNA - Poverty and Deprivation](#), or by going on to the Portsmouth City Council website, searching for 'Joint Strategic Needs Assessment', then following these links: Social and Environmental Context - Poverty and Deprivation - Tackling Poverty Needs Assessment. The following examines the key findings.

Children and families most at risk in Portsmouth

In identifying children and families in the city who are most at risk of poverty, data shows us that, in terms of vulnerability, it is helpful to consider this in terms of a) where families live and b) vulnerable groups

Where families live

The tackling poverty needs assessment 2015¹ provides a detailed breakdown of where child poverty is most prevalent in Portsmouth. Using the Children Living in Relative Low Income Households Measure data from 2012², which is the most up-to-date data available at a local level³, 22.3% of all children aged 0 - 19 years are deemed as living in poverty in Portsmouth, above the England average of 18.6%, but lower than 2011, when 24.4% of all children aged 0 - 19 years in Portsmouth were living in poverty. However, as stated in the needs assessment, some of this is attributable to a fall in incomes across the nation as a whole and this being a relative rather than absolute measure.

As in previous years, child poverty rises sharply in some parts of the city, demonstrating real pockets of deprivation – for example in Charles Dickens ward in 2012, 44.2% of all children aged 0 - 19 years live in poverty. In line with the England figures, this has reduced since 2011, when it was 47.5% of all children. With rates of 31.1% in St Thomas ward (36.3% in 2011), 30.8% in Paulsgrove (32.2% in 2011), 28.4% in Nelson (30.6%) and 24.4% in Fratton wards (27.5% in 2011), the pockets of deprivation remain visible.

Having data available about child poverty at a lower super output level area in Portsmouth can help with planning specific interventions in the areas of highest need. A lower super output area has an average of roughly 1,500 residents and 650 households⁴, so work can be targeted at areas where the concentration is highest. In other words, work can be targeted geographically. It also means that the child poverty data can be cross referenced with other data which is available at lower super output area, for example fuel poverty data.

Vulnerable groups

¹ Portsmouth's Tackling Poverty Needs Assessment 2015 - 18

² Previously known as the Revised Local Child Poverty Measure, HMRC – Snapshot data from 31 August 2012. <https://www.gov.uk/government/statistics/personal-tax-credits-children-in-low-income-families-local-measure-2012-snapshot-as-at-31-august-2012>

³ Except for data recently released by the End Child Poverty organisation - see page 40

⁴ neighbourhoodstatistics.gov.uk

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The tackling poverty needs assessment 2015 (like the 2011 needs assessment) identifies, through National Households Below Average Income (HBAI) data, groups in the city that are likely to be more impacted upon by poverty than average as follows:

- workless families
- lone parent families not working
- families with three or more children
- families where someone is disabled
- black and minority ethnic communities

In addition to the HBAI data, evidence suggests the following groups may also be at a higher level of risk of poverty:

- Families in in-work poverty
- self-employed households
- young people not in education, employment or training (known as NEETs)

This means that work can therefore be targeted through family composition and issues, rather than just geographically. It should be noted however that this list is not exhaustive, and there are sometimes less obvious groups that may need targeting - for example, the Families Moving Forward⁵ evaluation identified a vulnerable cohort of pupils who are either home-schooled or on a limited timetable with low attainment. There are also groups for which data is not currently available but for which it is strongly suspected there is a higher risk of poverty - for example, it is unknown as to whether there is an association between children 'in need' or 'at risk' in the city and poverty, but anecdotally it is believed this is the case.

Key issues for children and families (drivers and effects of poverty)

Low educational attainment

Before examining rates of educational attainment for children in Portsmouth and how these might be raised, it is important to start with examining the factors that may be associated with low educational attainment.

Firstly an issue which wasn't stressed sufficiently in the tackling poverty needs assessment was the importance of recognising the link between children and young people's health and wellbeing, and attainment (as well as behaviour at school, attendance, and ability to learn etc). Research evidence shows that education and health are closely linked⁶. So promoting

⁵ Details about the Families Moving Forward Project can be found at: <http://www.fmfportsmouth.co.uk/>

⁶ Public Health England 'The link between pupil health and wellbeing and attainment: A briefing for head teachers, governors and staff in education settings' (November 2014)

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the health and wellbeing of pupils and students within schools and colleges has the potential to improve their educational outcomes and their health and wellbeing outcomes. This highlights the need for the tackling poverty strategy to work in harmony with the city's health and wellbeing strategy priorities.

In terms of what is likely to have the most influence on educational attainment, a report released by the Office for National Statistics (ONS) in 2014⁷ stated that:

'Holding all other characteristics constant and equal, in the UK, father's education level has the biggest impact on the likelihood low educational attainment. People are 7.5 times more likely to have a low educational outcome if their father has a low level of education, compared with a highly educated father'.

The report also states that people's mother's education level is also important though to a lesser degree; an individual is approximately three times as likely to have a low educational outcome if their mother has a low level of education.

It is suggested from previous work that the impacts of parental qualifications on educational attainment might play out in a number of different ways, including through aspirations and genetic traits, as well as indirectly through the home learning environment and parental health behaviours. Amongst other factors such as numbers of adults and children living in the house, employment and financial status are also cited as having a relationship with educational outcomes in the UK. Parental qualifications, employment and home circumstances are clearly therefore important factors to consider when trying to raise educational attainment, and with low skills and qualifications in the adult population in Portsmouth this is likely to be an issue locally.

It is important to then look at how educational attainment relates to poverty; the report also states that in the UK, those with a low level of educational attainment are almost five times as likely to be in poverty now as those with a high level of education; and that holding all else equal, those who lived in a workless household at age 14 are around one and a half times as likely to be in poverty compared with those where one adult was working. But there is interesting information about the household's financial situation and educational attainment as follows:

'In the UK, the Individual's assessment of their childhood household financial situation is not a significant predictor of poverty once educational attainment is accounted for. This

⁷ 'How do childhood circumstances affect poverty and deprivation as an adult'? Office for National Statistics (ONS) 23rd Sep 2014 <http://www.ons.gov.uk/ons/rel/household-income/intergenerational-transmission-of-poverty-in-the-uk---eu/2014/sty-causes-of-poverty-uk.html>

suggests that household income during childhood mainly impacts future life chances through the educational attainment of the child. Previous work has suggested that this operates through parents investing in their children through the home environment (e.g. home learning activities, health and nutrition) and providing financial capital for schooling...'

In terms of actual educational outcomes in Portsmouth, despite recent improvements in achievement in some areas, only half (50.8%) of Portsmouth children got the GCSE 'Gold Standard' in 2013/2014 (5 A*-C including English and Maths)⁸. Whilst a direct comparison cannot be made with the previous year, Portsmouth has moved nearer to the England average. Whilst this improvement is welcome, it is recognised that there is still a long way to go to reach satisfactory standards for children in Portsmouth. Portsmouth remains amongst the worst local authorities in the country for its GCSE results, and this is also reflected in the low numbers of Portsmouth children who go on to University. The parliamentary constituency of Portsmouth North in 2013 had the third lowest participation rates in the country with only 22% of young people going straight on to university (compared with two thirds of 18 year olds in Wimbledon)⁹.

There is also a significant gap (as there is nationally) between pupils in receipt of free school meals in Portsmouth and those who are not, in terms of educational attainment.

In 2013 only 59% of 19 year olds achieved Level 2 who were in receipt of free school meals at 15, compared to 71% for England as a whole.

In addition, literacy levels for free school meal children in Portsmouth, whilst improving, are still significantly below those of non-free school meal children in the city.

The House of Commons Education Committee released a report on the 11th June 2014 named 'Underachievement in Education by White British Working Class Children'. The report highlighted that, nationally, white children who are eligible for free school meals are falling significantly behind their peers and are consistently the lowest performing group in the country. The difference in attainment between them and their more affluent white peers is marked; and larger than for any other ethnic group. Amongst a range of measures, the report talks about the importance of getting the best teachers to the areas that need them most, thinking about what incentives drive teachers to work in particular areas, and then deploying the best teachers within individual schools according to their strengths in terms of helping raise attainment for this group accordingly.

Deploying these kinds of measures can start to challenge assumptions that schools in deprived areas are going to suffer from poorer educational outcomes for their children. National evidence suggests that schools in areas of deprivation can buck the trend, with

⁸ Dept for Education, cited by Portsmouth City Council Education Service

⁹ Government's Higher Education Funding Council for England (released in 2013)

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some schools in poor areas in other parts of the country achieving good results for children. A report called 'Cracking the code: how schools can improve social mobility' was published by the Social Mobility and Child Poverty Commission in October 2014 and stated that:

'There is nothing pre-ordained to make the UK a low social mobility society where children's starting point in life determines where they end up. International evidence has long suggested that the link between social background and outcomes is stronger in the UK than in many other countries. Now there is growing evidence from the English schools system that deprivation need not be destiny. There is an emerging wealth of data, stories and individual experiences demonstrating that some schools are bucking the trend, enabling their disadvantaged students to far exceed what would have been predicted for them based on experience nationally.'

The report says that schools should do more to learn from what they call 'code breakers', and it sets out five key steps to improve children's life chances, three of which are already integrated with the Tackling Poverty Strategy as follows:

- Using the pupil premium strategically to improve social mobility
We will ensure learning such as the latest research from the Child Poverty Unit and other specialist bodies with tried and tested examples of how to narrow the gap between free school meal children and non-free school meal children. For example we will use this work to influence how schools spend their Pupil Premium in order to get the maximum outcomes for these children.
- Building a high expectations, inclusive culture
We will develop and promote the roll out of the 'Changing Mindsets' approach to raising educational attainment in school, in partnership with the University of Portsmouth (see next section entitled 'Aspiration')
- Preparing students for all aspects of life, not just exams
Through supporting the city's Personal, Social, Health and Economic Education (PSHE) agenda, we will support the city's PSHE Leads with the ongoing development of financial education, and the further development of the 'Changing Mindsets' approach.

(For reference, the other 2 'code breakers' are 'incessant focus on the quality of teaching' and 'tailored strategies to engage parents').

Work in schools is therefore a vital component of the Tackling Poverty Strategy and vice versa. It will be important to work together across these strategies in order to ensure that they complement each other and maximise resources and approaches.

Cost and flexibility of childcare

Childcare can often be a real barrier to people getting into and maintaining work. In its Childcare Costs Survey 2015 the Family and Childcare Trust states that it now costs around £115.45 on average to send a child aged under two years to nursery for 25 hours a week in

Portsmouth's Tackling Poverty Strategy

Britain, a total of £6,003 per year; and that this is a 5.1% increase on the previous year. (If a child is aged 3 or 4 years they are eligible for 15 hours free care per week). Finding childcare that has flexible enough working opening hours is also a real challenge for many families. Despite various forms of assistance over the past few years, and with the steep rise in costs of provision, many families are finding that they simply can't afford for both parents to go to work. This highlights again why trying to get people into better paid work is key, and how the issue of low pay in Portsmouth impacts on people's potential employment opportunities.

In terms of quantity, Portsmouth as a city has a reasonable amount of childcare provision. Quality of provision is generally good. Portsmouth is in the top 37% of Local Authorities for % take-up of free early education (2 years) at November 2014 (in-line with national self-assessment results)¹⁰.

However Portsmouth does not perform so well in the priority geographical areas of Paulsgrove, Stamshaw, Buckland and Fratton, Baffins and Eastney and Craneswater, and eight projects have been developed to address these challenges, such as joint work with Paulsgrove Baptist Church to develop accommodation at their Community Hall and joint work with Parkwood Leisure to develop accommodation at The Mountbatten Centre.

Expectations and aspirations

It is sometimes claimed that children in Portsmouth have low aspirations. But, at present no evidence has been found to suggest children in Portsmouth have low aspirations¹¹. There is however some research to suggest that there are lower expectations for children from poor socio-economic backgrounds and so young people in the city may not know about all of the opportunities that are available to them- indeed no-one may ever have spoken to them about the possibilities of going to University, for example.

Children from poor socio-economic backgrounds may in fact get channelled into poor paid professions such as hair dressing, catering, retail and basic construction work. Whilst there is nothing wrong with children pursuing this if this is their passion, what would be concerning would be them entering these trades or careers purely because they do not know of other opportunities available to them.

A key element of this strategy going forward therefore concerns raising the expectations of people around poor children in the city - for example parents, teachers, social workers, care staff, youth workers, play workers, and children's centre workers just to name a few. This

¹⁰ Portsmouth City Council Early Years Service

¹¹ Aspirations, Expectations and Achievement: A Project for Portsmouth City Council, University of Portsmouth (2010).

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involves creating a high expectations culture for children, regardless of their socio economic background in the city.

One of the key steps to improving children's life chances includes building a high expectations, inclusive culture. Raising children's belief and expectation in themselves can be achieved in a number of ways, for example through use of 'Mindsets' theory¹². Interventions related to Mindsets have been rolled out widely in the USA, after many years of research pioneered by the American psychologist, Carol Dweck and her colleagues. A common belief in our society is that people with high ability and self-belief in that ability are likely to embrace the challenges that they tackle in life with high levels of resilience, determination and success.

However, according to Dweck it is not ability or belief in that ability that predict resilience and perseverance in the face of challenge and failure; rather it is the individual's belief about the nature of their ability that determines whether learners have a growth mindset or a fixed mindset. Individuals who have a fixed mindset tend to believe that their intelligence is fixed; that they are born that way, and that it can't be changed. Individuals with a growth mindset however, tend to believe that their intelligence is not fixed and that it can develop; that with perseverance, and by trying different strategies, they can succeed; and are therefore not put off by challenge or failure.

Interventions related to 'Mindsets' have been rolled out widely in the USA. In summary, many years of research have shown that:

- Children with a growth mindset do better at school;
- Children can be taught a growth mindset;
- The way in which we give feedback and praise influences mindsets.
- Teaching a growth mindset raises pupils' motivation and achievement, especially in traditionally difficult subjects (e.g. maths) and across school transitions.
- These impacts on attainment occur as positive upward spirals via enhanced resilience to challenging tasks.
- Different patterns in Mindsets in childhood (naturally occurring) persist into adulthood and have an impact beyond educational attainment.

Over the last two years the Changing Mindsets Project has been testing the use of growth mindsets theory in 30 junior schools across Portsmouth, Southampton and Hampshire. The project is a partnership between the University of Portsmouth, Portsmouth City Council, Portsmouth Education Business Partnership and Pompey in the Community, working together with Hampshire County Council and Southampton City Council. Whilst the formal evaluation results have not yet been released by the National Institute for Economic and

¹² Dweck, C. S. (2012). *Mindset: How You Can Fulfil Your Potential*. Constable & Robinson Limited and Dweck, C. S. (2006). *Mindset: The new psychology of success*. New York: Random House.

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Social Research (NIESR), this approach could help to raise children's expectations for themselves, as well as the adults around them, contributing to addressing what could be perceived as a low expectations culture in the city, particularly for children from poor households.

It will be important to work together across agencies to seek to address this, having high expectations for all children in Portsmouth and ensuring they know of the full range of opportunities that are available to them, rather than being channelled into low paid work.

To date work has been targeted at schools, through the Changing Mindsets Project, in terms of exploring whether children in the city can move along the continuum of a fixed mindset to a growth mindset. In accordance with the learning from the forthcoming evaluation, development may therefore include exploring the possibility an area-based approach, rather than the previous school-based approach, to test out and learn about how this can be delivered in this wider community setting. Depending on the success of this approach and the learning from it, the approach could be rolled out more widely.

Other obstacles for children and families

There are many other issues which impact on children and families in terms of being in poverty such as poor housing, low pay and adult skills and qualifications. These are covered in the 'Key issues for all residents' section.

Working age adults most at risk in Portsmouth

Having focused on children and families in the city, the following section will now focus on working age adults in the city and who might be at risk in relation to poverty.

Where they live

National Households Below Average Income (HBAI) data shows that there has been little change in the percentage of working age adults in low-income households in 2012/13. 15% of working-age adults were in relative low income.

Unfortunately only very limited up-to-date local data is available for the adult population. Housing Benefit (HB) and Council Tax Support (CTS) records show that of the 22,504 working age households claiming either HB or CTS in Portsmouth, 32% were working households. 40.59% of workless households claiming HB/CTS are located in Charles Dickens, Nelson and Fratton wards (the most deprived wards).

20.15% of households claiming HB/CTS had at least one adult with a long-term illness or disability, and 21.25% of households claiming HB/CTS had a family member with a disability.

Vulnerable groups

Portsmouth's Tackling Poverty Strategy

The tackling poverty needs assessment 2015 (like the 2011 needs assessment) identifies through the national Households Below Average Income (HBAI) data groups in the city who are more likely to be impacted upon by poverty than others as follows:

- single working age adults
- workless households
- adults with no reported educational qualification
- adults living in a household with a head from an ethnic minority
- younger adults (especially those with children)
- adults in households with at least one disabled member

Older people most at risk in Portsmouth

Where they live

National Households Below Average Income (HBAI) data in 2012/13 showed that poverty had fallen again for pensioners and was now at an all-time low, with 13% living in low-income households, compared to 21% of working age adults and 27% of children.

However, there are still a significant number of older people in the city who fall underneath the relative and absolute poverty lines, or who may not meet the definition but are struggling financially (e.g. those who may be 'asset rich/cash poor').

Only very limited data is available for the older population at a local level. The old Indices of Multiple Deprivation (2010) data showed that 37.7% of all older people living in the Charles Dickens ward were living in poverty, followed by Nelson (24.5%) and Paulsgrove (24.3%). Drayton and Farlington had the least, with 5.6%.

About a quarter of older people in Portsmouth were on pension credit in 2013 - this has declined gradually over the last few years. Work is required to ensure older people are claiming all of the benefits they are entitled to.

Vulnerable groups

The tackling poverty needs assessment 2015 (like the 2011 needs assessment) identifies through the national Households Below Average Income (HBAI) data groups of older people in the city who are more likely to be impacted upon by poverty than others as follows:

- single older people who live alone
- living in families with disabled members not in receipt of disability benefits
- living in a household with a head from an ethnic minority

However some older people might not technically meet this definition of poverty and yet, as stated previously, they might be 'asset rich, cash poor' and thus in financial hardship. Older people can be affected by poverty in a number of different ways, and are particularly vulnerable when it comes to impact on health - for example, through fuel poverty, where

the cold is known to cause what are known as 'Excess Winter Deaths' among the older population.

Other vulnerable groups at increased risk of poverty

There are of course other groups of people in the city who are likely to be at a higher risk of poverty than others because of personal factors such as being a carer, having a learning disability or suffering domestic abuse. Please see the next section for further details.

Key issues for all residents (drivers and effects of poverty)

In work poverty and low pay

Nationally, the prevalence of low pay has meant that about two thirds of children in poverty live in a household where someone works¹³.

Unfortunately no data is available at present in relation to how many people are in 'in work' poverty in the Portsmouth Local Authority area. The only data which might give some sort of indication in this area is that approximately half of all families claiming housing benefit in Portsmouth on the 24th June 2014 were working families (with the knowledge that claiming housing benefit means being on a low income). Whilst this cannot be used as an in work poverty statistic, it would seem to give an insight in to the problem of in work poverty in Portsmouth, and is broadly consistent with national data where almost half of all poverty is found in working families, and about two thirds of children in poverty live in households where someone works as above.

Portsmouth has significant issues with low pay. It has experienced a worse than average drop in residents' wages. In the 2011 Tackling Poverty Needs Assessment, resident earnings in Portsmouth had previously grown by 25% between 2002 and 2009, to an average of £475 per week. However for 2013 they have dropped to £474 per week, with no inflationary lift since 2009¹⁴.

There is also a marked difference between the wages of people that actually live in the city, and those who work in the city (which will include people who don't live in Portsmouth and commute into the city to work). In 2013, average workplace wages in Portsmouth were £35 higher than average resident wages. Whilst this gap has narrowed (e.g. in 2009 there was a £59 a week difference) it remains significant. It may suggest, as the 2011 needs assessment considered, that the higher paid jobs that exist in Portsmouth aren't being filled by residents of the city, possibly due to relatively low skills levels amongst the city's resident workforce. Another theory sometimes suggested is that people move out of the city to more affluent areas once they are in higher paid work, although there is no data to confirm this theory.

¹³ Joseph Rowntree Foundation: Monitoring Poverty and Social Exclusion 2014:
<http://www.jrf.org.uk/publications/monitoring-poverty-and-social-exclusion-2014#>

¹⁴ ONS annual survey of hours and earnings 2013 - resident analysis

In addition, if the differences between men and women in Portsmouth are examined, men who live in the city are earning £70 a week less than the workplace average. It is also important to note that resident women earn significantly less than resident men - £87 a week less, suggesting either inequalities in pay or women tending to take lower paid work in general (or both).

All of this demonstrates that low pay is a real issue in Portsmouth. In the country overall, Portsmouth workers in the low quartile wage group (along with Bournemouth and London) have the lowest wages after housing costs¹⁵. This reinforces the issue that low pay is a particular problem in Portsmouth, over and above many other parts of the country.

The issue around low pay in Portsmouth may go some way to explaining why poverty persists in the city. National research evidences that only 1 in 4 workers who were low paid in 2001 - and who remained in employment for most of the subsequent decade - went on to escape poverty and move on to higher pay¹⁶. This means that, if young people in Portsmouth are employed on low wages (which is likely due to the low levels of educational attainment in the city), if they follow the national picture, they are unlikely to progress into better paid work in the longer term.

Barriers to progression included working part time, and/or other factors such as being older, a single parent or disabled. Workers in specific industries were also more vulnerable.

Businesses of all sizes can contribute to enabling social mobility for the local population. An article in the Guardian in October 2014 gives some good examples of how businesses can help, and also rightly places emphasis on the importance of work experience for young people as a lever into employment opportunities, stating that:

'Of course many of the larger companies have robust social mobility policies in place and have the capacity to host a large number of interns but that shouldn't preclude smaller companies from offering work experience placements to school leavers. Giving young people exposure to the work environment and helping them gain the requisite skills can raise their ambitions and positively impact their future progression. Paid internships are essential in attracting a broader candidacy and ensuring that young people with ability have the best chance of success¹⁷'.

¹⁵ Centre for Cities Report: 'Unequal opportunity: how jobs are changing in cities' Sep 2014

¹⁶ Resolution Foundation: 'Escape Plan: Understanding who progresses from low pay and who gets stuck' (November 2014)

¹⁷ www.theguardian.com/sustainable-business/2014/oct/27/2020-targets-child-poverty-missed-social-mobility-business-action

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Low pay can also relate to insufficient hours and/or 'zero hour' contracts. Whilst no data is available on this in Portsmouth, it is a much debated issue nationally and is likely to pose the same kinds of challenges in Portsmouth. Helping people into sustainable work will therefore be a driver just as much as raising levels of pay. Other areas that will be important will be ensuring the barriers to work are removed, such as childcare which is very costly for families, and yet research suggests that 'lifting the number of dual-earner families is a crucial part of a revived anti-poverty strategy focused on jobs and wages'¹⁸. In other words, families are at less risk of poverty when both parents work¹⁹.

Addressing low pay in the city is therefore a key priority going forward. The needs assessment has demonstrated that low wages in Portsmouth are a real risk in terms of entrenching unacceptable levels poverty in the city, but also from an economic growth point of view. It is important that this Strategy integrates with the city's Regeneration Strategy, so that it is not just about economic growth in Portsmouth, but is equally about the dual benefits of developing both economic and social growth:

'Social benefits are all too often reduced to outcomes from a rising tide of economic growth, rather than viewed as significant in themselves...Rather than viewing local communities as mere downstream recipients of economic success (as beneficiaries of actions designed to 'trickle down' growth), they should be seen as active upstream parts of a system which creates success in the first place..'

The city's economic growth strategy already has a strong example of where these strategies can work together, through it's Shaping the Future of Portsmouth Strategy. Business leaders in the city drive much of the strategy and one of their priorities is to raise educational attainment. For example, they provide business mentors to Head Teachers in the city, help to recruit school governors and have developed other successful initiatives such as the annual Opportunities Fair for children in the city. This brings together many different sized employers in the city to hold an interactive fair which demonstrates to children all the opportunities that are available to them in the city when they go into employment, and which raises levels of expectations for children from poor communities. It will be important to build on this approach of dual benefit for the local economy and for local people.

There is a need therefore to target areas of work around reducing the risk of low pay, for example raising educational attainment and adult skills and qualifications; and working with employers in the city to remove some of these barriers and to create clear progression routes for all sectors of the community.

¹⁸ : 'Tackling In-Work Poverty by Supporting Dual-Earning Families', Kayte Lawton and Spencer Thompson, Joseph Rowntree Foundation (November 2013).

¹⁹ 4% risk of poverty when both parents are in work. Households Below Average Income - - An analysis of income distribution 1994/95 - 2011/2012 (HBAI 2013)

The heat or eat dilemma - food and fuel poverty

The rising costs of food and fuel over the last few years have had a significant impact on people's incomes across the country. Foodbank usage has dramatically increased in the last few years, and this is also reflected in Portsmouth. For example, the Trussell Trust Portsmouth Foodbank run by King's Church, Southsea, saw demand double between 2011 and 2013, and has reported a higher prevalence of working families asking for help. Nationally there have been somewhat polarised debates about foodbanks and why demand has risen. There are, at the time of writing, ten foodbanks in Portsmouth. For the purposes of this strategy, the definition of a foodbank here is those organisations who give (bags of) food away on a regular basis – but not including organisations who only give free hot meals, rather than a bag of food to take away.

The ten 'foodbanks' identified in Portsmouth vary in size and regularity of food distribution (e.g. some might only give food away once a week as part of a weekly church event, whilst others may distribute significant packages of food several days a week through voucher referral schemes). The largest foodbank, Portsmouth foodbank as above, reports that the single biggest cause for referral appears to be benefit delays, suspensions or sanctions. There are mixed groups of users – some who are there due to an emergency or crisis for one-off support. Change in circumstance can often be a driver – for example when people lose their job, or become ill, or experience family breakdown. Some users have more enduring needs and may be engaged with a range of other support services.

There is a need for the tackling poverty workstream to support foodbanks to explore the underlying causes of people's visits to foodbanks, working together across agencies to try and find solutions that will move people out of poverty longer term. Part of this will involve linking people with the appropriate services to support them longer term (such as money advice or mental health services). There is also a need to explore how the costs of food and fuel for households in the city can be reduced for example through collective purchasing, details of which will follow in the next section.

The rising costs of fuel over the past few years has also seen an increasing amount of work on alleviating fuel poverty in the city. A multi-agency plan has been developed which has better co-ordinated action not just across the Council but across wider voluntary and community sector services. Fuel poverty used to be measured by when a household needed to spend more than 10% of its income on fuel to maintain a satisfactory heating regime²⁰. Under this measure, 10.4% of households across all tenures in Portsmouth were deemed to be in fuel poverty in 2012²¹, compared to 17% in the UK.

²⁰ This was usually 21° Celsius for the main living area, and 18° Celsius for other occupied rooms.

²¹ Department for Energy and Climate Change (DECC) 2012

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However, under the new Low Income High Cost (LIHC) measure, 10.7% of households in Portsmouth across all tenures are deemed to be in fuel poverty, compared to 10.4% for England. This demonstrates that how fuel poverty is measured can make a marked difference to the results.

Either way there are at least 10% of people in the city who are deemed as living in fuel poverty. Alleviating fuel poverty will therefore continue to be a priority going forward. Research shows that policies that improve thermal efficiency of housing stock tend to be most cost-effective in alleviating fuel poverty, so there will be a need to work collaboratively with both the private and social housing sectors, with a range of other agencies, to improve the energy efficiency of people's homes. This will involve trying new ways of working and new ways of maximising resources - for example, looking at how public health funding can work together with other resources with common aims of improving people's health (given the known health impacts of fuel poverty, particularly given that the cold is associated with higher Excess Winter Deaths (EWD)).

Whilst older people tend to be at highest risk of fuel poverty, children and families are the second most prevalent group to feature in terms of vulnerability. Agencies will need to work together to identify households who may be suffering from fuel poverty in order to offer advice, support and access to any relevant resources, particularly through frontline staff. This workstream will continue to provide co-ordinated public education on this matter.

As with food poverty, there is also a need to explore how collective purchasing of fuel might help to drive down prices for people living in Portsmouth. Whilst a previous 'Switch Hampshire' collective purchasing energy scheme has now ceased, the Council is currently writing an Energy Strategy for the city, and as part of this work, the possibilities of a 'Portsmouth tariff' for local people, provided by or commissioned by the Council, will be explored.

Alcohol and substance misuse

Alcohol and/or substance misuse can have a detrimental impact on people's finances and life opportunities in a number of ways. People may be more likely to use alcohol or other substances in times of stress in their lives; and financial stress can contribute to this. Having been higher previously, Portsmouth as of 2012/13 data is now below the England average for alcohol-related hospital admissions. But alcohol-specific hospital admissions are significantly higher than the City rate for people from some of the most deprived wards in the city. There is a similar association between the most deprived wards and alcohol-related admissions²². So this suggests an association between poverty and higher levels of alcohol misuse in Portsmouth.

²² Strategic Assessment - Safer Portsmouth Partnership 2014

Funding an addiction can also reduce household income, have an impact on employment and can inter-play with mental health issues. National studies have shown that three quarters of drug service users had mental health problems (mostly affective disorders and anxiety disorders)²³; and local evidence also seems to support this association²⁴. As with the rest of the UK drug use is present in Portsmouth and brings the usual problems drug misuse poses for both individuals and communities. There is a 24.9% increase on the 2010/11 rate for the number of opiate and crack cocaine users (OCU's) in Portsmouth, which is in comparison to reductions in the rate both nationally (3.1%) and in the south east (1.9%)²⁵. However, in contrast to the national picture where it has risen, findings from the 2014 'You Say Survey' in secondary schools, published by Portsmouth City Council's Public Health service, shows very encouraging trends in terms of decreasing alcohol, tobacco and drug use.

2013/14 indicate that (general) drug use amongst school age children in Portsmouth has remained broadly the same.

Alcohol and substance misuse can mean that things can quickly fall into a downward spiral for people. Parental misuse can also heavily impact on children in the household in different ways. It is clear that alcohol and substance misuse interplays with other factors such as mental health issues and poverty. There is a need therefore to work holistically across these issues, working together in partnership across the agencies, and to reflect these holistic needs within commissioning approaches.

Crime

Although overall crime is reducing, Portsmouth's rate is still slightly higher in comparison to other similar areas. There is an association between crime and poverty. In terms of where anti-social behaviour is most prevalent in the city, these correlate with some of the most deprived wards in the city. Young offenders in the most part come from the more deprived parts of the city. Charles Dickens ward has highest rate of young offenders followed by St Thomas and Paulsgrove²⁶.

There may also be links between crime and low skills and education. Given that poor children in Portsmouth schools are falling far behind their peers, and crime is higher in areas of deprivation in Portsmouth, which suggests some kind of interplay between these

²³ Weaver et al (2003) *Comorbidity of substance misuse and mental illness in community mental health and substance misuse services*, The British journal of psychiatry, 183 (4), pp. 304-313. - taken from Strategic Assessment, Safer Portsmouth Partnership 2013/14.

²⁴ Strategic Assessment, Safer Portsmouth Partnership, 2013/14

²⁵ ²⁵ Hay et al (2014), Estimates of the prevalence of opiate and/or crack cocaine use (2011/12)' - taken from the draft Strategic Assessment, Safer Portsmouth Partnership 2013/14

²⁶ Safer Portsmouth Partnership Strategic assessment of crime, anti-social behaviour, substance misuse and re-offending 2013/14 update.

different factors; although which are cause and which are effect would be hard to determine.

Research and anecdotal evidence suggests that many of the most vulnerable individuals suffer compound issues, and services need to ensure they are taking a holistic and collaborative approach towards their clients, using onward referrals where appropriate. So, as with mental health issues and alcohol and substance misuse, this strategy seeks to ensure that services will work in a holistic way across these issues, with joined up commissioning approaches, which recognise how these factors interplay. The Safer Portsmouth Partnership acknowledges that further work is needed in the areas of reoffending, substance and alcohol misuse, and domestic abuse with wider support being provided to people in areas such as mental health. Alongside this there is need to explore the relationship with poverty (e.g. offenders' financial backgrounds) and so we will seek to ensure that the aims of the Safer Portsmouth Partnership and Tackling Poverty Strategy complement each other in this manner.

Caring responsibilities

Having caring responsibilities can have a significant impact on people's household finances, for a number of different reasons such as lack of access to employment opportunities, having to survive on welfare benefits and trying to manage finances on top of the pressures of being a Carer.

Latest information from the Adult Information System (AIS) returns at the Council's Adult Social Care Service suggests they supported around 1900 carers last year²⁷. But it is believed that many 'hidden' Carers remain, who may not consider themselves Carers, or who may not be accessing services for a variety of reasons. The highest numbers and rates of carers claiming Carers Allowance live in Paulsgrove, and the highest numbers of those claiming Attendance Allowance live in Hilsea.

30% of local Carers in a survey in 2009 stated that their caring role caused some financial problems. Providing the right support to Carers is therefore an important issue for agencies. About 40% of Portsmouth Carers were aged 65. Most local Carers were caring for one person – either a partner or a parent. 24% of local Carers had a longstanding illness themselves. All of these issues can make finding and sustaining employment difficult. 13% of local Carers were not in paid employment because of their caring responsibilities. Support for Carers around money, finances, training and employment is therefore key. It will be important for the Tackling Poverty Strategy to link up with objectives with the new Carers Strategy which is currently being finalised. The Tackling Poverty Strategy can support the

²⁷ (This information was not available when this strategy's needs assessment was written, hence it was not included in the needs assessment).

Carers Strategy through promoting awareness amongst employers of Carers and their needs; by promoting services which provide free advice on money, debt, benefits and employment and by identifying further Carers in the city, linking them in with the Carers Centre and other Carers support services as required.

Learning disabilities

People with learning disabilities can experience difficulties with both finances and employment, which can place them at higher risk of poverty. Finding sustainable employment is a particular challenge both nationally and locally. In 2012/13 69% of Portsmouth adults aged 18+ years with a learning disability known to Adult Social Care were in settled accommodation, and only 9% were in employment, highlighting the need for both settled accommodation and employment for this group²⁸.

Another issue related to Carers is that many of those who care for people with learning disabilities are becoming aged. Locally, the average age of the Carers is 58 years, and that of the cared for person is 35 years. As stated in the Carers section, the Tackling Poverty Strategy workstream seeks to support the Carers Strategy in identifying these hidden carers in order to ensure they receive the support they require in their much valued roles.²⁹

It is unknown as to how many people in Portsmouth have a learning disability overall, partly due to the partly 'hidden' nature of the learning disabilities population. Some GP and Office for National Statistics data is available but these figures are likely to be under-estimates. Whilst a Portsmouth Profile of health and wellbeing of adults with a learning disability was completed for 2012/13, there are still gaps in knowledge in the city such as how people with learning disabilities are impacted upon by economic deprivation. In addition, the Portsmouth profile states that a serious and so far under-reported aspect of the health and associated socio-economic inequalities faced by adults with learning disabilities is homelessness. Homeless people are significantly more likely to have an intellectual disability than the general population. There is a need therefore to explore whether there may be resources available in the future to carry out further research on the experiences of homeless people with intellectual disability in Portsmouth³⁰.

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²⁸ Portsmouth Joint Strategic Needs Assessment - Settled Accommodation and Employment Outcomes for People with Learning Disabilities (accessed 08.09.14)

²⁹ Health and wellbeing of adults with a learning disability - Portsmouth's profile 2012-13

³⁰ Portsmouth's Profile 2012-13 for the Health and wellbeing of adults with a learning disability

accommodation, and only 9% were in employment, highlighting the need for both settled accommodation and employment for this group³¹.

Another issue related to carers is that many of those who care for people with learning disabilities are becoming aged. Locally, the average age of the carers is 58 years, and that of the cared for person is 35 years. There is a need to identify these hidden carers in our city in order to ensure they receive the support they require in their much valued roles.³²

It is unknown as to how many people in Portsmouth have a learning disability overall, partly due to the partly 'hidden' nature of the learning disabilities population. Some GP and Office for National Statistics data is available but these figures are likely to be under-estimates. Whilst a Learning Disabilities Needs Assessment has been completed recently, there are still gaps in knowledge in the city such as how people with learning disabilities are impacted upon by economic deprivation. In addition, the Portsmouth profile states that a serious and so far under-reported aspect of the health and associated socio-economic inequalities faced by adults with learning disabilities is homelessness. Homeless people are significantly more likely to have an intellectual disability than the general population. There is a need to explore whether there may be resources available in the future to carry out further research on this in Portsmouth³³.

Mental health issues

Mental health issues can have a significant impact on household finances, for example through problems with sustaining employment and time off sick; and through impacting on the ability to deal promptly with the complexities of managing household finances. Nationally one in four people with a mental health problem is in debt, and one in two people in debt have a mental health problem³⁴. In 2012/13, in total, the highest crude rates of people with mental health problems who accessed adult social care services in the community (where calculable) were in two of the most deprived wards in the city, Charles Dickens and Fratton³⁵.

Portsmouth has significantly higher rates of risk factors for mental ill health, such as the percentage of 16-18 year olds not in employment, education or training. Anecdotally, money advice services in the city report significant numbers of people accessing their services who have mental health issues, for example asking for help with navigating through

³¹ Portsmouth Joint Strategic Needs Assessment - Settled Accommodation and Employment Outcomes for People with Learning Disabilities (accessed 08.09.14)

³² Health and wellbeing of adults with a learning disability - Portsmouth's profile 2012-13

³³ Portsmouth's Profile 2012-13 for the Health and wellbeing of adults with a learning disability

³⁴ Research accessed from the Royal College of Psychiatrists website, which looks at the relationship between debt and mental health problems.

³⁵ Portsmouth Joint Strategic Needs Assessment Briefing Note - Accessed 09.09.14

the complex benefits system, or for help in challenging decisions about benefits and fitness to work. A problem cited across a number of advice services across Portsmouth, Hampshire and Southampton as part of some research carried out by the Bill Sargent Trust³⁶ is that of people with mental health issues who are claiming Employment Support Allowance. The summary report states that:

'More than half of relevant advice providers have experienced a significant increase in demand for welfare benefits advice. The largest single increase has been related to Employment Support Allowance (ESA). There is widespread concern that something is amiss with the assessment system and many respondents, particularly those with mental health problems are being pushed into employment when they are genuinely unfit. Often, clients don't know that they are able to appeal and end up with no income'.

People with mental health problems are at increased risk of social exclusion so national priorities suggest work on improving access to stable accommodation and paid employment. As financial stress can sometimes exacerbate people's mental health problems (for example worrying about money can exacerbate anxiety and stress), sustainable, adequately paid employment can potentially alleviate some of this worry and can also provide structure and a sense of value in society. There is a need to ensure that people can access the mental health services they require but also that they are able to access the right information and advice to help them secure and maintain suitable employment for the future, and the welfare benefits they may need during their journey to employment.

Domestic abuse

Domestic abuse remains a significant issue in Portsmouth, and can have a detrimental impact on employment, as well as housing, with domestic abuse being a commonly quoted reason for homelessness in women. The impact of domestic abuse on very young children is often under estimated and the impact on school age children could affect their ability to achieve, thereby potentially affecting their education and employment in the longer term. In addition financial dependency and/or hardship can prevent people from leaving abusive relationships.

There is a need to promote and co-ordinate any hardship funds and grants that may be available at any given time within the city that might assist people fleeing domestic abuse, alongside the provision of wider support from domestic abuse services. This workstream will seek to understand more about the needs of people in these situations, particularly in relation to how they might be impacted upon financially and also the impact on employment.

³⁶ "Counting the Cost : Advice Services and Public Spending Reductions" Bill Sargent Trust Sep 2013

Health and wellbeing

The Health and Wellbeing Board in Portsmouth has developed a Joint Health and Wellbeing Strategy, which aims to improve and protect the health and wellbeing of people who live and work in Portsmouth. It has identified five Portsmouth-specific priorities as follows:

1. Giving children and young people the best start in life
2. Promoting prevention
3. Supporting independence
4. Intervening earlier
5. Reducing inequality

There is clearly significant cross-over with the aims of this tackling poverty strategy, highlighting how health inequalities and poverty inequalities inter-relate.

In 2011/13, male life expectancy at birth in Portsmouth (78.2 years) was the same as the previous period (2010/12) but previously had gradually improved; although remains significantly worse than England (79.4 years).³⁷ People in Portsmouth in more deprived die earlier than their more affluent counterparts, particularly men. Life expectancy at birth (2011-13) for males in Portsmouth's most deprived 10% of Lower Super Output Areas (LSOAs) is 72.5 years - 9.5 years shorter than males in the least deprived 10% of LSOAs.

As a result, the city's Tackling Poverty Strategy is now one of the priorities identified as part of the Joint Health and Wellbeing Strategy, which states that growing up in poverty has a significantly negative impact on health and wellbeing outcomes for children and has the potential to expose children to more risk factors. It is important to recognise the link between children and young people's health and wellbeing, and attainment, with research evidence showing that education and health are closely linked³⁸. Working jointly across both strategies to promote the health and wellbeing of pupils and students within schools and colleges therefore has the potential to improve their educational outcomes and their health and wellbeing outcomes.

Some of the other common areas of work between the strategies are health inequalities linked to deprivation, employment/employability, skills and qualifications, educational attainment, healthy affordable eating (linked to food poverty and nutrition) and fuel poverty. The King's Fund recommends nine key areas that can improve public health and reduce inequalities, some of which directly link to tackling poverty objectives, such as the best start in life, helping people to find good jobs and to stay in work, and warmer and safer homes.

³⁷ Portsmouth Joint Strategic Needs Assessment

http://www.hants.gov.uk/pccjsna/API_STR_JSNA_BURD_LEXP.pdf

³⁸ Public Health England 'The link between pupil health and wellbeing and attainment: A briefing for head teachers, governors and staff in education settings' (November 2014)

There is a need therefore to work together in a co-ordinated way across these two strategies, developing common messages that can be used in public education campaigns, training up frontline staff to identify and work with health inequalities and poverty in a holistic way, and seeking to influence commissioning and service delivery across a range of services and agencies in order to improve the population of Portsmouth's physical, emotional and financial health. Working together will also maximise resources, for example through the multi agency fuel poverty action plan where both the health and the financial impacts of fuel poverty can be addressed together, and also through joint work on food poverty and health eating.

Ultimately there is a need to build strong communities; ensuring children are supported in the city to develop resilience as they grow up, which in time will build a resilient adult population. This is partly financial resilience, in that building on skills in the population will mean that they can respond most appropriately and effectively to financial challenges. But this effectively goes hand in hand with wider physical, emotional and social resilience to life in general, with the ability to get back up after difficulties in life, access appropriate help when needed and to persevere, as this is also likely to both alleviate poverty and improve health and wellbeing in the longer term.

Where people live (housing and homelessness)

Housing costs can have a significantly detrimental effect on household income and poverty levels. When the Conservative and Liberal Democrat Coalition came into power in 2010 they initiated a Social Mobility and Child Poverty Commission, led by Alan Milburn, to make recommendations on child poverty and social mobility. In a recent article, the Chartered Institute of Social Housing refers to the Commission's recommendations from last year, stating;

'The commission said last year that 'the effect of high housing costs on living standards must be addressed' because over the period 2010-15 housing costs have pulled extra families with 1.4 million children into relative poverty. He [Alan Milburn] warns of the danger of ignoring housing costs in the policy choices which the next government faces'³⁹.

More recently, in the run up to the general election, the Commission has called on all parties to spell out how they will increase housing supply, widen opportunities for young people to become homeowners and deliver secure, fairly priced housing for those who can't afford to buy. With the effects of housing costs on child poverty levels, there is clearly a need for affordable housing and Portsmouth is no exception to this.

³⁹ 'We can't tackle child poverty without investment in affordable housing'; Chartered Institute of Housing website 28/04/2015

In terms of the housing market in Portsmouth, in recent years there has been a significant drop in owner occupation, and a rise in private sector renting in Portsmouth. New households in the most deprived wards in Portsmouth are more likely to be living in the private rented sector than in social housing⁴⁰. Some low income households renting in the private sector have higher rents, worse housing conditions, unreliable maintenance, and low security of tenure, compared to the social rented sector.

27% of heads of household in the social rented sector, and 13.7% in the private rented sector are among the working age groups most affected by welfare reform and at risk of poverty. For example, 64.5% of Local Housing Allowance claims are for properties where the rent exceeds the maximum Housing Benefit entitlement for the occupying household, with the average top up being £18.04 per week, reducing the income available to meet those households' needs⁴¹.

Between 2009 and 2014, 34.1% of households receiving statutory homelessness assistance from Housing Options were in need due to losing private rented sector housing, and the growth of the private rented sector is likely to increase the demand for statutory assistance.

In addition Portsmouth has significant levels of homes that are overcrowded, and of homes that do not have central heating. The South Hampshire Strategic Housing Market Assessment from January 2014 has assessed housing provision across the area and the strategy seeks to provide 55,600 new homes across South Hampshire from 2011-2026; with a target for Portsmouth of 9,100 new homes.

There is a need to ensure the right provision of affordable housing in Portsmouth, through building new homes and working with landlords and the Housing Partnership in the city on rents, landlord's roles and standards of properties (including improving the energy efficiency of homes across the city as part of the Council's Fuel Poverty Action Plan). There might also be implications from the implementation of Universal Credit which could see increased rent arrears, thus affecting housing providers' incomes and possibly affecting supplies of affordable housing. There will be a need to monitor this as part of the city-wide welfare reforms risk assessment.

Money management and budgeting skills

Building effective money management skills across the population of Portsmouth is an integral part of this strategy. A lack of budgeting isn't a problem that is exclusive to the poor - all of the feedback collected for this strategy and over the past few years of delivering the previous strategy suggests that people from all walks of life struggle with budgeting. We no longer live in a simple environment where people get their pay packet at the end of the

⁴⁰ ONS Census 2011, Private Sector House Condition Survey 2008, ONS Census 2001

⁴¹ Info provided by the Council's Revenues and Benefits Team

week and put their rent in one jar, their food money in another and their gas and electric in another. Instead we live in a world where we spend 'virtual' electronic money, where many have easy access to credit and where we experience complex modern day costs. So the more we can mainstream budgeting information and advice into existing universal services in the city, as well as the specialist services, and into our wider public information messages, the better.

As a result there is a need to raise levels of budgeting skills across the population as a key area of work for this strategy. This can be done partly by upskilling frontline staff to do this work with households who need this support, and through building budgeting sessions into groups that already exist in the city. It can also be done by working together with partner agencies on the effective co-ordination of our money, debt and benefits advice services in the city; and also through wider public education messages, for example by co-ordinating relevant public health and tackling poverty campaigns.

Prioritising work on budgeting skills in the city will also support the roll out of Universal Credit in Portsmouth (due between December 15 and April 16 at the time of writing this strategy). In particular we will:

- Work on alleviating the impact of the 'Poverty Premium'⁴² on poor households through education, and also through provision of access to affordable goods and services (such as affordable credit and home contents insurance).
- Work on identifying people in the city who do not have access to the financial products they need to manage their money effectively, such as bank accounts and savings. This may include targeted work to increase the uptake of relevant financial products, such as the new 'charge free' basic bank accounts being developed by 9 high street banks, and also including affordable insurance.
- Tackle problem debt in the city through a) encouraging people to seek help early when in debt, b) educating people about high cost credit (for example pay day loans, door step lending, seemingly attractive 'pay weekly' option), c) providing an alternative affordable credit option such as the Credit Union, for when people have to borrow, d) raising awareness across frontline staff to spread these messages and e) explore any planning or licensing powers the Council may have to control or limit the numbers of organisations in the city who provide high cost credit.
- Seek to put in place a sustainable replacement for the previous local welfare assistance scheme so that people in financial hardship can access affordable furniture and white goods when re-settling in the community, or when under exceptional pressures

⁴² Poor families pay more for goods because they are poor. Save the Children's 'poverty premium' shows that the additional cost of services and goods for poorer families has risen from £1,280 in 2010 to £1,639 a year in 2014 (e.g. through paying more for gas and electric, insurance, credit etc.).

- Begin to explore whether any data or intelligence is available in relation to problem gambling in the city, as this is currently an intelligence gap, also exploring the possible use of planning and/or licensing powers held by the Council that might assist with this

Impact of the welfare reforms

The Coalition Government's Welfare Reform Act was passed in 2012, containing the most significant and extensive program of welfare reforms since the welfare state was brought into existence, after the Second World War.

The impact of welfare reforms in Portsmouth has varied between households, according to their make-up and tenure. In 2013, the Bill Sargent Trust calculated that reductions in annual up-ratings to means-tested working age benefits had reduced income in Portsmouth by an estimated £12m per year⁴³. In August 2013, the Centre for Economic and Social Inclusion estimated that 12.5% of households in Portsmouth had been affected by the key Housing Benefit reforms, losing an average of £976 per year, above the national average (excluding London)⁴⁴. Also calculated in 2013, the estimated combined adverse impact on households in Portsmouth of the changes from Incapacity Benefit to Employment and Support Allowance and from Disability Living Allowance to Personal Independence Payments was £18m per year⁴⁵.

More recently, data accessed in January 2015 showed that 44% of Portsmouth City Council tenants subject to the size criteria reduction in Housing Benefit, had maintained their full rental payments, while 29% were in arrears of more than £200.

The range of these changes has created significant additional demand on advice services in the city, with Employment Support Allowance difficulties being particularly prevalent, as evidenced by the Bill Sargent Trust research in 2013, but also through more recent reports from money advice services in the city.

It is clear then that there have been some significant impacts for residents in the city during the course of these reforms. In addition, the reforms are not yet complete - for example, people are still being transitioned from Disability Living Allowance to Personal Independence Payment, and one of the major reforms, the introduction of Universal Credit, has only been implemented with very limited client groups in the country (new, single Jobseekers Allowance claimants) as follows:

⁴³ The Impact of Welfare Reform in Hampshire, Beatty et al, Bill Sargent Trust, 2013

⁴⁴ Centre for Economic and Social Inclusion, 'The local impacts of welfare reform; an assessment of cumulative impacts and mitigations' LGA August 2013

⁴⁵ The Impact of Welfare Reform in Hampshire, Beatty et al, Bill Sargent Trust, 2013

Preparing for Universal Credit

Universal Credit is a new single benefit payment for people who are looking for work, or who are on a low income - it will replace six existing benefits with a simpler, single monthly payment. The aim of Universal Credit is to create a simpler benefits system that makes work pay, and makes transitions in and out of work easier in terms of the benefits process.

Universal Credit will be rolled out across the UK for all relevant claimants by 2019. It began implementation nationwide for all new single Jobseekers Allowance (JSA) claimants from February 2015. Portsmouth and Cosham Jobcentres are in the fourth tranche, and are currently timetabled for implementation between December 2015 and April 2016.

The majority of people, apart from some defined 'vulnerable' groups, will have a single monthly payment and will be responsible for paying their housing benefit element to their landlord themselves - i.e. they will not be able to request that the housing benefit element of their Universal Credit is paid directly to their landlord. One of the risks of this is that people will not be able to cope with receipt of their monthly income in terms of paying their rent. Not only would this cause them to fall into housing arrears with all the associated risks, this would reduce the income to housing organisations. This would mean less grant would be available for housing. The current Right to Buy proposals may also have an impact on the supply of affordable housing. In terms of impact, some people will be better off under Universal Credit, but these impacts will be different for different groups.

As part of planning for the roll out of Universal Credit in Portsmouth, we have focused and will continue to focus on four key strands of work as follows:

- **Increasing budgeting skills** in the city to manage the transition re loss of direct payments of rent to landlords, and also the transition to monthly budgeting
- **Increasing digital inclusion** - ensuring people have the access, motivation and skills they require to go online and complete job applications, job search, benefit applications (Universal Credit will mostly require online applications) and also to be able to access the other benefits of being online such as accessing information and advice, and saving money online
- **Increasing financial inclusion** - ensuring people have the right financial products, such as bank accounts, in order to not only receive their monthly payments but also to help with other aspects of their lives
- **Identifying those residents who are vulnerable and will need help** to claim their Universal Credit - working together with Jobcentres and agencies in the city to highlight who needs support, and to establish the local offer

Employment and worklessness

Nationally, unemployment fell by 300,000 between mid-2013 and mid-2014 and in general employment rates are or are at near historic highs⁴⁶. However wages have fallen and 1.4 million adults are in part time work because they can't find full time employment. In addition three fifths of people who moved from unemployment into work in the last year are paid below the Living Wage.

Sufficient supply of secure, sustainable adequately paid jobs is a key requirement for the city in order to alleviate poverty in the city. In general, rates of unemployment in Portsmouth are slightly below the national average. In 2013 6.9% of people in Portsmouth were unemployed compared to 7.5% nationally. However, Portsmouth was higher than the South East average of 5.7%.⁴⁷ As with levels of deprivation in the city, there are pockets of unemployment in the city that are significantly higher than the national average, for example in Charles Dickens ward.

Whilst in-work poverty is an issue, work remains an essential tool for raising confidence and for accessing better paid work in the longer term, so addressing unemployment is a key. Agencies will need to work together to ensure that residents receive the advice and support they need to seek and maintain secure, sustainable and adequately paid employment that enables them to experience a reasonable standard of living. For those who may find it hard to access employment, or those who may not have been employed for some time, there is a need to recognise the different levels of support people may require such as confidence building and addressing other issues in people's lives that may act as barriers to accessing work. It will be important to ensure that the other benefits of work, apart from financial, are fully promoted in terms of people's general health and wellbeing.

There is a also need to address the issue of low pay in the city by aligning with some of the aims of the Council's Business Skills and Growth Plan, working together with educational establishments and employers in the city, understanding and increasing skills and qualifications, ensuring people have the right skills for the jobs that are available now in the city but also that will be available in the future. This will involve understanding both the current and future labour markets which offer on-going employment opportunities and help equip people to gain employment in these areas. It will also involve working with employers on encouraging clearer progression routes for local people.

Learning, skills and qualifications

As reflected above, ensuring residents have the right skills and qualifications will be critical to alleviating poverty in the city going forward. Portsmouth is above the South East average

⁴⁶ Joseph Rowntree Foundation: Monitoring Poverty and Social Exclusion 2014:
<http://www.jrf.org.uk/publications/monitoring-poverty-and-social-exclusion-2014#>

⁴⁷ ONS annual population survey - taken from NOMIS Official Labour Market Statistics website

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for 'no or low adult qualifications' (Portsmouth is 20.95%, the South East is 18.34%). It is slightly below the England and GB averages of 21.16% and 21.21%⁴⁸. (This has improved from 27% in the last needs assessment).

Despite this improvement, one in five adults in Portsmouth still has 'no or low' qualifications and this is a problem for the city as it increases the likelihood of low pay.

The biggest demand going forward in the city will be for skilled, knowledge-based activities requiring graduate or equivalent level qualifications. It will be important therefore to raise educational attainment, and for colleges and higher education establishments to put on the right educational courses for young people, as well as addressing the soft skills required.

In order to raise levels of skills and qualifications, schools and a range of different agencies who engage with young people and parents will need to work together on raising expectations for young people in Portsmouth. This should aim to achieve a two-fold effect; firstly, to raise educational attainment, along with other initiatives in the city. Secondly, to ensure that young people actually know about all of the opportunities that are available to them in the city, through work such as school visits and the Opportunities Fair.

With some of the worst rates of young people in Portsmouth going on to University in the country⁴⁹, this should include active work around ensuring young people who might not have considered University (for example of no-one in their family has had experience of going to University). The Tackling Poverty Strategy workstream can support this work by working together with the University of Portsmouth to promote taster days at the University, and will through the strategy's workforce development programme upskill frontline staff to make young people and parents aware of the possibilities of University. This can be trialled, as part of the Changing Mindsets approach (described in Appendix C 'Evidence of what works'), in one particular part of the city, to see whether an impact can be made in the area, and if so this approach could be rolled out further.

Digital exclusion

As discussed in the Universal Credit and Money Management sections earlier, being able to go online in a digital era where many services are undertaking channel shift to online services, has now become critical in terms of being able to access the employment market, information and advice, and relevant products and services.

⁴⁸ NOMIS Qualifications Jan - Dec '13 (accessed 05.12.14)

⁴⁹ Figures from the Government's Higher Education Funding Council for England released in 2013 show that young people from the most disadvantaged areas are up to 4 times less likely to go to university than those from more affluent areas. The parliamentary constituency of Portsmouth North did particularly badly in this report, having the third lowest participation rates in the country with only 22% of young people going straight on to university (compared with 2/3rds of 18 year olds in Wimbledon).

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Nationally the Tinder Foundation in 2014 found that 60% of those who do not use the internet have no qualifications, and 42% earn less than £12,500, so digital exclusion disproportionately affects those in poverty or at risk of poverty. As the internet becomes increasingly central to economic, cultural and social life, those not using the internet are at increasing risk of exclusion and poverty.

The 2011 Skills for Life Survey in England identified that Central Southsea had almost twice the percentage of residents with high skills in email than Charles Dickens (the most deprived ward), and less than half the percentage of residents with low skills.

In 2012 a Portsmouth Jobcentre Plus survey found that 17.5% would require assistance in order to use the internet, which has implications for the (now implemented) Digital Jobcentres and forthcoming roll out of Universal Credit (when claims will be mostly made online).

In 2012 Portsmouth City Council also conducted a survey of its customers. 30% did not have internet access, significantly above the national average in 2012 of 20%, with lower levels of access amongst older people. An ONS 2014 report⁵⁰ found that in Portsmouth, between 17.8 and 31.9% of adults had never used the internet, above the UK average of 12.3 to 12.9%. It is important therefore to understand the range of tasks people might be required to undertake online, and to develop a local digital inclusion strategy to meeting these needs.

This learning will be used to work together across public services and with the voluntary and community sector to develop a Digital Inclusion Strategy for the city, which will include accounting for needs in relation to the roll out of Universal Credit. As part of this strategy it will be important to better co-ordinate provision in the city, for example where people can go online (such as libraries, community centres and learning establishments), and to take a co-ordinated approach to the provision of skills-based training for using computers and going online. This will link very closely with employment initiatives in the city, where the majority of jobs are now advertised online and require online applications.

Transport

Good transport links can reduce the risk of social isolation for people in poverty. Whilst transport links in Portsmouth, as a city, would seem strong compared to more rural areas, these vary in the city in terms of the relevant frequency and times, and can make accessing employment or retaining employment difficult.

Around 40% of jobseekers nationally say that a lack of personal transport, or poor public transport, is a key barrier preventing them from getting a job. Reflecting the particular importance of the bus, a fifth of unemployed people with no car availability have at some

⁵⁰ Internet Access Quarterly Update, Q1 2014, Office for National Statistics

stage not applied for a job or attended an interview because of the lack of a suitable or affordable bus service⁵¹. Problems can include:

- Affordability of public transport tickets
- Poorly connected employment sites
- Mismatches between working hours offered and available public transport
- Limited travel horizons⁵²

Transport costs can have a significant impact on people's ability to either work or get work; and can also have a knock on effect on the cost of running the household. Car ownership and its associated costs can be particularly expensive. Other transport costs, which can be perceived as inexpensive, such as cycling, can actually be costly, for example through the costs of purchasing a bicycle, good quality lock, helmet and lights, and the costs of maintenance, which can be unaffordable for people living in poverty. Anecdotally, it is also suggested that bike theft may sometimes be a barrier in relation to cycling as a form of transport.

Transport is also closely linked to the health issues that reduce life expectancy in areas of deprivation, which are circulatory diseases, cancers and respiratory diseases. With reduced life expectancy in Portsmouth's poorest wards, active travel can increase physical activity, and will assist towards improving air quality in areas of deprivation along with other low carbon travel options. Access to healthcare and other services that increase wellbeing can prevent poor health, or prevent health from deteriorating. It will therefore be important for the Tackling Poverty Strategy workstream to work in partnership with transport colleagues within the city, in order to ensure the needs of people living in poverty are fully considered in any decision making.

⁵¹ Institute of Transport Studies (2013) Buses and the Economy II: Survey of bus use amongst the unemployed

⁵² PTEG, *Ticket to Thrive*, February 2015

Appendix B - Review of Tackling Poverty Strategy 2011

The following review was carried out by the Tackling Poverty Strategy Group in 2014. The Tackling Poverty Strategy Group is a multi agency group which provides steering and oversight of the work of the tackling poverty strategy. The work from this group reports in to Portsmouth's Health and Wellbeing Board, where tackling poverty has been identified as one of 5 key workstreams to meet its priority around reducing health inequalities. The tackling poverty strategy has been reviewed under each of its priorities as follows:

Priority 1 – To provide a financial education continuum for residents of Portsmouth, from cradle to grave, with quality information, advice and guidance that enables them to maximise their income and life opportunities

What's gone well:

- ✓ Co-ordination of advice service provision, e.g. Money Advice webpages, Portsmouth Advice Services Partnership
- ✓ Exploring new ways of working in money advice (e.g. with Housing Associations, the Voluntary and Community Sector, and Council services)
- ✓ Briefings to up-skill frontline staff on welfare reforms and tackling poverty
- ✓ Working with schools via the Personal, Social, Health and Economic Education (PSHE) pilot, to develop locally relevant financial education and wider work around broadening children's horizons

Going forward we need to:

- Understand and increase levels of awareness across the population of available advice and support services
- Achieve consistency across advice and support services for a wider, more holistic approach to delivering advice, and that this holistic approach leads to reduced demand for specialist support services
- Fully integrate tackling poverty messages with Public Health messages (including linking budgeting and financial work with Public Health Making Every Contact Count training program)
- Understand and measure the take up and effectiveness of frontline staff briefings in terms of actual impact on customers (including ensuring a breadth of organisations is being reached)
- Ensure that money advice is embedded as a need in frontline services as part of the commissioning process (e.g. the need for Learning Disability support providers to give money and benefits advice)
- Consider how this work impacts upon and joins up with strategies such as the Better Care Strategy

Priority 2 – To break the inter-generational cycle of deprivation in Portsmouth

What's gone well:

- ✓ Dedicated work by the Pre-birth – 5years Partnership Board to develop the pre-birth - 5 pathway, in order to improve outcomes for children (including related projects such as the Family Nurse Partnership and Families Moving Forward)
- ✓ Ensuring tackling poverty and mitigating welfare reform objectives were included in the 2014-17 strategies of every Children's Trust Partnership Board
- ✓ Significant programme of briefings and training delivered to frontline staff to raise awareness and upskill to work more effectively around alleviating poverty
- ✓ Changing Mindsets research project implemented in 36 Portsmouth, Southampton and Hampshire schools, aimed at increasing educational attainment and broadening horizons
- ✓ Development of primary school visits to broaden career expectations, through the Shaping Portsmouth Education Group

Going forward we need to:

- Secure funding to offer Changing Mindsets programme and primary school visits in all Portsmouth schools, including rolling it out to special needs schools in the city
- Continue to make improvements to GCSE attainment which remains below the national average
- Examine and influence schools' use of Pupil Premium in line with the latest child poverty research
- Ensure that less obvious vulnerable groups are identified and reached as part of the strategy. For example, the Families Moving Forward evaluation identified a vulnerable cohort of pupils who are either home-schooled or on a limited timetable with low attainment
- Highlight the importance of adult learning to support children's attainment
- Analyse the take up of the increased free childcare offer for 2 year olds (e.g. are the venues in the right places for the need)
- Assess the impact for children in poverty of the Special Educational Needs assessment system changes in September 2014, under the Children and Families Act, to a single education, health and care plan (birth to 25 years)

Priority 3 – To undertake better assessment, through frontline staff, around residents' financial and employment circumstances

What's gone well:

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- ✓ Better co-ordination of employment support for families with multiple problems
- ✓ The introduction and development of co-located work with the Department for Work and Pensions (DWP) e.g. DWP advisers in Children's Centres, the Family Intervention Project, the EC Roberts Centre, and Housing Options (Housing Options was time-limited, specifically for implementation of the Benefit Cap).
- ✓ Making improvements to the Council's Housing Service's work and assessments with households around finances

Going forward we need to:

- Develop a stronger understanding of the DWP employment support offer, using PCMI to help staff navigate through it, especially with the complexities of many short term schemes,
- Further roll out the budgeting toolkit and training for frontline staff to improve assessment
- Develop the quality of financial and employment assessment as part of agencies' wider work e.g. providing input to the new Single Assessment Framework guidance sections
- Further promote the support available to tenants from Housing Associations around accessing employment
- Build into the new Tackling Poverty initiatives for vulnerable groups such as the new programme at the Beneficial Centre, starting 07/04/14 - 'Pathways Into Work', for unemployed people with learning disabilities
- Explore the opportunities that may be available under City Deal for this agenda
- Explore any targeted support that is available when big companies in the city make redundancies
- Ensure that whilst employment is the key priority, the focus should be employability, and the journey to employment
- Gain more understanding around under-employment and low pay issues in the city

Priority 4 – To join up work and promote the critical links between the poverty and health inequalities agendas

What's gone well:

- ✓ Joint development and delivery of fuel poverty and winter warmth training and publications
- ✓ Partnership work between health, social care and education in Children's Trust Partnership Boards
- ✓ Opening new dialogues with GPs and the Clinical Commissioning Group on shared concerns (e.g. welfare reforms)

Going forward we need to:

- Fully integrate approaches between the tackling poverty strategy and public health strategy, including the integration of tackling poverty messages into other frontline staff training e.g. Making Every Contact Count and vice versa
- Explore together with public health and Community Action Hampshire the role of pharmacies in the tackling poverty agenda
- Further develop joint work on issues such as fuel and food poverty
- Recognise that there will be continuous, cumulative and increasing pressures caused by incomes not keeping up with inflation and low pay in the city, with further exploration around the relationship between financial hardship and health
- Use research to inform the work - e.g. Joseph Rowntree Foundation

Priority 5 – To target vulnerable groups, as identified by the Poverty Needs Assessment, to maximise their incomes

What's gone well:

- ✓ There are several services in the city who pro-actively help people to identify and claim currently unclaimed benefits
- ✓ Provision of training and information sessions to frontline staff around maximising income
- ✓ Dialogue and future work with Portsmouth Users Self Help Group
- ✓ Trialling multi agency work e.g. through mobile advice surgeries
- ✓ Work of agencies helping people into employment

Going forward we need to:

- Drill down further to the demographics and needs of each vulnerable group identified in the strategy, developing more targeted plans for specific groups
- Understand how to best use events to target support - e.g. general one-off events are often unsuccessful (e.g. mobile advice surgeries), but targeted events can be, e.g. the successful Homeswapper event)
- Integrate more income maximisation work into the general work of frontline staff, targeting it to the needs of the specific client group
- Gain more understanding of and take more targeted approaches to the needs of Black and Minority Ethnic communities in the city
- Consider Time-Banking which can be effective in communities with low employment/incomes, looking at possible links with Cities of Service or locality working projects

- Understand the impact of new exclusions for Housing Benefit for some EEA migrants

Priority 6 – To attempt to assess and mitigate the impact of forthcoming cuts and benefit changes

What's gone well:

- ✓ Developing a multi-agency Welfare Reform Risk Assessment, which enabled a partnership approach to mitigate impacts
- ✓ Use of the expertise of the Tackling Poverty Strategy Group to monitor the above
- ✓ Addressing specific issues within the welfare reforms e.g. under-occupancy
- ✓ Delivery of welfare reform briefings to inform service delivery
- ✓ Implementing the Local Welfare Assistance Scheme (LWAS) for people in financial hardship, including Keep Warm Keep Well grants and foodbank funding

Going forward we need to:

- Secure sustainable funding and ways of working for Local Welfare Assistance for 2015 onwards, including the coordination of voluntary and community sector provision for people in financial hardship
- As part of the above, explore possibilities around furniture recycling projects which have a self-funding business model
- Consider the role of Foodbanks and how these contacts in times of crisis can be used to help people with their longer term issues, developing more
- re partnership work e.g. offering information sessions around resources and signposting
- Ensure increased focus on employability to improve circumstances through finding work, and/or better paid work

Priority 7 – To achieve greater employability for Portsmouth residents

What's gone well:

- ✓ An increased focus on apprenticeships across public services
- ✓ Availability of a range of employment support services in the city, as well as adult learning and skills providers
- ✓ Portsmouth chosen to be launch city for Numeracy Challenge
- ✓ A focus on skills and employment opportunities for local people through the Shaping the Future of Portsmouth Strategy

Going forward we need to:

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- Undertake better assessment of employment support provision and the needs of the population
- Ensure all frontline services giving high priority to increasing residents' employability
- Have a focus on the self-employed and their needs - self-employment has been heavily promoted by Jobcentre Plus, but the Universal Credit formula for notional income could leave some on a very low income
- Be aware of funding and bidding processes - e.g. there is a risk of some of the current employability schemes losing their funding

Priority 8 – To address areas for further analysis

What's gone well:

- ✓ Initial research into aspiration for children in Portsmouth through the University of Portsmouth and the Council – which has dispelled some of the myths
- ✓ A wider research project using Carol Dweck's Mindsets work from the USA (the Changing Mindsets project), which aims to increase educational attainment in schools through a 'growth mindsets' approach
- ✓ The production of a learning disabilities needs assessment to inform work
- ✓ The trialling of an advice service outreach into mental health services

Going forward we need to:

- Gain a deeper understanding of the financial and employment needs of people with learning disabilities, using the learning disabilities needs assessment to inform the new tackling poverty strategy
- Consider the needs of people with physical disabilities
- Gain further intelligence around areas such as mental ill health in relation to poverty
- Undertake further exploration of the needs of boys and men, considering gender-related issues
- Consider the role of the private sector in tackling poverty

Appendix C - Tackling poverty - evidence of what works

There is a significant bank of evidence around known evaluated interventions relating to either addressing poverty directly, or addressing some of the wider outcomes for children that inter-relate with poverty in some way. This section does not attempt to cite all of these interventions as there are many, and there is also new research that comes to light regularly. The challenge for local authorities and partner agencies is to keep abreast of these findings during the life of any strategy, and to be responsive to them.

However it is useful to look at some of the current findings and recommendations with examples of interventions, some of which are already being used in the city, or may be used in the city, as part of this approach as follows;

Frank Field's Review into Child Poverty and Life Chances in 2010¹ found that children's life chances were most heavily predicated on by their development in the first five years of life, and his review set out a new multi-dimensional approach to poverty. Overall the studies showed that work to improve the life chances of poor children is about much more than income, it is about the poor life chances that are associated with it. He developed a basket of indicators linked to measuring these life chances. (This basket of indicators has been used to inform the suite of measures for this strategy).

The review stated that a healthy pregnancy, positive but authoritative parenting, high quality childcare, a positive approach to learning at home and an improvement in parents' qualifications together, can transform children's life chances, and overcome class background and parental income. Other research has shown that the simple fact of a mother or father being interested in their children's education alone increases a child's chances of moving out of poverty. The review set out a range of recommendations based on the research, with a heavy re-focus on the Foundation Years (0-5 years). These included:

- Re-focusing children's centres on the most disadvantaged/hardest to reach, making them a hub of the local community. Maintaining some universal services to keep services de-stigmatised, but targeting services towards those who would benefit most.
- Increasing graduate-led pre-school provision, mirroring the model for schools. Encouraging good teachers and early years' professionals to teach in schools and work in Children's Centres in deprived areas.
- Midwives and health visitors working closely with Centres, ensuring a consistency of service, with continuity between the more medical pre-birth services and

¹ HM Government: The Foundation Years: preventing poor children becoming poor adults: The report of the Independent Review on Poverty and Life Chances, Frank Field December 2010

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increasingly educational post natal work. Health visitors becoming key workers where possible.

- Programmes such as Family Intervention Services - which can save money by preventing the need for more intensive help later on. (The evidence points to the most effective interventions being intensive, focusing on specific populations and including both parents and children).
- Triple P - which has been shown to lead to positive changes in parenting and reductions in child problem behaviour.
- The benefits of pre-school for some disadvantaged children.
- The benefits of high quality childcare, which evidence suggests leads to better outcomes, especially for disadvantaged children.
- More opportunities for parents to learn parenting skills.

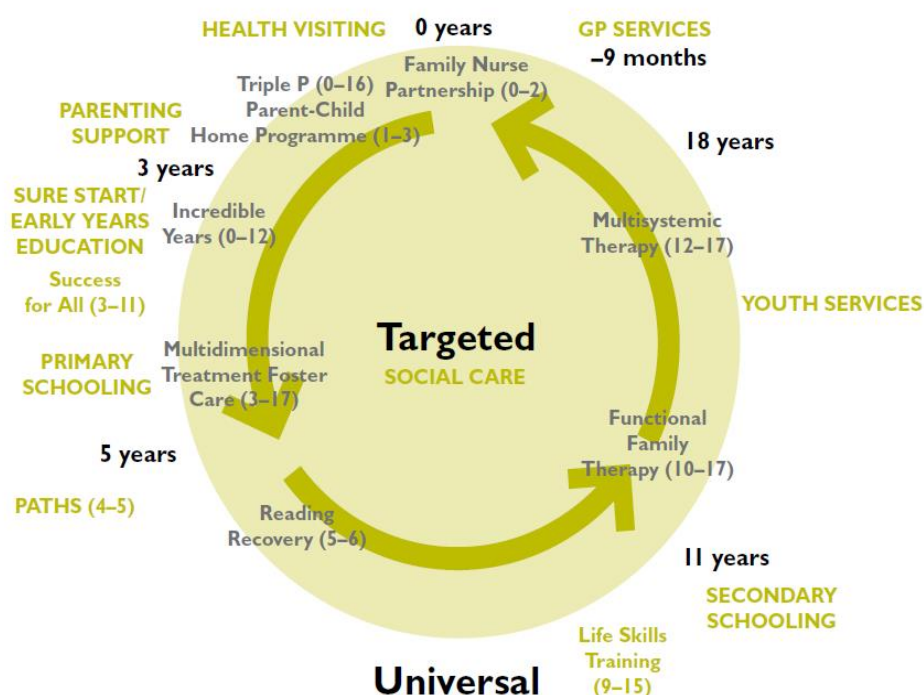
However the review stated that results of interventions can be variable depending on how they are delivered; and it also identified problems with fragmented services, stating that *'There is a range of services to support parents and children in those early years. But, GPs, midwives, health visitors, hospital services, Children's Centres and private and voluntary sector nurseries together provide fragmented services that are neither well understood nor easily accessed by all of those who might benefit most'*.

Graham Allen's Review of Early Intervention followed in 2011, and supported Frank Field's findings, identifying the need for specific policies and programmes to give children aged 0 - 3 years the social and emotional bedrock they need to reach their true potential, and older children the help they need to become the good parents of tomorrow. The following illustration is a good summary of the interventions Graham Allen identified as effective, based on his review;

Effective intervention examples by age²

² 'Early Intervention: The Next Steps'. An Independent Report to Her Majesty's Government Graham Allen MP Jan 2011

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Much of this has been identified and/or addressed as part of the city's pre-birth - 5 strategy under the Children's Trust Plan. Children's Centres have been re-focused and continue to have a critical role in alleviating child poverty. Health visiting is a universal service in the city, but now with the flexibility to do more focused work for families with additional needs. Local health visitors have an important role in preventing poverty and early identification of families with health and wellbeing needs.

Following on from Graham Allen's Review in 2011, there have been some other very helpful resources that have been developed in relation to early intervention and what works. For example, the Early Intervention Foundation (EIF) was established in July 2013 as an independent charity, with the aim of assessing the evidence on which interventions work and their relative value for money. The EIF advises government, local councils, charities and investors on what works for whom, and when, and advocates for early intervention to key decision makers. The EIF Guidebook³ summarises key features of 50 Early Intervention (EI) programmes available in the UK, with details of programme aims, the nature of the intervention and, where available, costs and benefits. The tool can be searched for programmes by particular outcomes.

It contains a range of well evaluated interventions, one of which is Family Nurse Partnership, as highlighted in Graham Allen's summary of interventions previously, and which has an EIF rating of '3'. This means it is an intervention which is 'single high-quality

³ The EIF Guidebook can be found at: <http://guidebook.eif.org.uk/>

(RCT/QED) with positive impact, with the programme being described as 'effective'. One of the outcomes it addresses is to 'Enhance school achievement and employment', which is clearly important in relation to alleviating poverty. It also meets the outcomes of 'Positive early child development; The family and the home; Prevent risky sexual behaviour & teen pregnancy; Prevent substance misuse ; Prevent child maltreatment; Prevent crime, violence & antisocial behaviour; Support children's mental health & well-being'. This will also contribute to the wider determinants of alleviating poverty. The Family Nurse Partnership programme is underpinned by an internationally recognised robust evidence base, which shows it can improve health, social and educational outcomes in the short, medium and long term, while also providing cost benefits.

On the basis of the research, this is an intervention which has been commissioned and is being delivered within Portsmouth. The service works with first time young mothers aged 19 and under. The work involves structured home visits, delivered by specially trained family nurses, which are offered from early pregnancy until the child is two.

This links well with the Healthy Schools for Portsmouth Programme, which is in the process of being developed, which will include the Personal, Social and Health Education (PSHE) offer, and other good practice in the city. It will bring these projects together, to redesign the Healthy Child Programme offer in Portsmouth. The work seeks to address the association between children and young people's health and wellbeing, and attainment, as well as behaviour at school, attendance, and ability to learn etc. Research evidence shows that education and health are closely linked⁴. So promoting the health and wellbeing of pupils and students within schools and colleges has the potential to improve their educational outcomes and their health and wellbeing outcomes.

Another helpful tool in relation to assessing the effectiveness of interventions is the publication 'What works - evidence for decision makers', published by the What Works Network in November 2014. This looks specifically at the following areas of service delivery: Health and Social Care, Education, Early Intervention, Crime Reduction and Local Economic Growth. Under Education, the report uses evidence from the Education Endowment Foundation (EEF), which was launched in 2011 by lead charity Sutton Trust, in partnership with Impetus Trust, and with a founding grant from the Department for Education. The 'What Works' Report describes the Education Endowment Foundation's aims as *'to raise the attainment of children facing disadvantage by generating and synthesising evidence about educational innovations, and encouraging schools, government, charities, and others to apply evidence and adopt those innovations found to be effective'* and that *'since its launch, the EEF has commissioned 93 evaluations and committed £52 million of funding to*

⁴ Public Health England 'The link between pupil health and wellbeing and attainment: A briefing for head teachers, governors and staff in education settings' (November 2014)

innovative and scalable projects. In total, EEF projects are working in 4,500 schools and reaching 630,000 pupils¹.

One such intervention in Portsmouth which has been funded by the EEF and is currently being evaluated as part of a 2 year project, is the Changing Mindsets Project. The project is a partnership between Portsmouth City Council, the University of Portsmouth, the Education Business Partnership, Pompey in the Community, and approximately 30 junior schools in Portsmouth, Hampshire and Southampton. The project has been testing out the work of Carole Dweck, renowned US Education Psychologist, who has developed training to develop 'growth mindsets' in children. The Council and the University of Portsmouth were interested in this approach because from 2006 to 2011 (and 2012 and 2013) Portsmouth pupils performed below national average at Key Stage S2 and GCSEs. The University of Portsmouth worked with Portsmouth City Council to look at the data in 2011. There was a downward spiral, and that hypothesis was that this was due to a lack of resilience in children to early challenge. A bid was therefore made to the Education Endowment Foundation based on the pioneering work of educational psychologist Carol Dweck and her colleagues, who over 20 years of research have demonstrated that:

- a) Children with a growth mindset (who believe that intelligence can be developed through perseverance and using different strategies) achieve higher levels of attainment and have greater resilience to challenge and failure than children with a fixed mindset (who believe that their intelligence is fixed and can't be changed), with more motivated learning behaviour;
- b) Pupils can be taught to develop a 'growth' mindset

Developing a growth mindset involves praising effort and strategy, which results in pupils persevering in the face of challenge or failure and/or trying a different strategy for learning. To children with a fixed mindset (i.e. I was born this way/this is what I am), failure sends them a negative message about who they are, which is likely to result in them avoiding or disrupting the task in the future to avoid further damage to their self-esteem. As stated above, developing a growth mindset builds resilience. The American Psychological Association states that⁵

'Resilience is the process of adapting well in the face of adversity, trauma, tragedy, threats or significant sources of stress — such as family and relationship problems, serious health problems or workplace and financial stressors. It means "bouncing back" from difficult experiences. Research has shown that resilience is ordinary, not extraordinary. People commonly demonstrate resilience...

Being resilient does not mean that a person doesn't experience difficulty or distress. Emotional pain and sadness are common in people who have suffered major adversity or

⁵ American Psychological Association website - accessed 05.06.15

trauma in their lives. In fact, the road to resilience is likely to involve considerable emotional distress. Resilience is not a trait that people either have or do not have. It involves behaviors, thoughts and actions that can be learned and developed in anyone'.

The Changing Mindsets Project tried two interventions in schools, one which involved delivering 'growth mindset' training directly to children through a 10 week program, for half a day a week, in the classroom. The other involved delivering training to teachers to work with children to support the development of growth mindsets. At the time of writing, the results from the external evaluation are due imminently. However existing qualitative feedback and learning from delivery suggests that there is scope to refine this approach to promote growth mindsets in children, which Dweck's research suggests, has the potential to raise educational attainment.

Other approaches in the city include the Coalition Government's Troubled Families Programme, which involves intensive and practical approaches, working with the whole family on all of its problems⁶. The initiative works with families who, without intervention, can be involved with multiple services at much cost to the state, through problems such as truancy, crime, anti-social behavior, worklessness and domestic violence. This has been expanded nationally from 6th April 2015 to help vulnerable younger children from struggling homes, and also with a particular focus on improving poor health. Phase 2 of the programme is intended to last for five years with ambitious targets to engage and support 400,000 families. There remains a continued focus on getting adults into work, with the Department for Work and Pensions providing 300 specialist troubled families employment advisers across the country who will also work with young people at risk of becoming unemployed.

There will also be a focus on wider areas such as financial exclusion, which presents real opportunities to embed work around tackling poverty into this important initiative. An integral part of the programme is the requirement for a 'local outcomes plan' which demonstrate how the six national headline criteria will be applied in a local context and how 'significant and sustained' progress with families will be measured. In Portsmouth the plan also shows how the outcomes plan links to the key strategic priorities in the city. The outcomes plan clearly provides an opportunity to ensure issues like poverty are embedded in whole family practice.

⁶ DCLG - Support for Families Website: <https://www.gov.uk/government/policies/support-for-families>
Portsmouth Positive Family Steps and Priority B Services Website: <https://www.portsmouth.gov.uk/ext/health-and-care/socialcare/positive-family-steps-and-priority-b.aspxthe>

Learning from the Frank Field Review and also learning from local reviews such as the Troubled Families work above (including the Paulsgrove Pilot for Positive Family Steps) evidences services which are often disjointed and which can provide an unclear, confusing pathway for families, often missing key opportunities to intervene at an early stage. The new Multi-Agency team model being developed by the Council and partners in health and the voluntary sector seeks to address some of this fragmented approach which is resulting in 'stuck outcomes' for children passing through health and social care systems in the city. The proposal involves locality-based multi-agency teams, establishing three teams each serving a third of the city (North, Central and South) using the localities developed with the Police and Public Health and closely mirroring the current Children's Centres areas. The teams will involve co-location of key professionals. Each Multi-Agency Team (MAT) would have around 50 staff from the council, health providers and the voluntary sector, with integrated management structures that reduce the costs of management but retain the quality of supervision needed for effective interventions, and professional line management of particular disciplines.

Importantly, there will be a shared and consistent model of practice across all agencies based on a single and 'back-up' family key worker, robust assessment and evidence-informed interventions working to a shared plan that is supported by colleagues from within the MAT. This builds on and complements the learning from the Paulsgrove Pilot work with families mentioned earlier, which found that families with multiple problems have often had a multitude of professionals in their lives for a long time and yet chances to intervene were not taken, and services have been fragmented and confusing from the families' perspective.

Whilst most of the evidence presented in this section has focused on children and families, this is because the preventative strategy for alleviating poverty in adulthood is to ensure children do not grow up in poverty and subject to poorer life chances. But some of the learning is also reflected in adult services, with plans for provision of better support pathways for people travelling through health and social care systems through integrated health and social care planning and provision, with joint commissioning arrangements. This will include pooling of NHS and local authority budgets under the Better Care Fund.

There is also plenty of evidence around what can work later on to alleviate poverty, after children have become adults. For example, strategies which help people into sustainable employment are evidenced as having a range of benefits which are not just financial, but linked to health too. Dame Carol Black's report shows that people in good health are more likely to be in employment, and that employment has a positive impact on people's health.⁷

⁷ Independent report: Working for a healthier tomorrow: work and health in Britain
<https://www.gov.uk/government/publications/working-for-a-healthier-tomorrow-work-and-health-in-britain>

Portsmouth's Tackling Poverty Strategy 2015 - 2020
Appendix C - Tackling poverty - evidence of what works

It identifies challenges in improving health, work and wellbeing and sets out recommendations for reform. The Review commissioned a supplementary report on mental health and work, because mental health problems have a greater impact on people's ability to work than any other group of disorders. So it can be inferred then that strategies which address not just issues around poverty, but wider issues around physical and mental health are more likely to succeed longer term. This is why tackling health inequalities and poverty work can easily join up over these shared aims; and work to increase children's resilience can link to building community resilience, including looking at community asset-based approaches.

Other work which has demonstrated success has been work around income maximisation, either linked to employment as above, or through making sure people are claiming everything they are entitled to, Older people in particular can tend to under claim, for example around benefits such as pension credit and housing benefit. There are several services in the city which have evidenced significantly increasing people's income through this approach.

As stated at the beginning of this appendix, new research is being published regularly and this is purely a snapshot of the evidence available at this time. Work on the ongoing development of the strategy will seek to keep abreast of any new research that becomes available.