Dundee City Council

Anti-poverty strategy

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Contents

Foreword

This report was compiled by Dr Paul Spicker, of Dundee University, working as Anti-Poverty Strategy Co-ordinator under the direction of Dundee City Council's Anti-Poverty Working Group. The group comprises:

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Jenni Tocher	Social Work
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Vivien Smith	Social Inclusion Partnerhsip Co-ordinator
Iris Coghill	Environmental and Consumer Protection
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Executive summary

1. Poverty can be described in terms of
    ! material deprivation
    ! economic position, or
    ! social relationships.

2. Poverty can be responded to primarily through
    ! social protection
    ! mobilising resources, or
    ! prevention.
No local strategy can deal with all the problems of poverty; the test of an anti-poverty strategy is the contribution it makes.

3. This report has constructed on the basis of a wide-ranging consultation, both within and beyond the local authority. Details of groups consulted are listed in the appendices.

4. The report proposes a strategic framework for local authority services. The framework has three main elements, related to the different aspects of poverty:
    ! dealing with material problems
    ! improving the economic position of poorer people, and
    ! promoting social inclusion.
Each of these elements is identified with a range of approaches, each of which contributes to some extent towards the reduction of poverty. The framework is developed in the following terms:

   1. Meeting needs
   1.1 Delivering services which meet needs
   1.2 Targeting resources
   1.3 Indirect provision: directing people towards resources and services available from other services

   2. Improving economic position
   2.1 Economic development
   2.2 Employment
   2.3 Mobilising resources

   3. Social inclusion
   3.1 Developing participation in society
   3.2 Empowerment
   3.3 Developing the communities on which inclusion depends.

5. The framework points to some important deficiencies in existing services. They include:
    ! a very limited number of services directed at single parents;
    ! a lack of services intended to assist unemployed people while they are unemployed; and
    ! the vulnerability of much targeted expenditure, which is heavily dependent on short term and external funding.

6. A number of specific recommendations are made in the course of the report. They are:
    ! a review of the Council's information on poverty *(chapter I)*;
    ! the establishment of a Single Parents' Working Group *(IV, section 1.1bi)*;
    ! the establishment of a working group to consider the personal and social needs of unemployed people *(IV, section 1.1d)*;
    ! the introduction of a system for monitoring the implications of policy developments for poverty (*IV, section 1.2a*);
    ! a review of Council charging policies *(IV, section 1.2c)*;
    ! a review of the common debt recovery policy *(IV, section 1.2c)*;
    ! the development of an integrated advice service *(IV, section 1.3b)*;
    ! a review of policy for employment and training *(V, section 2.2)*;
    ! an audit should be made of the local authority's facilities for personal transport (*V, section 2.3c*).
    ! Procedures for monitoring and reporting of progress on anti-poverty strategy should be developed as a regular aspect of Dundee City Council's activities *(section VII)*.

I Poverty

The meaning of poverty

'Poverty' does not have a single agreed meaning, and there are often bitter disputes about what poverty is and whether people can be said to be poor. Poverty is a moral concept, and its use provokes strong feelings. The suggestion that people are poor says that there is something about their situation which is unacceptable, and that something ought to be done about it.

The idea of poverty is used in many ways. It can refer to material deprivation, economic circumstances and social relationships.[1]

Material deprivation. People who are poor are people who need something, like food, housing, or clothing. The problem of 'fuel poverty', for example, happens because people are not able to heat their houses. But need is not always enough. Poverty can also be seen as multiple deprivation - not the lack of one thing, like fuel, but of several. People experience poverty, on this definition, from a constellation of different needs, which occur separately or together. More generally still, poverty can be seen as a very low standard of living - circumstances in which people are not able to use or get the kinds of goods, amenities or activities that other people can get.

Economic position. People are treated as poor if they lack resources, especially income. Someone who is in need but who has enough income would not be thought of as 'poor'. People can find themselves suddenly in great need - like the victims of flooding - but they do not necessarily become 'poor'. The identification of poverty with income is often interpreted in terms of economic inequality. People whose income is significantly below that of the people around them are said to be at an 'economic distance' which cuts them off from full participation in society. In Europe, for this reason, poverty is widely measured as 50% of the median income. (The median is the middle point of the income distribution.)

Social relationships. In the press and ordinary speech, people are often thought of as poor when they are receiving benefits; the problem of poverty is seen as a problem of 'dependency', and critics of the welfare system have argued that there is a 'dependency culture'. Another view sees poverty in terms of lack of rights and power: people experience poverty if they do not have the right to use the resources which are around them.

Poverty and social exclusion

In much of Europe, the problems are now understood in terms of 'social exclusion'. Social exclusion is not the same thing as poverty, but the concepts are closely related. People are said to be excluded when they are not part of the networks which support most people in ordinary life - networks of family, friends, community and employment. There are many reasons why

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[1] P Spicker, 1999, Definitions of poverty: eleven clusters of meaning, in D Gordon, P Spicker (eds) The International Glossary of Poverty, London: Zed Books.

people might be excluded which are not directly linked to poverty: ex-prisoners, people with AIDS, people with learning disabilities or psychiatric patients are all at risk of exclusion.[2] But poverty is liable to lead to exclusion, because it impairs the ability of people to participate in society. Peter Townsend writes of the poor that:
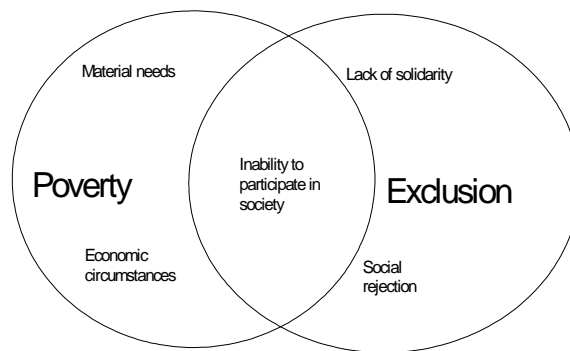
> "Their resources are so seriously below those commanded by the average individual or family that they are, in effect, excluded from ordinary living patterns, customs and activities."[3]

The Prime Minister has described social exclusion as "a short hand label for what can happen when individuals or areas suffer from a combination of linked problems such as unemployment, poor skills, low incomes, poor housing, high crime environments, bad health and family breakdown." This identifies exclusion primarily with multiple deprivation. Some people do have multiple problems, but a more typical pattern is the "web of deprivation", a position in which people experience different permutations of problems, often freeing themselves from one problem only to run into another.[4] Exclusion is a broader, and more complex, set of problems. It includes not only deprivation, but problems of social relationships, including stigma, social isolation and failures in social protection.[5] The Scottish Office has taken the position that local anti-poverty action falls within the general remit of social inclusion strategies.[6]

Although it is true to say that consideration of poverty has to be included as part of strategies against exclusion, it is no less true to say that exclusion has to be considered as part of a strategy against poverty. The concepts overlap. There are aspects of each concept which are distinct; there are also aspects which coincide directly. The relationship is shown in Figure 1.

Figure 1

Poverty and exclusion: overlapping concepts

Material needs

Lack of solidarity

Poverty

Inability to participate in society

Exclusion

Economic circumstances

Social rejection

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[2] Palier B, Bonoli G, 1995, Entre Bismarck et Beveridge, Revue Française de Science Politique, 45(4) p.682.

[3] P Townsend, 1979, Poverty in the United Kingdom, Harmondsworth: Penguin, p.31.

[4] F Coffield, J Sarsby, 1980, A cycle of deprivation?, London: Heinemann.

[5] P Spicker, 1998, Housing and social exclusion, Edinburgh: Shelter Scotland.

[6] Scottish Office, 1999, Social inclusion: Opening the door to a better Scotland, Edinburgh: Scottish Office.

The problems of poverty

In any of its many meanings, poverty has important implications for the people who experience it, and the idea of poverty is associated with a broad constellation of problems. It is unusual for any poor person to suffer from all of the problems at once: more typical is the pattern of the 'web of deprivation', in which any combination is possible, and one problem is overcome only for people to face still another. The main issues - material deprivation, lack of resources and the problems of social exclusion - remain, but there are other important problems associated with them. The most important are probably

> ! *health* The correlation between poverty and ill health is well established. The Black Report in 1980 concluded that the main influence on inequalities in health lay in the material circumstances and conditions in which people live.[7] More recent research has only served to confirm this. Nearly half the deaths which take place in Dundee can be seen as premature; this reflects the intensity of poverty in the city.
> *!* *housing* Access to good housing depends mainly on choice, and choice is strongly affected by economic position. Even in social housing, there is a tendency for the better housing to go to the people who are most able to wait for it, who tend to be the better-off tenants.[8] Equally, the quality of housing depends to a large extent on the incomes of people who live in it; problems of damp reflect access to heat, social isolation reflects access to transport.
> *!* *education* Poverty is often associated with low educational attainment. The reasons are complex: they include the disadvantage experienced by children, lack of opportunity, low expectations, the exercise of choice by better-off parents, and under-resourcing.
> ! *security* A lack of resources makes it difficult to cope with difficult circumstances, but it also makes it more likely that problems will arise. Poor people are more likely than others to be the victims of crime.

Groups in poverty

Poverty affects a wide range of people in different circumstances. The principal groups are

> *Older people.* Although pensions have improved considerably since the 1970s, when most of the poor people in Britain were pensioners, incomes in retirement are still very limited, particularly for the oldest group of pensioners. The combination of low income and often declining health means that there are still substantial problems for a considerable proportion of pensioners.
>
> *Unemployment.* Engagement in the formal economy is crucial for income and status. Many of the problems of other groups, such as single parents or younger disabled people, stem directly from the lack of employment prospects.
>
> *Low pay.* Low pay is not, perhaps surprisingly, a major cause of poverty in itself, mainly

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[7] P Townsend, N Davidson, M Whitehead, 1988, Inequalities in health, Harmondsworth: Penguin.

[8] D Clapham, K Kintrea, Allocations systems and housing choice, Urban Studies 21 1984.

because many low-paid workers are part of a larger family unit, but also because benefit levels are so low that even low wages rarely compare. The key problems, identified by Citizens Advice Scotland, are the general problems of low income; overcoming barriers to work; getting out of traps caused by the benefits system; and access to employment rights.[9] Dundee has many low paid workers, and there may be people who are 'sub-employed' - moving in and out of marginal, informal and low paid work. When the Low Pay Commission was taking evidence from CAB advisers and workers, it was to Dundee that they came.[10] However, there is a lack of hard data which could help to identify the living and working conditions which this implies locally. The best indication currently available comes from the figures for Housing Benefit and Council Tax Benefit, claimed by 2564 households which including earners. This is less than 6% of all households with earners, which seems implausibly low; the low takeup of these benefits by earners means that the true figure could be double this.

Single parents. Most single parents are women; most are divorced, rather than never-married. Single parents are most vulnerable to poverty when their children are youngest, because responsibility for very young children makes it difficult if not impossible to obtain work. 26.7% of children aged 0-4 in Dundee live in single parent households, compared with 16.3% in Scotland.

Disabled people. Disability is associated with higher living costs, lower incomes and the problems of social exclusion. Responses to the consultation also pointed to pressure on family life, the difficulties of physical access, and the problems of coping with the punitive operation of the benefits system, which have caused "distress" and "trauma" locally. Most disability is found among older people, and it can be difficult to distinguish the problems of poverty which are associated with disability from the general problems of low income in old age. For younger people, sickness and disability have major effects on employability; much of the growth in the numbers of people registered as 'permanently sick' is accounted for by the lack of employment prospects for people whose work is likely to be disrupted by illness.

People who live in poor areas. It is not true that most poor people live in poor areas. Focusing on poor areas identifies some concentrations of people with problems, but most of the people are not poor. However, everyone in a poor area is affected by the concentration of poverty. A lack of resources in a community often means that there are fewer resources and facilities in the area. Shops and local facilities cannot survive economically. There is often a deterioration in the environment for everyone.

Poverty in Dundee

Dundee is a city of contrasts. It has an excellent physical environment, a good infrastructure of services; in a UK-wide survey, it was rated as one of the best places to live in Britain. At the same time, Dundee is unequal. Several areas of Dundee suffer from severe problems of deprivation, and a high proportion of the population have their lives affected by poverty.

In relation to *material needs*,

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[9] J Flueckiger, 1998, Small change, Citizens Advice Scotland.

[10] Flueckiger, 1998, pp 21-22.

! compared with the rest of Scotland, Dundee has a higher proportion of its population on low income: more unemployed people, more people who are chronically sick, more single parents, and more old people.

! Dundee has many deprived areas, and according to the index used by the Scottish Office, nearly a third of the population live in them.

In relation to *economic problems*

! Dundee has the highest rate of unemployment of all Scotland's cities.

! Dundee's rate of dependency on social security benefits is second only to Glasgow's.

! The value of property in Dundee is particularly low.

In its *social relationships*, Dundee has major problems of exclusion.

! Dundee has the highest out-migration rate of all Scottish cities. Young adults are leaving the city to find work.

! Dundee has the second highest rate of teenage pregnancy in Scotland, and 50% more single parents than the Scottish average. Nearly a quarter of Dundee's children live in lone parent households.

! Dundee has important social problems: low educational attainment, high rates of absence from school, high crime figures.

Despite the very visible problems, it became evident in the course of preparing this strategy that there are very important deficiencies in the information which is available to the local authority about the pattern of poverty in the city. There are general deficiencies in information relating to the distribution of income, health and security, and specific deficiencies in information covering young adults, single parents and issues related to the resources of people who are sick or disabled.

Recommendation: Dundee City Council should review its information systems in order to collate as fully as possible all information which is relevant to the subject of poverty.

Action: Strategic Management and Information Group.

II Towards an anti-poverty strategy

Responding to poverty

Poverty is a complex, wide ranging set of problems. Because it is used in so many different ways, for so many conditions, it is not always helpful to try to define who is 'poor' very precisely. Research evidence on poverty generally shows, not that poor people are in radically different circumstances from everyone else, but that the difference is a matter of degree; the poorer someone is, the more likely there are to suffer from some part of a wide range of problems.[11] Any attempt to draw a line between those who are poor and those who are not throws up a series of problems about definition, identifying boundaries, and the problem of ensuring fair treatment between people who fall within the definition in relation to those who are on the margins of poverty. For practical purposes, anti-poverty policy is best treated as a direction of movement, rather than a set response ('going North' rather than 'going to Lapland'). Measures help people experiencing poverty if they go in the right direction; they do not help when they go the wrong way. Because we know that people in a range of different circumstances are likely to be poor - like old people, unemployed people, or people with disabilities - we know that measures which help them are also helping to respond to poverty.

'Poverty' refers not to one, simple problem but a whole range of inter-related problems. They can be responded to in many different ways. The basic choice rests between

> *! social protection.* Poor relief - giving people money or resources - is an obvious example. The idea of the Welfare State was based, not in the idea that poor people should be helped, but that they should not need to become poor when they were in need. Providing basic resources for everyone, for example by health care, is a way of achieving that. Further, many of the conditions in which people are poor are predictable. Old age, long-term sickness, disability, unemployment and single parenthood are strongly associated with poverty. It follows that services which provide for these groups also tend to help people experiencing poverty.

> *! mobilising resources for people in poverty.* People's welfare is not only improved by the actions of government, and a large part of what can be done is done by other people, including independent agencies, mutual aid or by people themselves. One of the principal responses to poverty is not to offer direct services, but to offer a range of options which increase people's capacity - options such as information, advice, education and support.

> *! prevention* Ideally, people should not be poor in the first place. Economic development does more than provide basic resources; it brings ever-wider numbers of people into a structure of relationships in which they have the ability to protect themselves. Within the general pattern, resources can be directed to improve living standards overall. Improvements in education, housing and health should reduce the

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[11] e.g. J Mack, S Lansley, 1985, Poor Britain, London: Allen and Unwin;
D Piachaud, 1987, Problems in the Definition and Measurement of Poverty, Journal of SociaI Policy 16(2) 125-146.

prevalence of poverty - and indeed, evidence from the first thirty years of the Welfare State suggested that this was largely what happened, though there were always important groups in poverty, and some ground has since been lost.

Table 1 shows some of the relationships between these strategies and different forms of poverty. An adequate response to poverty calls for many approaches. Poverty refers to a difficult, complex set of problems. A good response to some problems will not necessarily do anything for others.

Table 1: Responses to poverty			
	Social protection	Mobilising resources	Prevention
Meeting needs	Providing facilities for people experiencing poverty; targeting resources so that people in poverty benefit.	Directing people towards resources and services which are available from different sources.	Provision of basic services to cover likely needs, and to avoid needs arising
Improving economic position	Providing employment; redistributing resources	Bringing in resources, to increase the level of economic activity; developing economic capacity.	Economic development
Promoting social inclusion	Providing services and facilities which promote social inclusion.	Empowering people who are disadvantaged	Preventing exclusion by developing communities

The contribution of central government

The context in which poverty has to be tackled has to be understood in national, and even international terms, and much of the role of central government is concerned with the broad issues of economy and employment. Central government also plays a major role in relation to local responses. Many of the key players in local services - social security, health and employment services - are central government functions.

The Scottish Office has also played a major part in fostering local initiatives. The Prime Minister announced in November 1997 the establishment of a Social Exclusion Unit in the Cabinet Office and the Secretary of State for Scotland would establish a Scottish Network to provide a focus for discussion, policy development and action on social exclusion. On 2 February 1998, the Government's consultation paper "Social Exclusion in Scotland" was issued. The Secretary of State for Scotland has indicated his wish that there should be "a distinctive Scottish approach to dealing with the problems of low educational achievement, poor housing, unemployment and ill health". The final report on the consultation outlines five main

principles:[12]
- ! prevention
- ! empowerment
- ! inclusiveness
- ! integration, and
- ! understanding (including the evaluation of the success or failure of initiatives).

Policy is being built around four key strands:
- ! promoting opportunities
- ! tackling barriers to inclusion
- ! promoting inclusion among children and young people, and
- ! building stronger communities.

The contribution made by local and other agencies

In a local context there is a broadly based system of support. Poverty and exclusion are responded to by a range of other organisations including national government agencies like the Benefits Agency, the National Health Service, the Employment Service or Scottish Homes, and a wide range of voluntary sector agencies, including both professional organisations like NCH Action for Children, the Scottish Association for Mental Health or housing associations, and mutual aid groups like food co-ops or tenants associations.

The role of local government in response to the problems of poverty need to be understood within the broader context of the work of national and local agencies from the public, private and voluntary sectors. In responding to poverty local government works, necessarily, in partnership with a range of other agencies. Dundee City Council's strategic partners in its anti-poverty strategy include:

Tayside Health Board
                                            Dundee College
Dundee Teaching Hospitals NHS Trust
             University of Dundee
Dundee Healthcare NHS Trust
             Abertay University
Dundee Anti-Poverty Forum
             Chamber of Commerce
Dundee Voluntary Action
                                            Tayside Racial Equality Council
Dundee Association for Mental Health
             Scottish Homes
Dundee Federation of Tenants Associations
       Scottish Enterprise Tayside
Tayside Police
                                            Children's Panel
Scottish Children's Reporter Administration
       Procurator Fiscal

The impact of a strategy can only be understood, though, in a much wider context. In principle,

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[12] Scottish Office, 1999, Social inclusion: Opening the door to a better Scotland, Edinburgh: Scottish Office.

any agency, public or private, can have some impact on poverty: employing a person or paying for work from another agency have economic benefits which lead to increased resources overall. Anti-poverty strategy has to be considered, then, in relation to developments beyond the activities of the agencies engaged in it.

The role of local government

Many problems of poverty cannot be dealt with at the level of local government. Poverty is clearly affected, for example, by the economy, employment, and the policies of central government. Local government does not have the power to settle these issues.

> "Local Government on its own will never eradicate poverty, but it can intervene in the cycle of poverty, and enable the poor to have more influence and control over their futures".[13]

Any local anti-poverty strategy is going, in some ways, to be inadequate. But whatever the limitations, something has to be done, and there are policies which can make a positive contribution. Even if parts of the problem are beyond their control, local people and local authorities can make a difference. It is better, the proverb says, to light a candle than curse the darkness. A local strategy to deal with poverty cannot be expected to eliminate every aspect of poverty; it has to be judged by how much it contributes to solutions. Doing more is better than doing less. For the same reason, the response to poverty has to be wide-ranging, and as comprehensive as possible. The more comprehensive a strategy can be, the more effect it is likely to have. Equally, some failures have to be expected. The more wide-ranging an anti-poverty strategy is, and certainly the more innovative and ambitious it becomes, the more likely there are to be failures. A good anti-poverty strategy has to try more than it can really deliver.

The Council's Approach

General principles

Local government has much more to do than to deal with poverty; it provides essential services to everyone in a community. There are some general principles which apply as much to an anti-poverty strategy as they do to any other part of Council policy. They include

- ! a commitment to build an informed, involved and active citizenship;
- ! a commitment to anti-discriminatory practice in relation to factors such as race, disability, age, gender and sexual orientation.
- ! a commitment to collective, democratic processes of action.
- ! a desire to act in a way which is empowering
- ! investment in the physical, social and economic regeneration of the city;
- ! a commitment to partnerships with common interest groups, and others working for Dundee, and
- ! a concern to promote self-help.

These principles apply to every part of the Council's action, not just for people experiencing poverty. At the same time, there is no incompatibility between these general issues and the anti-poverty strategy; indeed, it can be argued that each is, in its own right, essential to it.

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[13] Anti-Poverty Matters.

Principles relating to poverty

In its Corporate Plan and other policy documents, the City Council sets out its intention of ensuring that the services it provides meet the needs of, and are accessible to, people experiencing poverty and disadvantage. A number of the Council's principles relate directly to poverty. They include

> ! a focus on disadvantage, and a desire to redistribute resources and power.
> ! a commitment to use social investment to develop measures which reduce exclusion and tackle poverty.
> ! a desire to put the heart back into communities, focusing on those areas which fall within its Community Regeneration Strategy in an attempt to reduce the effects of deprivation and disadvantage highlighted by the comparison of census indicators.
> ! working collaboratively with voluntary organisations and community groups in the city which make an important contribution to the provision of services and to tackling poverty and disadvantage.

III   The framework of the anti-poverty strategy

The anti-poverty strategy has three main elements:
- ! dealing with material problems
- ! improving the economic position of poorer people, and
- ! promoting social inclusion.

Each of these elements, in turn, is identified with a range of approaches and methods, each of which contributes to some extent towards the reduction of poverty.

Table 2: Anti-poverty strategy		
Aims	*Focus*	*Key words*
1. Meeting needs		
1.1 Delivering services which meet needs	1.1a. Providing services for older people	Older people
	1.1b. Providing services for children and families	Children's services
	1.1bi Providing services for single parents	Single parents
	1.1c. Providing services for people who are chronically sick or disabled	Disability
	1.1d. Providing services for unemployed people	Unemployment
	1.1e Providing services for homeless people	Homelessness
1.2 Targeting resources	1.2a. Redistributing resources to those who are poorest	Redistribution
	1.2b Providing general services for groups of people who are particularly likely to suffer from poverty	Categorical benefits
	1.2c Ensuring that general services are available to those who are poorest	Access
	1.2d Providing services specifically for people in poverty	Selectivity
1.3 Indirect provision: directing people towards resources and services available from other services	1.3a Enabling people to meet their own needs	Enabling
	1.3b Information and advice	Information
	1.3c Helping to obtain resources through representation, aid and advocacy	Welfare rights
2. Improving economic position		
2.1 Economic development	2.1a Economic development in general	Economic development
	2.1b Economic development of poorer areas	Urban regeneration
2.2 Employment	2.2a Providing employment	Job creation
	2.2b. Developing employment prospects	Employment services
	2.2c Protecting people who are marginally employed	Marginal employment
2.3 Mobilising resources	2.3a Obtaining external funding or grant aid	Grant aid
	2.3b Maximising personal income	Maximising income
	2.3c Securing resources in kind	Resources in kind

3. Social inclusion		
3.1 Developing participation in society	3.1a Developing of personal capacity, interests and opportunities	Personal development
	3.1b. Integrating the person in a supportive social environment	Inclusion
	3.1c Involving people in social and cultural activities	Cultural activity
	3.1d Preventing factors which make people vulnerable to poverty	Prevention
	3.1e Ensuring safety and security	Security
3.2 Empowerment	3.2a Participation in decision making	Participation
	3.2b Collective action with others	Community organisation
	3.2c Engagement in the political process, and representation of interests	Democracy
3.3 Developing the communities on which inclusion depends	3.3a Developing and extending social networks within communities	Community development
	3.3b Developing skills and competences within communities	Community capacity
	3.3c Developing and regenerating the infrastructure on which communities depend	Community regeneration

IV Dealing with material problems

1.1 Meeting needs
1.2 Targeting resources
1.3 Indirect provision

1.1 Meeting needs

Many local government services provide resources which are essential to welfare. The services provided by Dundee City Council include, for example,

Education	Transport services
Environmental health	Child care
Consumer Protection	Welfare rights
Social care for older people	Housing
Social care for people with disabilities	Waste disposal

This is, of course, only part of a much wider range of national and local services, including health, employment and social security.

In addition, Dundee City Council has introduced a number of innovative services which can help to meet the needs of poorer people. They include area based initiatives, particularly the Priority Partnership Areas (now Social Inclusion Partnership areas), support for a wide range of voluntary and community-based activity, and the recently approved programme for a Social Inclusion Partnership offering personalised support to disadvantaged young people.

This section is not intended to review everything which the Council does for each of its principal client groups. The aim is, rather, to focus on measures which are particularly important for those who are likely to experience poverty and deprivation. These policies are 'targeted' at categories of people who are likely to be poor. This does not either that they are targeted only on people who are poor, or that they are confined to most disadvantaged; but it does mean that the effect on people who experience poverty or disadvantage can be thought of as part of the aims of the service.

1.1a. Services for older people

Policy relating to older people is the subject of a major section of the Community Care plan. The Social Work department has expressed concern that the current balance of its expenditure on older people, which is dominated by expenditure on residential care, does not reflect its priorities, including the needs of older people on low income. A restructuring of those priorities is in progress.

Policies and initiatives	Goals	Target dates	Department
Community care for older people	Planned delivery of domiciliary, day and residential care for older people	Continuing	Social Work
Residential services for older people	Gradual reduction, shifting to other forms of care; provision of support according to need	Continuing	Social work
Provision of supported accommodation	Provision of sheltered and very sheltered housing units, including conversion of existing DCC units	18 very sheltered housing units by 1999 21 sheltered housing units by 2000	Social Work/ Housing
Improving housing options	Provision of newly built Housing Association housing for older people	71 units by 2002	Housing
Care & Repair Initiative	Help, advice and supportive renovation of accommodation	Current	Housing
Community Alarms	Bid for allocation of £163,000 for community alarms	1999/2000	Housing
Accommodation strategy for people with dementia	Specialised accommodation and support for younger and older people with dementia	2000	Social Work/ Housing
Respite care	Expansion of provision of Home from Home day respite for older people	2000	Social Work

1.1b. Services for children and families

The development of services for children and families is detailed in a separate Children's Services plan, which outlines a strategy for children in need, many of whom are likely to be poor. A central part of this strategy is a commitment that all children who are looked after have a comprehensive assessment of need and a care plan, agreed and signed by the child, parent and social worker. The Children's Services Plan contains specific action points in respect of services for

- ! children in their early years
- ! children in need
- ! children in need of support and protection,
- ! children who are looked after,
- ! children who are in need of after care, and
- ! those affected by homelessness.

Policies and initiatives	Goals	Target dates	Department
Provision of services for children and families Access Team; Resource Centre; Child & Family Centres; service Level Agreement with Polepark Family Centre Midcraigie/Linlathen Integrated under12's project	Providing family support, child care and out of school activities.	Current; Urban Programme funded to March 2000.	Social Work NRDD/ Social Work./ Education
Child protection Care and Assessment Teams; Outreach/crisis staff;	Joint social work / health / police assessment service for children who are alleged to be or are likely to be victims of abuse;	Current	Social Work
Protection against exploitation	Enforcement of consumer protection legislation related to age	Ongoing	Environmental and Consumer Protection
Family placement Family Placement Team; Permanence team; Mainstay Team	Increase in number and range of placements.	Increase by 5% by 2000	Social Work
Support for looked after children Looking After Children Team; Residential Units; placements in Residential Schools and establishments and secure units;	Improved educational outcomes for children who are looked after		Education/ Social Work

Support for early years: Early Years Team (registration and inspection of day care) Early years Code of Practice Grants to organisations who provide services for early years and children in need Community Nursery	Implement Early Years Code of Practice to establish shared goals and commitment to the wellbeing and protection of children in Dundee. Reviews undertaken of the impact of early years provision	Current 6 reviews by 2000	Education and Social Work Depart-ment
Improved out of school provision; improved support for working parents. Hilltown Child Care Services	Implementation of strategy for out of school care (including care for children with special educational needs) Extended hours service piloted and evaluated in 2 nursery schools Local child care provision	Urban Programme funded to March 2001	Education/ Social Work/ NRDD

1.1bi Services for single parents

Single parenthood is strongly associated with poverty, and the high numbers of single parents in Dundee means that the problems are especially pronounced. "There are more problems in being a single parent", one respondent commented: "you have to do it alone". However, few of the policies currently engaged in by the Council address the issues affecting single parents directly. Lone parents tend to have much lower income than other families, whether on benefit or in work. A focus group of single parents identified several issues arising from lack of support; they include social isolation, child care and the problems of returning to work. The mothers felt that supportive social networks, of the kind offered in Whitfield by the Scottish Council for One Parent Families, were particularly important.

Although single parents represent an important group of people in poverty, they do not fall within the categories conventionally considered by local authorities and it is difficult for the local authority to undertake 'joined-up thinking' on the issues.

> *Recommendation:* A Single Parents Working Group should be established to consider the issues.
>
> *Action:* Director of Social Work.

Policies and initiatives	Goals	Target dates	Department
Teenage pregnancy working group	To examine the means by which teenage pregnancy can be reduced	Current	Social Work, NRDD, Education

Support for young mothers:
  Laurelbank
  Lochee Child and Family Centre group for young mothers
  Young Parents Forum
	Reducing isolation, developing social networks, offering support	Ongoing	Social Work

Whitfield Sitter Service	Providing sitters for low income families; joint project with One Parent Families Scotland		Social Work
Child and family centres	Provide family support and promote the social and educational development of children in need. Priority is also given to children of single parents in lesser need, where resources allow.	Current	Social work
Claverhouse Single Parent Project	Employment and training course	up to June 1999	Economic Development
Avrom House	A unit to allow young mothers with babies to complete their education, and to prepare them for independent living	Current	Education/ NRDD/ Social Work/ Housing
Supported Accommodation for Young Families	Support for young, vulnerable lone parents relating to childcare and home management	Current	Social Work

Other agencies have complementary policies, including
> - the New Deal employment programme for single parents, offering one of one advice and counselling. The Claverhouse Single Parent Project has been supported in its bid to become a pilot for the national scheme, beginning in June 1999.
> - out of school child care clubs, supported by Scottish Enterprise Tayside, to help people in work or who are training for jobs.

1.1c. Services for people who are chronically sick or disabled

Services for people with chronic sickness or disability are reviewed, under several different headings, in the Dundee City Council Community Care Plan. The shortfalls identified in that Plan include
> ! supported accommodation and rehabilitation for younger people;
> ! more flexible 24 hour personal care services
> ! respite care provision
> ! the need for a more flexible transport service.

In the consultation, there were also comments about the lack of funding for equipment needed to help people to live their lives as independently as possible.

A focus group of people with disabilities drew attention to a number of issues: they included physical access in the City, housing, transport, employment, social activities and public perceptions of disability. They argued that people with disabilities are liable to be excluded for

a variety of reasons, including difficulties of access, low income, prejudice and often a lack of awareness of the problems they face: "we're still seen as being an underclass".

Transport concessions have been available for people with mobility difficulties and people with visual impairments. People with mobility difficulties have been identified primarily through the definitions used by the Department of Social Security for Disability Living Allowance. Because of problems with those definitions, raised in the consultation and recognised by the Transportation Manager, it is proposed to review alternative definitions with a view to redefining those eligible for this support.

A taxi-card scheme has been available which allows for up to 104 subsidised journeys a year (one return journey a week). In consultation, the taxi-card scheme came in for some criticism: it was expensive to use, it was limited, some taxidrivers were less than co-operative, only two taxis in Dundee were able to take some wheelchairs, and it was not possible for an escort to use the scheme for an escort to pick up a severely disabled person. People who could use buses only on some routes could not have a taxicard anyway. The provision of a more flexible transport service, in the form of Dial-a-Ride, is under discussion by the Dundee Community Transport Partnership. This would provide help for people who are unable to use public transport.

The provision of voluntary and community transport will be further considered in the local transport strategy.

Most people with disabilities are elderly, but employment prospects are a major issue for other people with disabilities, and a focus group of people with disabilities expressed a number of concerns: the lack of opportunity to work, discrimination in the workplace, and tokenism. Considerable emphasis has been given to developing employment opportunities for disabled people: the Council has an employment disability unit, there is specialist support available in the Employment Service, and the Training for Work programme sponsored by Scottish Enterprise Tayside helped nearly 350 people with disabilities last year. At the same time, important obstacles still exist, because many people with disabilities have limited employment opportunities, and most others are outside the age range where they might be able to work.

Policies and initiatives	Goals	Target dates	Department
Breaking New Ground Report	Increased choice for service users and their carers: production of service development plan		Social Work
Community resettlement of people with mental illness and learning disability	Achieving a shift in the balance of care to community placements	Phased movement to 2001	Social Work/ Housing/ Tayside Health Board
Development of appropriate models of accommodation and support	Increasing independence		Social Work / Housing
Provision of specialised accommodation for people with mobility disabilities	Adaptation of council houses to full wheelchair standard; provision of Housing association units for disabled Medical priority in the allocation of housing	4 units annually; 18 units Current	Housing

Day care: assessment and care management team for adults with physical disabilities; Mackinnon Centre providing skills and nonskills based day services and residential respite; ability centre; 2 occupational therapy teams;	Review of day care services		Social work
Mental Health Strategy	Develop and deliver appropriate community care for people with mental health problems Mental Health Strategy Action Plan		Social Work
	Mental Health, Housing Association Provision	4 units for people with mental illness by 2002	Housing
Ensuring the needs of people affected by HIV/AIDS are identified and met	Support and access to specialised services for those affected by HIV or AIDS	Protocols on care determined within 1 year	Social Work
		4 units from DCC, 3 from Housing Associations by 2002	Housing
	Use of housing stock to provide specialised accommodation		
Support for carers	Provision of appropriate respite services;		Social Work
	support for young carers	Social Inclusion Partnership funding	Dundee Healthy Alliance
Support for independent living	Provision of specialised accommodation;		Housing
	provision of flexible social care services		Social Work

1.1d. Services for unemployed people

Services provided for unemployed people need to be distinguished from services to help people re-enter employment, though clearly improved prospects of entering employment are of great importance for unemployed people. While people are unemployed, they are at risk of experiencing poverty, and the longer unemployment lasts, the greater the risk becomes.

Services which can help people while they are unemployed include
!   support on becoming unemployed. The Anti-Poverty Forum proposed the idea of a 'one-stop' system, where unemployed people can be supplied with all the information they need, and all the forms they have to complete from different agencies. (This is

commonly done by local authorities in France, but not in the UK.)[14]
! developing the social economy - encouraging voluntary work, mutual aid and cooperation
! increasing contact with the long term unemployed and developing local strategies for support and action. In a focus group of people who were unemployed or had recently experienced unemployment, it was commented that there should be a place for people who are unemployed to go.

Measures intended directly to improve the welfare of unemployed people are, however, limited.

Policies and initiatives	Goals	Target dates	Department
Short courses	Motivation of young and long-term unemployed people	Ad hoc	NRDD
Provision of the facilities of Neighbourhood Centres and Libraries	Provision of social support, Open Learning, assistance with letter writing, etc.	Current	NRDD

Services which can help unemployed people in their job search include
! developing core and vocational skills.
! providing access locally to adult guidance, job search and vacancy notices.
! job shop activities, intended to help people make the best use of their skills; and
! creating integrated training programmes which reflect emerging employment opportunities.
These are considered later, in the section on developing employment prospects.

Recommendation: That a working group be established to consider the personal and social needs of unemployed people.

Action: Corporate Planning.

1.1e Services for homeless people

Services for homeless people are outlined in the Community Care plan. The critical gaps identified in services are
! a resettlement service for individuals with challenging behaviour
! a shortage of specialised places for young people
! short term accommodation for people with physical disabilities
! network, move on facilities and individual tenancies;
! hostel reception point service;
! community care assessment and services;

[14] H Bolderson, D Mabbett, 1997, with J Hudson, M Rowe, P Spicker, *Delivering social security: a cross-national study*, London: Department of Social Security.

! replacement premises for Wishart Centre Day Service provision; and

! protocols for dealing with people with a dual diagnosis, for example mental illness combined with alcohol misuse.

A Single Homeless Housing Strategy has been outlined which seeks to plug gaps in existing provision and to extend specialist services offering support to homeless people.

Policies and initiatives	*Goals*	*Target dates*	*Department*
Housing Plan	Strategy to ensure an adequate supply of housing, and a structure of socail housing services	Ongoing	Housing
Services to homeless families	Provision of temporary accommodation for roofless people, and permanent rehousing wherever appropriate	Current	Housing
Single homeless strategy	Integrated strategy to deal with the problems of single homeless people	various	Housing
Provision of integrated services to address issue of youth homelessness and reduce incidence within City	Improved access to service delivery for young people; ensuring that young people move on in a planned way	Current	Social Work/ Housing

1.2 Targeting resources

Targeting means that policies have to be directed at someone or something; the test of how effectively a measure is targeted is whether it succeeds in benefitting the people it was intended to aim. Effective targeting can be achieved by a combination of measures: so, for example, it is possible to target

! by provision which are of particular benefit to people who are in need and lack resources (such as day care for people with physical disabilities);

! by selectivity, restricting benefits to the poorest, or

! providing for particular groups of people, like single parents or older people.

1.2a. Redistributing resources to those who are poorest

The most thorough study of the effects of local services in the UK is a pamphlet by Bramley and Smart, called *Who benefits from local services?*.[15] Their findings are summarised in Table 3, which has been mdified to take account of further work by Bramley on the flow of public expenditure[16].

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[15] G Bramley, G Smart, 1993, Who benefits from local services?, LSE/STICERD 1993.

[16] G Bramley, 1998, Where does public spending go?, London: Department of the Environment.

Table 3: The distributive effects of local services				
Strongly for the better off	**Moderately for the better off**	**Neutral or ambiguous**	**Moderately pro-poor**	**Strongly pro-poor**

Higher education
Education 16-19
Adult education
Car and road use
	Waste tips
	Car parks
	Markets
	Libraries
	Museums
	Sports
	Swimming
	Arts
	Entertainments
		Neutral:
		Secondary schools
		mental illness
		Playgrounds
		Environmental services
		
		Ambiguous:
		Nursery schools
		School meals
		Careers
		Youth services
		Special transport
		Consumer advice
			Social care for older people:
			  day care
			  meals
			  home care
			Services for disabled people
			Buses
			Bus passes
			Community centres
			Primary Education
			Further education
			Special education
			Community regeneration
				Social housing
				Housing advice
				Welfare rights
				Social services for children

Wherever possible, the Council seeks to ensure that the services it provides make appropriate provision for people experiencing poverty, and in appropriate circumstances this provision can be skewed towards those who are most in need. The capital investment made by the Council and its partners in terms of housing, neighbourhood provision and infrastructure development has been prioritised in favour of those areas in greatest need.

Although it is not possible to attribute many parts of local authority expenditure, the first indications are that of £205 million spent in 1997-98

> £77.9 million are spent on activities which are broadly favourable to people on lower incomes, including Social Work, Public Transport, Housing and Council Tax Benefit. The largest element in this figure is £27.6 million primary education, which was identified as neutral in Bramley and Smart's earlier study, but progressive in the later work.

> £25.3 million are spent on activities which are broadly favourable to the better off, including education for children over 16, roads, leisure and parks and the arts.

A high proportion of local authority expenditure (£92.2m) is neutral or unattributable. The largest part of this is made up of £25.9m on secondary education, £19.4m on capital financing, £21.4 m on police and fire services, £10.6 on environmental and consumer protection, £6.9 million on financial and administrative services and £5.5m on other planning, transport and economic development.

This kind of information is a rough indication at best. Nevertheless, it offers some important insights into policy.

> ! Where policies are intrinsically liable to favour people on higher incomes, there is a responsibility to ensure that facilities are balanced so that people on lower incomes have the opportunity to participate. This position has been recognised, for example, by the Neighbourhood Resources and Development department, which has sought to ensure a broad spread of provision to cover more isolated and poorer communities. The

deployment of NRDD resources reflects social needs across the city. There is a significantly higher percentage of staff and resources within the social priority areas of the city than would be found in better-off or more middle-class areas. Similarly, the Arts and Heritage Department has made attempts both to ensure outreach to poorer areas and to provide facilities to enable poorer people to use central amenities like the new contemporary arts centre.

! The policy of cross subsidy which has used £400,000 from fees raised from car parks to public transport is not only environmentally sound, but favours people on low incomes.

! 'Sound finance' is not necessarily beneficial to the poor. The current construction of the Housing Revenue Account, which is over £1.5 million, requires people on low incomes to pay indirectly for services (like the maintenance of open space) which other council tax payers receive as part of council services. The deficit on the Housing Revenue Account helps to redress the problem, and yields major benefits for people on lower incomes.

Although only a limited proportion of the Council's expenditure is favourable to the poor, it is important to note that a significant proportion of this expenditure has to be thought of as vulnerable. This is true of the HRA deficit, and expenditure on peripheral, time-limited projects, particularly by NRDD and Social Work. There is a serious risk, then, then future economies may shift the balance of expenditure against those who are on low incomes.

The Council needs to monitor its activity to ensure that policy will have the desired effect for people experiencing poverty. Currently the proportion of council expenditure devoted to services which favour people on lower incomes appears to be 38%. This figure does not include every service given to people experiencing poverty, because they also have access to services for the whole population. Equally, it includes some services (particularly primary education) which are available to many people on higher incomes. By monitoring whether it changes the Council will be have an indication of whether more or less of its resources are being directed to the poor.

Recommendation: The Council should

a) ask for each new policy that some consideration is given to the distributive implications of the policy, through the use of a standard sub-heading on council reports

b) review annually, as part of its corporate planning process, the distributive effect of its current pattern of expenditure.

Action: Director of Support Services.

1.2b Providing general services for groups of people who are particularly likely to suffer from poverty

This point is largely dealt with under section 1.1. It is included here as a way of emphasising that provision to meet needs also has distributive implications.

1.2c Ensuring that general services are available to those who are poorest

There may be further obstacles to access faced by people experiencing poverty which are not experienced by the rest of the population. For example,

> ! where transport is required to take advantage of certain facilities, like arts and heritage, people experiencing poverty may be effectively excluded from the activity. No public transport currently takes people into the country parks, or to the Olympia Leisure Centre. There is a case for harmonisation of transport policy with major council facilities.

> ! where charges are levied to the general population, people experiencing poverty may be unable to meet them, even at concessionary rates. In consultation, a group of single parents pointed out that, even with a concessionary rate for swimming of £2.25, this was £4.50 for an adult to take a child swimming. Several groups referred to the standard charge of £5.88 for the removal of special items and rubbish, which undoubtedly has a serious effect on people on low incomes: one comment from a community group was that it meant "two or three days that children will not get fed". There are consequent problems of tipping in the areas where people on low incomes live.

> ! A previous history of rent arrears can be fatal to an application for rehousing. Several voluntary groups also expressed concern about the operation of the vettings policy, which implies delays for many prospective tenants and bars access altogether to some. The requirement for prospective tenants to pay £10 for a police check caused particular concern. This is a serious deterrent, in two ways: first, because many people have a police record, often for minor, non-repeated offences, and second because the £10 fee, though refundable on a successful application, is far beyond the resources of many honest applicants.

> ! Even in circumstances where income does not seem to be a major criterion for service delivery, poverty can prejudice the relative position of people on lower incomes. Research in Glasgow has shown that the emphasis in housing allocation on waiting time means that those who are least able to wait are liable to be allocated the least desirable properties, and that those who are allocated the most sought after houses tend to be those on higher incomes.[17] The same criteria apply to the allocation of better housing in Dundee.

The Council is committed to avoiding the situation in which poverty becomes a bar to the receipt of services which everyone is entitled to expect. To meet this commitment, the system of charges needs to be reviewed. An integrated approach to charging and financial assessment would help to promote income maximisation across the city for all council service users.

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[17] D Clapham, K Kintrea, 1986, "Rationing, choice and constraint", Journal of Social Policy 15(1) 1986; "The social consequences of the allocation process: evidence from Glasgow", Housing Review 35(3) 1986.

Recommendation: That the Council review charging policies to ensure that they discount Council services and facilities for those on low incomes.

Action: Corporate Planning/Finance

Where people are in debt to the Council, a common approach to debt collection has been agreed. This policy, however, only applies after informal negotiations for the repayment of debt has taken place, and some of the voluntary organisations consulted commented on inconsistencies in practice. Problems include a failure to take into account benefits due - so that, for example, people who are entitled to housing benefit but have not yet received it, or who have failed to return documents promptly, can be treated as being in arrears of rent; and demands for immediate repayment of a sizeable proportion of the debt, which people on low incomes are unlikely to be able to do. The Shelter Housing Aid Centre and Dundee North Law Centre and the focus group of unemployed people all referred independently to unnecessary threats of eviction and court action. Informal arrangements, which are left to the discretion of individual officers, have meant that people on very low incomes have been asked to meet unreasonable or impossible targets. For those receiving benefits or on low wages, any repayment higher than the debt repayment permitted by the Department of Social Security is unlikely to be maintained. The Council's Welfare Rights Team, which includes an internationally recognised authority on issues related to debt, would support training on these issues.

Recommendation: That the Council review its common debt recovery policy to offer guidance to officers negotiating repayments in its behalf.

Action: Director of Support Services.

Policies and initiatives	Goals	Target dates	Department
Passport to sport	Special access to sports and leisure facilities for those in Social Inclusion Partnership Areas	Holiday periods	Leisure and parks
Land use planning	Ensuring that proposals for retail development are well located for public transport	Current	Planning and transportation
Access to Arts and Heritage	Arrangements to provide transport for family groups, concessionary rates, some free services to people in poor areas Provision of a range of free services, including the Mills Observatory, Dundee Contemporary Arts, Broughty Castle and the McManus Galleries	Current	Arts and Heritage

1.2d Providing services specifically for people experiencing poverty

This section is limited in scope, because the style of local authority services tends to be universal rather than selective. Selective social services have common problems of low takeup, complex administration and stigma. The investment on behalf of those who are poorest is more in the choice of location than the content of programmes and services on offer. This means that policies directed specifically for people experiencing poverty are limited.

At the same time, a number of local authority policies are confined to people on low incomes by the use of a means test: examples are free school meals and school clothing grants. The means tests which are used are not necessarily consistent with each other; they use different definitions of income, households and liabilities. This has two undesirable effects. One is that it is difficult for people to work out whether or not they are likely to be entitled; the other is the risk of unfairness, when people on similar incomes may find themselves treated differently.

Policies and initiatives	Goals	Target dates	Department
Free school meals	Supplementing the diet of children experiencing poverty	Current	Education
Free school clothing	Ensuring that children have school uniform despite low income; securing equal opportunity within the school context	Current	Education
Concessions for leisure activities	Allowing people on low incomes improved access for participation in leisure activities	Current	Leisure and Parks
Housing Benefit/ Council Tax Benefit	Income supplements related to costs of rented housing / Council Tax	Current	Finance

1.3 Indirect provision: directing people towards resources and services available from other services

Through locally accessible community information services, Welfare Rights advice, the provision of debt counselling, money advice services, supporting Credit Unions, and by reviewing its own charging and debt policies, the Council aims to maximise the incomes of those in poverty.

1.3a Enabling people to meet their own needs

One basic method of countering poverty is to ensure that people experiencing poverty are able wherever possible to meet their own needs. The Council aims
- ! to provide essential skills and adult literacy programmes.
- ! to address low educational aspirations.
- ! to support measures which relieve debt, develop self-help, such as Credit Unions, social banking and Local Exchange and Training Schemes (LETS), and action to eradicate illegal lending and enforce the Consumer Credit Act (ongoing enforcement by ECPD).
- ! promotion of stepping into further education. The partnership of NRDD with Dundee College has enrolled 416 students, the majority of whom are unemployed.

It is important, too, to recognise that one of the effects of living on low income is to deny people the essential resources which they need to help themselves. There is a general expectation, for example, that tenants will carry out their own small repairs. In a focus group of single parents, however, only one person in the group had even a screwdriver. People have neither the things they need, nor a community of other people who can help them.

Policies and initiatives	Goals	Target dates	Department
Neighbourhood Partnerships for Guidance and Learning	Skills of literacy and numeracy; opportunities for education and qualification	Funded to March 2001	NRDD
English for speakers of foreign languages	Inclusion of minority groups	Current	NRDD
Allotment gardens	Helping people to grow produce for their own consumption	Current	Leisure and Parks
Support for measures which relieve debt	Helping people towards financial independence	Current	NRDD; Welfare Rights; Environmental and Consumer Protection Department Standards

1.3b Information and advice

The City Council has provided additional resources for the city's Community Information Network and will enhance access to information through adult guidance, welfare rights, legal advice, consumer advice and support through the CAB. The Community Information Initiative, which is based in the city's neighbourhood libraries, seeks to ensure that any member of the public using the local service point has access to the full range of Council services. This includes freephone and tax access to other Council departments. The object is to provide within "15 minutes walking distance" every household in Dundee with access to information about the full range of Council services.

Advice and information are often available in respect of individual services. The Welfare Rights Team provide extensive support to people in need of community care. The Environmental and Consumer Protection Department produces a variety of leaflets and pamphlets relating to consumer education; the Social Work Department is producing a directory of children's services. All people over retirement age receive a benefits check as part of their assessment for community care: the Social Work department plans to extend this service to further targeted groups in need, and in particular to people with disabilities, who are identified in the Community Care plan as having a need for better availability and access to information for all services.

Access to advice is still sometimes uneven. It is important to analyze patterns of access to and uptake of mainstream services, with a view to providing the most effective pattern of support. There is a need to co-ordinate all these efforts.

Recommendation: That the Council develop an integrated advice network.

Action: Directors of Neighbourhood Resources and Development and Social Work.

Policies and initiatives	Goals	Target dates	Department
Consumer Education	Leaflets, pamphlets and talks to a variety of groups	Ongoing	Environmental and Consumer Protection Department
Community Information Initiative	Service points to access local services	Current	NRDD
Minority Ethnic Information	Provision of worker based at Maxwelltown Information Centre	Urban Programme funded	NRDD
Maxwelltown Information Centre	Provision of local information	Urban Programme funded	NRDD
Dundee AntiPoverty Forum	Information and advice on poverty	Urban Programme funded to 2001	NRDD
Money Advice Support Team	Money advice	Urban Programme funded to 2001	Social Work
Single Homeless Strategy: Advice and Information	application through Rough Sleepers Initiative for Hostel Reception Point Provide information on available services by reviewing "A Guide to Accommodation" Pre Homelessness education, joint initiative with Education Dept targeting Young people at risk 24 hour freephone helpline to be considered following examination of Shelter National Helpline	19/99 1999/2000 2000/2001	Housing
Provision of public information on services	Provision of specialist information Use of a range of different communication methods, including web site; information in minority ethnic languages; audiotapes for people with disabilities	Current	Social Work
Maximisation of benefit take up thus preventing rent arrears.	Prevention of rent arrears due to non-receipt of benefits	Ongoing	Housing

1.3c Helping to obtain resources through representation, aid and advocacy

The need for support goes beyond the provision of information and advice. It extends to include support, advocacy and attempts to improve the structure of services through the redress of grievances and appropriate campaign work. At the same time as an integrated network is developed for advice and information, the Council intends to

! maintain access to a money and debt service
! develop a service concerned with specialised support and advocacy.
! expand welfare rights activity to include
   court duty team
   a debt training programme
   special provision for minority ethnic groups
! extend the current scope of Welfare Rights work to a wider range of clients at risk.

Policies and initiatives	Goals	Target dates	Department
Money Advice Support Team	Money advice and aid	Urban Programme funded to March 2001	Social Work
Appropriate Adult Scheme	Provision of representation for people with mental health problems and learning disabilities		Social Work
Welfare Rights team	Welfare rights	Continuing	Social Work
Small claims actions	Provision of support in preparation of small claims actions in the Sherriff Court	Ongoing	Environ-mental and Consumer Protection
Citizens Advice Bureau	Financial support for the CAB's work in advice, aid and advocacy	Continuing	Finance
Dundee North Law Centre	Legal support	Urban Programme funded to 2002	Support Services

V Improving economic position

2.1 Economic development
2.2 Employment
2.3 Mobilising resources

2.1 Economic development

Economic development in general is essential to provide the structure in which poverty can be alleviated. In many ways, it is the most important measure which can be taken against poverty. Dundee has a number of headline social and economic indicators which must be tackled, but which will require sustained investment both locally by the City Council and its partners, and on the part of Government. The Council aims to create the conditions for economic growth supporting new businesses, working to support training providers, and developing measures which stimulate the local economy.

2.1a Economic development in general

The general pattern of economic development is considered in the Council's economic development strategy, and in the corporate plan. The principles being pursued in the strategy for economic development include:

> ! identification and exploitation of market gaps in the local area
> ! development of social economy initiatives
> ! creating opportunities for development through support for small to medium sized enterprises
> ! skills development for potential entrepreneurs, and
> ! support measures for fledgling businesses.

Business development protects and creates jobs, and increases economic benefits throughout the local economy.

There has been a significant contribution to economic development through Arts, with the establishment of a new £9 million Arts facility in the city.

Policies and initiatives	Goals	Target dates	Department
Economic Development Strategy	Promoting development; creating the conditions for economic growth, including e.g. tourism, arts and marketing of Dundee	Current (next revision November 1999)	Economic Development
Inward Investment	Targeted and opportunistic renewal of inward investment - in order to create job opportunities/training needs at city-wide level.	2000	Economic Development
Business Development	Support for existing companies to encourage consolidation and expansion of the indigenous economic base.	2000	Economic Development
Local Sourcing Initiative	Increasing the propensity of local firms to source goods and services locally.	2000	Economic Development
Dundee By Design Initiative	To improve the competitiveness of local businesses and contribute to the strengthening of the regional economy.	2000	Economic Development
Trade Development	Improvement of exportation opportunities from the city and the wider region in order to protect/create jobs and increase economic benefits to the locality.	2000	Economic Development
Business Shop	To maximise access to technical expertise and grant assistance by local companies and new start-ups.	Ongoing	Economic development

2.1b Economic development of poorer areas

Anti-poverty work must be integrated with broader urban regeneration initiatives. The city's Community Regeneration Strategy recognises that only by improving those areas of the city that suffer from the greatest disadvantage will the city, as a whole, prosper. The maintenance of a public sector presence within Dundee's peripheral estates, primarily by NRDD, has helped to anchor other shopkeepers and, in some cases, helped these neighbourhood centres to remain viable.

Regeneration of poorer areas is not a panacea. Most people experiencing poverty in the city do not live in poor areas.

Policies and initiatives	Goals	Target dates	Department
Community regeneration strategy	Stability, prosperity, empowerment, sustainability	Current	Dundee Partnership
Entrepreneurial Development	To afford people in poorer communities the opportunity to realise their potential as entrepreneurs.	2001	Economic development
Land and Property development	To market/redevelop appropriate sites and premises in Council ownership to assist in the regeneration process.	Reduction of blighted areas/sites: ongoing	Economic development
Land use planning	Improving the distribution and accessibility of shopping provision	Current	Planning and transportation
Business Support Group	Encouragement of private sector input into regeneration	Under development	Economic Development / NRDD

2.2 Employment

Employment is a crucial element in determining people's life-chances and avoiding poverty.

Recommendation: There should be a review of responses to issues related to Employment and Training, in order to provide a co-ordinated response.

Action: Dundee Partnership.

2.2a   Providing employment

The City Council is a major employer, and through its work it causes many more jobs to be generated. It is also, through the Neighbourhood Resources and Development Department, one of the major providers of employment in the poorest areas. In order to ensure that employment is provided in the city, the Council can

- ! develop initiatives to support recruitment of long term unemployed
- ! develop partnerships with the Employment Service for the delivery of the New Deal
- ! increase the pool of employment, through its economic development policy.

Policies and initiatives	Goals	Target dates	Department
Sheltered employment	Employment for people with disabilities	2 people provided with opportunities at any time	Social Work
Developing the business base in community regeneration areas	Opportunities for self employment	Funded to December 1999	Economic development
Business Development grants	Encouragement of businesses to grow and take on workers.	Current	Economic Development

I.2.2b. Developing employment prospects

Because employment is so often central to people's economic position, measures which improve the employment prospects of individuals are potentially helpful for people in poverty. The Council's work cannot be seen in isolation; it complements the activities of a number of other agencies. The agencies mainly responsible for developing employment prospects are the Employment Service and Scottish Enterprise Tayside. The Employment Service administers

> ! the New Deal. This is principally aimed at 18-24 year olds, but has now extended to a variety of other groups, including families, single parents and the partners of unemployed people. The options include
> - subsidies for employers who take on employees from the programme
> - full time education or training
> - work with the voluntary sector, and
> - an environmental taskforce.

Scottish Enterprise Tayside has schemes for
> ! returners to work, offering training for some 1400 people every year;
> ! a Training and Employment grant subsidy;
> ! special projects working with hard to reach young people
> ! information, advice and guidance, and
> ! the development of training in information technology, developed in conjunction with Neighbourhood Resource Centres.

Measures undertaken by Dundee City Council include:
> ! involvement in Tay Training, helping people to develop skills for employment
> ! promoting up-take of employment grants available through Regional Selective Assistance.
> ! financial help for those undertaking part time vocational courses of study
> ! providing support to sustain people in work, and
> ! links with local employers.

In the consultation, some scepticism was expressed about the effectiveness of training programmes: "there is too much training which doesn't lead on to employment. At the end they're not any better off." Equally, it was commented that some training programmes placed people in jobs which would have been available anyway. The removal of individual obstacles to employment is clearly important, but it cannot be sufficient to ensure employment.

Policies and initiatives	Goals	Target dates	Department
Targeted Employment	Encouragement of inward investors to consider unemployed people as potential employees within new developments.	Ongoing	Economic development
Pre-Recruitment & Training	Promoting opportunities to provide a tailored training in response to the needs of development investors.	2001	Economic development/ NRDD / Planning and Transportation/ Dundee College
Claverhouse Early Help Initiative	Job seeking course	Urban Programme funded to March 2001	Economic Development
Claverhouse Training Skills for Women	Reskilling course	Urban Programme funded to March 2001	Economic Development
Dundee Vocational Training Project	Vocational training pro-gramme	Urban Programme/ European Union funded to December 2000	Economic Development
Community Training Café	Employment training for young people	Urban Programme funded to March 2001	Economic development/ NRDD
Employment After Care Project	Continuing support for returners to work	Urban Programme funded to 2000	Economic Development
Work Experience Programmes	Pre-vocational skills programme	Current	Education
Development of employment opportunities for people with disabilities	Expand Supported employment opportunities for people with learning disabilities		Social Work
	Provide support and training for all service user groups to enable them to take up employment opportunities	10% provided with support and training each year	Employment Disability Unit

Child care initiatives	Crèches for people to take advantage or training and learning opportunities	Current	NRDD
	extended hours nursery cover	Current	Education
	the development of a range of affordable and accessible out of school services for children under 12.	Current	Education/ Social Work

2.2c Protecting people who are marginally employed

This is one of the most visible gaps in this strategy. There is very little information about the extent of low pay and marginal employment in Dundee, and there is no clear basis on which to develop a response. However, even if there are only two and half thousand households dependent on low pay in Dundee, the estimate referred to earlier, the figure is significant. The focus group of unemployed people in Dundee confirmed a general experience of intermittent, low paid work, often on special terms favourable to employers.

Probably the most important policy to date has been the Dundee Minimum Wage. With the introduction of a national minimum wage, the Council should not need additionally to attempt to guarantee a minimum wage specific to Dundee. The Council will continue to attempt to avoid the problems of low pay in its own dealings, either directly as an employer or indirectly through the process of purchasing work from others.

Policies and initiatives	Goals	Target dates	Department
Protection of the conditions of employees	Enforcement of aspects of health and safety legislation relating to conditions of work	Ongoing	Environmental and Consumer Protection
Prevention of exploitation	Enforcement of fair trading legislation; control of homeworking schemes	Ongoing	ECPD

2.3 Mobilising resources

The general objective is to develop policies which improve the administration of benefits provided by the Council and the uptake of other benefit entitlements.

2.3a Obtaining external funding or grant aid

Money which is brought into Dundee, through grants and external funding, ripples out into the wider community; this effect is called, in economics, a 'multiplier'. The Council is

! developing new initiatives to deal with social exclusion.

! through Urban Programme funding, supporting a range of initiatives targeted towards poorer people and the poorer areas of Dundee. This brings in nearly £4 million; it has been one of the principal sources of targeted services in the city.

! an Arts strategy which has brought significant developments and funding into the city, including money from the national lottery.

! maximising grant aided expenditure. This can be extended further, for example through the extension of council tax relief to charitable organisations.

! maximising personal income through welfare rights. This brings over £4 million more into the City each year.

! applying for European Union funding from regional development, European Social Fund activity and locally based initiatives.

Much of the activity undertaken by council departments is not visible, unless and until bids are successful; but a large part of the last 18 months has been dominated by the preparation of applications to respond to the needs of a city with very high levels of deprivation.

Policies and initiatives	Goals	Target dates	Department
Rough Sleepers Initiative Empty Homes initiative	Phase 4 bid Bid for £1,858,860	October 1999 April 1999	Housing

Educational initiatives:
  Headstart
  Early Years initiatives
  Read initiative
	Support for educational development		Education

Ardler Youth Training Initiative	European funded youth training	Current	
Social Inclusion Partnerships	Special programmes for disadvantaged youth and young carers; grant of £1.4 millions from the Scottish Office	1999-2002	Dundee Partnership
New Housing Partnerships	Physical and social regeneration	1999-2006	Housing

2.3b Maximising personal income

The Council's existing strategy has been to maximise the income of social work clients, with benefit assessments being made as part of the process of delivering community care. This process is gradually being extended to more groups at risk. In addition, the council is committed to supporting campaigns to inform people about benefits entitlement and to encourage benefit take up.

Housing Benefit and Council Tax Benefits are the main benefits administered directly by the Council. The council's policy is to maximise benefit takeup, preventing rent arrears. Every tenant in arrears is contacted by letter. Every tenant who asks can have a debt counselling interview. Some voluntary organisations expressed concern about the operation of Housing Benefit. While understanding both the complexity of the benefit and the constant alterations in rules which officers have to cope with, a delay in processing applications causes anxiety among tenants whose arrears are mounting up. There are often confusions about whether application forms or review forms have been received. Particular concern was expressed about the circumstances of people moving from benefit into work, or taking up part-time employment, because of the difficulty of budgeting for an uncertain amount of rent. It is important not to

present obstacles to people who are returning to work, and the Anti-Poverty Forum has argued for the introduction of a 'fast track' for applications from people in this situation. In the Council's view, this does not go far enough: there is a statutory obligation to process information within 14 days. Considerable efforts have already been made to ensure that applications are not delayed and the administrators charged with Housing Benefit are confident that national targets will be met.

A further major issue concerns money management. There is a particular demand from some people for help with money management, and some voluntary agencies, including credit unions supported by the Council, help with this. More generally, there is a demand for banking facilities, and some of the major banks have expressed an eagerness to extend their activities in this field. This connection may be developed further in the coming months.

Policies and initiatives	Goals	Target dates	Department
Promotion of Credit Unions	Extending people's command over resources through social banking	Various	NRDD
Prevention of loan sharks	Enforcement of consumer credit legislation	Ongoing	ECPD
Welfare Rights	Advice, aid and support relating to benefit entitlements	Current	Social Work
City Information Initiative	Access to personal benefits checks	Under development	NRDD
Money Advice Support Team	Money advice and aid; debt counselling	Urban Programme funded to March 2001	Social Work

2.3c Securing resources in kind

Any provision to meet need has the effect of supplementing personal resources: the money that people do not have to spend on health care or education, for example, is money that they have available to spend on other items, like food or housing. Providing or securing the provision of goods and services in kind is an important strategy for increasing the resources of any household. From the perspective of poverty some of these resources are particularly important: most obviously, food, fuel, and housing are basic. Food takes about a quarter of the budget of the households in the lowest fifth of the income distribution, compared with 15% of the income of the highest fifth.[18] But other items are no less essential, and local provision for transport, clothing or children's toys also makes a contribution to resources.

Food. There is a general concern about the tendency of supermarkets to 'ghetto-ise' an area (the expression was used by a worker from the Community Health and Development project), but commercial pressures have meant that small areas with low resources are unlikely to be served as effectively as others.

Dundee has a small number of food co-operatives, helping to make food accessible to people in poorer areas not served by large supermarkets. These co-ops have been supported as part of community regeneration strategies.

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[18] Office of National Statistics, 1998, Social Trends 28, London: The Stationery Office.

Housing. Several responses in consultation referred to the problems of "poor housing i.e. dampness, no central heating, anti-social neighbours and overcrowding". In the 1994 Local House Condition Survey, half of all the households in poor condition dwellings were on incomes of less than £120 per week. The commitment to improving the housing stock means, however, that, in the words of that survey,

> "on the majority of key condition indicators, the housing situation in the City of Dundee is significantly better than the Tayside and Fife Region and also Scotland as a whole."[19]

A number of responses also pointed to problems in the private sector, including deteriorating stock and a perceived lack of regulation of houses in multiple occupation.

Fuel Energy is a recurring issue; dampness through condensation, which is closely related to the ability to heat property, is more prevalent in poorer areas. One group commented: "we have often visited families with young children and found their homes quite damp and cold."   A tenant complained, "I went to the council and complained about damp - they said to put your heating on and open all your windows", which is perfectly correct advice, but not very helpful. The Housing Department is engaged in an assessment of insulation performance in the City housing stock, as well as undertaking works which will improve insulation standards.

Transport. People on outlying estates may have serious difficulties in paying for transport. It was argued in the consultation that this may lead to absence from school in bad weather. Concessions exist for a range of people, including pensioners, young people and people with disabilities. One firm (Travel Dundee) offers concessionary fares to participants in the New Deal.

> ***Recommendation:*** That the council's transport facilities be audited to consider resources, maintenance and use, and to ensure that the best use is being made of resources.
>
> ***Action:*** Transportation Manager.

Other needs. The local authority provides funeral services for people who have been unable to make arrangements, and people without resources receive funerals at the local authority's expense.

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[19] City of Dundee District Council, 1994, Local house condition survey, p.9.

Policies and initiatives	Goals	Target dates	Department
Tayside Furniture Project	Distribution of furniture	Urban Programme funded to 1999	Social Work
Dundee Energy Efficiency Advice Project	Advising on energy efficiency	Urban Programme funded to March 2001	Housing Department
Audit of local authority transport use	Maximising use and availability of existing transport facilities		Planning and transport-ation
Support for food co-operatives	Enabling access to healthy, nutritious food at reasonable prices; promotion of community self-help	Various	NRDD/ Economic Develop-ment
Funeral arrangements	The local authority has a legal responsibility to make arrangements for the burial or cremation of anyone who died within their boundary, where no other arrangements are being made	Ongoing	ECPD/Social Work

VI Promoting social inclusion

3 . 1   P a r t i c i p a t i o n   i n   s o c i e t y

3 . 2   E m p o w e r m e n t

3.3 Developing communities

3 . 1   P a r t i c i p a t i o n   i n   s o c i e t y

Poverty has been closely identified with the inability to participate in society. Respondents to the consultation referred frequently to the problems of isolation associated with poverty. Although people may be unable to participate for reasons other than poverty, it is generally true that measures which increase prospects for participation reduce the problems of poverty.

3.1a Developing personal capacity, interests and opportunities

Initiatives and policies include
   !   courses in personal and social development. This is also a formal part of the school curriculum, but there is also special support for young people providing groupwork, courses in anger management and positive reinforcement of parenting skills.
   !   study support initiatives
   !   adult guidance and counselling
   !   education, training and business initiatives
   !   personal and social development with 'hard to reach' young people.

Policies and initiatives	Goals	Target dates	Department
Youth provision	Developing opportunities to build personal capacity, through work with the Prince's Trust, Duke of Edinburgh's awards, youth cafés, etc.	Ongoing	NRDD
Lifelong learning programmes	Engagement, interest and development of personal capacity	Ongoing	NRDD
Educational opportunities for older people	Development of capacity and promotion of lifelong learning through University of the Third Age, Discovery Awards, Dundee and District Pre-Retirement Council, etc.	Ongoing	NRDD
Learning their lessons	Study support for young people in deprived areas	Urban Programme funded to 2001	Education
Braeview supported study project	Study support for young people attending Braeview	Urban Programme funded to 1999	Education
Libraries for learning	Encouraging reading for primary school children in SIP areas	Urban Programme funded to 2000	NRDD

3.1b. Integrating the person in a supportive social environment

The process of social integration or inclusion is fundamental to much of the Council's work, including its work in Social Work, Education and Housing. Within each Council service, a range of programmes and activities are concerned to integrate people in positions where they may otherwise be excluded. They include:

! diversionary activity for young people
! optimising the level of integration for children in need, through the Children's Service Plan
! meeting the educational needs of more children with disabilities within mainstream settings
! establishment of a Dundee Refugee Forum, addressing the needs of asylum seekers and refugees
! service provision for young people in need of after-care support. A range of specific targets are given in the Children's Service Plan.

Policies and initiatives	Goals	Target dates	Department
The Corner	Support for young people		NRDD
Young people's health project	Community outreach (from the Corner)	Funded to 2002	NRDD/ Tayside Health Board
Give youth a chance	Personalised support for deprived young people (11-18)	Social Inclusion Partnership funding to 2002	Dundee Partnership
Quality Contact	Support for the transiston from primary to secondary schooling	Current	Education/ NRDD
Home school support service; Behaviour Support Service; Off-Site Education Units; Dundee Education Psychology Service	Support for disadvantaged pupils	Current	Education
PALS initiative Parent support groups	Support for parents Parent skills and supproted management	Current 2000	Education
Meeting the needs of people who care for others	Ensure that systems are in place to provide services that meet the needs of carers Specific action plan for meeting the needs of carers developed	Draft Action Plan by April 1999	Social Work
Verge project	Support for 'hard to reach' young people	Funded to March 2000	NRDD/ Scottish Enterprise Tayside
Support for young people who misusing drugs	Young people supported in their own environment.	Access to young people in their own environment improved by 50% by April 1999	All agencies
Dundee Women's Support and Training Inititiative	Support for women who have been abused	Funded to March 2001	NRDD
Ardler Alive Youth Training Initiative	Support and personal development for young people	Funded to 1999	NRDD
Alcohol/drug abuse: replacement of Dundee Survival Group Premises	24 places	2002	Housing
Address the issue of asylum seekers and refugees and their children within the context of Social Work, Housing, Council Tax benefits, Education and Equal Opportunities	Integrated service for asylum seekers and refugees; establishment of interagency forum	April 1999	All agencies

Provision of services for minority ethnic groups	Support for the inclusion of minority ethnic groups through Tayside Racial Equality Council	Continuing	NRDD
	Providing specialist services to meet identified need	Continuing	
	Courses in English for speakers of a foreign language	during 1999	NRDD
	feasibility study recommendations actioned on Asian lunch club	during 1999	Social Work
			Social Work
	support provided to vegetarian lunch club	during 1999	Social Work
	halal meals provided to frail older people at home		Social Work
	interagency proposals for the provision of preretirement recreational and fitness facilities in place	to be actioned	
Ensuring the needs of people with alcohol problems are identified and met	Tayside wide review of alcohol services	Strategy to be implemented during 1999	Social Work
Ensuring the needs of people with drug problems are identified and met	Access to specialist services Number of people provided with detoxification service	8 during period 1997 2000	Social Work
			Social Work
	Number of people provided with rehabilitation services	8 during 1997 2000	
Dundee Families Project	Supportive reintegration of families into society	Urban Programme funded to 1999	Social Work/ Housing

3.1c Involving people in social and cultural activities

Although the Council's involvement in social and cultural activity is aimed at the general population, and there is some evidence that such facilities tend to be used more by better-off residents, such activities are also essential to social inclusion, and a number of programmes are delivered in ways which should be specifically advantageous to the poorer people. They include the funding of sports development within Social Inclusion Partnership areas, and the attempts of the Arts and Heritage Department to engage people in these areas with art in the community. Artists are working in these communities to improve the environment and the skills and confidence of the local community. The new outreach programme, currently focused on Dundee Contemporary Arts, will become over time an element of all arts programmes.

At the same time, elements of the consultation were critical of current practice. Many of the problems relate to income; the problems of charging and transport often present obstacles to participation. The comment was made, in consultation, that social activities were 'inaccessible because of the cost". The exclusion of people with disabilities, and children with disabilities, also gave grounds for concern.

Policies and initiatives	Goals	Target dates	Department
Community Volunteer Initiative	Opportunities for volunteering	Urban Programme funded to March 2001	NRDD
Dundee Rep Community Based Theatre and Training	Involvement in community drama	Funded to March 2001	Arts and heritage
Locally based arts projects	Artists working with deprived communities.	Ongoing	Arts and Heritage
Local festivals, galas and fun days	Opportunities for involvement	ongoing	NRDD
Dundee Contemporary Arts - community outreach and education programme	Community outreach to ensure that events and activities are targeted at community groups. Provision of transport; activities and touring displays in Neighbourhood centres and venues; subsidised services and activities.	Current	Arts and Heritage
Sports and recreation strategy	Increasing opportunities to participate in sport and recreation	Strategy due in November 1999	Leisure and Parks
Sports disability officer	Opportuinities for people with disabilities to participation in sport	Ongoing	Leisure and Parks
Music development	Development of music in the community, including hands on sessions and support from professional musicians in community venues	Funded by Scottish Arts Council to 2002.	Arts and Heritage.
Sports Development Project	Involvement in sport for young people	Urban Programme funded to 2002	Leisure and Parks

3.1d Preventing the factors which make people vulnerable to poverty

It is also important to prevent circumstances which are likely to lead to exclusion. The Council is committed to action to prevent

! *Teenage pregnancy.* The general aim is to reduce teenage pregnancy by 50% in the period 1998-2003.

! *Drug abuse.* An academic report on Dundee commented that "drugs are a pervasive feature of the lives of young people resident within this city."[20] Tayside Police view this principally as a health issue, rather than of criminality, and the emphasis in forming prevention strategies has fallen, through the multi-disciplinary Drugs Action Team, on health promotion and education. A Dundee DAT will provide a focus from April 1999. A working party has formulated a document on "Tackling Drugs Misuse". The Education department provides a supportive programme aimed at reducing drugs misuse, and the Children's Service Plan aims to increase by 25% in numbers of young

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[20] M Barnard, A Forsyth, N McKeganey, 1996, Levels of drug use among a sample of Scottish schoolchildren, in Drugs: education, prevention and policy 3(1) pp 81-89.

people receiving drug advice.

Agencies which deal with young people are also attempting strategies of early intervention, and diversion from the alternative culture which is so strong in Dundee. These include DAFT, Drugs and Alcohol Free Time, a programme supported by NRDD which seeks to divert young people from drug use, Kirkton Kafé, and The Corner, which a police officer describes as "one of the best examples of good youth drug work in this town".

Policies and initiatives	*Goals*	*Target dates*	*Department*
Effective implementation of the Dundee Children's Services Strategy for working with Young Offenders	No further offending or reduction in offending behaviour; maintain more young people in the community.	Strategy implemented by April 1999	Social Work
Choice Project	Support to serious or persistent young offender	Project established 1999	Social Work
Provide young people with information on issues associated with teenage pregnancy and enable them to make choices in their lives	Reduction in rate of teenage conception within the city	Reduction in rate by 50% within 5 years	Social Work and Education and NRDD
Developing alternatives to exclusion from school	Establishment of pilot projects as alternatives to exclusion	Projects in place by August 1998	Education/ Social Work
	Production of action plans for excluded children	100% by August 1999	
	Intensive support to pupils at risk, through on-site support for pupils with educational or behavioural difficulties; Delta Plus project; Read initiative; off-site Education Units	Ongoing	Education
Drugs education	Reduce the acceptability and availability of drugs to young people	Aim of 25% reduction in use by April 1999	All agencies
	Personal and Social Development Drugs Education Programme	Ongoing	Education
	Drug misuse diversion, through out of school group programme	Current	Education/ Police
Reduce the incidence of under age drinking in the City	Reduction in the number of offences for under age drinking	Aim of 25% reduction by April 1999	All agencies

3.1e Ensuring safety and security

Safety and security are essential for participation in society, but a lack of safety and security is characteristic of poverty.[21] People experiencing poverty are particularly vulnerable to crime, and suffer more crimes like housebreaking or assault than others in the population. There has, encouraging, been a very marked reduction of crime in Dundee since its peak in 1992; the police's target crimes, such as housebreaking, vandalism and serious assault have fallen by nearly half.

The Council has a Community Safety Strategy entitled "Building Safer Communities". The policy focuses on a small number of key strategic objectives which can be pursued across the Council. These contribute both to reducing crime and to increasing the public perception of the Council and Police Services. The lead departments are Neighbourhood Resources and Development and Environmental and Consumer Protection. The council is also seeking to ensure that every council tenant participates in the household insurance scheme arranged by the Housing Department.

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[21] M S Baratz, W G Grigsby, 1971, Thoughts on poverty and its elimination, Journal of Social Policy 1(2) 119-134.

Policies and initiatives	Goals	Target dates	Department
Community Safety Strategy: Building safer communities	Reducing crime and increasing the public perception of the Council and Police services.	Ongoing with annual monitoring	Corporate (NRDD and ECPD lead)
Safeguarding vulnerable older people	Implementation of the Guidelines and Procedures for Dealing with the Abuse of Older People	May 1999	Social Work
Development of child abuse prevention programmes	Young children informed and equipped to take appropriate steps to prevent abuse	Programme in one child and family centre by September 1999	Social Work
Raise the profile of domestic violence throughout the Council and other organisations	Children are aware of how to access services. Improved interagency working.	100% by April 1999 By April 1999	All agencies
Dundee Womens Aid Collective	Support for women who are the victims of domestic violence and abuse	Ongoing	Central service funded by Housing; outreach programme supported by Urban Programme/ NRDD
Ensure that children affected by violence and domestic violence be given priority and have their needs assessed and met as children in need	Children recognised as children in need.	All children to have had their needs assessed by April 1999	All agencies
Home Safety	Development of child equipment loan scheme throughout Dundee Investigate sources of funding to finance and create a home safety check scheme.	March 2000 March 2000	Environmental and Con-sumer Protection Department
Community Safety Fund	Funding for physical security of property	to 2000	NRDD/ Police
Women's Support and Training Initiative	Training in self defence	Funded to March 2002	NRDD
Council Tenants Household Insurance Scheme	Target uptake 100%		Housing

3.2 Empowerment

Poverty restricts choice; it is generally associated with a lack of status and power. People are empowered when they are able to decide issues for themselves.

3.2a Participation in decision making

The restrictions and limitations on capacity which poorer people face are experienced both as individuals, and in groups. The Council is trying to give people a say in decisions which affect them through

- ! participation of various need groups in local authority planning processes
- ! an emphasis on involvement of the most disadvantaged and marginalised
- ! partnerships between the Council and committees of service users, and
- ! consultation with service users in matters which directly affect them.

The objectives of the Neighbourhood Resources and Development Department were set in 1996 as being

"to promote community regeneration and effective collective action, and to facilitate the growth of the active, informed citizen".

Its strategic priorities included:

- ! Increasing citizen participation;
- ! Creating a two-way flow of information;
- ! Securing positive, challenging contact with young people; and
- ! Building authentic partnerships with the voluntary and community sectors   .

In practice, these goals are being realised through

- ! the creation of opportunities for people to have a greater say in the way in which the Council prioritises resources (the recent Council-wide Priority Search questionnaire),
- ! local neighbourhood forums (attended by over 1,000 people last year),
- ! support for Community Councils, and
- ! the development of initiatives which transfer the control of services into partnership arrangements or local management arrangements, ie the establishment of locally managed charities to assume management responsibility for neighbourhood centres and libraries,
- ! the funding of Urban Programme projects which are locally controlled, such as the Community Resource Projects in Charleston, Kirkton, Hilltown, Mid Craigie and Whitfield, etc.

The range of opportunities for participation and decision-making has been substantially increased over the past two years.

Inevitably, there is some scepticism expressed in consultation about the process of participation. "They keep saying partnership and empowerment, but ..."

Policies and initiatives	Goals	Target dates	Department
Tenant participation policy	Consultation with tenants groups; provision of information	Current	Housing
Advocacy as a means of giving people a voice	Promote participation and involvement of adults with learning disabilities in planning and service delivery	50% increase in the number of people involved in advocacy groups by Dec 1999	Social Work
Neighbourhood forums	Consultation on community priorities	One forum per annum for each regeneration area	NRDD
Local Agenda 21	involvement of the local community in decision making about their locality	Current	Corporate (Environ- mental and Consumer Protection Department lead)
Best Value reviews of council services	Participation by the local community is one of the key elements of Best Value	Ongoing over 5 year rolling programme	Corporate
Participation in decisions making in Children's Services	Consultation with users, information about rights and participation in decision making affecting individuals	Current	Social Work

3.2b Collective action with others

One of the most effective ways of increasing people's capacity is to enable them to work collaboratively with others. Respondents in the consultation generally felt, as community activists, that the capacity of communities had not been fully harnessed.

> "Community care practice has not really got to grips with community development and harnessing community resources."

Another respondent commented,

> "At the moment community regeneration happens to communities; it would be much better for the communities to initiate the change and do it themselves".

The argument for food co-operatives, for example, is that they not only meet basic needs but help people with limited resources to gain control over their affairs.

NRDD have supported the development of a new "network of networks" in the voluntary sector - this group have decided to call themselves the Community & Voluntary Alliance, and exists to bring together those organisations and networks which represent vested interests in order that there can be a mechanism for talking collectively to the voluntary sector and to develop the sector to its own dialogue. CAVA is resourced by the Council through Urban Programme funding.

Policies and initiatives	Goals	Target dates	Department
Area Regeneration Strategies	Development of structures for local community action	Continuing	Dundee partnership/ NRDD
Working for communities	Pathfinder project to develop an Ardler Village Trust	from June 1999	Various
Community development	Promotion of collective action in communities	Current	NRDD

3.2c Engagement in the political process, and representation of interests

Dundee City Council is committed to a principle of active citizenship, in which people are fully engaged in the future direction of their city. Empowerment in communities is being pursued through

! establishing local workers, through initiatives such as the Community Support Project used in Social Inclusion Partnerships, to develop community capacity and to promote the involvement of local residents in decision making.

! developing forums to support local participation in strategy development

! decentralisation of local authority services.

Policies and initiatives	Goals	Target dates	Department
Community Support Project	Support for community organisation and development	Urban Programme funded to March 2000	NRDD
Representative forums: * Dundee Community Care Planning Forum * Carers Forum * Dundee Drugs Forum * Dundee Alcohol Forum * Children & HIV Forum * Sustainability Forum (Local Agenda 21) * Dundee Youth Work Alliance * Minority Ethnic Communities Planning & Consultation Forum	Representation of specific interest groups in the decision making process	Continuing	Various
Tenant participation policy	Support to tenants groups via financial assistance, provision of communal facilities, tenant participation support staff and access to training.	Current	Housing

3.3 Developing communities

At the heart of the city's Regeneration Strategy is the decision to invest in supporting those living in the priority communities. Action focuses on

- ! strengthening community.
- ! broadening the base of participation.
- ! creating local networks and resourcing community activity.
- ! supporting volunteers, voluntary action and voluntary groups.
- ! providing training, support and access to accreditation.
- ! responding to issues of community concern and advancing decentralisation.

3.3a Developing and extending social networks within communities

Social inclusion depends on the relationships of each person to a complex, overlapping series of social networks. The more these networks are developed, the greater the opportunities there

are for inclusion, and the more effectively the isolation identified by many of the respondents to the consultation can be tackled. Policies and initiatives include:

! fostering an active and engaged voluntary sector

! developing a network of local social/resource and information bases within each of the community areas of Dundee; this is the responsibility of the Neighbourhood Resources and Development Department; and

! the provision of funding for community controlled initiatives.

In the consultation, there was some criticism of the pattern of provision, which often tends to be based on a working week of Monday-Friday from 9 to 5. This is not how many community networks operate, and the use of facilities outwith these hours is important. There was also concern about the closure of local facilities to allow staff to help out in the city centre.

Another important element of fostering social networks has been to try to reduce elements which undermine those networks - particular anti-social behaviour, crime and drug use. The Dundee Federation of Tenants' Associations argued that while there was no direct link between anti-social behaviour and poverty, the concentration of social problems, and the higher density of housing in poorer areas led to more people being affected by anti-social behaviour in these areas. They argue for a strategy based on enforcement, mediation and education.

Policies and initiatives	Goals	Target dates	Department
Support for community newsletters.	Support to local newspapers through computer training/tutor support/ access to facilities; and accredited training in journalism for community groups.	Current	NRDD
Community resource bases: Beauly Communal Lounge Charleston Resource Centre Ormiston Lounge Maxwelltown Information Centre The Hub (Mid Craigie) Brooksbank (Mid Craigie) Kirkton Ardler Whitfield Activity Complex The Highwayman Youth and Community Centre (Hilltown)	Provision of local resource base	Various funding to 2001	NRDD
Community Volunteer Initiative	Opportunities for volunteering	Funded to March 2001	NRDD
Community Development and Health Project	Health education through community networks	to 2001	NRDD/ Tayside Health Board

3.3b Developing skills and competences within communities

Dundee has a significant number of communities with multiple dependencies. The approach to providing services is based, firstly, on responding to need and, secondly, on trying to assist those communities to generate both the capacity for self-help and the means to have a greater say in the future of their own neighbourhood.

In order to create viable and sustainable communities, policies have aimed to develop a pool of

skills and competences within communities, and to increase community capacity. Measures include
- training and skills development,
- improved information flow, and
- training for community activists.

Policies and initiatives	Goals	Target dates	Department
Ethnic minority information project	Provision of information for people in minority ethnic groups	Urban Programme funded to 2000	NRDD
Community communications project	Provision of community information	to 2000	NRDD
Accreditation for community activists	Training and qualification of community activists	to 1999	NRDD
Community capacity building project	Development of skills and capacity of formal community groups	to 2000	NRDD

3.3c Developing and regenerating the infrastructure on which communities depend

Communities can only flourish where they have the basic structures and resources to allow them to adapt and respond to changes. Communities in Dundee are supported through:
- a commitment to physical regeneration of the environment of poor communities.
- improving accessibility to services in community locations. There has been extensive renovation of facilities; the level of investment in neighbourhood centres undertaken in the period since 1997 has not been approached in the previous twenty years.
- Dundee 21, an action plan for sustainable development. The policy and plan embraces a wide range of issues which aim to have a positive impact on the poor in our society, from access to facilities to homes to quality of life. The corporate effort is led by the Environmental and Consumer Protection Department.

In the consultation, there were general concerns expressed about play parks and lack of community amenities. The most frequently occurring theme, though, was transport. Transport policies can also play a part in social inclusion:
> through consideration of the impact of transport and traffic on communities
> through consideration of the needs of people for education and social work
> by ensuring that people have adequate access to facilities, including country parks and leisure facilities.

Social inclusion will be considered in the council's local transport strategy.

The core of the efforts to develop the infrastructure of communities is the Community Regeneration Strategy. This targets intervention by both the Dundee City Council and the Dundee Partnership, focusing on a number of selected communities in Dundee which have been identified as suffering the greatest physical blight, and being the priority areas for comprehensive regeneration. The case was made, by the West End Community Council, that this strategy does not help poor people in better-off areas: they argue for a city-wide strategy,

and that "those areas which are deemed to be less disadvantaged should not be disadvantaged by the lack of service provision".

Policies and initiatives	Goals	Target dates	Department
Dundee 21	A policy / action plan for sustainable development.	Strategy in place by 2000	Corporate (Environmental and Consumer Protection Department lead)
New Housing Partnerships	Physical and social regeneration	1999-2006	Housing
Open Space Strategy	To ensure access and quality of open space and play areas	Strategy due June 1999	Leisure and Parks
Structure plan	Ensuring access to shopping for areas with low car ownership	Current	Planning and transport-ation
Community Regeneration Strategy	Physical and social regeneration of disadvantaged communities	Current	Dundee Partnership

VII Implementation, monitoring and evaluation

The largest part of this report has been concerned with the establishment of a framework for an anti-poverty strategy. The framework identifies both the range of efforts currently being undertaken in the local authority and its partners, and some of the gaps or deficiencies in the range of existing services. The primary focus of this report has been the establishment of a structure around which policy can begin to develop, and the report's principal recommendations are concerned with developing a core from which action can be based, rather than generating new initiatives in its own right. This is the beginning of a task, not a completion of it.

The report's recommendations, however, still require implementation and monitoring. The monitoring and evaluation of anti-poverty strategies can be done in a large variety of ways. A team at Sheffield Hallam and the University of Humberside have identified the main methods as:

> meetings of responsible staff and partner agencies
> regular written reports
> targets in terms of finance, service access or participation
> survey research
> consultation with local citizens and community groups, and
> formal evaluation procedures.[22]

One of the report's recommendations, concerned with the monitoring of the distributive implications of policies, is directly related to this. Many of the policies and programmes are outlined have strategic objectives and targets associated with them, either as part of other strategies or within the ordinary remit of local authority services. Other measures have still to be considered.

Recommendation: Procedures for monitoring and reporting of progress on anti-poverty strategy should be developed as a regular aspect of Dundee City Council's activities.

Action: Anti poverty working group.

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[22] S Pearson, A Kirkpatrick, C Barnes, 1997, A framework for evaluating local government anti-poverty activity: Local poverty, local responses, Lincoln: Lincoln University Policy Studies Research Centre.

Appendix A

People involved in the preparation of the strategy

Members of Dundee City Council's Anti-poverty working group

Education	Steph Faichney
Arts and heritage	Norrie Colston
Housing	John Wolstencroft
Social Work	Jenni Tocher
	Rod Crawford
Neighborhood Resources and Development	Stewart Murdoch (chair)
PPA Co-ordinator	Vivien Smith
Environmental and Consumer Protection	Iris Coghill
Finance	Trevor Bailey
Corporate planning	Peter Allan

Other council officers involved in the preparation of the strategy include

Planning and transportation	Keith Winter
	Ian Sherriff
Social work Laura Bannerman	
	Joan Conlin
Economic Development	Ham Sayeed
	Alan Millar
Neighbourhood Resources and Development	Fraser Patrick
Voluntary Sector Lead officer	Karen Tinney
Environmental and Consumer Protection	Peter Goldie
Chief Executive's Department	Paul Carroll
Leisure and Parks	Gary Robertson
Arts and Heritage	Parveen Rodger

Consultation with partnership agencies

Scottish Enterprise Tayside	Margaret Lawson
Scottish Homes	Tim Mason
Employment Service	Ailsa Foote
Tayside Health Board	Dr Karen Adam
	Jo-Anne Valentine

Appendix B

The Consultation Process

Consultation with voluntary groups and people experiencing poverty

As part of the preparation of this strategy, voluntary and independent groups in the City were invited to comment on issues related to poverty. A general circular was sent to 180 groups, giving the widest possible number of groups the opportunity to participate. The circular asked:

1. What are the main problems of poverty, deprivation and exclusion which you come into contact with?
2. What does your organisation do in response to these problems?
3. What are the main gaps in services for the people you deal with?
4. What are the issues you would like to see addressed in an anti-poverty strategy?

Discussions with voluntary groups

Discussions were held, in the Dundee Anti-Poverty Forum, with representatives from

Ardler Steering Group	Midcraigie/Linlathen Co-operative
Community Development and Health Project	One Parent Families Scotland
Dundee Energy Advice Project	The Salvation Army
Dundee Employment and Aftercare Project	SCVO
Energy Action Scotland	Tayside Furniture Project
Hepatitis C Support Group	Under 12's project
Kirkton Community Lounge	Verge project
Kirkton Neighbourhood Centre	Whitfield Common Ground Project

Further discussions were held with

Whitfield Steering Group	Charleston Credit Union
Shelter Housing Aid Centre, and	Independent Advocacy Project.

Discussions with people experiencing poverty

Three discussion sessions were held with focus groups:

! a group of single parents, convened at the Scottish Coucnil for Single Parents in Whitfield;
! a group of unemployed people, convened at the Job Club in Ardler Neighbourhood Centre; and
! a group of people with physical disabilities, convened at the Princes Royal Trust for Carers.

These groups were asked simply what problems they experienced, and what they would like to be done about them.

Responses to the written consultation

Responses were received from:

Barnardo's Dundee Family Support Team	Dundee Voluntary Action
Brittle Bone Society	Home Start Dundee
Charleston Resource Centre	The Inclusion Group
Chest Heart and Stroke Scotland	Jericho Benedictines
Citizen's Advice Bureau	Fibromyalgia Association
Dundee Society for Visual Impairment	Murrayfield Area Residents' Association
Salvation Army	National Counselling Service
Womens Royal Voluntary Service	National Eczema Society
Dundee Association of Council House Owners	NSF Scotland
Dundee Support Group of the Parkinson's	The Riverside Project
Disease Society	Sargent (Caring for children with cancer)
Dundee Federation of Tenants' Associations	Scottish Federation of Housing Associations
Dundee Accessible Transport Action Group	Tayside Credit Union
Dundee North Law Centre	West End Community Council
Dundee Carers Centre	Wishart Centre

12 other groups responded to the circular to say that they did not deal with the problems of poverty.

A summary of comments from the consultation

Many of the specific comments made during consultation have been referred to at appropriate stages in the report. This section summarises some of the others. The comments are, of course, critical; the respondents had been asked to identify what the problems were and what needed to be done.

Poverty, need and deprivation

The main problems which people referred to stemmed either from the inability to earn a living or the problems of coping on a very low level of benefit.

> "Many people ... who are forced to give up work, do have a great deal of trouble in coping with the loss of income and with obtaining benefits and with the resulting hardship that unemployment can bring."

A number of specific deprivations were also referred to. They included:

> *housing*. There was a general problem of coping with housing in disrepair, because though it was also noted that when people on very low incomes are offered new or improved property, the contribution they are asked to make towards increased Council Tax can be prohibitive. The main other problems concerned the barriers to access presented by the vettings policy.

transport Transport was frequently referred to, in two ways. First, there were the problems of public transport in the city. These were most acute for people with mobility difficulties, but the cost for many others, especially those with families, was simply beyond their means. Second, there were the difficulties of transporting goods - removals, furniture, supplies for food co-operatives and so forth. This was an argument for the establishment of a Community Transport initiative.

fuel electricity bills were a particular concern; the rates people on low incomes pay tend to be higher (through prepayment), security deposits and connection fees are major obstacles.

The problems of low income

Although some groups made general comments about the problems of managing on low income, many of the comments were more specifically directed towards the benefits system. Although much of this lies outside the Council's remit, it seems important to record the information. Unemployed people had suffered particularly through the investigation of fraud:
> "they're determined everyone's trying to fiddle them"
> "you don't sign a contract saying ' I sign away my rights to privacy' - it's a totally degrading experience".

People with disabilities have been subjected to the operation of the Benefit Integrity Project, a process which has left many people bewildered and deprived - like the blind people who have had benefits cut because they did not respond to a card through their door.

Social exclusion

Two issues were referred to frequently. One were the problems of isolation and loneliness which resulted from being unable to participate in society: these were problems for all the groups considered. There was a general feeling that services have to be available which bring people into contact with each other, and allow for mutual support. The second set of issues concerned stigmati
sation. In the focus groups, unemployed people, single parents and people with disabilities all expressed strong feelings about the combination of prejudice, lack of awareness and official indifference they felt they experienced:
> "you expect a caring attitude, but it's hostile" (unemployed person)
> "they look down their noses at you" (single parent)
> "if there was more people in the Council who had some disability it'd be different" (disabled person).

Needs for services

There was a general concern about lack of co-ordination between different departments; information given to one office does not necessarily get to others. Information was hard to come by: "You don't know what you're entitled to and they won't tell you." The situation was becoming worse because the onus was put on claimants to deliver full and accurate information before claims can be processed. The hope was expressed in the Anti-Poverty Forum that the council might be able to help in this, by making information, help and benefit forms available in a single place.

Appendix C

Key Council Strategy documents

Dundee City Council produces a number of strategy documents which contain detailed information about policies relevant to this strategy. The documents include

Document	*Lead Department*
The Corporate Plan	Chief Executive's Department
Scheme of Decentralisation	NRDD
Dundee 21:	
Planning for Sustainability	ECPD
Economic Development Plan	Economic Development
Housing Plan	Housing Department
Joint Community Care Plan	Social Work/ Tayside Health Board
Children's Services Plan	Social Work
Tackling poverty first	Neighbourhood Resources and Development
Early years and child care plan	Education (in preparation)
Community Safety Strategy	NRDD

Other plans produced by outside agencies include:

Community Regeneration Strategy	Dundee Partnership
Local area strategies	Dundee Partnership
Working together	
for a healthy Dundee	Dundee Healthy Alliance
Strategic agreement 1998-2001	Housing/ Scottish Homes
Regional plan	Scottish Homes