

Appendix 1:

# Anti-Poverty Strategy

## Bradford District Anti-Poverty Co-ordination Group's Approach for Tackling Poverty



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## Foreword



Councillor Abdul Jabar

Bradford District and its local partners have agreed a vision to be a place where all our children have a great start in life, where businesses are supported to create good jobs and workers have the skills to succeed, a place where people live longer and have healthier lives and all our neighbourhoods are good places to live with decent homes for everyone.

Not all of Bradford's residents are sharing in these benefits. The significant levels of poverty which continue to exist in many parts of the district are preventing many residents from reaching their full potential. For young people in particular, growing up in poverty means they are almost four

times more likely to as adults live in poverty than their peers<sup>1</sup>.

Our multi-agency strategic approach sets out our commitment to tackling poverty and reducing inequality and the steps we and our partners will take over the next few years aimed at ensuring everyone in the district can live a decent and secure life.

In the context of the policy and financial challenges we face, it is essential that we co-ordinate what resources and community assets the district does have more effectively, to improve outcomes for as many people as possible – supporting people to contribute and benefit from all the opportunities that Bradford District offers.

Our strategy will be reviewed and refreshed regularly to be in line with other district policies, plans and strategies (such as the District Plan 2016-20) and to address changes as the UK leaves the European Union. We will also build in the outcomes from engagement with people with a lived experience of poverty to be incorporated into the approach.

I would like to take this opportunity to offer my thanks to all those involved in the development of this strategy. I look forward to working with you all to ensure its effective implementation through making the best use of resources to reduce the level and impact of poverty across Bradford District.

Cllr Abdul Jabar  
Portfolio Holder Neighbourhoods & Community Safety  
Chair of Anti-Poverty Coordination Group

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<sup>1</sup> UK Government Child Poverty Strategy, 2014-17

## 1. Executive Summary

We have a small minority of our people who live in the most affluent areas in England, but nearly a third live in some of the most deprived areas. As a district, we are the fifth most income deprived area in the UK with just over a fifth of our children and older people living in households experiencing poverty. Living in poverty has negative impacts in other aspects of people's lives and is not just about money – it impacts educational attainment, access to good paying work, increases the risk of developing poor health conditions, reduces years of life in good health and reduces lifespans. It also means that many people are not able to take part in the normal life of a place as experienced by other residents.

This strategy has been developed through the Anti-Poverty Co-ordination Group, a district-wide partnership of representatives from the public, private, social housing, voluntary and community and faith sectors. Its aim is to add value to work already being undertaken across the district. The strategy recognises the breadth of work across the district to reduce and mitigate the impacts of poverty on our people, such as through the Get Bradford Working Programme, and seeks to add value to this through further collaborative work.

The five priority areas contained in the Joseph Rowntree Foundation's 'We Can Solve Poverty in the UK' provides the framework for this strategy. These are:

1. Boost incomes and reduce costs
2. Deliver an effective benefits system
3. Improve education standards and raise skills
4. Strengthen families and communities
5. Promote long term economic growth benefitting everyone

A separate delivery plan has been developed to support implementation of the actions in support these priorities. The Anti-Poverty monitor will be used to indicate if the sum total of interventions and actions taken across the district to reduce and mitigate poverty are having the required outcome. Progress on tackling poverty within the district will be regularly reported through the Health and Wellbeing Board, the Council's Corporate Overview and Scrutiny Committee and through Area Committees.

The strategy will be regularly reviewed to ensure continued alignment with other district policies and strategies and reflect the voices and involvement of people with a lived experience of poverty.

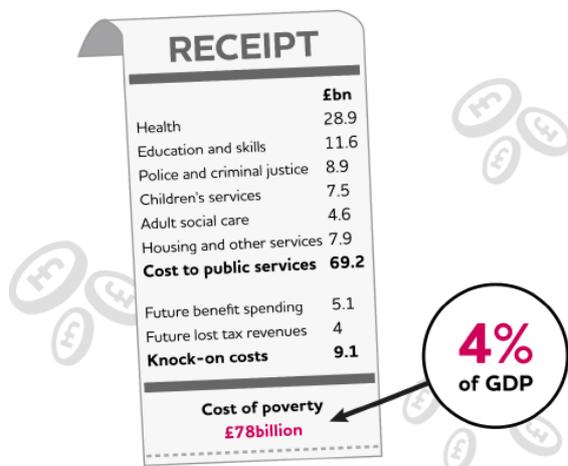
## 2. Our Vision

“By working together we aim to tackle the cycle of poverty and deprivation in the Bradford District. We aim to ensure everyone living or working in the district has the resources, opportunities and choices to live a decent and secure life.”

***Anti-Poverty Co-ordination Group***

## 3. What do we mean by poverty?

This strategy uses the same definition of poverty as used by the Joseph Rowntree Foundation (JRF). This is that poverty can be defined as when a person's resources are well below their minimum needs, including the need to take part in society<sup>2</sup>. It means not being able to heat your home, pay your rent or buy the essentials for your children. It means waking up every day facing insecurity, uncertainty and impossible decisions about money. It means facing marginalisation – and even discrimination<sup>3</sup> – because of your financial circumstances. The constant stress it causes can overwhelm people, affecting them emotionally and depriving them of the chance to play a full part in society.



Poverty wastes people's potential, depriving our society and economy of the skills and talents of those who have valuable contributions to make. The cost of poverty is now recognised as not only affecting individuals and families but also the whole economy<sup>4</sup>.

It has been estimated that poverty costs the UK economy £78bn per year and that one fifth of spend on public services contributes to addressing the effects of poverty on people's lives<sup>5</sup>.

*Joseph Rowntree Foundation*

Research has demonstrated that people living in poverty are more likely to be affected by:

- under-achievement at school
- unemployment
- health problems (physical and mental), including a reduced life expectancy and reduced number of years in good health
- abuse of alcohol, drugs and other stimulants

<sup>2</sup> We Can Solve Poverty in the UK, Joseph Rowntree Foundation, 2016

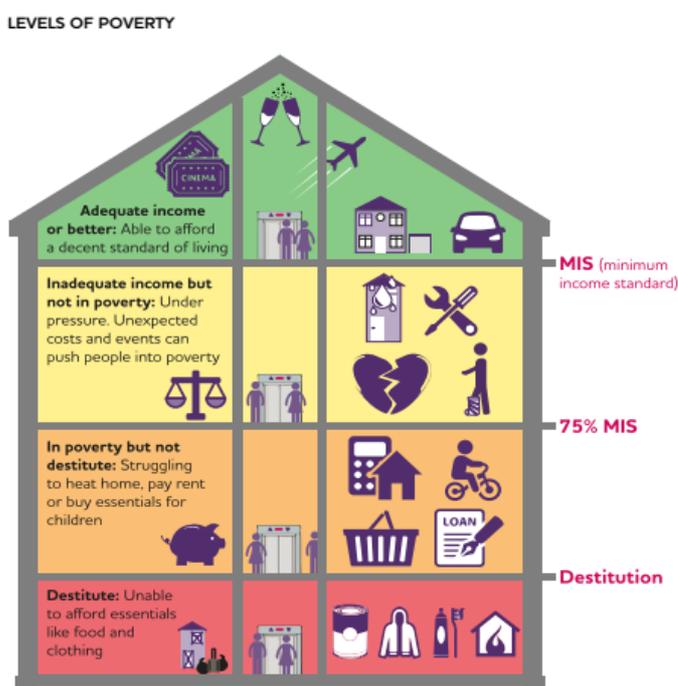
<sup>3</sup> Is poverty in the UK a denial of people's human rights?, Joseph Rowntree Foundation, 2008

<sup>4</sup> UK Government Child Poverty Strategy, 2014-17

<sup>5</sup> Counting the Cost of Poverty in the UK, Joseph Rowntree Foundation, 2016

- debt
- poor quality accommodation
- insecure housing and homelessness

Living in poverty is particularly **harmful to children** in terms of both their current health and development and their long-term socio-economic and health prospects. Early childhood is an important period for social, cognitive and physical development. The conditions of early life influence child development with direct influences on health. They also have a powerful influence on adult socio-economic position with an indirect effect on adult health<sup>6</sup>. Ensuring good quality and equitable nursery places, schooling and improving educational achievement among disadvantaged children should therefore be considered a prerequisite to improving their pathways into adulthood.



*JRF UK Poverty: Causes, Costs and Solutions,*

## 4. Poverty in Bradford District

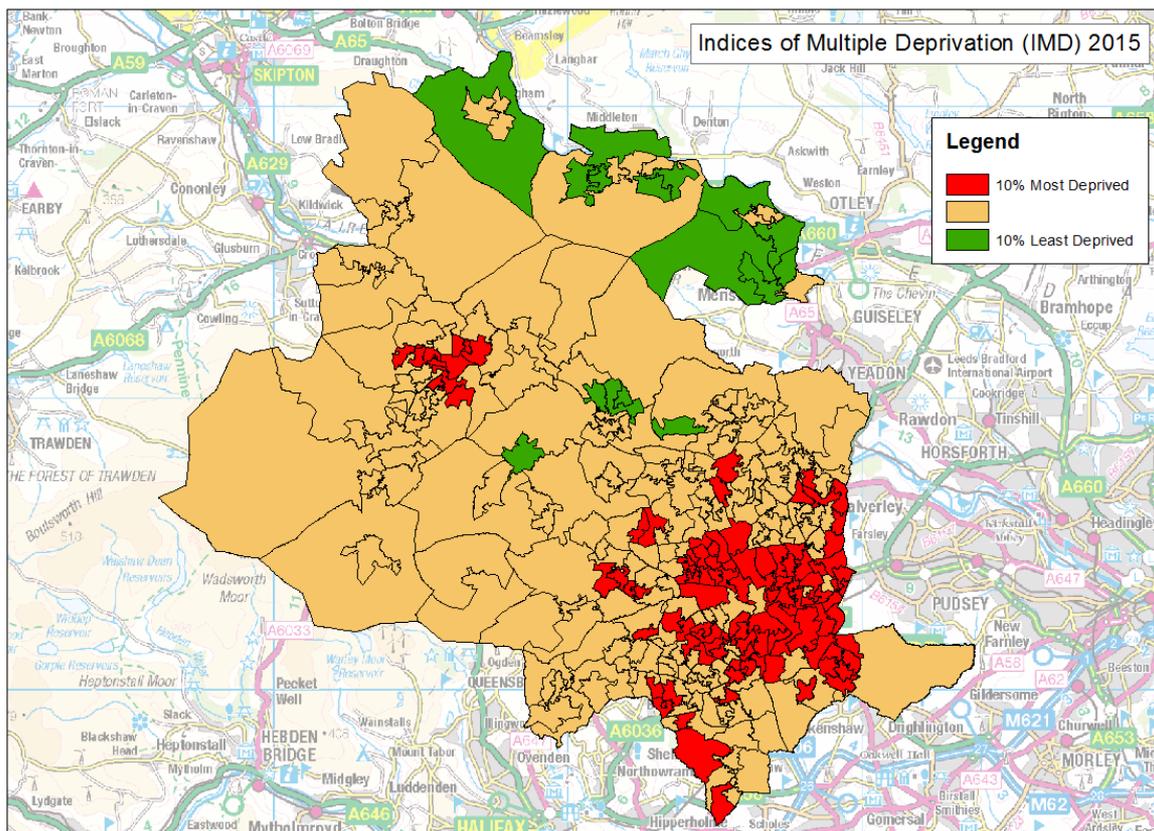
We are a place with a strong community spirit to address poverty, whether that is through supporting food banks or supporting our communities through the activities of faith groups. There is a long standing history and tradition across our communities to tackling poverty. This stems from our history of being the birthplace of free school meals and the social pioneering activities of Titus Salt and Oastler.

Our recent history includes a wealth of good practice examples such as Bradford Metropolitan Food Bank, the Salvation Army and the Storehouse project, where unwanted food from the hospitality and supermarket sector is used to feed those experiencing poverty in the district.

<sup>6</sup> Child Poverty Facts and Figures, Child Poverty Action Group, 2013

Bradford is a diverse district in many aspects including the relative affluence of its residents: a minority (6%) live in the most affluent areas compared to the rest of England, whereas just under a third (27% or about 150,000 people) live in the 10% most deprived areas in England.

This diversity means that the experience of people across the district is not uniform. Our district spans from: areas with poverty and a strong community and faith infrastructure equipped to help alleviate, at least, some aspects, to areas with poverty and a more limited community infrastructure, through to wealthy areas. Those living in poverty in wealthy areas can feel isolated within their geographic community. .

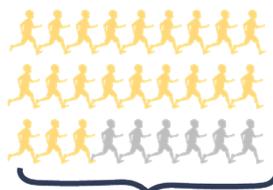


## Key Facts about Poverty in Bradford District

**5<sup>th</sup>** Most income deprived area in the UK

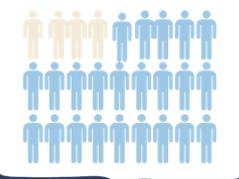
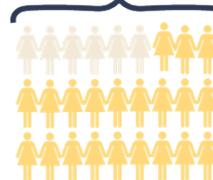
**853** Asylum seekers

**150-200** Refugees\*



22% of Bradford's children live in poverty

23% of older people live in income deprived households



13.8% of working age people have no formal qualifications

The above data, with the exception of the asylum seeker information which is available via the link in the footnotes, is available from the District Dashboard which is updated regularly. The Dashboard also provides the source and definition for each data measure included and can be accessed via this link: <https://datamillnorth.org/products/bradford-district-dashboard/>

- 853 asylum seekers were accommodated in Bradford<sup>7</sup> at 7 September 2018 via the Home Office contract held by G4S. There are also many more appealing against the refusal of their applications for asylum, who are destitute with no recourse to public funds.
- \*150 people (mainly in families) are resettled as refugees in Bradford each year, with a rise for next year only up to 200, through the UNHCR's Gateway Protection Scheme<sup>8</sup>.
- In addition, whilst exact data is not available, there is also significant evidence of poverty experienced by Roma and Traveller families within the district<sup>9</sup> – with access to education, employment, health services and decent housing being negatively impacted<sup>10</sup>. Changes to national welfare policy have led to many EU/Roma families having no right to public funds<sup>10</sup>.

<sup>7</sup> G4S figures provided to the Bradford District Asylum Seekers and Recent Refugees Operational Group

<sup>8</sup> Information provided by Horton Housing

<sup>9</sup> EEA Briefing note: European Economic Area (EEA) Citizens / Central Eastern European Migrants, BMDC February 2017

<sup>10</sup> [Joint Strategic Needs Assessment 2014 -](#) Bradford District's Central and Eastern European Communities

## Tackling poverty in Bradford District

There is already significant action and work taking place across the district through a range of partnerships and agencies aimed at addressing poverty. This document recognises the Scrutiny Poverty Report recommendation for a comprehensive strategy that considers the multiple factors relating to poverty<sup>11</sup>. Outlined in this document are a number of key actions that need to be undertaken. These actions will be supported through a delivery plan and be monitored through key data as described in Section 6 of this document.

Following the Scrutiny Poverty Review, that was fully supported by all partners across the district (including the NHS, social housing landlords, the voluntary and community sector) a multi-agency Anti-Poverty Coordination Group (APCG) was formed to implement the recommendation made by the review with the aim to develop and implement a district-wide anti-poverty strategy. In recognition that poverty affects all aspects of people's lives and will only be addressed by all partners working together, this multi-disciplinary partnership includes representation from the public, private, faith, voluntary and community sectors.

### **BRADFORD DISTRICT ANTI POVERTY CO-ORDINATION GROUP**

Formed in recognition that poverty in the district can only be reduced and mitigated effectively by partners working collaboratively together, the Group is a direct response to the Poverty Scrutiny Review Recommendation 1.

Chaired by Cllr Abdul Jabar, the Council's Portfolio Holder Neighbourhoods and Community Safety, and overseen by the Member and Officer Anti-Poverty Champions, Cllr Cath Bacon and Department of Place Strategic Director Steve Hartley, membership includes representation from:

NHS Clinical Commissioning Groups  
Public Health  
Social Housing Providers  
City of Sanctuary  
Department of Work and Pensions  
Voluntary and Community Sector

#### **Some of the Group's activities to date:**

- Staged a national conference on large families, poverty and welfare reform in partnership with Liverpool University and the Children's Society
- Supported people, the statutory and voluntary and community sector to get prepared for the roll out of Universal Credit through road shows and workshops
- Identified some innovative approaches to explore – such as social inclusion currency
- Identified the need to meaningfully involve and support people to be involved who have a lived experience of poverty

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<sup>11</sup> Bradford Poverty Scrutiny Review, Bradford Corporate Overview and Scrutiny Committee, 2016

The APCG does not seek to replace activity being currently undertaken, but aims to:

- Reduce duplication in effort by maintaining a broad overview of strategy, plans and activity across the district.
- Support existing strategic and delivery partnerships, groups and providers to reflect and deliver the five anti-poverty priorities within this approach in their strategies, plans and actions.
- Support people with a lived experience of poverty to be involved in developing local solutions and responses.
- Use data and research to determine the impact of interventions and to inform additional activity.
- Concentrate effort where further collaborative partnership working could have an impact.
- Identify gaps or barriers to progress and consider how these can be filled or removed.
- Explore/use new approaches where gaps or barriers to progress have been identified.
- Collaborate with partners across West Yorkshire, the region, nationally, globally or virtually where this would support delivering on our priorities.
- Understand how some government policy contributes and impacts poverty in Bradford District and consider further interventions to address these impacts.
- Determine how and when to undertake lobbying activity with the aim of reducing negative impacts of decisions taken outside of the district.

Appendix 1 provides the terms of reference for the Group.

## Delivering on our strategic approach for tackling poverty

The APCG will report to Health and Wellbeing Board, as the lead partnership in the district, and work collaboratively across its family of partnerships, organisations and agencies. The Group will also work with any other relevant bodies, organisations or agencies.

A range of local strategies, plans and programmes are currently delivering on aspects of the anti-poverty priorities described in this approach, these are:

- District Plan 2016-2020
- Happy, Healthy and at Home - A plan for the future of health and care in Bradford District and Craven 2017
- Joint Health and Wellbeing Strategy
- Economic Strategy for Bradford District 2018-30
- Get Bradford Working Programme
- Fuel Poverty: A Framework for Action for the Bradford District, 2015 and work programme 2016-2018
- Bradford Children, Young People and Families Plan 2017 – 2020
- Bradford Education Covenant
- Education Opportunity Area Programme

- Ward Plans
- Changing Places (Controlling Migration Fund)
- Stronger Communities Strategy

The APCG will actively work with those leading on developing and implementing these strategies, plans and programmes to ensure that the anti-poverty elements are joined up, complementary and reflect the priority areas within this strategic approach.

In consultation with lead officers and/or organisations responsible, the APCG will also consider how any additional externally funded programmes operating in Bradford could support delivery of the anti-poverty priorities described below in section 5: A Strategic approach for Bradford.

Whilst we want to ensure that overarching strategies and plans deliver our anti-poverty priorities we are also keen that the priorities or actions to deliver them are implemented on the ground where people live and work. To this end, the APCG are keen to work with partners with the aim of reflecting anti-poverty actions within ward plans across the district.

Organisations and people living and working in Bradford District can do much to affect positive change to support people who are experiencing poverty now, support people to get out of poverty (and in some instances to help themselves out of poverty) and to lessen the chance of people experiencing poverty in the future.

However, despite best endeavours locally, sometimes decisions that impact our people are taken elsewhere, for instance by central government or sub-regionally by West Yorkshire Combined Authority. For this reason the APCG will also seek opportunities to: respond to consultations, brief local MPs and other influential people locally and nationally and determine appropriate lobbying activity.

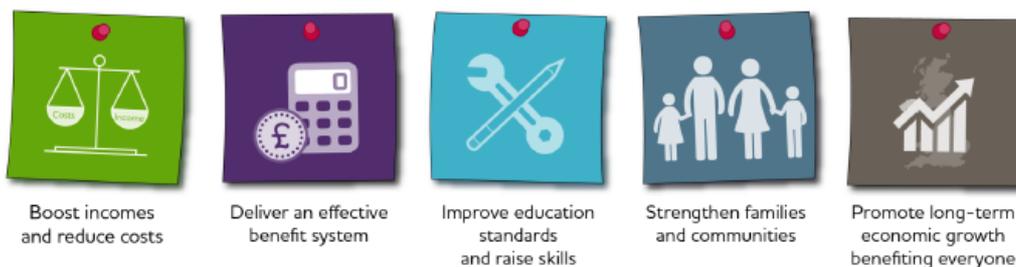
## 5. A strategic approach for Bradford

Poverty is seldom the result of a single factor. Through its research, the Joseph Rowntree Foundation (JRF)<sup>12</sup> has identified the five key causes of poverty in the UK today as being:

1. Unemployment, low wages and insecure jobs;
2. Lack of skills;
3. Family difficulties;
4. An inadequate benefits system;
5. High costs.

These result from an overlapping and shifting series of influences that include market opportunities, state support and individual decisions. Our strategy is guided by JRF's evidence based five point plan to solve poverty in the UK.

The five priorities within the JRF plan **that provide the framework for our strategic actions are:**



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1. Boost incomes and reduce costs
2. Promote long term economic growth benefitting everyone
3. Deliver an effective benefits system
4. Improve education standards and raise skills
5. Strengthen families and communities

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<sup>12</sup> We Can Solve Poverty in the UK, Joseph Rowntree Foundation, 2016

## Priority 1: Boost incomes and reduce costs

### *Why is this important*

The general consensus is that, for those who can, work represents the best route out of poverty.

But increasing the number of people in work does not necessarily decrease the number of people in poverty. Nationally, of the 14 million people who live in poverty in the UK, 8 million are in families where at least one person is in work<sup>13</sup>. Many people in work also rely on welfare benefits to make ends meet. A freeze on increases in benefits, a lack of increase in wages and higher costs mean that many are now struggling to cope on their income.

The government's introduction and subsequent increase of free childcare provision of up to 30 hours per week for working parents, has in particular increased mothers' capacity to work<sup>14</sup>. The increase in personal tax allowance to £11,850 means that people on lower incomes are paying less in direct taxation<sup>15</sup>. Despite these two measures, many people and families in our district continue to live in poverty<sup>16</sup>.

Work should offer a route out of poverty, but a combination of low wages, not enough hours, insecurity, the high cost of housing, poor health, discrimination and low-level skills all present considerable barriers<sup>17</sup>.

### *What will help?*

- Creating more jobs, offering a living wage, greater job security and opportunities for progression.
- Improving access to employment for those facing disadvantage in the labour market.
- Improving in-work progression for low paid workers.
- Skills, numeracy and literacy training.
- Raising and protecting family incomes to be able to afford essentials, reduce stress and give children and other family members the opportunity to participate socially and educationally in the communities around them.
- Giving access to high-quality, flexible and affordable childcare to parents on low incomes, allowing them to work and improving children's pre-school development.
- Reducing the cost of fuel.
- Greater independence and capability in managing money and access to affordable credit.

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<sup>13</sup> UK Poverty 2017, JRF Analysis Unit, 2017

<sup>14</sup> More mothers with young children working full-time, Office for National Statistics, 2017

<sup>15</sup> Income Tax rates and allowances for current and past years, HM Revenues and Customs, 2018

<sup>16</sup> [Bradford District Dashboard](#)

<sup>17</sup> We Can Solve Poverty in the UK, JRF, 2016

## ***What's already happening here***

### **Jobs, training and progression**

- Implementing the Economic Strategy for Bradford District 2018–2030 with an aim to create more sustainable and well-paying jobs.
- Stronger Communities Strategy (Integration Pilot Programme) – developing interventions to remove barriers to work for those furthest from the job market.
- Partnership working between organisations and partners such as Incommunities and the DWP to deliver employment, job clubs and literacy and numeracy programmes in community settings.
- Partnership working between Skills House and RETAS (Refugee Education Training Advice Service) and others to assist those newly granted refugee status to access suitable employment.
- NHS Works force training and development.
- Industrial Centre for Excellence – personal social care training.
- Supporting partners and other large employers to continue to support their staff to remain and/or return to work if illness and/or other factors affect them.

### **Fuel poverty remedies** such as:

- Warm Homes Programme – providing first-time gas central heating systems to households at risk of fuel poverty.
- Strengthening the existing network of partner agencies involved in delivering affordable warmth and promoting benefits, schemes etc. to all residents.
- Promoting White Rose Energy to residents for the supply of fair and competitively priced energy where any profit is re-invested in initiatives to reduce fuel poverty and where prepayment tariffs are fairer than through other suppliers.
- Council has committed resource for a Programme Manager to oversee the District Plan decent homes priority.

### **Personal budgeting support**

- Partnership working between organisations, such as Bradford District Credit Union and community centres, to deliver events that help people to manage their money more effectively.
- Personal budgeting support in Job Centres.
- Access to welfare support.
- Making sure that families access all the support they are entitled to including welfare benefits, housing benefit, working tax credits (equivalent under UC) child benefit etc.
- Promoting take-up of free school meals.

### ***What needs to be done***

Consider different approaches to recovering statutory debt such as Council tax, rent arrears, utilities bills, court costs and fees and charges (Local Charter).

Develop a different way of recruiting to entry level jobs that delivers literacy and numeracy support on the job.

Encourage workplace representative groups to better publicise membership – as they offer a means for people to improve their working conditions and also to access a range of services, such as legal advice, and discounted services. Partner organisations to offer these groups space in their staff newsletters.

Investigate, with a view to developing and implementing, the use of social inclusion currency<sup>18</sup> in the district (this is a virtual earned through taking part in specified activities. It can be used to access discounts with local participating retailers and services).

Work with the Stronger Communities Programme (Integration pilot area) and other programmes to consider how barriers to employment experienced by those currently living in poverty might be overcome.

### ***Data measures across this priority area***

- Number of in work benefit claimants.
- Number of new jobs.
- Take up of free childcare places.
- Percentage of households in fuel poverty.
- Percentage of older people (60+) living in income deprived households.
- Percentage of people receiving low earnings
- Median rates of pay.

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<sup>18</sup> Hull Coin, <http://www.hull-coin.org/> 2018

## Priority 2: Promote long-term economic growth, benefitting everyone

### *Why is this important*

Creating a more productive and inclusive economy is essential to addressing poverty in the long term. The district's Economic Strategy sets out an ambition to unlock Bradford's economic potential to create wealth and better jobs for the benefit of everyone in the district. The strategy aims to increase the value of our economy by £4billion, get 20,000 more people into work and improve the skills of 48,000 residents. Promoting inclusion and social mobility is central to the Economic Strategy and will help build a fairer and more cohesive district.

We recognise that, left alone, current labour and housing markets will not guarantee shared prosperity for all. Bringing down poverty levels requires a comprehensive long-term approach that includes investment in infrastructure; transport and housing along with ensuring people have the right skills to take up secure well paid work.

### *What will help*

- National, regional and local leaders setting a clear vision and co-ordinating efforts across sectors.
- Enabling 'Anchors' – the big employers and spenders across Bradford – using their purchasing power and networks to connect to local businesses and neighbourhoods, and big businesses and investors helping rebalance the economy, driving growth up in ways that drives poverty down.

### *What's already happening in Bradford*

- Economic Strategy for Bradford District 2018–2030 launched in March 2018.
- Supporting business growth through community led development, Invest in Bradford, collaborating on inward investment across Leeds City Region, SME (Small and medium-sized enterprises) hub supporting businesses with growth ambitions, scope of Business Covenant agreed.
- City centre business support including Growth Zone, Priority Streets.
- Discounted business rates.
- City Centre development – including the Odeon, Bradford markets, Broadway Phase 2 nearing completion.
- Business support through WYCA/ESIF (West Yorkshire Combined Authority/ European Structural and Investment Funds) funded programmes, Northern Max and Enterprise Europe Network.
- Core Strategy adopted – area action plans for the City Centre and Canal Road Corridor.
- Northern Powerhouse Rail (NPR) Bradford station on the map.
- Destination management plan to support tourism.
- Get Bradford Working and the ESIF STEP (Skills Training Employment Pathways) programmes supported over 3,000 disadvantaged people into sustained employment.
- Health and Wellbeing Strategy – focus on place and economics.
- A new collaboration between the HE, FE sector, our acute and community health trusts, GPs, the council and independent sector is developing routes into careers and progression pathways across the health and care economy.
- #teamBradford brand for all those in the district who share the objective to 'unlock the

full potential of our phenomenal asset base'<sup>19</sup>

***What needs to be done***

Appropriate APCG members to consider how to support implementation of the Council's Social Value and Inclusive Growth Policy to ensure big local employers use their collective spending power to better connect jobs and opportunities to neighbourhoods and businesses that would benefit most.

Consider if additional support is required for the self employed who are claiming Universal Credit.

***Data measures across this priority area***

- Take up of apprenticeships by location and other equality characteristics.
- Number of jobs created locally.
- Percentage of in-work benefit claimants.
- Number of jobs for every working age person.
- Number of in-work benefit claimants.

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<sup>19</sup> Kersten England: Collaborative leaders can cut through complexity - Local Government Chronicle, 18 October 2018  
<https://www.lgcplus.com/politics/workforce/kersten-england-collaborative-leaders-can-cut-through-complexity/7026241.article>

## Priority 3: Deliver an effective benefits system

### *Why is this important*

Good quality, stable work offers a way out of poverty. Where people cannot support themselves and their families through work the benefits system should be there to prevent them from falling into poverty. The way services are delivered makes a big difference to whether individuals are able to engage with them and get the support they need to move out of poverty.

### *What will help*

- Refocus employment support services to focus on delivering high employment, with jobs leading to higher earnings rather than simply moving people off benefits (actions covered in Priority 1 above).
- Enabling access to a range of statutory and voluntary support through single gateways in community settings.
- Ensuring the needs of vulnerable groups are met, such as refugees, asylum seekers and others who may be destitute.

### *What's already happening*

#### **Access to welfare support**

- Working with partners to ensure claimants can submit applications for Universal Credit including ensuring claimants have access to the internet and support to submit their applications on line and to maintain and provide evidence that they are meeting their claim conditions such as around job search etc. (Universal Support Delivered Locally programme).
- Ensuring those claiming Discretionary Housing Payments (DHPs) are aware of entitlement to other benefits and taking them up.
- Council tax reduction scheme for those on low incomes and/or claiming benefits.
- Continuing to support the main welfare advice delivery agencies to review and redevelop their service offer making it easier to access through a range of different media – integrating Council and welfare advice services.

#### **Sign posting to employment and skills training and other support**

- Encouraging families claiming DHPs to undertake skills and employment training.
- Working with West Yorkshire Combined Authority colleagues to develop 'poverty standards' to ensure all residents across West Yorkshire have access to a range of support wherever they live.
- Collaborative working with a range of providers including Job Centre Plus, offering initial sign-posting for vulnerable clients.
- Some co-location pilots are taking place, for instance welfare advice is offered at some food banks.

#### **Personal budgeting support**

- Budgeting support programmes being run by Incommunities and the Council.

### ***What needs to be done***

Raise the profile of financial capability, access to low-cost credit and highlight the dangers of loan sharks.

Consider measures needed to ensure all private rented sector residents are aware of and claiming benefits they are entitled to, including tax-free childcare.

Develop recommendations for action as informed by the recent mapping exercise undertaken about the needs and entitlements of refugees.

Seek information about Roma and Traveller communities on which to base future recommendations for action.

Lobby central government to increase the weekly allowance for asylum seekers and to allow them to work.

Work closely with the Stronger Communities Programme (integration area pilot) to develop and deliver awareness and information sessions for service providers about support available to help people access benefits including provision of ESOL.

Create/improve data sharing agreements with clarity of use of information across frontline agencies to ensure individuals can access appropriate support.

As is happening in the social rented sector, increase digital access and enablement to access benefits for those in the private rented sector.

Consider future joint lobbying activity and response to consultations about changes to the benefits system.

### ***Data measures across this priority area***

- Rate of benefit sanctions.
- Take up of skills and employment training of eligible adults in families claiming DHPs.
- Number of in-work claimants.
- Number of working families receiving Working Tax Credit and/or Child Tax Credit.

## Priority 4: Improve education standards and raise skills

### *Why is this important?*

Building human capital through education and training is vital not just to individuals, but to the economy as a whole. There has been a significant rise, both nationally and locally, in the number of working households in poverty over the last decade. Many low-paid workers are in insecure jobs where they are less likely to receive the training needed to progress on to higher earnings.

### *What will help*

- Ensuring that children have the same opportunities to succeed regardless of their family circumstances.
- Supporting people to gain the skills and capabilities to find a job and progress once in work.
- Identifying barriers to learning at all levels.
- Opportunities to volunteer which can present a route into paid work and employment opportunities.

### *What's already happening here:*

#### **Education**

- Bradford Education Covenant, working with local schools, parents and around 5,000 businesses to: help schools and teachers raise standards, support parents to get children ready for school, work and life, work with businesses and colleges to boost career options and champion the district's unique art and culture.
- Bradford Education Opportunity Area Programme (OA) – this is aimed at increasing social mobility for children from disadvantaged backgrounds by removing barriers to their education, supporting numeracy and literacy and helping parents to support their children's learning.
- Department of Work and Pensions schools advisors working with and in schools to provide employment advice to students.
- Promotion of early education and free childcare provision.
- Work placements, OA internships, National Takeover Challenge day.

#### **Training and skills**

- Health and Social Care Education, Employment and Skills Partnership established.
- Bradford Pathways Framework
- Bradford Apprenticeship and Employment Programme
- Carer's Resource Create Team provides carers with support around job search and finding training courses.
- Changing Places (Controlling Migration Fund Programme)
- Department of Work and Pensions employer engagement activity creating work experience opportunities and promoting disability confident.
- Incommunities is developing a 'partnership network' of local community centres from which training and job clubs can be delivered – along with numeracy and literacy classes.
- Council aims to have 500 apprentices by 2020.

#### **Volunteering**

- People Can – campaign supporting and encouraging volunteering
- Training of staff and volunteers in welfare advice settings in formal qualifications for interpretation and translation skills.

### ***What needs to be done***

Consider with Children's Services, and others, actions needed to 'poverty proof' the school day – for instance encouraging schools to provide used uniform and shoe swap shops, items of uniform to be available from high street supermarkets.

Consider data from Bradford Education Opportunity Area volunteer literacy and numeracy in schools mapping and plan appropriate actions.

Consider how to target the apprenticeship levy at the most vulnerable residents.

Consider with Education how community venues (including schools out-of-hours) could be used to run skill development sessions.

### ***Data measures across this priority area***

- Standard in reading, writing and mathematics at Key Stage 2.
- Percentage of out of work benefit claimants.
- Number of in work benefit claimants.
- Percentage of NEETs.
- Percentage of unauthorised pupil absence.
- Percentage of working-age people qualified to at least Level 3.
- Percentage of people with no qualifications.
- Take up of apprenticeships by location and other equality characteristics.
- Rate of attainment at Key Stages for those on Free School Meals compared to those not on free school meals.

## Priority 5: Strengthen families and communities

### *Why is this important*

Children who grow up in low-income households have poorer mental and physical health, and are more likely to leave school with lower educational attainment. For this reason this approach builds on the previous Bradford and District Child Poverty Strategy<sup>20</sup>.

Being socially connected within a neighbourhood or community (and cross community) can support good mental health and reduce the need for public sector and other organisations' interventions<sup>21</sup>. Being able to and confident to access local community or voluntary provision can help people to help themselves in familiar settings.

We need to make sure people in local areas have the powers, incentives and capacity to tackle poverty.

### *What will help*

- Parents supported to help support their children's early years educational development.
- Involving people with first-hand experience of poverty in shaping policies and approaches to prevent poverty and enable people to get out of poverty.
- Increasing financial and digital inclusion.
- People being able to access the right support first time.
- People being socially connected and able to take part in a range of social activities.
- People with a lived experience of poverty being involved in developing solutions.

### *What's already happening in Bradford*

#### **Supporting parents**

- Changing Places Programme (funded through the Controlling Migration Fund) – aims to reduce inappropriate use of services and link people from new communities into opportunities available across the district.
- Re-invigorating early help and access to children's social care through the Prevention and Early Help Programme.
- Stronger Communities Strategy (Integration Area Pilot) – promoting access to opportunities for all in education, work and play. Looking at provision of ESOL across the district and making sure provision is accessible to communities and individuals.
- Better Start Bradford a community partnership to help parents give their children the best start in life.
- Born in Bradford – a partnership programme that works to improve the health and life chances of children and young people particularly in the early years of life.

#### **Social connections and activities**

- A range of Voluntary and Community Sector services across the district providing opportunities for communities to come together, support their health and wellbeing, access services and support, develop and gain skills.
- People Can – Campaign to encourage and support people to volunteer, connect and do things together to improve their neighbourhoods.

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<sup>20</sup> Bradford and District Child Poverty Strategy 2014-17, City of Bradford Metropolitan District Council Children's Services, 2014

<sup>21</sup>

### **Increasing digital inclusion**

- Credit Union – helping people without access to credit to build a personal credit rating and access responsible loans and financial capability/awareness sessions.
- Universal Support Delivered Locally multi-agency group (government programme funded by the Department of Work and Pensions), continues its work to identify action needed and put in place solutions to ensure people can apply on line for Universal Credit and other welfare benefits.

### **Accessing the basics**

- Access to food outside of term time and assessing the extent of food poverty within communities, holiday hunger work.
- Healthy Bradford Charter.
- Feeding Bradford Campaign
- Support to Food Poverty Networks
- Bradford Healthy Heat Programme provides heating measures to low income private sector households where a person with a chronic cold related condition is housed to ensure they are able to live in a warm home they can afford to heat properly.

### ***What needs to be done***

Involve people with first-hand experience of poverty in shaping policies and approaches to prevent poverty and enable people to get out of poverty – consider establishing a Poverty Truth Commission or other mechanism.

Facilitate community-led solutions to poverty through an asset-based approach within communities, recognising the strengths and skills already present (including those with a lived experience of poverty).

Work with social enterprises and voluntary and charity sector to find new and innovative solutions to address food poverty in the district.

Encourage initiatives to reduce the risk of social isolation

Identify groups with destitute members – current support available to them and unmet needs.

Consider how our multi-lingual people could be involved to support individuals in community settings to inform about interventions and gather views on proposed actions.

### ***Data measures across this priority area***

- Percentage of children living in poverty.
- Average life expectancy.
- Average life expectancy in good health in years.
- Percentage of people who agree that their local area is a place where people live together harmoniously.
- Percentage of people volunteering.

## 6. Data, performance and monitoring

An evidence review published by the Joseph Rowntree Foundation reported that anti-poverty strategies are more likely to succeed when they have<sup>22</sup>:

- Political commitment;
- Clear lines of accountability;
- Links to economic policy;
- Dedicated institutions or systems of governance;
- Co-ordination across government;
- External stakeholder involvement;
- An effective system of monitoring and review.

Delivery of this strategy will be overseen by the Anti-Poverty Coordination Group (APCG) which will report to the Health and Wellbeing Board. Progress reports for information will be provided to the Council's Corporate Overview and Scrutiny Committee and any other bodies/organisations or groups it feels appropriate in terms of their consideration and actions.

### Data

The following data will be used to consider if anti-poverty actions taken across the district and through this strategic approach have been effective. Where possible data will be reported at different levels, such as at district and ward level and will also be compared to national or regional returns. This will allow the APCG to drill down to identify where an intervention/action is or is not being effective and where additional effort may need to be targeted. This will also enable us to identify best practice so that this can be replicated across all our localities.

Priority and data measures	Data is available at these levels ●					
	England	Region (Y&H)	District	Constituency	Ward	Communities of interest/protected characteristics
<b>1. Boost incomes and reduce costs</b>						
• Number of in work benefit claimants			●	●		
• Number of new jobs (measure to be identified from Bradford Economic Strategy 2018-30)			●			
• Take up of free childcare places	●	●	●			
• Percentage of households in fuel poverty	●	●	●	●		
• Percentage of older people (60+) living in income deprived households			●			
• Percentage of people receiving low earnings			●			
• Median rates of pay	●		●			

<sup>22</sup> International and historical anti-poverty strategies: evidence and policy review, MacInnes, Bushee et al, New Policy Institute, 2014

Priority and data measures	Data is available at these levels ●					
	England	Region (Y&H)	District	Constituency	Ward	Communities of interest/protected characteristics
<b>2. Promote long-term economic growth, benefitting everyone</b>						
● Take up of apprenticeships by location and other equality characteristics ( <i>Measure to be identified</i> )						
● Number of new jobs created locally ( <i>measure to be identified from Bradford Economic Strategy 2018-30</i> )						
● Number of jobs for every working age person	●	●	●			
● Number of in work benefit claimants				●	●	
<b>3. Deliver an effective benefits system</b>						
● Rate of benefit sanctions	●	●	●			
● Take up of skills and employment training of eligible adults in families claiming DHPs. ( <i>developing PI</i> )			●	●	●	
● Number of in-work claimants			●	●	●	
● Number of working families receive Working Tax Credit and/or Child Tax Credit				●		
<b>4. Improve education standards and raise skills</b>						
● Standard in reading, writing and mathematics at Key Stage 2	●		●			
● Percentage of out of work benefit claimants	●	●	●			
● Percentage of in work benefit claimants – Universal Credit claimants	●	●	●			
● Percentage of NEETs and not known	●		●	●	●	
● Percentage of unauthorised pupil absence	●	●	●			
● Percentage of working-age people qualified to at least Level 3	●	●	●			
● Percentage of people with no qualifications	●	●	●	●		
● Take up of apprenticeships by location and other equality characteristics	●	●	●	●		
● Rate of attainment at Key Stages of those on free school meals compared to those who are not	●	●	●			
<b>5. Strengthen families and communities</b>						
● Percentage of children living in poverty	●	●	●			
● Average life expectancy in years	●	●	●	●	●	
● Average life expectancy in good health in years	●	●	●	●	●	
● Percentage of people who agree that their local area is a place where people live together harmoniously			●			
● Percentage of people volunteering ( <i>measure to be identified from People Can project</i> )			●			

Where required, data will be identified to evidence the impact of specific interventions, actions or projects undertaken through this strategy. These data measures are described in the delivery plan that accompanies this document.

The data will be monitored to determine movement is in the correct direction to evidence that interventions are reducing the impacts of poverty on people in Bradford. A traffic light system will be used where 'Red' indicates that interventions are not having the impact expected, 'Amber' where there is little change and 'Green' where interventions are having a positive impact. Please note levels of poverty will also be influenced by factors outside the district and the control or influence of the APCG or other organisations within the district.

Impacts of other strategies and plans will continue to be reported in line with the requirements of existing governance arrangements. The APCG will seek to hear from partnership groups and other bodies where their activity aimed at tackling poverty is not progressing as expected. APCG will consider how barriers can be removed or new approaches can be adopted and present these to the appropriate partnership, group or body for their consideration.

### Performance monitoring

Progress reports will be presented for consideration at each APCG meeting. These reports will describe action taken since the previous meeting, any impact and, where available, be supported by data.

Reports will be prepared and presented to the Health and Wellbeing Board. Reports will also be presented to the Council's Corporate Overview and Scrutiny Committee and the Council's Area Committees and any other partnerships and bodies the APCG considers appropriate.

Delivery of this strategy will be overseen by the Anti-Poverty Coordination Group (APCG) which will report to the. Progress reports for information will be provided to the Council's Corporate Overview and Scrutiny Committee and any other bodies/organisations or groups it feels appropriate in terms of their consideration and actions.

## Appendix 1: Anti-Poverty Co-ordination Group Terms of Reference

### 1. AIM AND OBJECTIVES

The Anti-Poverty Co-ordination Group (APCG) will provide policy direction and oversight to reduce poverty. The APCG will also ensure that this work is prioritised by partners both as individual organisations and through their work within the Strategic Delivery Partnerships, sub groups and networks.

The APCG will do this by:

- Reducing duplication in effort by maintaining a broad overview of strategy, plans and activity across the district.
- Supporting existing strategic and delivery partnerships, groups and providers to reflect and deliver the five anti-poverty priorities within this approach in their strategies, plans and actions.
- Supporting people with a lived experience of poverty to be involved in developing local solutions and responses.
- Using data and research to determine the impact of interventions and to inform additional activity.
- Concentrating effort where further collaborative partnership working could have an impact.
- Identifying gaps or barriers to progress and consider how these can be filled or removed.
- Exploring and using new approaches where gaps or barriers to progress have been identified.
- Collaborating with partners across West Yorkshire, the region, nationally, globally or virtually where this would support delivering on our priorities.
- Understanding how some government policy contributes and impacts poverty in Bradford District and considering further interventions to address these impacts.
- Determining how and when to undertake lobbying activity with the aim of reducing negative impacts of decisions taken outside of the district.

### 3. DELIVERY OUTCOMES:

The Anti-Poverty Co-ordination Group (APCG) will oversee the implementation of our shared interventions as outlined in the Bradford District Anti-Poverty Strategy and associated delivery plan.

### 4. REPORTING ARRANGEMENTS:

The Anti-Poverty Co-ordination Group (APCG) will provide reports to the Health and Wellbeing Board, the Council's Corporate Overview and Scrutiny and Area Committees on progress and developments.

### 5. MEMBERSHIP:

Membership of the Anti-Poverty Coordination Group (APCG) will consist of named representatives from district-wide public, community and voluntary, faith and business representative organisations or bodies.

Representatives are expected to be at a level where they are able to direct resources within their own organisations or have a strong influence on policy.

In order to ensure effective working, the membership of the Anti-Poverty Co-ordination Group (APCG) needs to be kept to a manageable number.

Consistency of representation is also vital, to enable the group to develop a shared understanding and commitment to the project.

**Members of the group are expected to:**

- Make policy and service delivery related decisions on behalf of their respective organisations.
- Provide leadership (champion / sponsor) and direction for thematic areas of work and key activities.
- Facilitate linking with partners who are working towards similar objectives and/or with similar client groups.
- Assess the feasibility of proposed interventions.
- Make resources available for priority areas of work.
- Share information and data about service provision and performance in relation to agreed objectives to reduce inequalities.

**Members will include representation from the following partners:**

- Council Executive member – Portfolio Holder for Neighbourhoods and Community Safety – Chair
- Council Member Champion
- Bradford Council – Senior Officer representative x4 (One of these to be the nominated officer champion)
- Voluntary and Community Sector: one representative to be appointed by the Bradford District Assembly
- Businesses / Employers representative
- Clinical Commissioning Group representative
- Department of Work and Pensions representative
- Housing representative (Social sector landlord representative)
- Faith Group representative
- Protected characteristics groups representative
- Welfare and advice organisations
- Migrant/refugee groups representative

**6. CHAIR**

The Anti-Poverty Co-ordination Group (APCG) Board will be chaired by the Portfolio Holder for Neighbourhoods and Community Safety

**7. FREQUENCY OF MEETINGS**

The group will meet on a quarterly basis. Additional meetings will be called at the Chair's discretion.

**8. SUPPORT**

The Anti -Poverty Co-ordination Group (APCG) will work closely with Strategic Delivery Partnerships and their sub groups to ensure delivery of key actions and to provide a platform for escalating issues for policy steer or the removal of barriers and blockages. The APCG will also when required commission the set up of specific task and finish groups. These groups will inform the work of the APCG and will provide regular updates and escalate issues when required.

Programme management support to the Anti-Poverty Co-ordination Group (APCG) will be provided by the Council's Office of the Chief Executive, with other support arrangements from partners when necessary.

**9. GOVERNANCE ARRANGEMENTS**

The group will provide reports for the Health and Wellbeing Board. It will also present reports to Council Overview and Scrutiny Committee, Area Committees for their comment.

**Bradford District Anti-Poverty Co-ordination  
Group**

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