

ROTHERHAM BOROUGH COUNCIL – REPORT TO MEMBERS

1.	Meeting:	Health Select Commission
2.	Date:	12th June 2014
3.	Title:	Health & Wellbeing Strategy - Poverty Theme Progress Update
4.	Directorate:	Neighbourhoods and Adult Services

5. Summary

Poverty and its determinant factors such as low skill levels, lack of employment opportunities, ill health and low aspirations is a significant problem in Rotherham. The problem is especially acute in some neighbourhoods. Consequently the Health and Wellbeing Strategy (HWB) has a specific theme focussing on this issue. Successfully tackling poverty will require a widespread corporate and multi-agency response, and much is being done from several departments and agencies. The council's response sits across all directorates, with the most focussed activity taking place as part of the Deprived Neighbourhoods agenda. This report is one of a series of reports to be presented to the select commission highlighting the HWB strategy work streams. The report sets out the extent of the problem and highlights some of the approach taken to tackle this issue.

6. Recommendations

- **That the Health Select Commission notes the progress made against the objectives within the workstream.**

7. Background and Details

7.1 Poverty in Rotherham

The 2010 Indices of Multiple Deprivation (IMD) highlighted significant concerns in relation to a worsening position for Rotherham’;

IMD Quintiles Rotherham	Average Score 2004	Average Score 2007	Average Score 2010	Change 2004-10	Change 2007-10
Most Deprived 20%	49.9	49.1	52.2	+ 2.3	+ 3.1
Most Deprived 20-40%	35.6	34.4	36.4	+ 0.8	+ 2.0
Average Areas	25.8	23.9	25.1	- 0.7	+ 1.2
Least Deprived 20-40%	17.7	15.5	16.2	- 1.5	+ 0.7
Least Deprived 20%	11.5	10.2	10.4	- 1.1	+ 0.2
Rotherham Average	28.2	26.7	28.1	- 0.1	+ 1.4

Since the publication of the IMD in 2010, there have been some improvements (these are discussed below in 7.3) however what we know historically is that several neighbourhoods lag behind the rest of Rotherham. The deprived neighbourhoods’ strategy identified eleven areas of the borough where there is a significant concentration of people whose quality of life is significantly below the norm for other parts of the borough. These areas have, in the main, suffered from long term deprivation and have featured amongst the worst in the country based on their rankings in the Index of Multiple Deprivation for many years. In these eleven areas, people who are suffering from the effects of multiple deprivation are not finding opportunities to improve their quality of life.

The table below shows the comparable difference between the borough average, the average of the 11 deprived neighbourhoods and the ‘worst’ deprived neighbourhood against a number of Poverty indicators.

Indicator	Rotherham	11 Most Deprived N’hoods (Average)	Highest or “Worst” Value in the Deprived N’hoods	“Worst” Neighbourhood
IMD Score	28.1	54.3	65.6	Canklow
Income Deprived	17.6%	35.1%	42.7%	Canklow
Child Poverty	23.5%	44.8%	58.1%	Canklow
Workless 2008/9	13.4%	21.9%	27.2%	E Herringthorpe
Workless 2012	15.2%	28.2%	36.3%	Canklow
JSA 2012	5.2%	11%	16.8%	Eastwood
IB/ESA 2012	7.9%	12.9%	18.7%	Canklow
DWP Ben 2012	18.9%	33.4%	41%	Canklow
CT or Housing Benefit	29%	52.3%	61.5%	Eastwood

Free School Meals	18.7%	34.9%	52.6%	Rawmarsh E
Annual Benefit Loss per WA adult	£556	£872	£1,089	Canklow
Male Life Expectancy	76.9	73.9	70.7	Dinnington C
Female Life Expectancy	80.9	78.8	71.9	Canklow
5+ GCSE A*-C	56.2%	37.3%	25%	Canklow

7.2 Policy & Approach

Rotherham Borough Health & Wellbeing Strategy 2012-2015 sets the strategic priorities for collective action to improve health and wellbeing of local people. There are six strategic priorities with accountable lead officers developing 'workstream plans' for each priority. The priorities are;

1. Prevention and Early Intervention
2. Aspirations and Expectations
3. Dependence to Independence
4. Healthy Lifestyles
5. Long-term Conditions
6. Poverty
- 7.

The Poverty theme of the Health & Wellbeing Strategy has the following outcomes:

Priorities

- We will make an overarching commitment to reducing health inequalities, particularly in areas suffering from a concentration of disadvantage.

We will ask the Rotherham Partnership:

- To look at new ways of assisting those disengaged from the labour market to improve their skills and readiness for work.
- To ensure that strategies to tackle poverty don't just focus on the most disadvantaged, but there is action across the borough to avoid poverty worsening.
- To consider how we can actively work with every household in deprived areas to maximise benefit take-up of every person.

Much of this work is undertaken at a neighbourhood level as part of the Deprived Neighbourhoods initiative. The attached work plan (appendix 1) outlines the activity which is underway to address these outcomes.

Work is also progressing corporately to develop a Building Resilience Strategy for the borough. This approach will ensure that we are taking a strategic multi-agency approach towards tackling the key underlying issues affecting poverty in the borough. The emerging strategy centres on a small number of headline objectives around which partners can focus their efforts and resources, augmented by more specific and measurable actions. To some extent the strategy is about improving the

coordination of existing activity and gaining a clearer understanding of impact, ensuring that resources are allocated effectively.

The approach is based on the following principles:

- Working with people to build their resilience, capability and confidence, enabling them to respond to challenges and find solutions to their problems
- Focusing particularly on areas of severe deprivation and disadvantage to reduce inequalities in the borough, whilst not excluding other communities or groups in need
- Actively seeking opportunities for efficiencies or long term savings through effective partner collaboration, increased integration and preventative approaches
- Taking action based on evidence of what's needed and what works allied with clearly defined measures of progress and success

The four overarching objectives are:

- Maximising access to sustainable, decently paid employment and relevant training
- Inclusive economic growth that benefits all of Rotherham's communities
- Helping people to thrive and fulfil their potential
- Building social capital and helping neighbourhoods to flourish

For each of these objectives work streams are being established.

7.3 Rotherham Deprived Neighbourhoods

It was agreed by Cabinet and Rotherham Partnership that a new approach based on local leadership and a long term commitment from partners should be put in place to tackle inequalities in disadvantaged areas (as identified through IMD 2011) as well as supporting the Health and Wellbeing strategy. Cabinet Member and Strategic Director leads were identified for each of the eleven deprived neighbourhoods.

Area Coordinators were also identified for each of the eleven areas and were given the remit of;

- Developing a local rich picture
 - Establish an analysis of the critical issues within the area
 - Clear evidence base and an analysis of need
 - Use local intelligence about need and pressing problems.
 - It will be the baseline from which progress is monitored
- Putting in place governance and engagement strategies
 - Establishing communication and engagement routes with members and communities
 - Supporting the local governance arrangements
 - Determining the need for a local group to oversee action
 - Establish effective mechanisms that get things done
- Establishing an action plan

- Making connections with the key players from other agencies to deliver the action plan

Rich pictures and action plans have been developed in each area and between 4 and 7 priority areas have been identified.

	CYP Education	Adult Skills	Employment	Health	Crime & ASB	Environmental	Community Engagement
East Herringthorpe	X	X	X	X	X	X	X
East Dene	X	X	X				X
Dalton & Thrybergh	X	X	X	X	X	X	X
Rawmarsh East	X	X	X	X	X	X	X
Eastwood	X	X			X	X	X
Town Centre	X		X	X	X		
Ferham / Masborough	X			X	X	X	
Dinnington	X	X	X	X	X	X	
Maltby South East	X	X	X	X	X	X	
Aston North	X		X	X			X
Canklow	X	X	X	X	X	X	X

Focussed activity has been taking place since 2013 and Coordinators are working corporately to ensure interagency commitment and progress on these priorities. The Poverty & Deprived Neighbourhoods work plan is attached (see Appendix 1) and provides detail on the progress of the priorities.

The table below provides an overall direction of travel for the deprived communities.

Performance Across All 11 Most Deprived Areas by SOA (28)

Indicator	2011/12			2012/13			2013/14			Change in Number	Change in Rate	Direction of Travel	Relative Performance
	Rate	% of Roth		Rate	% of Roth		Rate	% of Roth					
Employment													
DWP Benefit Claimants	9585	33.6	30.1	9315	32.7	29.9	8,920	31.3	29.9	-665	-2.3	G	A
Job Seekers	3150	11	35.8	3085	10.8	34.9	2685	9.4	35.2	-465	-1.6	G	A
Long Term Sick	3770	13.2	27.7	3545	12.4	27.9	3480	12.2	28	-290	-1	G	A
Lone Parents on Income Support	995	3.5	36.2	905	3.2	35.8	900	3.2	35.9	-95	-0.3	G	A
Workless Benefits	8200	28.8	31.5	7820	27.4	31.4	7320	25.7	31.3	-880	-3.1	G	A
Crime and ASB													
Domestic Burglary	257	13.5	27.9	310	16.4	29.4	NA			53	2.9	R	R
Criminal Damage - Dwelling	378	19	38.9	365	18.3	37.1	NA			-13	-0.7	G	G
Violence against the person	966	21.4	44.6	757	16.8	39	NA			-209	-4.6	G	G
Vehicle crime	511	11.3	26	485	10.7	23.7	NA			-26	-0.6	G	G
Total Crime	5432	120	35.4	5345	118	33.9	NA			-87	-2	G	G
ASB	6795	151	32.7	5126	114	31.4	NA			-1669	-37	G	G
Income													
Council Tax & Housing Benefit	9401	49.4	29.8	9010	47.6	29.5	NA			-391	-1.8	G	A
Free School Meals	884	34.9	40.1	927	37.3	40	1008	38.1	40.4	124	3.2	R	A
CYP Education													
GCSE A*-C inc English & Maths	249	38.9	14.3	222	37.3	12.4	271	44.3	13.6	22	5.4	G	R
EYFSP CLL & PSE 6+ / Good*	266	39.6	15.7	338	50.6	18.5	320	44.3	18.1	54	4.7	G	G
KS2 Level 4 English & Maths	336	56.8	16.6	348	62	17	420	65.8	19.6	84	9	G	G
KS1 Level 2 Average (M,R,W,S)	378	59.9	18.3	393	59.5	18.2	408	60.6	18.6	30	0.7	A	A
Adult Skills													
Aged 25-64 Level 1 or below	12047	53.4	22.7										
Aged 25-64 Level 3 or above	4769	21.1	10.4										
Environmental													
Empty Homes	820	4.1	22	992	5	26.1	NA			172	0.9	R	R
Health													
Male Life Expectancy	74.6		97	NA			74.4		96.2	-0.2		A	R
Female Life Expectancy	79.7		98.5	NA			79.8		98.3	0.1		A	A

* EYFSP Achievement - changed headline indicator 2013

NA - awaiting 2013/14 year end update

Individual themes –

Each priority area has been evaluated to assess progress made (see appendix 2) emerging issues are summarised below:

7.3.1 Children, Young People & Education

Functional Skills are the essential skills needed for ENGLISH, MATHS and ICT, vital for young people and adults to participate in life, learning and work. We know that people with good maths and English skills are better able to secure solid employment, gain the skills employers need and help sustain economic growth. English and maths are increasingly a foundation on which all further achievement in education depends and they are critical for work and everyday life.

Nationally, half of all young people start adult life without achieving level 2 English and maths. Adults who lack literacy and numeracy skills tend to be less productive at work, earn lower wages, are more likely to suffer from ill health and experience social exclusion. An estimated 550,000 benefit claimants have poor literacy, language and numeracy skills and, despite their contact with different public services, very few start courses.

20.6% of people aged 16-64 in Rotherham have no qualifications, well above the English average of 14.8%. This indicates that Rotherham is likely to have a significantly higher proportion of working age adults who are lacking functional skills. The local challenges are higher in the more deprived parts of Rotherham as indicated by the percentages of working age people with no qualifications. In the Town Centre, 28.2% have no qualifications, almost double the national average and in Canklow 43.7% have no qualifications, almost three times the national average.

Young people in deprived neighbourhoods are not achieving English and Maths to the Local Authority average and of the 16 learning communities, predominantly those in the deprived communities are below the Local Authority average.

It is recommended that stronger links need to be created between the Area Coordinators and the Learning Communities. In the deprived neighbourhoods, performance needs to be drilled down to SOA level and, where necessary, take to the schools to challenge.

7.3.2 Adult Skills

Tracking progress for Adult Skills using statistics is difficult as they do not monitor progress except over 10 years. From the 2011 census; 40% people in deprived neighbourhoods have no qualifications and only 19% have a Level 3 qualification or above. Canklow, Dinnington Central, East Herringthorpe, Eastwood and Rawmarsh East have the poorest position when you look at both indicators. Employability requires minimum level 2 English and Maths, ICT minimum level.

In all areas there are a wide range of providers of basic skills courses in a variety of community settings and the target audience is easily identified. All areas are benefiting from better coordination through action plans which is resulting in less

duplication of courses and better publicity of courses and referrals between agencies, particularly Job Centre Plus. Joint working has also developed some innovative initiatives at a local level, for example, Members of the Model Village Association in Maltby have undertaken training so that they can now support other community members with ICT. They have applied for funding for laptops and broadband access and now run sessions in the local community centre.

Common Problems

- Take up of courses – this is a problem regardless of provider. Normally around 12 learners are needed to make a course viable and recruiting the required numbers needs a big push in terms of publicity etc. Courses do get cancelled because not enough people enrol.
- Retention – there can be a high dropout rate for some of the courses, so although a course may start with 12 learners only 8 or so will make it to the end of the course.
- Progression – Once learners have completed a course – where to next?
- Mobility – learners seem to be unwilling to travel to access provision, even within the same community.

Some of the above problems could be attributed to lack of aspiration and confidence of people within disadvantaged communities. This issue has been identified in several areas and is particularly prevalent in areas where English is a second language.

Therefore the major issue identified in all areas is connecting people with the provision. Increased community engagement activity which builds up the connectivity within a community will have an impact on this. However, a possible solution to this would be to consider outreach support work in the geographical areas with targeted groups of greatest need. A pilot project in the Boston Castle Ward is due to begin in June funded through Community First and it is recommended that the outcomes from this be evaluated and if positive consideration given to where else this may be of value.

7.3.3 Employment

There is a clear focus of employment and skills in many policies / strategies at the European, national and local level.

In March 2014, the Local Economic Partnership (LEP) for Sheffield City Region submitted the final Strategic Economic Plan (also known as the Growth Plan) to government. This is described as a focused ten year (2015 – 2025) plan for private sector growth with the creation of 70,000 new private sector jobs and 6,000 new businesses over this period being at the heart of the plan.

The Sheffield City Region will receive €203.4 million (about £175m) of “European Structural and Investment Funds” (ERDF and ESF) for the seven years 2014-2020. Social Inclusion is a cross-cutting priority (i.e. unfunded) in recognition that the city region “contains neighbourhoods of entrenched worklessness where unemployment and economic inactivity levels far exceed both national levels and the city region average. We need to reduce unemployment and inactivity to narrow the distance between these areas and the city region average. Unemployment “hot spots” are

often areas with complex and long-standing challenges which fuel multi-generational deprivation; unemployment and economic inactivity often deriving from and driving lack of skills and health inequalities.”

It aims to do this by putting resources into the skill development and integration of young people into the labour market with a third of ESF resources focused on 16 – 24 year olds. However over 45% of the population is 25+ and will be under 68 in 2020, so the ESIF includes a number of elements to tackle the main barriers for adult unemployment, workless and under-performance in the labour market to complement the mainstream interventions by DWP and create additional employment.

From claimant count statistics, over the last 2 years 10 of the 11 deprived neighbourhoods have seen rates fall (except Canklow). Employment is a priority area in 9 of the 11 deprived neighbourhoods therefore targeted action has been taken to tackle unemployment, best practice from this includes;

- Employability Skills for Council Tenants
- Jobs Information Sheet
- Taster courses
- Disability Employment Advisor
- Rotherham United JobClub
- Volunteering placements in RMBC

7.3.4 Health

Many factors combine to affect the health of individuals and communities. Where we live, the state of our environment, genetics, income and education level and relationships with family and friends have considerable impacts on health, whereas the more commonly considered factors such as access and use of health services often have less of an impact (WHO, <http://www.who.int/hia/evidence/doh/en/>). The Director of Public Health Annual Report provides a comprehensive appraisal of the key actions needed to reduce health inequalities, particularly the causes of premature death and the growing problem of disability brought on by long term diseases or conditions. Three of the priority measures within the Health and Wellbeing Strategy are tobacco, overweight and obesity and alcohol.

- Smoking rates in Rotherham are higher than the England average for the general adult population, in pregnancy and for young people.
- Rates of overweight and obesity in Rotherham are higher than the England average for adults. For children the rate is the same as England at reception but by year 6 rates are higher than the England average. Obesity rates double between Reception year and year 6
- The percentage of Rotherham’s adult population with increasing and higher risk drinking is similar to the England average, but we have significantly higher numbers of hospital stays for alcohol-related admissions. The relationship between alcohol use and deprivation is complex, excess consumption was more common in less deprived neighbourhoods. In contrast, binge drinking was more common in deprived neighbourhoods.

To respond to these issues, the following measures should be implemented;

- Ensure those working in deprived neighbourhoods are trained in Making Every Contact Count. Ensure information about behaviour change services is prominently displayed and readily available in every community venue in each deprived neighbourhood
- Actively promote the availability of free school meals and the RMBC healthy school meals policies
- Distribute information about the dangers of cheap and illicit tobacco throughout networks and community groups in each deprived neighbourhood to encourage intelligence on activity, and by pass any intelligence back to Trading Standards (01709 823161/823164)
- Area Coordinators should make contact with local general practices to increase their awareness of local health provision in their community and to provide community feedback to the practice.

7.3.5 Crime & ASB

The data is based on South Yorkshire Police data only and compares the equivalent six month periods Oct '12 – Mar '13 and Oct '13 – Mar '14. The data excludes the Town Centre given transient nature of population i.e. people shopping, socializing etc.

Crime

- Borough rate 33.7 per 1,000 population, has decreased by 3.3 year on year
- When compared with borough average, the rate per 1,000 population is higher in 8/10 Deprived Neighbourhoods (except Aston North and East Dene)
- When compared with borough average, rate of change is not as good in 6/10 Deprived Neighbourhoods

ASB

- Borough rate 30 per 1,000 population, has decreased by 6.6 year on year
- When compared with borough average, the rate per 1,000 population is higher in 9/10 Deprived Neighbourhoods (except East Dene)
- When compared with borough average, rate of change is better in 6/10 Deprived Neighbourhoods.

The pressure on the police to address certain priorities, and the reduction in partner resources, has impacted on the local capacity, through Neighbourhood Action Groups, to determine priority issues/locations and take action to address them

Following on from consultation with the police District Commander, there is an intention to improve the process for determining what local actions and resources should be applied to emerging problems. The JAG will be combined with the community tasking process to ensure that senior level support and consequent resourcing can be given to tackling emerging problems. The relationship between the JAG and the NAGs will also become more prescriptive, with the JAG holding to account the NAGs for their success or failure on tackling identified priorities.

A small number of areas – in particular Dinnington, Eastwood and Ferham – are causing a disproportionate level of demand on partners. Further consideration needs to be given options and resources available to reduce this demand.

7.3.6 Environmental

The data available for complaints about environmental issues comes from the Flare database. The data extracted deals with complaints about fly tipping, accumulations of rubbish, litter and dog fouling made by members of the public or referred from other agencies. It has excluded the proactive work undertaken by various teams identifying additional issues.

Data shows that there has been a general increase in the number of complaints made about waste accumulations and fly tipping but a marked reduction in complaints about dog fouling and litter. In areas where there has been traditionally very low levels of reporting (Aston, Canklow and the Town Centre) there have been sharp increases albeit from a low base (4 to 8 complaints in a year), which could be viewed as a positive step since increased reporting is not necessarily an indication that an area is suffering. Whilst it is difficult to achieve in the current climate of austerity, a resumption of localized street scene quality assessments and surveys in localities may help ascertain whether there are real improvements.

The areas with the most focused attention on environmental issues (and the greatest success in terms of litter and dog fouling complaints) have all taken similar approaches, in targeting enforcement and patrolling resources to spot problems early and deal with issues proactively, have identified local community groups to work with including parish councils where possible and have looked at quick wins to clean up the community.

Community First funding and encouraging local people to get involved and look after their street seem to be having an impact on complaint levels, and the confidence to come forward to the council and partners with issues

The financial pressures on Streetscene are likely to affect their ability to react quickly to changing priorities. Their service standards have been adjusted to reflect the changing level of resource and they have fewer vehicles to remove waste and flytipping. These issues may contribute to higher rates of complaint as waste may be left longer and bins emptied less frequently

7.3.7 Community Engagement

Community Engagement is a priority area in 7 of the 11 deprived neighbourhoods. Levels of community engagement differ in each of the area ranging from long established community groups to a history of poor engagement. Through the work of the deprived neighbourhoods, 2 areas known for being hard to reach have now got constituted community groups who are working the council partners to apply for funding and run events and activities. One area still has no organised groups however there are 2 Parish councils which could be utilised.

Recommendations for Improvement;

- All Co-ordinators to recognise value of community involvement as a key method of raising aspiration.
- Use community engagement as the focus of cascading information on adult education, employment, health and environment.
- Increase resources toward engagement.
- Work closer with the Customer Engagement Team to target 'communities of interest' within the disadvantaged areas.
- Improve links to schools within the 11 communities of disadvantage in relation to involvement.
- Closer links to environmental work such as community clean-up days as an established method of engagement.
- Establish a 'plan of engagement' throughout the disadvantaged areas so ideas and concepts can be shared.

8. Next steps

To ensure that there is a firm multi agency commitment to the Building Resilience Strategy it is intended to take the strategy to the Strategic Leadership team, Health and Wellbeing board, Members and Leaders Welfare Steering Group. Once there is agreement on the strategy the next step will be to establish task groups which will each have responsibility for 1 objective within the strategy.

Action at local level will continue to be driven by local priorities and Coordinators will continue to sustain and maintain the 11 deprived neighbourhood action plans. Using the priority area evaluations, we need to learn the lessons coming out of the themes and disseminate them across all deprived neighbourhoods.

To assist this, RMBC's Community Engagement and Neighbourhood Partnership teams are being restructured to enable greater emphasis on the deprived neighbourhoods work.

9. Summary

Considerable effort is taking place to try to reduce the effect of Poverty in the borough. In the face of significant shifts in the wider economy and the welfare system, some progress is being witnessed in terms of unemployment rates, worklessness, educational standards and crime. Despite this there is some evidence that whilst most deprived neighbourhoods are seeing improvements, the rate of improvement is on the whole slower than in other areas. Consequently it is imperative that focus is maintained on prioritising those communities which have the greatest distance to travel.

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