



Better off in Salford | A strategy to end family poverty and improve life chances

Partners IN Salford

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Foreword

The urgency and importance of tackling family poverty cannot be overstated. It must be everybody's business.

In recent years Salford has undergone a real economic renaissance. Even in the midst of recession steady growth and development have continued. The council and our partners are clear that the purpose of this growth is to connect Salford people with opportunities. We have made great progress in this work. For example, a concerted partnership effort through the Future Jobs Fund created 800 jobs for Salford's young people, contributing to a reduction in the number of young people not in education, employment and training.

Established joint working between the council and partners in neighbourhoods, which embraces the important role of community organisations, is having a major impact on local issues. A wide range of agencies are involved in fantastic work to support families across our city, enabling the families to achieve their aspirations.

The economic climate and welfare reforms present a major challenge and risk to many people in Salford living on low incomes or at risk of unemployment. Cuts to public service funding mean that we have less resources to work with. We do not see this as a reason to retreat – instead, it is a signal for us to go further with our work in joining up investment, services and community efforts to tackle family poverty.

The best route out of poverty is through employment and we will continue to support people into work – though we know many people need a range of other support services to tackle issues ranging from poor health to low skill levels, debt and housing need.

As elected representatives, we have provided a steer to officers and partners to be as creative and bold as it takes to tackle this issue. This strategy sets out the major step changes, which we believe will make a big difference by building on work: in Salford's neighbourhoods to reach out and support people, with a focus on early intervention and prevention; with employers to generate demand in the economy and link people to jobs; and with partners to invest our resources together against shared outcomes.

This strategy provides a new framework through which politicians, communities, community organisations and agencies can work together to tackle family poverty and improve life chances. We expect this extra level of 'joining up' will enable us to put our resources to the very best possible use for the people of Salford.

We recommend this strategy to you, and ask that you play your part in tackling this crucial issue for Salford.



Councillor John Merry CBE Leader of Salford City Council and Chair of Partners IN Salford



Councillor Margaret Morris Lead Member for Children's Services

Introduction

Salford has a major challenge in dealing with family poverty. It requires everyone to work together, and some real changes in the way we work to make a difference.

A major challenge for Salford

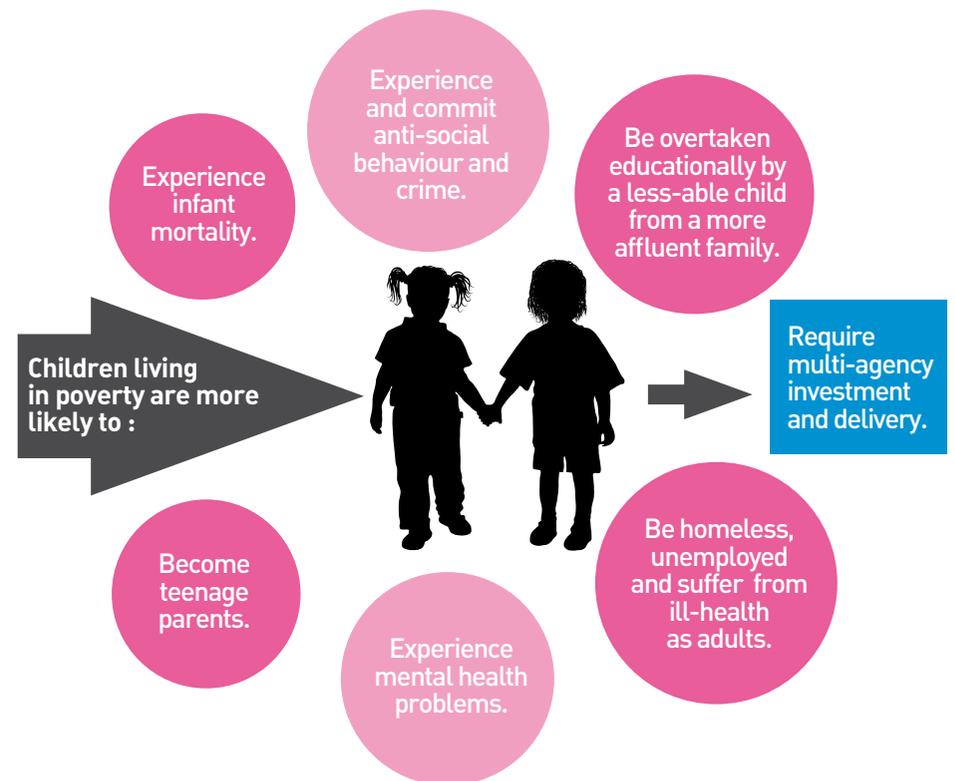
Ending family poverty and improving the life chances of residents is a top priority for the council and its partners. Arguably more than any other priority in the city, ending family poverty requires a targeted, effective and joined up response at all levels - from strategy, investment and management through to support services and front line delivery.

The publication of the Salford position statement, 'Ending child poverty in Salford', in June 2010 set out the strong foundations for this work and launched collaborative work to develop a new joint strategy.

The rationale for partnership action is clear. Poverty negatively affects the lives of children, families and communities. Children who grow up in poverty often do not enjoy the same range of experiences as other children. This can result in poorer life chances in childhood and adult life. Poverty and deprivation mean children grow up in households where the standard of living is well below what would generally be considered acceptable in Britain today.

The causes and consequences of family poverty are wide ranging. Children can miss out in many ways: socially, emotionally, materially and culturally. Although some children will achieve their full potential in spite of growing up in poverty, many will not.

In Salford we have made a conscious decision not to label our strategy a 'child poverty' strategy. Our approach is about ending 'family poverty' because we do not believe we can address child poverty without tackling the causes and effects of poverty for families as a whole. For example, we know that skills, employment and income are inextricably linked, so a focus on parental employment and skills is critical to ending poverty.



The scale and nature of the challenge

A key aspect of our work since the production of our position statement '[Ending child poverty in Salford](#)' in June 2010, has been the production of a comprehensive analysis of the causes and consequences of family poverty within our Child Poverty Needs Assessment (CPNA). The CPNA links to other needs assessments including the Salford Joint Strategic Needs Assessment (JSNA), which describes the health, care and wellbeing needs of local populations. The CPNA provides the evidence base for our strategy as well as being used to inform planning and delivery of services.

The needs assessment paints a stark picture of family poverty in Salford, and makes clear that the effects are widespread, that poverty is very entrenched in some places and that poverty drives demand for services. Our intention is to take this work further, producing local needs assessments, which will inform the way local delivery teams tackle the issues and monitor performance.

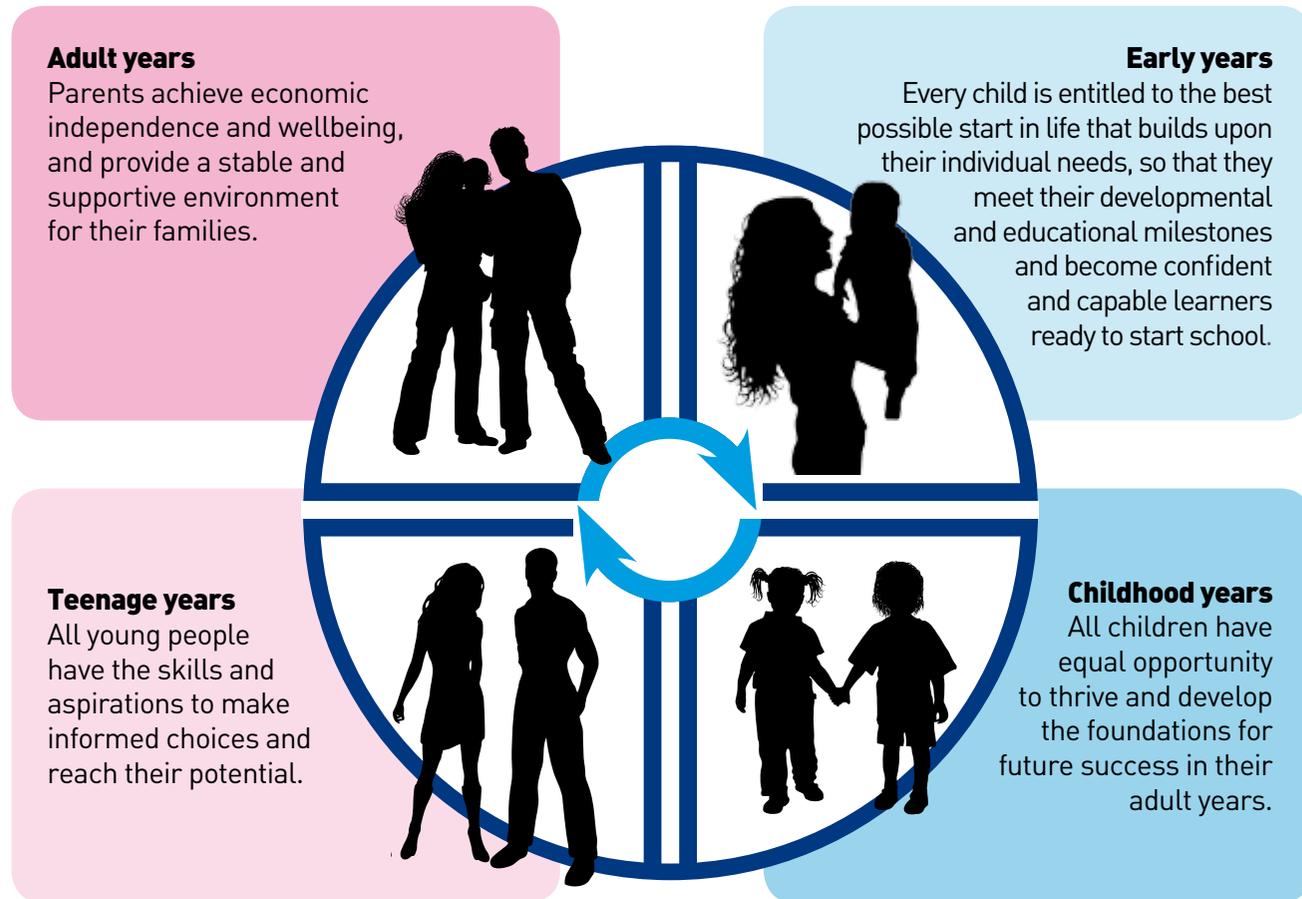
Delivering the strategy

Successful delivery depends first and foremost on people and organisations working together around shared priorities. A delivery plan outlines the wide-ranging action we will collectively take over the next three years, with regular reviews to ensure we are responding to local need, service evaluations and national reforms.

The strategy is set around a lifecycle. This approach focuses on how we can work together to put families at the heart of everything we do. It is about trying to break the cycle of poverty through early intervention and prevention as well as delivering a targeted partnership response to the complex issues faced by individuals, families and communities in Salford. Throughout the strategy we purposefully use the word adults in recognition of the role of parents, guardians and wider family members in supporting children and young people.

A new framework to improve life chances

This strategy provides a new framework through which politicians, communities, community organisations and agencies can work together to improve life chances. It sets out how we will build on what we know works, as well as being innovative in the way we join up investment, services and community effort.



Taking a lifecycle approach to family poverty



The strategy

The strategy is split into the following sections:

The scale and nature of the challenge outlines the key facts about children living in poverty, the hardest hit communities and families at greatest risk of poverty.

National and local context summarises the background to tackling child poverty as well as the reviews and strategies influencing approaches to family poverty. It also describes the local context in which partners are working and the challenges this presents for delivering an effective and integrated strategy.

The story so far sets out the strong foundations for our future work.

Taking a life cycle approach summarises the collective action we must take.

Taking the next big step proposes a set of major changes to improve the way partners work together, as well as with local communities, to tackle family poverty. These focus on: neighbourhood early intervention and prevention; employer engagement; joining up investment; skills and adult learning and financial inclusion.

Making a difference explains how we will deliver the strategy.

Scale and nature of the challenge

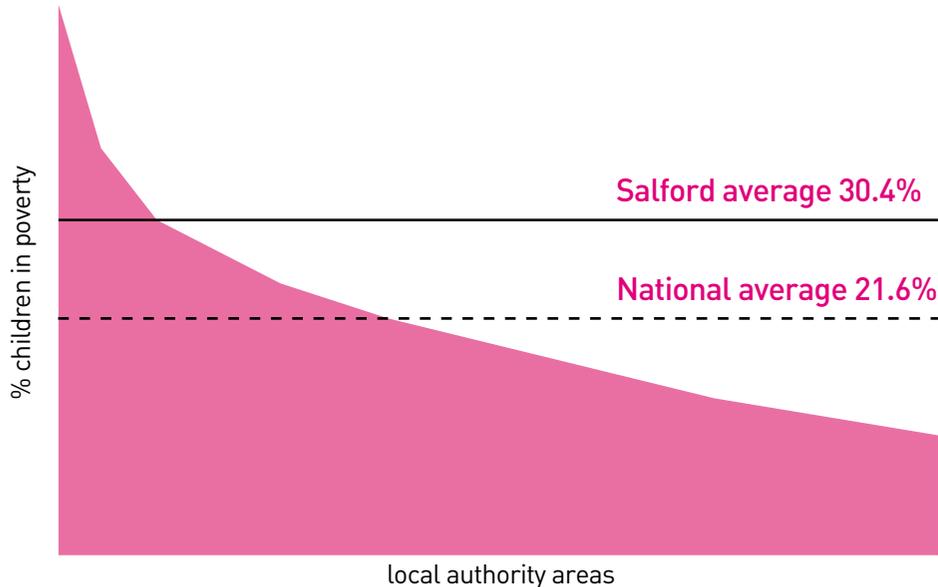


Thirty in every hundred Salford children are living in poverty.

The proportion of children growing up in poverty in the UK has doubled in a generation. Despite some recent progress, around one in four children currently live in families where the standard of living is well below what most people would consider acceptable.

This means that the national commitment to eradicate child poverty by 2020 will require moving around 2.8 million children out of relative poverty.

Child poverty rate by district



What is child poverty?

Children and families are officially considered to be living in poverty if the household is either out of work and in receipt of benefits, or in receipt of tax credits where the reported income is less than 60% median income. The child poverty rate effectively measures whether incomes of the poorest families are keeping pace with the economy as a whole.

In 2008, 60% median income level was equivalent to income levels before housing costs of:

- £225 per week for a single adult with two dependent children under 14.
- £294 per week for a couple with two dependent children under 14.

This means that families living in poverty may have less than £11 per day per person to buy everything they need.

“I couldn’t afford the school uniform for my daughter so I had to take things to Cash Converters to pay for it”

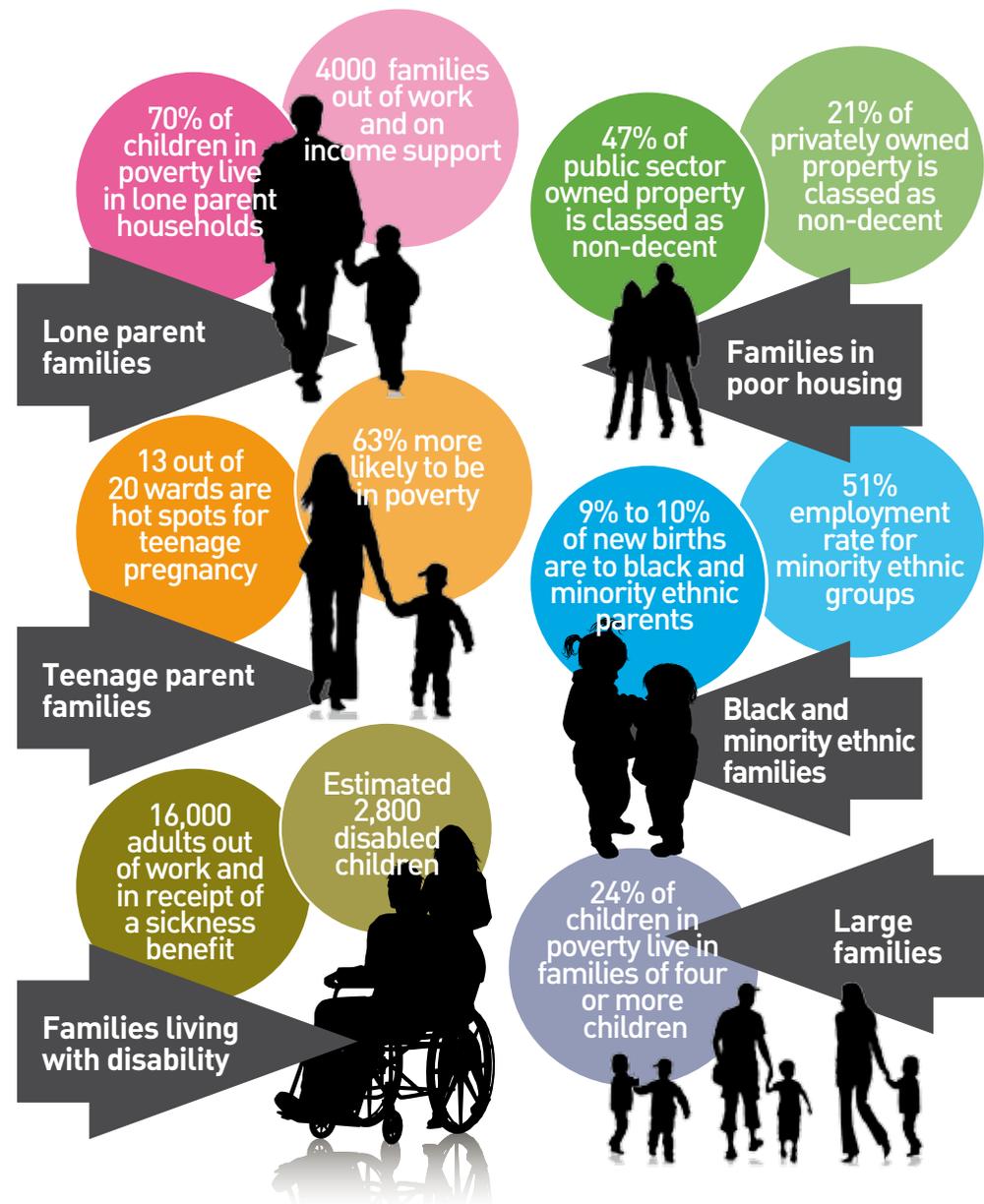
Families at greatest risk of poverty

For some children, the odds of growing up in poverty are significantly increased as a result of their family circumstances and we know that Salford has a high incidence of poverty risk factors. We have a high proportion of lone parents, concentrations of multiple deprivation, a growing minority ethnic population and a higher proportion of our families are larger than average.

In reality, many families will experience a range of problems that converge to influence the life chances and experiences of their children and young people. Children growing up in families with multiple disadvantages are at acute risk of severe poverty that is persistent rather than temporary in nature.

Drivers and consequences of poverty

The drivers and consequences of poverty in childhood are complex and inter-connected. At the individual and family level, parents may have difficulty finding and sustaining employment because of a lack of suitable opportunities, low skills levels, poor health or caring responsibilities. At the local level, access to housing and community services can affect life chances. Children who grow up in poverty face a greater risk of having poor health, being exposed to crime and failing to reach their full potential.



Family characteristics that put children at greatest risk of poverty

“My children never get pocket money because I can’t afford it and they don’t tell me if they have holes in their shoes because they know I don’t have the money to buy new ones”

Workless families

We know that employment offers the most direct and sustainable way out of poverty for families. Workless households are significantly more likely to experience poverty and children growing up in poor or workless households are more likely to be poor or workless themselves as adults.

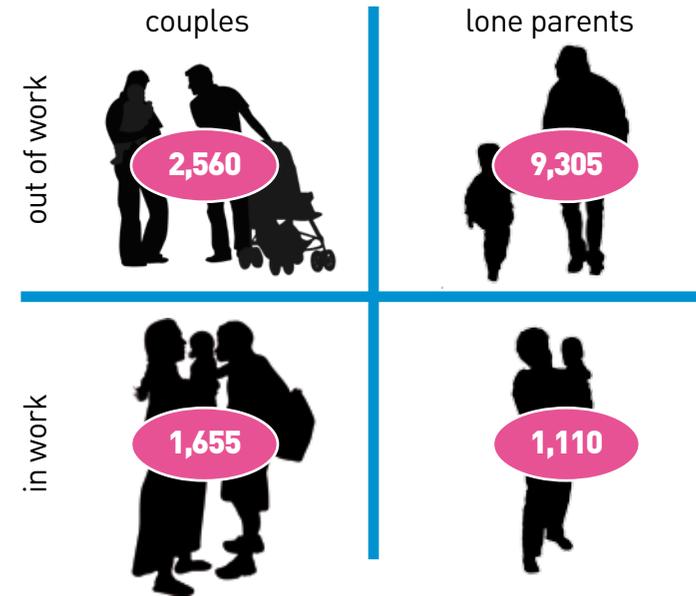
It is clear that the city’s strong economic growth over the last decade has not benefited all of Salford’s individuals and families. The city has a large proportion of working age adults that remain economically inactive, with high levels of long-term unemployment and entrenched worklessness that are also linked to poor adult health. More than 16,000 adults are out of work and in receipt of sickness related benefits, with half of these due to mental health related issues.

As such, it is unsurprising that the single greatest poverty risk factor for children in Salford is worklessness. 80% of Salford’s poor children live in households claiming Income Support or Jobseekers Allowance.

Poverty in work

Paid employment on its own is not a guaranteed route out of poverty. Low wages and part time employment may mean that working families struggle to provide a good standard of living.

Family characteristics



Even prior to the last recession, the lowest skilled were significantly disadvantaged in the labour market. As the economy has contracted, parents with lower skills levels will find it more difficult to compete for well paid jobs.

Indeed, as Salford’s economy remains characterised by relatively low qualification levels, this translates to median pay levels for residents that are around 12% below the national level. This means that in 2008, almost 3,000 Salford children lived in households where at least one parent was in work but the household income was not sufficient to lift them out of poverty.

To effectively tackle family poverty, we will need to focus not just on those households out of work but also support parents in work and on low pay to maximise their household income.

The table below provides some of the facts and figures from the Child Poverty Needs Assessment.

Adult years

- **High levels of long term worklessness** with 28,000 Salford adults out of work and in receipt of benefits.
- **Poor adult health outcomes** associated with deprivation including 16,000 on sickness related benefits.
- **Low adult skill levels and resident earnings** 12% below national median levels.
- **Difficulties providing a warm, safe environment** with 400 families classed as homeless.
- **Higher prevalence of debt** among households with children in comparison to the rest of the city.

Early years

- **Risk factors associated with infant mortality increase with higher deprivation.** Factors including teenage conception and the number of new mothers starting to breastfeed are worse than national levels.
- **Poorer maternal health linked to disadvantage** including higher than average levels of smoking during pregnancy.
- **Poorer child health outcomes** during early years with almost half of five year olds having experienced tooth decay.
- **Disadvantage gap by age five** - less than half of children eligible for free school meals are assessed to be developing well, compared with 64% of peers.

Teenage years

- **High levels of youth unemployment** with more than 2,000 18-24 year olds out of work and in receipt of benefits.
- **Gap in opportunities** for children from poorer households, who are three times less likely to go to university.
- **Transition rates are improving** with 84% of 16-18 year olds moving into education or training following school.
- **Achievement gap** between children eligible for free school meals and other students widens to 29% by GCSE.
- **Poorer health outcomes for teenagers** including higher hospital admission rates for self-harm and alcohol-specific conditions.

Childhood years

- **Impact on mental wellbeing** including more children experiencing bullying than the national average.
- **Poorer health outcomes** including hospital admission rates for asthma and injury that are higher than national rates.
- **Achievement gap** between children from poor families eligible for free school meals and their peers is 20% by Key Stage 2 at age 11.
- **Flexible and affordable childcare** required to enable parents to access work - over half of neighbourhoods in the city have less than five holiday care places per 100 children.

National and local context

The government is committed to an ambitious target to eradicate child poverty within a generation.

The Child Poverty Act (2010)

The Child Poverty Act received royal assent on 25 March 2010 and placed duties on local authorities and wider 'delivery partners' in England to work together to tackle child poverty, conduct a local needs assessment, produce a child poverty strategy and take child poverty into account in the production and revision of their sustainable communities strategies. These actions, led by local authorities, will contribute towards meeting four challenging national child poverty targets (see right).

The coalition government's approach to child poverty

The Child Poverty Act and the commitment to ending child poverty by 2020 secured cross-party support. The Conservative – Liberal Democrat coalition has pledged to maintain the 2020 aspiration and retain the duties of local authorities, however, the coalition government will not issue formal statutory guidance or regulations on the production of local child poverty needs assessments. This is an opportunity for partners to develop a local response to child poverty and gives us the flexibility to widen the scope beyond children to family poverty in Salford.

National child poverty strategy (2011)

Launched in March 2011, 'A New Approach to Child Poverty: Tackling the Causes of Disadvantage and Transforming Families Lives' sets out the government's approach to tackling poverty for this parliament and up to 2020.

At the heart of the strategy are the aims of strengthening families, encouraging responsibility, promoting work, guaranteeing fairness and providing support to the most vulnerable. The national strategy focuses on improving the life chances of the most disadvantaged children, and sits alongside the government's broader strategy to improve social mobility.

Child poverty targets for 2020:

- **Relative poverty** - to reduce the proportion of children who live in relative low income (in families with income below 60% of median) to less than 30%.
- **Combined low income and material deprivation** - to reduce the proportion of children who live in material deprivation and have a low income to less than 5%.
- **Persistent poverty** - to reduce the proportion of children that experience relative poverty, with the specific target being set at a later date.
- **Absolute poverty** - to reduce the proportion of children who live below an income threshold fixed in real terms to less than 5%.

The national strategy sets out a three year plan for tackling child poverty from 2011-14. Key elements include:

- an approach to measurement: tracking improvements in the headline measures set out in the strategy; monitoring underlying behaviours and trends; and developing new measures.
- aligning the government's approach on child poverty with work on social mobility and social justice.
- working with local and national partners and devolved administrations.

Social Mobility Strategy

Improving social mobility is the principal goal of the government's social policy. In March 2011 the Deputy Prime Minister launched '[Opening Doors, Breaking Barriers: A Strategy for Social Mobility](#)' linked to child poverty through the establishment of a National Child Poverty and Social Mobility Commission. The strategy sets out leading indicators of success in improving social mobility for each life stage and areas of responsibility, placing a new requirement on all government departments to consider the impact of policies on social mobility. The commission will continue research into the impact of government policies on social mobility.

Reviews of poverty and life chances

A wide range of policy reforms and reviews, addressing and making recommendations on issues as diverse as transport, mental health,

disability services, skills and school curriculums, have influenced the child poverty agenda.

In December 2010 [Frank Field published his findings](#) from an independent review on poverty and life chances. 'The Foundation Years, Preventing Poor Children Becoming Poor Adults' sets out two overarching recommendations:

- Establishing a new data set of Better Life Chance indicators.
- Establishing the foundation years to cover the period from pregnancy to five years as 'the first pillar of a tri-partite education system'.

The [Graham Allen MP interim review](#) on early intervention published in January 2011, reported that early intervention is an approach that can offer lasting improvements to children's lives, limit many persistent social problems and stop them passing from one generation to the next, and ultimately make long-term savings in public spending.

Early recommendations from the '[The Tickell Review - The Early Years: Foundations for life, health and learning](#)' suggests early years practitioners give particular focus to three prime areas of learning and development: communication and language; personal, social and emotional development and physical development.

'The Munro Review of Child Protection: Final Report, a child-centred system' was published in May 2011. Professor Munro's analysis finds that local areas should have more freedom to design their own child protection services and that a one-size-fits-all approach to child protection is preventing local areas from focusing on the needs of the child. Interim reports highlighted the importance of having multi-agency services based in the community to help keep children safe and support their wellbeing, identifying the children and families most in need and giving them help as early as possible.

The Marmot review of 2010, 'Fair Society - Healthy Lives', reported on the disproportionate impact of health for those living in deprivation. Action was recommended for six specific areas:

- Give every child the best start in life.
- Enable all children, young people and adults to maximise their capabilities and have control over their lives.
- Create fair employment and good work for all.
- Ensure a healthy standard of living for all.
- Create and develop healthy and sustainable places and communities.
- Strengthen the role and impact of ill-health prevention.



The wider context

The coalition government has set out its vision for radical reform of the welfare sector; the key objective is to achieve significant savings to the welfare budget by reducing existing benefit and tax

credit support and ensuring that work pays. Given the central role of income in family poverty, any reductions in funding and state reforms will inevitably affect those on low incomes.

Key reforms likely to impact family poverty:

Increased benefit conditionality

- Lone parents claiming Income Support will shift to Jobseekers Allowance automatically as their youngest child reaches full time education age (currently age seven, but this will reduce to five).
- Incapacity benefits customers will undergo a Work Capacity Assessment to determine their future benefit entitlement. Those assessed fully capable of work can make a claim for Jobseekers Allowance.

Incentives to work

- A new single **Work Programme**, commissioned by the Department for Work and Pensions (DWP) will be delivered by the private and third sector from June 2011, combining all provision for long term Jobseekers Allowance.
- The **Universal Credit** will be introduced from October 2013. It is intended to simplify the benefits system and make work pay. It will incorporate both in and out of work benefits.

Housing Benefit

- Restriction of a maximum household size to four bedrooms and caps on the amount of Housing Benefit a household can receive.
- Reductions will have a significant impact on the unemployed or low paid who rely on Housing Benefit to pay their rent.

Skills

- Conditionality of free adult education will impact on the low paid and those on inactive benefits (e.g. lone parents).
- The end of the Educational Maintenance Allowance reduces the support to young people going into full time education. A new bursary fund targeted towards those young people who most need support to enable them to continue education has been announced.

Local context

There is no greater issue facing Salford today than family poverty. The need to go further and faster in tackling family poverty is underlined in Salford City Council's Cabinet Workplan priorities, which shapes council priorities and service delivery as well as work with partners, agencies, providers and communities.

Local partnership strategies which address shared challenges and target priority at risk individuals, families and communities, will help drive the delivery of the strategy.

We are building on strong foundations and good partnership working. Salford's Sustainable Community Strategy sets an ambitious vision to transform Salford into a thriving city, driving investment and developing the potential of the city as a place to work and live.

Despite the recent economic downturn, local businesses are positive about future prospects for growth in Salford. The challenge will be to ensure that local residents benefit from the opportunities created.

The publication of our strategy is set against extensive welfare reforms and cuts in public spending. These present real challenges and risks to many people in Salford living on benefits, at risk of unemployment and/or living on low incomes. It is widely accepted that the welfare reforms (benefit changes) will make many people who are already in poverty worse off. Cuts to public service funding mean that we have less resources to work with. We do not see this as a reason to retreat – instead, it is a signal for us to go further with our work in joining up investment, services and community efforts to tackle family poverty.



The story so far



The call for action, launched in June 2010, brought information, people and partners together around a shared vision.

In this section we highlight some of the work that is already improving outcomes for children and families in Salford.



Early years

Taking a strategic approach to health

Salford City Council and NHS Salford have an ambitious shared vision for a more integrated approach to tackling child poverty. This aims to address issues that impact upon infant mortality (death in the first year of life) as this is a strong indicator of the overall health of a population and is strongly linked to child poverty.

Salford City Council and NHS Salford are already working together to manage the main issues that affect infant mortality. This includes ante natal support to promote early booking of health services, programmes to reduce maternal obesity and smoking in pregnancy and we are also working together to reduce the under-18 conception rate. We provide support to new mothers to start and maintain breastfeeding and also advice to prevent sudden unexpected death in infants.

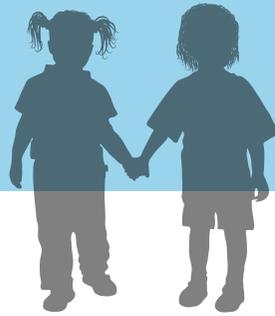
Interventions to reduce infant mortality will also help to reduce the numbers of low birth weight babies, particularly those that promote stopping smoking and adequate nutrition for mothers at conception and in pregnancy. Babies with a low birth weight are at increased risk of serious health problems as newborns, including lasting disabilities and even death.

Continued support for families will help maintain children's health and reduce premature death. This will include the uptake of immunisations, prevention of dental cavities, promotion of healthy eating, prevention of unintentional injury at home and on the roads and interventions to protect mental health, particularly through attentive and stimulating parenting.

Delivering holistic family support

The Early Intervention and Prevention Service offers a range of programmes from the early years onwards. Early Intervention and Prevention Teams and children's centres will continue to widen their role, delivering integrated family support services including childcare, extra support for families with disabilities, money advice, family learning, health services and access to training, alongside wider services that will tackle poverty and support local families.

“One particular achievement I'm most proud of is the fact I am now confident in playing with my child”
Parent accessing children's centre support.



Childhood years

Building on the early years and continuing to invest in early intervention

It is important to build on the early years with a continued focus on childhood health, attainment, parenting and potential (through schools as well as wider environments, including the home).

Salford continues to improve support to the most vulnerable families and children at all stages of the lifecycle, improving all areas of safeguarding and bringing together family support and other services into locality based teams. Seven evidence based early intervention pilot projects focus on particular priority families with children of all ages, to tackle issues including speech and language development, domestic abuse and the impact of drug and alcohol abuse.

“As a result of being a Community Support Worker, I became more confident and optimistic about going back to work.”

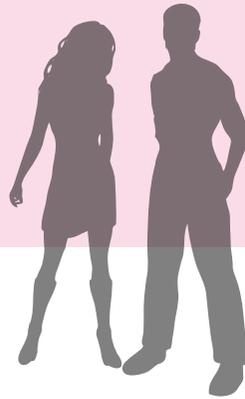
Parent Pathways participant.

Young carers

We are aware that many children and young people in the city are caring for someone due to illness, disability, poor mental health or issues relating to alcohol or drugs. This caring role can impact on their education, in the short term, and their potential physical, mental and economic wellbeing in the long term. The Young Carers Service works with young carers aged eight to 17 and their families to ensure that they can stay engaged with education, fulfil their full potential and have the opportunity to become economically independent. Support is offered via specialist group work, individual sessions and family support.

Salford Parent Pathways

In 2010-11, a programme aimed at creating pathways into employment and training, as well as increasing parental engagement within local children’s centres, was launched. Over 70 local parents completed the programme and over 30 Community Support Workers were appointed. The programme engaged with a number of priority groups including lone parents, families with disabilities, long term out of work and BME families. The programme has supported a number of parents into employment and further training as well as increasing the number of volunteers.



Teenage years

Raising attainment and aspirations

We have seen steady improvements in GCSE results. However, significant inequalities continue to exist within the city, in particular the attainment gap between pupils eligible for free school meals and their peers is not narrowing quickly enough. Low aspirations often underpin teenage pregnancy and lifestyle choices such as smoking, drinking and drug use. Raising aspirations and tackling poor attendance will improve the future life chances of a young person around employment. Raising aspirations also involves children and young people with disabilities being supported in person centred planning.

Raising aspirations and linking Salford's young people to opportunities will be key objectives in our approach. Four inspirational school projects, funded by Salford City Council and the Northwest Regional Development Agency, have helped to raise young people's aspirations and prepare them for the opportunities MediaCityUK will bring. In its first year, over 2,400 children from across Salford had signed up to take part. One of the projects, Higher Futures 4 U, encourages children to think about a range of different careers through workshops and visits to the BBC and the University of Salford.

Tackling youth unemployment

A range of agencies have worked towards reducing the numbers of young people not engaged in education, employment or training, in

particular those in most need of support e.g. care leavers and teenage parents. For example, Salford delivered 800 jobs through the Future Jobs Fund. Future Jobs Fund removed some of the barriers which often prevent young people getting their foot on the employment

ladder. A number of young care leavers benefitted from participating in the initiative, from gaining permanent employment and apprenticeships to receiving invaluable experience and improved self esteem.

Integrated youth service

Work is underway to strengthen support for young people in Salford. For example, the Teens and Toddlers Programme 2010/11 worked with 64 young people at risk of becoming NEET and teenage parents. The young people spent 15 weeks completing an NVQ Level 1 National Award in Interpersonal Skills and spent an hour a week in a nursery setting mentoring a toddler. Nationally the programme results show a proven success with high numbers of graduates staying in employment, education and training until they are 18.

'Since starting my full-time employment I have been enjoying the independence and freedom that comes with having a job and it's thanks to my time on the Future Jobs Fund programme.'
Future Jobs Fund participant.



“Finding a job after years on benefits was really daunting. I didn’t have any confidence. I visited Skills and Work because I really needed guidance. They gave me help to find a course that would help me get the job I wanted. My life has changed completely. I’m more confident and I feel proud to be making my own money and to be a better role model for my daughter. I also have more money so I can treat us to nice things.”
Skills and Work client.

Adult years

Partnership approaches to worklessness

Working Neighbourhood teams continue to provide a joined up approach to outreach and engagement, allowing a wide range of service providers to tackle their most challenging objectives together. The teams have commissioned a wide range of projects ranging from adult skills courses to health and wellbeing services. Working Neighbourhood teams also supported the delivery of city-wide initiatives including the ‘Better off in Salford’ campaign, which was aimed at tackling the underclaiming of financial support. Multi-agency outreach and engagement has been key, with door knocking campaigns aimed at both informing local residents about the wide range of neighbourhood services available and resolving individual issues.

Locality based information and guidance

Flexible and responsive adult Information Advice and Guidance (IAG) is an important part of Salford’s employment and skills provision. Salford’s Skills and Work service provides community based IAG for adults. This service provides impartial advice and support focused on reducing barriers to employment (e.g. transport, low skills levels and childcare).

Over the last couple of years the Skills and Work service has increasingly been delivered through locality outreach teams and venues e.g. children’s centres. In 2009/10, the service helped almost

1,500 residents into jobs. Additional on the job support is available through the Supported Employment Service, which offers person centered support for people with disabilities, special needs or mental health concerns to help them move into work.

Partnership approach to financial support

There are a number of partners working together to provide financial support for local families. This includes everything from tackling fuel poverty, to dealing with loan sharks. Additional support is also available for residents who find themselves in need of debt advice or support with the transition from benefits to work.

‘Thank you for throwing me a very big lifeline ... knowing that advice is available and that advisors care really makes a difference’ Welfare Rights and Debt Advice Service client.



Connecting people to opportunities

We know that employment offers the most direct way out of poverty and that as a result employers are of vital importance in tackling poverty. Creating opportunities through inward investment and regeneration is a key priority.

MediaCityUK at Salford Quays, which in the construction phase alone saw over 1,500 local people employed onsite and over £111 million go direct to Salford businesses, offers a huge opportunity for local residents. A partnership of agencies is working with key MediaCityUK employers to ensure residents are linked into training and work opportunities.

Further large scale regeneration initiatives will transform areas of the city, creating job opportunities:

- The multi-million pound project to transform the Chapel Street area into a vibrant city high street will create around 9,500 new jobs and feature a mixture of shops, new business premises and new housing.
- The Greengate project will see a brownfield site transformed into a new commercial and residential development for the city, bringing between £400 million and £450 million of private investment and around 4,500 new jobs.

Investing in quality places

Good quality, affordable housing plays an important role in tackling child poverty. The council is working with social and private housing partners to improve the quality and availability of housing. Salix Homes recently

secured £51 million of funding to improve council owned housing stock. There is also an ongoing programme to build 101 new family homes for social renting. In addition, housing led regeneration including the Pendleton Private Finance Initiative (PFI), will see millions of pounds invested in creating a better choice of quality housing for new and existing families.

Specialist support

There are a number of targeted and specialist support services making a difference to families in need of additional support in Salford.

These include the Together Women Project, which provides support for women who have offended or are at risk of doing so. Many of the women referred have complex needs including; alcohol or drugs misuse, domestic abuse, housing issues, low literacy or numeracy skills and low self esteem. Women receive one to one support and access to a wide range of courses and a crèche. The aim of the project is to help families connect into community services and to encourage women into education and employment to lift them out of poverty and to reduce their offending behaviour.

Another example is the Intensive Alternative to Custody, which offers a range of support for young offenders aged between 18 to 25 years of age. Its aim is to keep young men in the community, providing them with activities, training, a mentor who will help them resolve issues that contribute to their offending and a family support worker to help them to rebuild links with their family.

Taking a lifecycle approach to tackling family poverty

The challenge is how we work together to ensure our children do not become the next generation of disadvantaged parents.

Taking a lifecycle approach

We have taken a lifecycle approach to tackling family poverty and improving life chances because we want to break the cycle of poverty. We will achieve this through a focus on early intervention – either in the sense of early in a child’s life or as soon as a need becomes clear with an individual, family or community – preventing the escalation of need.

This approach is coupled with an emphasis on the importance of strong communities with accessible universal services as well as more targeted and specialist support. Delivering outcomes through robust, evidence based programmes will be key.

This chapter summarises the key issues identified in the Child Poverty Needs Assessment against each of the lifecycle stages and outlines what actions we will take together to improve the life chances of Salford’s families.

The stages of the lifecycle should not be seen as standalone stages. This is about how we can work together to put families living in poverty at the heart of everything we do.



Families at the heart of everything we do

Early years – every child is entitled to the best possible start in life that builds on their individual needs, so that they meet their developmental and educational milestones and become confident and capable learners ready to start school.

Starting life well

Pregnancy and the first three years of a child's development are crucial. Poor experiences within the early years are the strongest indicator of a child's life chances. Universal, targeted and specialist services around maternal and child health, child development and parental support are needed to ensure every child gets the best start to life. Support for parents (e.g. lone parents) returning to work will also be key.

Reducing infant mortality rates

The infant mortality rate is a strong indicator of the overall health of the population and is strongly linked to child poverty. Marmot's review into inequalities, 'Fair Society, Healthy Lives', highlighted that a quarter of all deaths under one year could potentially be avoided if all births had the same levels of risk as those to women in the least deprived areas. It is important that women, especially vulnerable women, receive appropriate advice and support to help them optimise their health, both prior to conception as well as pre and post natally.

To improve the infant mortality rate in Salford, preventative measures need to be implemented to address socio-economic risk factors, like poverty and overcrowding, as well as delivering preventative services addressing teenage pregnancy, sudden unexpected infant death, smoking in pregnancy, maternal obesity, early booking of health services following conception and support for breastfeeding initiation and continuation. These in turn will help reduce the numbers of low birth weight babies.

The very best start in life

Living in poverty can affect a child's development, socially and emotionally. In addition, poor social, emotional, health and educational development can be a sign that a child may not reach their full potential. It is important that all our children receive the very best start in life and that we continue to close the inequality gaps across the city. We will achieve this by:

- Promoting social mobility so that children are able to fulfil their potential regardless of their family income or background.
- Encouraging and enabling parental employment in order to reduce the negative outcomes associated with growing up in poverty.
- Reducing inequalities by focusing on children most at risk of poor outcomes because of deprivation and disadvantage.



- Providing a seamless service for parents and children, that meets their individual needs.
- Ensuring every child at age five is developing well and is a confident, capable learner, with most children achieving well in reading, writing and problem solving.

The Starting Life Well service, a universal service which includes the delivery of more targeted support, will focus on:

- Training to support a quality workforce and safeguarding good practice.
- Managing the supply and efficiency of childcare places.
- An integrated early years service.
- Targeting resources to support vulnerable children.
- Delivering evidence based early intervention projects such as Every Child a Talker and I CAN Early Talk.

We will build on work to date around health and wellbeing, supporting good nutrition, oral health, immunisation take-up, mental wellbeing and unintentional injury reduction. In addition, the coalition government has made a commitment to expand and strengthen health visiting services, recruiting an additional 4,200 health visitors nationally by 2015. These staff will work in partnership with health and local authority services to ensure that families have a positive start in life.

Supporting lone parents back to work

Lone parents face numerous barriers when preparing for, gaining and progressing in work. In addition, Salford lone parents will be affected by benefit entitlement and conditionality which means moving from income support to Jobseeker's Allowance automatically as their youngest child reaches fulltime education (currently age seven, but this will reduce to age five). This move means that lone parents will then be required to actively seek work in return for their benefits.

We will deliver a comprehensive neighbourhood based offer, raising awareness of available support as well as solutions to perceived and real barriers to work e.g. suitable childcare, transport and course fees. We will engage with employers, linking lone parents to jobs and encouraging career progression.

Affordable and flexible childcare

Access to childcare in the early years is key to breaking the cycle of deprivation as well as an essential element for any parent seeking to embark or move into training and/or work as a pathway to moving out of poverty. Salford's Childcare Sufficiency Assessment highlights the importance of affordability and flexibility, in particular the need for:

- more provision of childcare for older children aged 11-14 years
- more specialised provision for disabled children

- an overall demand for more affordable childcare options.

Childcare provision will remain a challenge in the current economic climate, with less financial help to fund childcare places. To minimise the impact on Salford families, the Starting Life Well Service uses the data from the Childcare Sufficiency Assessment to stimulate the market to provide a range of childcare options to support parents into education, training and employment.

We will continue to develop targeted funding to enable families in most need to access affordable quality childcare provision. The conditions currently applied to local funding are clearly linked to the risk factors that prohibit a child from starting life well so that poor children do not become the next generation of disadvantaged parents. For example this year's two year old funding, a government initiative that encourages parents back into work or training by offering 15 hours a week of free nursery provision, has been linked to

the Every Child a Talker programme.



We will know we have made a positive difference when:

- Infant mortality rates and low birth weight figures improve.
- The number of new mums starting and continuing to breastfeed increases.
- The development gap at foundation stage closes, between children growing up in poverty and their peers.



Childhood years – ensure that all children have equal opportunity to thrive and develop the foundations for future success in their adult years.

Improving childhood health

We will work together to build on healthy lifestyles developed in the foundation years. This will also benefit the health of the wider family, encouraging greater awareness of the lifestyle factors that lead to poorer life chances and premature death. Accelerated improvements are required to achieve improved outcomes and to reduce the health inequalities gap.

We will work together to maintain the take-up of vaccinations and immunisations, reduce the incidence of obesity in children, offer coordinated support to families with disabilities and improve mental wellbeing within families, including reducing incidences of bullying.

Attainment and aspirations

We are very proud of improvements in our schools' achievements and attainment levels, but we need to go further and faster in closing the gap between children from disadvantaged backgrounds and their

peers, ensuring that every child has the opportunity to reach their potential.

To build on our schools achievements we will support both our primary and secondary schools to develop a robust and sustainable system of support via the Schools' Provider Arm. The council is commissioning the very best schools within our system to offer school-to-school support so that good practice can be shared with the aim of ensuring that all children can experience a world-class education. Support for vulnerable groups who are underachieving, such as pupils eligible for free schools meals, will be commissioned via school to school support.

Early intervention and prevention

We are committed to reducing the number of looked after children in Salford at all stages of the lifecycle. To do this we will use Salford's thresholds of need to identify families who are struggling to cope and would benefit from targeted multi agency support to prevent issues escalating. Where additional or complex needs are identified or there is a situation requiring a statutory intervention, lead professionals will work with families and wider support agencies to ensure a clear and co-ordinated response.

We will know we have made a positive difference when:

- The attainment gap at Key Stage 2 in English and maths closes, between children receiving free school meals and their peers.



Teenage years – all young people have the skills and aspirations to make informed choices and reach their full potential.

The importance of the teenage years

Young people require a wide range of support services at various stages throughout their teenage years. The groups in the most need of support services are: looked after or at risk young people, care leavers, young carers, teenage parents, young offenders or those at risk of offending, families with disabilities, young people with Special Educational Needs and disabilities, young people from Black and Minority Ethnic (BME) communities and young people not in education, employment or training.

Health, wellbeing and reducing risky lifestyle choices

Work to improve the health of young people will build on healthy lifestyles developed in the foundation and childhood years. However, if we are to close the gap between young people in good health and those in poor health (or making risky lifestyle choices) we need to improve young people's health and wellbeing faster than before.

Integrated youth support will include a focus on young peoples' mental health and wellbeing as well as programmes linked to the prevention of teenage pregnancy, smoking cessation, drugs and alcohol abuse and sexual health. Preventative education

programmes in schools will be supported by more targeted intervention with at risk groups.

Low aspirations often underpin teenage pregnancy and young people's lifestyle issues such as smoking, drinking and drug use. Poor attendance or achievement at school, poor potential for employment and poor role models are factors that affect health and health behaviours. Partnership approaches to raising aspirations will support the delivery of health strategies to tackle these issues.

Work is underway to strengthen support through new integrated youth teams in order to continue to reduce the number of young people involved in the criminal justice system; improve health of young people and increase the voice and influence of young people in how services are provided.

This work will include the development of targeted and specialist services to ensure young people with additional needs are equipped for the transition to adult life. For example, the Young Carers Service will develop a project working with young adult carers aged 18-24 so that support continues into early adulthood.

Linking young people to opportunities

From 2013, all young people will be required to remain in education or training until the age of 17 and from 2015 this will rise to 18. There is also a commitment in the Association of Greater Manchester

Authorities (AGMA) for one in four young people to take an apprenticeship route. Salford City Council has a responsibility under the Apprenticeships, Schools, Children's and Learning Act (2009) for ensuring there is sufficient provision for young people 16-19 (up to 25 for learners with learning difficulties and disabilities) in all academic and vocational routes.

Rising youth unemployment and concerns about low skills levels are significant challenges we must address. However, there is a real opportunity to support our young people by ensuring there is an appropriate and engaging education and training offer - including apprenticeships especially for young people at risk of disengaging from employment, education and training. For young people with disabilities a coordinated route into the right support is essential for a successful adult life.

In addition, narrowing the participation gap in higher education by ensuring young people from disadvantaged backgrounds have the opportunity to attend university, will demonstrate our ability to break the poverty cycle. The increase in tuition fees and the disbanding of the Aim Higher programme however may adversely affect young people applying to higher education from the lower socio economic groups.

There are big challenges in the current economic climate. We will take forward a strategic approach to planning 14 -19 learning

provision, with a focus on raising aspirations and connecting young people to sustainable job opportunities through innovative programmes such as the Future Jobs Fund legacy programme.

Raising aspirations - closing the gap

Significant inequalities continue to exist within the city, in particular the attainment gap between pupils eligible for free school meals and those of their peers is not narrowing quickly enough. Key Stage 4 standards (5A*- C including English and maths) indicate that the gap between pupils eligible for free school meals has narrowed only slightly from 27% in 2009 to 26% in 2010. 29% of pupils eligible for



free school meals now achieve this expected level at Key Stage 4 compared to 55% of their peers.

The context for schools will also be challenging. Cuts in the non-schools budget, for example Information, Advice and Guidance services, will mean schools will have to arrange support services for their pupils previously provided by the local authority. A new pupil premium means schools will get an extra £430 per pupil from a low income background. It will be up to the schools how they spend this money as they are best placed to assess the additional provision needed.



We will know we have made a positive difference when:

- The attainment gap closes between children receiving free school meals and their peers (based on achieving Key Stage 4 - five A*-C including English and maths and achieving Level 3 at age 19).
- The conception rates fall for young women aged 15-17.
- The number of young people in education, employment and training increases.



Adult years – parents achieve economic independence and wellbeing, and provide a stable and supportive environment for their families.

Improving adult health and wellbeing

There are clear links between poor health and disadvantage, with health outcomes worsening as deprivation increases. Salford experiences some of the worst health outcomes nationally. The more disadvantaged wards have standardised mortality ratios for cancer and cardiovascular disease that are twice the national average.

Disability in a family is known to affect health, particularly mental wellbeing. Early identification of need and support from health and social care professionals can help these families. Similarly, the health outcomes for families from a BME community are generally poorer, even allowing for deprivation. Provision of information and delivery of culturally appropriate services is key to improving these outcomes.

There needs to be a change within family lifestyles in Salford to reduce instances of long term limiting conditions and premature deaths from coronary heart disease, stroke, cancers and respiratory diseases, which contribute to shorter life expectancy. Initiatives to promote healthy eating and exercise, smoking cessation and encourage sensible drinking will lead to lifestyle improvements that will contribute to improved health outcomes.

We will work together to deliver existing partnership strategies e.g. healthy weight, tobacco control, mental wellbeing and alcohol harm Reduction strategies, as well as taking integrated action to address the wider determinants of health including community networks, housing, employment, skills and access to health services.

Raising aspirations – improving adult skills

Adult skills are a key driver of child poverty, directly impacting on a parent's ability to find, maintain and progress in work. Low skills significantly reduce a parent's potential earning power, impact on their children's aspirations and learning outcomes, and are a significant cause of social exclusion.

Changes to the funding of adult skills from August 2011, described in [the government's vision for reforming the skills system and further education](#), mean changes to eligibility for key programmes such as English for Speakers of Other Languages (ESOL), Foundation Learning (entry level and level 1), and stand alone units (rather than full qualifications). Those who are out of work, but not claiming active benefits, such as lone parents in receipt of Income Support, or those claiming Incapacity Benefits or in the Employment and Support Allowance (ESA) support group will no longer have access to free skills provision. Similarly, from 2012, entitlements to level 2 are also likely to be limited so that with the exception of Basic Skills (literacy and numeracy), the first full level 2 or 3 qualification will only be free for those aged 19-23 years.

The council, Salford City College and the Skills Funding Agency alongside wider partners / providers will develop and deliver a joint skills plan. The plan will ensure that we have common aims and that skills provision is planned and delivered in a more co-ordinated way, making best use of the limited resources available.

Targeted support will be available for residents on inactive benefits to enable progression from basic skills to accredited learning as well as addressing barriers to learning. We will make the most of funding for informal adult learning, which is available to a wide range of individuals and will be protected until 2013, to support adults on a pathway to work.

Preparing for and gaining work

We will build on good practice, developed through our current advice services, to develop a holistic all age Information, Advice and Guidance service to support individuals and families, including those on inactive benefits, to improve their employability and overcome barriers to work. This service will add value to the Work Programme, the government's programme to support long term unemployed benefits claimants back to work.

Targeted and specialist support will be provided through a number of initiatives such as the Mona Street Project, which brings together services and resources to provide support for clients in the Criminal Justice Service or drug treatment system.

Tackling in work poverty

We will reduce in work poverty, through a more co-ordinated approach to employer engagement, workforce skills development and progression. Salford City College will co-ordinate engagement of employers as well as securing investment in apprenticeships and workforce development – with a focus on adults most likely to be living in poverty.

We know that the move from benefits to work is a difficult transition for families. We will develop and deliver in work support, in conjunction with Work Programme contractors, to support those who move from benefit into work.

Improving access to stable, good quality housing

Having a stable, good quality home to live in is a basic necessity. Like many local authorities in the region, Salford has experienced continuing levels of housing need, and in its most extreme form, homelessness. An active approach to the prevention of homelessness had a major impact in 2009/10 with a fall from 816 homeless residents in 2008/09 to 491.

Levels of homelessness presentations increased however in 2010/11. People in need of housing continue to be overwhelmingly from workless households. There are also links between low levels of skills and housing need. In addition, disproportionately high number of people from BME communities are represented on the waiting list.

Wider issues associated with housing need include:

- Housing decency levels - children in poor housing conditions are more likely to have long term ill health, slow physical growth and delayed development.
- Overcrowding in housing - links to poor educational attainment and wider negative impacts on the life chances of families.
- Unaffordable rents for low income households - provide a barrier to relocation, and prevent both physical and social mobility.

We will reduce housing need by increasing the amount of affordable options available. This will be achieved by developing further links with private sector landlords to increase supply, maximising the supply of social housing, implementing projects to reduce under occupation and promoting social mobility through housing allocations.

We will target support services at client groups who require specialist support including refugees, teenage parents, lone parents and families with young children, young people leaving care and people in housing need with mental health, drug or alcohol needs. We will continue to deliver homelessness prevention initiatives.

Raising the profile of financial inclusion

Financial circumstances are a key determinant of poverty and life chances for families and communities, which can be made worse by a lack of experience or understanding of financial products, services and support. This can lead to poor financial choices, which exacerbate the financial, social and emotional issues associated with poverty. Our approach to financial inclusion will involve:

- Enabling families to make informed financial decisions.
- Supporting families to claim what they are entitled to and make their money go further.
- Reducing fuel poverty.
- Increasing take up of mainstream financial services (e.g. bank accounts) and money advice.
- Supporting families affected by debt.
- Providing advice and guidance for families affected by welfare reforms.

Early intervention and prevention work when people are starting to experience financial difficulties will be critical to ensure more families don't slip into poverty and to prevent a worsening position for those already below the poverty line.

Shaping places and building community capacity

The Greater Manchester Strategy sets out how the ten local authorities will work together to increase their ability to compete economically, both nationally and internationally, as well as promoting economic growth and a wider range of employment opportunities. At the heart of this work is the aim that all our residents have the opportunity to benefit from this economic growth.

Reforms to public services will change the way we invest our resources in regional priorities e.g. families with complex needs. We will continue to work closely with Greater Manchester organisations, including the Local Enterprise Partnership, to promote inward investment and job creation in the region.

At a local level we will continue to build on our proactive engagement and empowerment work through our model of neighbourhood management – involving communities in finding solutions to and making their own decisions on local issues.



We will know we have made a positive difference when:

- We see an increase in adult skill levels, supporting people on their pathway to work.
- The number of families who live in poverty falls.
- The proportion of housing that meets decency standards improves.
- Families receive the support they need to avoid being made homeless.
- The number of families making informed financial decisions increases.

Taking the next big step

Building on successful partnership working, we will work together in new ways enabling us to go further and faster in tackling poverty.

Building on what we know works

In the June 2010 position statement we outlined how we were already responding to child poverty through:

- working in partnership to respond more effectively to the drivers and consequences of poverty
- jointly investing local resources with the shared aim of reducing the number of children living in poverty
- delivering services together to provide families with a more co-ordinated response to their need.

This chapter proposes a set of major changes to improve the way partners and agencies work together, as well as with local communities, to tackle family poverty.

1. Neighbourhood early intervention and prevention
2. Employer engagement
3. Joining up investment
4. Skills and adult learning
5. Financial inclusion

Enabling and empowering communities

There is a role for communities, families and individuals in tackling poverty and improving life chances; all of which means that children and families need to be at the heart of shaping services and finding solutions.

Neighbourhood working by a wide range of partners in Salford has built a good understanding of the needs of communities by working closely with them, building on their strengths and empowering communities to shape services. The role of residents in influencing and helping to deliver local services is well developed, creating a strong foundation through which to tackle poverty.

Salford also has a well established and active community and voluntary sector. This sector collectively work with and challenge traditional public services to ensure that our resources are targeted at the right areas and that our services meet the needs of local residents and communities.

Changing the way we do business

The five step changes are about building on what we know works. They also require bold changes to the way we work together, enabling us to go further and faster in tackling poverty. We believe the following step changes will enable us to achieve this.

Step change one: neighbourhood early intervention and prevention

In the June 2010 position statement we outlined how we were already responding to child poverty through neighbourhood working. We are now closer than ever to delivering a model that will really deliver improved outcomes and service efficiencies, by taking the bold step from loose partnership working to a 'one team' approach.

Building on sound foundations

The issues facing deprived areas and people living in them are complex. We know that families and individuals can require support from a wide range of services to deal with barriers they may face to social inclusion.

The current public service funding climate presents a greater imperative for local authorities and partner agencies to understand our neighbourhoods and work more closely together to respond to local priorities and issues.

Neighbourhood working in Salford provides partners with a way of exploring opportunities to bring together resources and deliver services together. This means that local partners tackle issues together and that local residents receive a more coordinated service.

Sound foundations are already in place to deliver real integrated working through Neighbourhood Management, Health Improvement teams, Children's Services Locality Teams, Working Neighbourhood Teams and Joint Health and Social Care partnerships for adult care, but these structures are still largely thematically focused and reliant on good but loose partnership relationships.

Better Life Chances

We are building on these foundations to test Better Life Chances, a model which supports individuals and families based on a 'one local team' approach, delivering co-ordinated and integrated support, underpinned by changes in data sharing, planning and joint investment.

The Better Life Chances pilots demonstrated that the lives of many families are complex. The pilots also allowed us to see the multiple and sometimes conflicting public service interventions made with complex families.

This work clearly shows the need for better co-ordination, joint outcomes and clearer lines of responsibility and shared outcomes. The pilots have also demonstrated that dealing with issues when they reach crisis point is extremely difficult and expensive and that the greatest savings can be made by dealing with issues before they are allowed to escalate.

Early intervention and prevention

There is a growing body of evidence to support early intervention approaches. Research shows that the foundations for later life are laid in early childhood, starting even in the womb. In order to break the cycle of disadvantage, and ensure children born into disadvantaged households reach their potential, it is important to ensure that all children have good foundations in their early years.

Salford continues to deliver an effective partnership response to managing family crises and providing support to the most vulnerable families through its safeguarding procedures, but evidence shows that the response is much less effective for families where there is no statutory duty to intervene.

In addition, where a need is identified, support is largely offered on a service by service basis, often resulting in a narrow package of support and the root causes remaining unresolved. By ensuring we have strong neighbourhoods with access to universal services as well as multi-disciplinary specialist support where needed, we will finally overcome the chaos in which many families survive.

In Salford, the Early Intervention and Prevention Service will be a catalyst for change, supported by the council's Children's Services directorate, the Children's Trust and Neighbourhood Partnership Boards. The aim is to achieve a shift from reactive to proactive approaches, ensuring access to a range of appropriate services at the right time to stop issues escalating.

Employment, skills and housing advice will be a key element of the Early Intervention and Prevention service, with professionals using their specialist expertise to contribute to a single assessment of family need and skills.

The development of an action plan, jointly owned by a range of

professionals from health, housing, employment and children's services (dependent on need) and coordinated by a key worker, will deliver an effective and efficient service response to families in need of additional support. Families and professionals will no longer need to navigate their way through an extremely complex and confusing network of services, but instead will have an integrated response, where individuals can access services through any point of contact.

Employment, skills and housing advice will also be an integral element of the new service, with professionals in the field using their specialist expertise to add value to the assessment process and ensure that actions are put in place to support families to realise their potential and reduce the risk of long term poverty.

The development of a jointly owned action plan between the family and children's health, housing, employment and welfare specialists will deliver an effective and efficient service response to family poverty. Families and professionals will no longer need to navigate their way through an extremely complex and confusing network of services, but instead will have an integrated response, where individuals can access services through any point of contact.

Engaging and enabling local people to make healthy lifestyle choices

Services need to be targeted at, and accessed by, those in greatest need, and delivered in the communities and neighbourhoods where people live. Salford is working towards an integrated way to wellbeing model that will reach into neighbourhoods to engage and enable local people to make healthy lifestyle choices.

The way to wellbeing service model is founded on an asset based community development approach that builds on the skills and strengths of individuals and communities. The service builds the role, skills and knowledge of all practitioners to affect the health and wellbeing of individuals, families and communities.

Every contact with a local person is an opportunity to promote wellbeing.

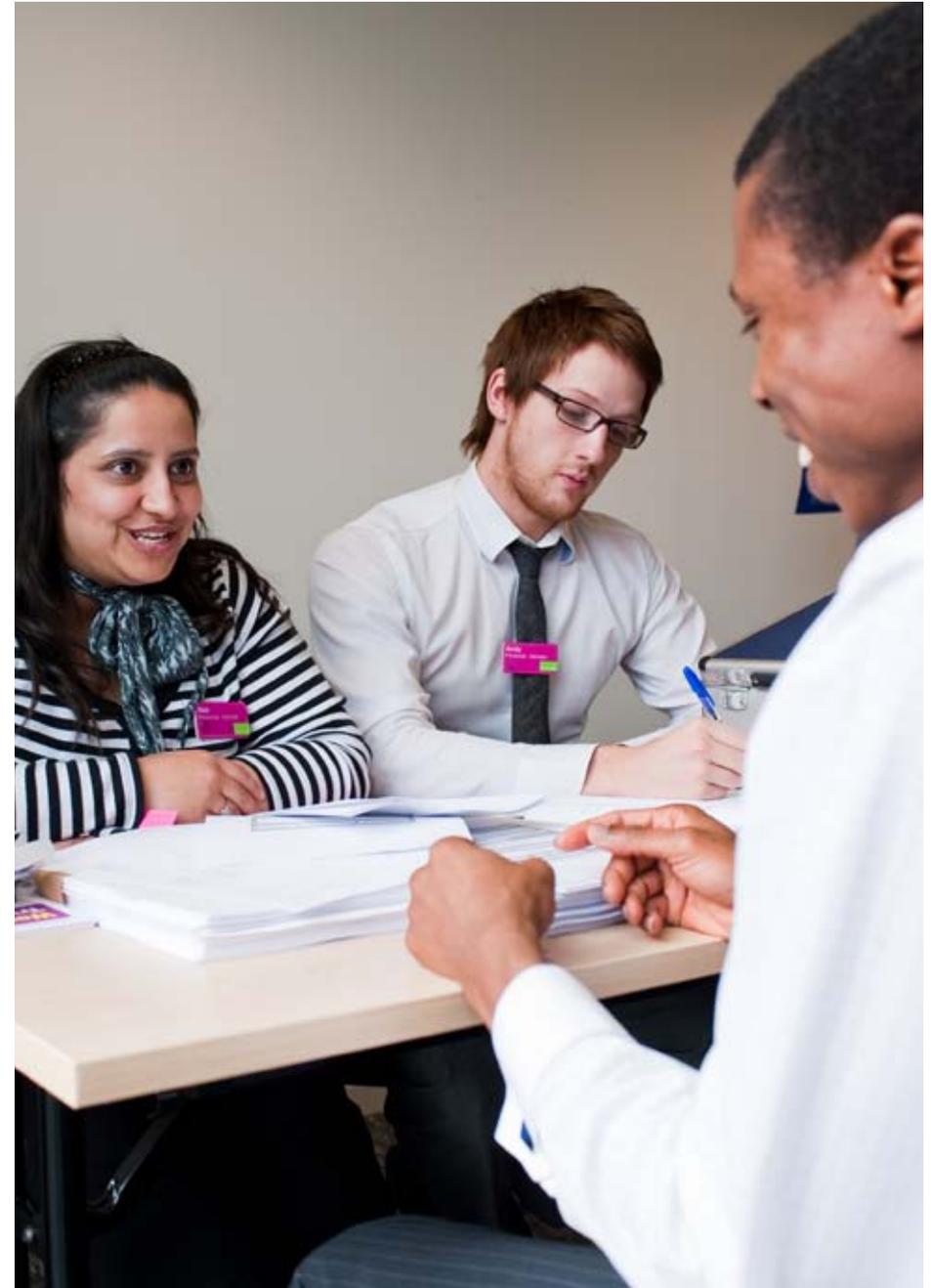
Front line workforce development

The delivery of neighbourhood early intervention and prevention will require a skilled and confident front line workforce to motivate and support adults and families for them to make changes in their behaviour.

For example, a city wide 'Behaviour Change – Health Gain Programme' will train staff to give consistent information, encouraging and enabling people to make this a positive change for their own health and wellbeing and that of their families and neighbours. Making every contact count will produce a cultural shift across the population for more self care and use of specialist services where there is greatest need.

Delivering neighbourhood outcomes

Creating a truly joined up early intervention and prevention response in neighbourhoods will be an incredible achievement, but it will need the right tools to make a real impact on the ground. There is now a real opportunity to grasp this opportunity and make sustained improvements to Salford's neighbourhoods.



Step change two: employer engagement

Secure and stable employment is the key to preventing and reducing poverty. We will engage and work with new and existing employers in order to link more local families to work that pays as well as to make sure they have the support needed to continue to develop and progress once in work.

The local picture

In Salford some 12,000 children live in poor households dependent on benefits, with poverty disproportionately affecting lone parent families. Poverty, however, is not just restricted to workless households, as demonstrated by the fact that at least 3,500 Salford children are living in 'working poverty'.

This picture means that a new focus is required in the city, not just in tackling worklessness, but also in supporting working parents on low incomes to stay and progress in work, improving their skills (and earning potential) by engaging with employers around workforce development.

A key factor in this approach will be a new integrated, public sector approach to working with employers across the city. This will focus on both the existing employer base and contacting new employers as they arrive in the city.

Employment planning

Employer engagement work undertaken through the Bridges to MediaCityUK Partnership and the Construction Employer

Integrator in Salford has demonstrated the importance of an early understanding of new developments. Understanding the requirements of existing employers in relation to recruitment and skills is also critical in linking local people to job opportunities.

A skills forecasting model will be developed. This will build on existing information gathered through the council's planning system and contact with businesses. The model will require a more proactive approach to engaging with and supporting the needs of key businesses across the city.

Capturing demand

The current approach to employer engagement in the city is fragmented, with both the council and its partners having their own processes and procedures when working with employers. In Salford, however, there is now a commitment amongst partners to develop and operate a new, integrated approach to employer engagement. Key elements will be a customer focused support service for employers and the provision of ongoing account management of the relationship between employers and partner agencies.

In practical terms, this will involve the production of an employer pack which will include a joint offer of public sector support; training for staff who work with employers so that they understand the joint offer and are able to signpost and effectively support businesses and the development of a single customer account to manage the relationship with each employer. This will be supported by an agreement which will set out how partners will work together. The aim is to develop a joint Employer Engagement team, including staff from the council, Jobcentre Plus and Salford City College, to work together on agreed outcomes.

Providing access to opportunities

Changes in the funding of adult skills, will change the eligibility and availability of funding for certain groups of unemployed or low paid residents. In Salford we will need to provide a local solution to address this gap in funding.

From April 2011, support for the unemployed and those facing redundancy will have to be provided through college, local authority and other provider mainstream budgets. Increased freedoms and flexibilities being applied to mainstream budgets, however, mean that funding will not be ring-fenced for any particular client group. The key task for partners will be to develop a local approach which ensures sufficient and appropriate provision to develop the skills needs of the low paid and unemployed.

The partnership's offer will include opportunities for volunteering, work experience and the development of a Future Jobs Fund legacy programme, which will build on the experience of the successful model delivered in Salford and across Greater Manchester. This will be an enhanced programme, incorporating voluntary and paid work experience placements and will be aligned with new measures introduced by the Department for Work and Pensions (DWP) to 'Get Britain Working'. Places on the programme will be allocated to target groups including lone parents and care leavers.

Workforce development

The funding of skills provision for those in work is also set to change. The Train to Gain programme has ended and there is a much greater focus on the need for individuals and their employers to contribute to the cost of training. Only limited workplace based provision will attract full public funding, while some provision, such as apprenticeships, will be co-funded for all learners at every level and as such still provides a good option for workplace learning.

There is therefore, a need to develop and deliver new in work support both for residents that are moving from benefits into work and those that are already in work and are seeking progression. Close liaison between employers and key providers in the city will be required.

Monitoring and evaluation

The impact of this new approach to employer engagement will be captured through an integrated, robust and timely monitoring and evaluation system, including a tracker for jobs and training opportunities created and supported through this new way of working.

Step change three: joining up investment

These foundations make it possible for us to go further. By investing together we can deliver the support that individuals, families and communities need.

A very joined up problem needs a very joined up solution

The analysis set out in this strategy has clearly shown the complexity around tackling family poverty. Poverty is also a major reason for the demand for many public services, including high level costs of acute services for individuals and families in crisis. Often these costs are incurred over a long period of time, sometimes across several generations of families.

This all means that, especially in the current public service funding climate, there is a stronger case than ever before for public services to work out how they can invest in solutions to this shared challenge together, and share the risks and rewards of this.

Building on strong foundations

Health agencies and social care have been working together for many years to tackle issues that are of mutual interest, for example in providing support to older people and avoiding expensive hospital admissions. In addition, health and council services have developed a wide range of joint strategies (e.g. tackling healthy weight, smoking and infant feeding) and services through partnership agreements. For example, Salford's sexual health and wellbeing strategy is informing and prioritising joint commissioning of services for young people to reduce under-18 conceptions and support teenage parents. The ethos behind this strategy is to ensure that everyone including

young people, parents and public, private and voluntary sector organisations recognise their role.

Next steps

In Salford, we have developed joint commissioning arrangements that operate as loose partnerships, aligning plans and resources. In 2010, we strengthened this focus on joint investment through the creation of the Salford Place Board, which supports Partners IN Salford in focusing on key challenges in the city. This achieved a very high level focus on the Better Life Chances pilots and investment in shared challenges like family poverty.

The next steps will be to bring our commissioning work much closer together, particularly between key council services and the Primary Care Trust. This will involve developing joint plans for services and ensuring that the neighbourhoods model we have developed is well resourced and will include some co-location of services.

In practice, this will mean that for a number of families with multiple needs we will agree a joint delivery model (as described in the neighbourhoods step change). We will ensure that this model has clear high level investment agreements in terms of who will do what and we will identify where funding will come from, where required on top of mainstream resources.

We will then deliver and evaluate this work to identify in real time where the costs and benefits flow i.e. which agencies experience reductions or increases in demand on services and cost. This will enable an informed debate between partners about how we could reshape the way we use resources in the city to achieve shared goals.

Next steps might include the potential for some agencies to invest in new or very different services and it may also present the case for all agencies to decommission some existing services and to start to

invest together in a more effective joint model, at scale, across the city.

Greater freedoms and flexibilities

Our strategy to end family poverty will form part of the Greater Manchester Community Budgets programme, which was developed as a result of Salford being selected by the Child Poverty Unit as one of only four areas in the country to test a Community Budgets model with a focus on child poverty. This should offer a direct line to government to access support on freedoms and flexibilities that may be required to make this work. Community budgets will open up new flexibilities and freedoms to for example, release ring fencing or regulations on funding.

Longer term, there is potential to involve other investment partners in this work, for example in some areas of the country tests are under way on the issue of Social Impact Bonds, which enable private or philanthropic investors to fund interventions and achieve a return on investment from government or public services, if it is successful.

Responding to national reforms

A number of national reforms will change the commissioning landscape with new relationships needing to be created at local and national levels. [The Public Health White Paper](#), 'Healthy Lives, Healthy People', proposes that local authorities will have a new statutory duty for health improvement. This offers an opportunity to make a major impact on health improvement and inequalities, returning public health leadership to local government.

Think local - act personal

In Salford, the vision for personalisation puts citizens at the centre of all services and support so that they can make choices and exert control over their own lives, engaging in their communities and helping to make Salford a better place to live. Personalised services

in Salford fit individual needs and enable local people to control their own lives and make decisions about their care and support.

For some residents, this might translate into an individual budget or direct payment. Most importantly, it means that all of our services are shaped around the needs of an individual, and engage the individual in decisions about their future. Personalisation clearly has a role to play in tackling poverty, ensuring services offer choice and control around the needs of individuals and families.

Step change four: skills and adult learning

Poverty is not just about worklessness, but about low paid, insecure work. It is also about skills: skills for employment and skills for effective parenting, particularly when circumstances are challenging. This means looking at softer skills and attributes, which have shown to be so important to parenting, as well as skills for employment. These softer skills include confidence, resilience and stress management.

Low adult skills

Adult skills are a key determinant of child poverty, directly impacting on a parent's ability to find, maintain and progress in work. Low skill levels significantly reduce a parent's potential earning power; impact on their children's aspirations and learning outcomes and are a significant cause of social exclusion.

While the number of Salford residents gaining qualifications has improved considerably in the past ten years, significant numbers still remain unqualified or low skilled with below national average progression onto levels three and four.

Supporting people who are unqualified or low skilled is not an option but a necessity. Helping them gain skills – which for many will help them move into work – will benefit not just individuals, but their children, families and communities.

Over the next few years major challenges affecting funding and eligibility will impact on the delivery of adult skills. It is essential that we work with partners to refocus some of the resources onto those

more vulnerable groups and link provision and link skills provision to employment opportunities.

Joint delivery plan

In recent years, first steps community and foundation level learning has made significant contributions to closing the skills gap in Salford. It is clear that while learning providers have common aims and objectives, delivery does not always work together in a planned, strategic manner that makes best use of resources.

The emerging joint neighbourhood delivery model (explained in step change one) provides an ideal opportunity to align community learning with family and individual needs. In order to do this we propose an integrated approach involving the Skills and Work Commissioning Unit and adult learning teams within the council, Salford City College and the Skills Funding Agency to deliver a joint skills plan for Salford. Our step change around skills and adult learning will focus on the following critical priorities:

- **Undertake a 'skills spotlight'**
Pull together existing work on the scope and direction of adult learning and increase our understanding of the barriers to learning.
- **Build and maintain influential relationships with new Work Programme providers**
Jobcentre Plus (JCP) will no longer directly commission skills provision for the long term out of work. New contractors have been selected by the Department of Work and Pensions (DWP) for the new Work Programme and the level of skills involvement will be dependent on the preferences of the successful contractors. It is essential to develop good relationships with the contractors to ensure we maximise the opportunities and resources for skills development.

- **Provide support for short term unemployed and those on inactive benefits**

Increased flexibility in mainstream educational budgets will allow greater support for the short term unemployed and those facing redundancy. Support should be provided through existing learning partners to add value to the new DWP programmes and support those on inactive benefits, e.g. lone parents, who cannot access free accredited learning.

- **Integrated learning in localities**

Working with partners to reorganise and refocus community based learning, taking the opportunity to make adult learning and financial capability integral to the new locality based teams.

- **Progression routes**

Creating a ladder of progression from first steps tasters through family, adult and community learning, including Skills for Life and linking to employment instead linking to established routes into employment and mainstream accredited courses, with particular emphasis on level 3.

- **Target priority groups - focus on lone parents**

Changes in Skills Funding Agency funding criteria will mean that a number of our priority groups, including lone parents, English for speakers of other languages (ESOL) learners and the low skilled, will no longer have access to free accredited learning. Refocusing of existing community based funding towards prioritising excluded groups and addressing some of the barriers to learning specifically childcare for lone parents.

- **Target priority groups - focus on teenage parents**

Teenage parents are a priority group as they are often young people from the areas of highest deprivation, and the pregnancy interrupts their education and training. The work to support

teenage parents to return to education following the birth of the baby and the barriers to this include availability, affordability and trust in childcare and access to part time and flexible education and training provision at the appropriate level. The Integrated Youth Support Service, including the Connexions service, will continue to build on what we know works, developing the package of support for teenage parents including promotion of education and training and tackling the barriers to progression.

- **New joint commissioning arrangements**

Joint commissioning arrangements for skills will seek to develop affordable solutions to minimise the impact of the funding changes on the progression to accredited learning of lone parents and the low skilled. Key partners will be the council, the Skills Funding Agency and Salford City College.

- **Integrated all age information, advice and guidance (IAG) services**

Working through joint locality teams, good quality IAG is essential to guide residents to learning opportunities and encourage progression. Seamless support is required to ensure smooth transition of young people from school based services or Connexions to adult IAG, such as Next Steps and Skills and Work. Our ambition is for a single all-age careers service for Salford residents.

Step change five: financial inclusion

A family's income impacts on their quality of life. While poor families compensate for a lack of material resources in many effective ways, all of the evidence shows that not having money is detrimental to children's prospects. This can be compounded by poor financial management leading to long term debt and lack of financial capital in later life. Financial support can also impact on a child's own understanding of money, how to earn it, spend it and save it.

Financial exclusion

Financial circumstances are a key determinant of poverty and life chances for families and communities. Our research into financial exclusion in the city provides clear evidence that families living on low incomes, both workless and in low paid employment, face barriers claiming the financial support they are entitled to, accessing affordable credit and other basic financial products, including bank accounts, and as a result have difficulty managing their money effectively and with confidence.

A strategic approach to financial inclusion

Salford must take a coherent, strategic approach to tackling the multiple issues which families face. We need to continue to raise the profile of the role and importance of financial inclusion to tackle family poverty and build on the effective partnership work already established, led by the Financial Inclusion Strategic Group.

Financial exclusion has wider economic costs. It is estimated that £3 million leaves the local economy through sub-prime lending as low income communities have less disposable income to spend locally.

The local authority can play a key role in helping families address these issues and through an effective corporate debt recovery policy, the risk of spiralling debt could be minimised.

Money advice

The complexities of navigating the welfare system can be a key cause of poverty and nationally it is estimated around £10 billion in means tested benefits goes unclaimed.

Salford Welfare Rights and Debt Advice Service report that housing related debt is a growing issue, particularly mortgage and rent arrears. A significant proportion of residents use pre-payment meters which can be the most expensive way to pay for fuel.

Access to specialist welfare rights and debt advice is critical at key life stages. Consultations with parents highlighted the transition from benefits into work as particularly challenging in terms of accessing key financial support including paying for childcare.

Ensuring families can access free, impartial money advice at all levels is a key component of our strategy.

Early intervention and prevention

We are committed to building capacity amongst frontline staff to support families with basic money issues through a Debt First Aid project. Family finance will be built into assessment processes of key services in order to allow for early identification and intervention including accessing financial support and dealing with debt.

By working in partnership with housing providers and improving our data sharing arrangements, we will develop a model to predict the impact on families affected by the proposed welfare reforms such as the reassessment of Incapacity Benefit claimants.

We know that many families on low incomes have relied on grants and loans from the Social Fund to meet their needs. The government has announced they will no longer provide this support and proposed a transfer of money to local authorities to administer, if this takes place we will need to take a strategic approach to supporting families in need.

These challenges will inevitably see an increased demand for money advice in the city when services are already under pressure.

Financial capability

The ability to make informed decisions about financial matters is a crucial component of our approach to financial inclusion. We will continue to support families to develop their money management and budgeting skills, building on successful partnerships with Broughton Trust and the Steady Readies project. We hope to extend this offer into schools to help prepare children and young people to manage money successfully as adults.

Affordable credit

We know that expensive sub-prime lenders are prevalent in our communities with doorstep lenders targeting low income households and pawnbrokers, cash converters, pay day loans all readily available to those who may have a poor or non-existent credit rating. Many of these operate with an APR of over 150%.

Research by the Business Innovation and Skills Illegal Money Lending team indicates that the most common victims of loan sharks are women in their 30s in receipt of benefits, many of whom will be living with children. We will continue to work in partnership with the regional team who provide confidential help to residents.

This has resulted in the protection of victims and successful prosecutions of loan sharks in the city.

Through the front line worker led Financial Inclusion Network Group, we need to continue to promote sources of affordable credit in the city as a viable alternative to sub-prime lenders.



Making a difference

The delivery of the five step changes and actions outlined in this strategy are critical to the future of Salford, socially and economically.

Delivering the strategy

Successful delivery of this strategy depends first and foremost on people and organisations working together around shared priorities and actions. We expect the firm commitment gained from partners during the production of the strategy will enable local services and communities to work together in new ways, allowing us to go further and faster in tackling this crucial issue.

Immediate action

Following the 2010 position statement, actions aimed at tackling family poverty are already ongoing in Salford. We will work together to deliver the following actions in 2011/12:

- Building on current neighbourhood working, establish new early intervention and prevention teams to engage and work with local families with multiple needs (including housing need, worklessness, health related need and family support).
- Embedding public health and wellbeing outreach and engagement work in our neighbourhoods through an asset based community development model, which means building on the strengths of communities to deliver improved outcomes and reduce inequalities.
- Delivering a new integrated, public sector approach to working with employers across the city, with a focus on connecting residents to opportunities created by economic growth and regeneration.
- Developing a partnership joint delivery plan for adult skills (from soft to work related skills), focusing some of the resources on our more vulnerable groups, as well as linking provision to the new routes into employment currently being established across the city. This will also mean addressing barriers to learning and work.
- Building on progress in bringing partnerships together at a city-wide level and locally to bring our commissioning work much closer together, developing joint plans for services and ensuring that integrated neighbourhood delivery is supported.
- Ensuring a balanced approach to universal, targeted and specialist services delivered through the public, private and community sectors.
- Raising the profile of the role and importance of financial inclusion to tackle family poverty as well as working with families affected by changes in funding eligibility and welfare reform.
- Continuing to regenerate Salford - tackling housing need, supporting economic growth and supporting sustainable neighbourhoods.
- Responding collectively to current and future national reforms and reviews.
- Developing our front line workforce to work with and improve the lives of local families.

Governance and accountability

The status of family poverty as a high level priority for Salford City Council's Cabinet underlines the urgency and importance of tackling this issue in Salford. Due to the cross cutting nature of poverty, the delivery of the strategy will require joint and several ownership across the key thematic partnerships and Place Board. Regular delivery updates will be reported to Cabinet and the Local Strategic Partnership Executive.

National and local indicators

The National Child Poverty Strategy 2011-14 sets out the indicators to be used at a national level to look for progress over the lifetime of the strategy towards the long-term goal of eradicating child poverty by 2020.

We will use Salford and neighbourhood level indicators to ensure we are making a difference, building on community assets and addressing inequalities in our most deprived neighbourhoods and with our target families.



