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# **Anti-Poverty Needs Assessment (APNA) 2014**

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Evidence Base Anti-  
Poverty Strategy  
2014-2017

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July 2014

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## Section 1: Purpose of the Anti-Poverty Needs Assessment

- 1.1 The 'Anti-Poverty' debate has gathered momentum in 2013-14 and into early 2014-15. This Needs Assessment will outline some of the key information about the drivers of poverty in Doncaster, identify areas where Doncaster significantly deviated from national comparators and some of the impacts of poverty. The findings of this needs assessment should inform the composition of an 'Anti-Poverty' strategy and help to inform service delivery decisions across the partnership.
- 1.2 The inter-relationships across many parts of people's lives mean that poverty is a complex problem; there are no easy fixes. Although poverty has been a long standing issue across many towns and places across the country, there does seem to be an issue of people who are in work but with low incomes who are struggling to pay for food, fuel or other items we may take for granted. Although this paper may help to make sense of parts of the poverty problem across Doncaster, inevitably there will be other data, research and opinion that will be needed to support the work of the partnership.

## Section 2: Deprivation

- 2.1 Deprivation has been measured using a number of different methods, but the latest set of informatics is derived from the Census 2011. The data shows a similar pattern to previous data, with areas within the main urban core showing higher levels of deprivation, along with some of the settlements that surround the core - many of which are former mining areas.
- 2.2 Figure 1 below shows the areas of Doncaster and their levels of deprivation, based on the 2011 Census. The deprivation measure uses employment, education, health and housing measures to give an overall 'score' for how deprived an area is. It is clear there are some clusters across Doncaster, but also some communities where there are wide variations of deprivation in close proximity. This highlights the inequalities across the borough. Two particular areas of Doncaster have been in the most deprived 1% nationally in previous assessments: Denaby Main in the west; and Balby Bridge in the central area.

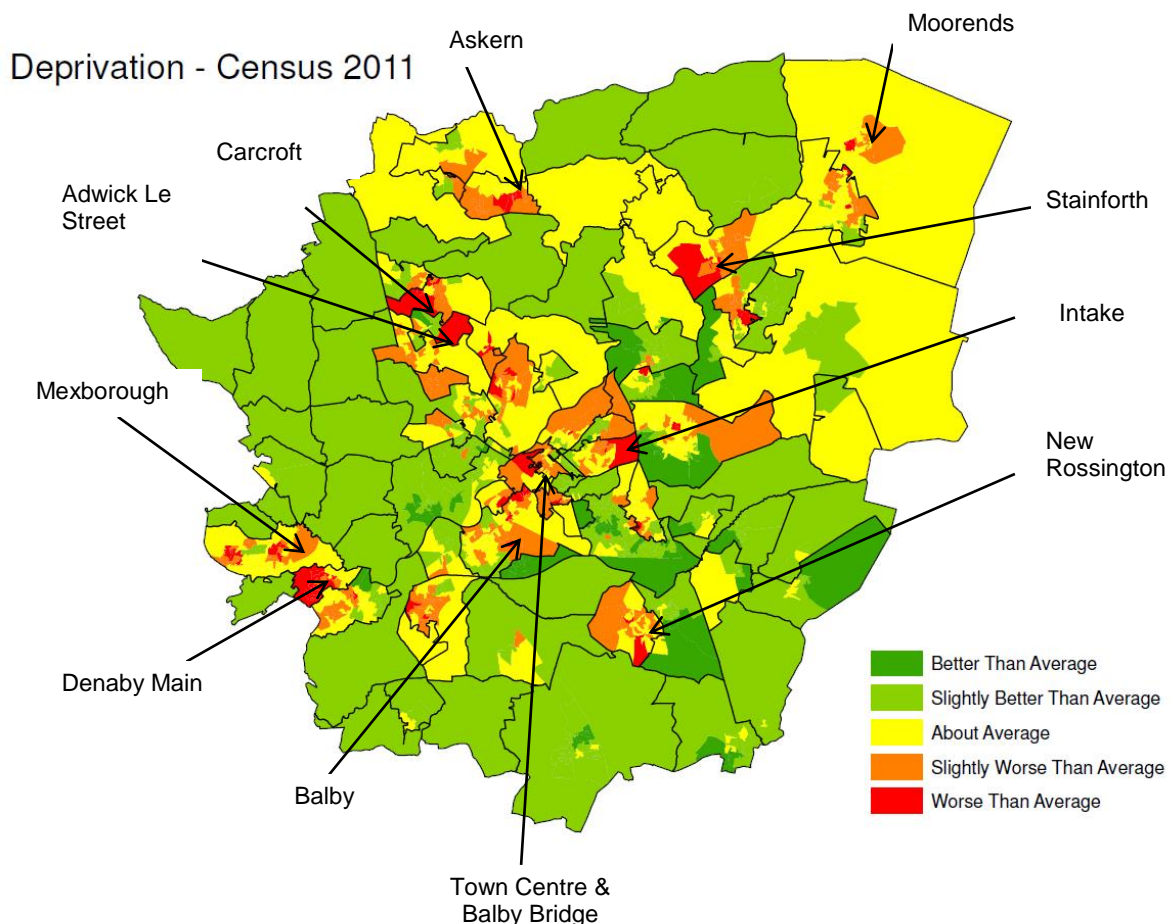


Figure 1: Map to show deprivation across Doncaster, 2011<sup>1</sup>

<sup>1</sup> Census 2011 deprivation measure composed of ;

1. **Employment:** any member of a household not a full-time student is either unemployed or long-term sick.
2. **Education:** no person in the household has at least L2 education, and no person aged 16-18 is a full-time student.
3. **Health and disability:** any person in the household has general health 'bad or very bad' or has a long term health problem.
4. **Housing:** Household's accommodation is either overcrowded, with an occupancy rating -1 or less, or is in a shared dwelling, or has no central heating.

## Section 3: Labour Market & Worklessness

3.1 Doncaster is the second largest economy in the Sheffield City Region. Key transformational projects are planned to increase the number of jobs and unlock development land. However, there are a number of inter-related issues that need to be tackled to develop a more balanced and resilient economy. The Local Economic Assessment identifies<sup>2</sup> Doncaster's key Labour Market challenges:

- **Employment Rate:** Increasing but the gap with regional averages is only narrowing slowly. Doncaster's females are less likely to work than others in the region.
- **Wage Rates:** Weekly earnings are over 10% lower than the UK average.
- **Youth Unemployment:** Youth unemployment is falling faster than the overall unemployment rate, but a remains a challenge
- **Working Age Population:** Since 2001, the working age population has grown in line with national averages, but decreases in the 5-9 & 10-14 age ranges may adversely affect the number of workers available locally in the medium term, along with an increasingly ageing population.

3.2 The **employment rate** in Doncaster has lagged behind our comparator benchmarks over a number of years, but these gaps have been wider in 2012 and 2013 than in other years. The 2013 figure did show a bounce back with an increase in the employment rate but the gap remains; if Doncaster was to equal the Yorkshire and Humber rate there would be 6000 more people employed in Doncaster.

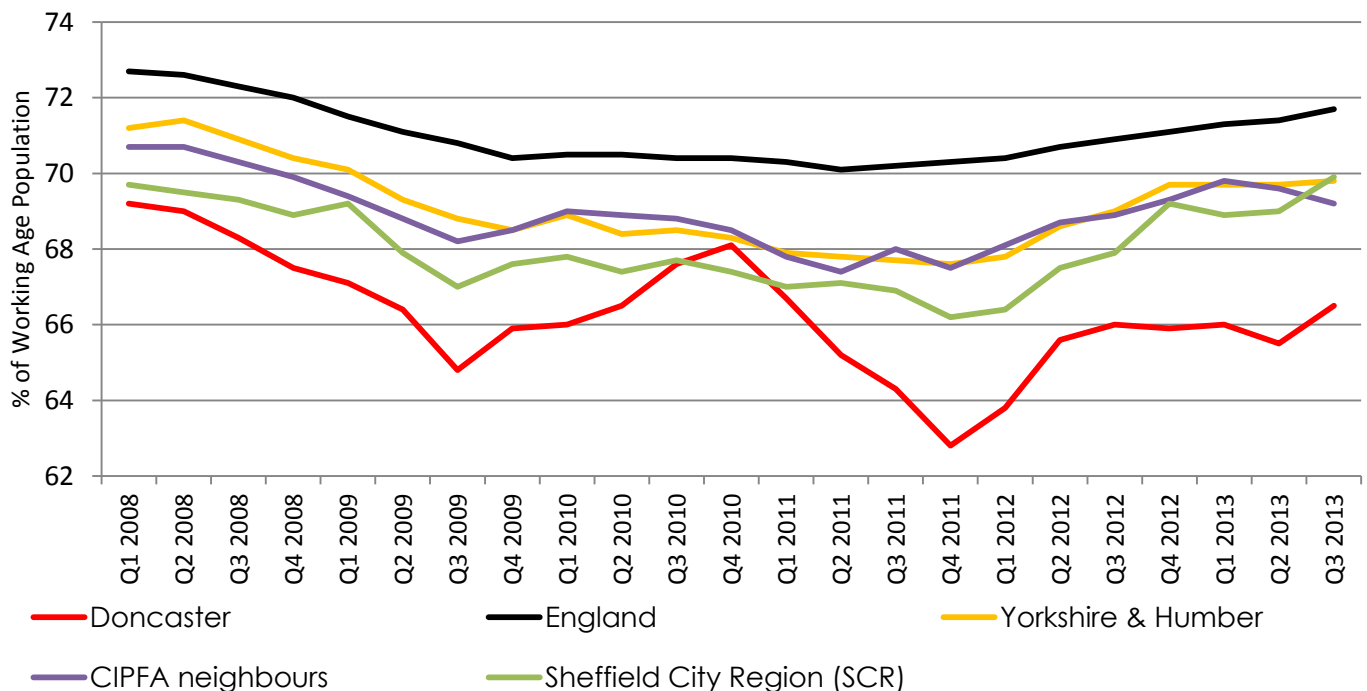


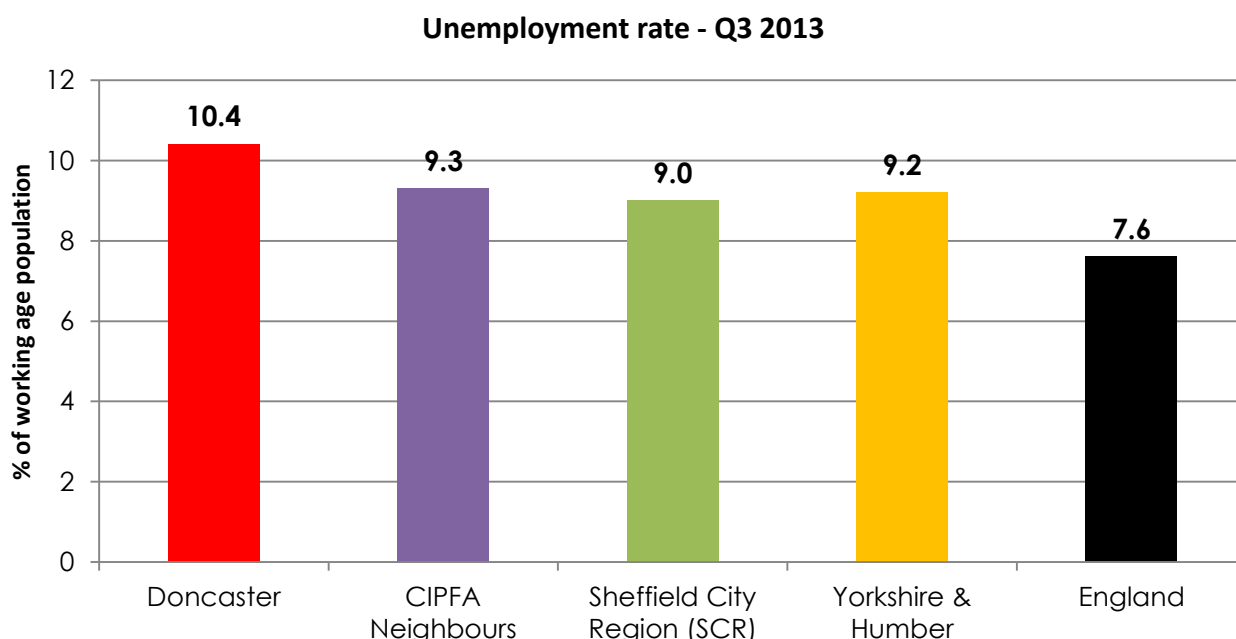
Figure 2: Employment Rate 2008-2013<sup>3</sup>

<sup>2</sup>[http://www.doncaster.gov.uk/sections/business/economyandenterprise/Local\\_Economic\\_Assessment\\_for\\_Doncaster.aspx](http://www.doncaster.gov.uk/sections/business/economyandenterprise/Local_Economic_Assessment_for_Doncaster.aspx)

<sup>3</sup> Annual Population Survey (2008-2013), Nomis

## Unemployment<sup>4</sup>

3.3 Unemployed people form a small percentage of the population; the Office for National Statistics (ONS) has developed a statistical model that provides estimates of total unemployed for unitary authorities and local authority districts. The unemployment rate measures people who are unemployed as a percentage of the economically active population. Unemployment is higher in Doncaster than the average rates for Yorkshire & Humber, CIPFA<sup>5</sup> neighbours, Sheffield City Region and England. A reduction to the regional levels would approximate to 1250 less people unemployed in Doncaster.



**Figure 3: Model Based Employment Rate Q3 2013<sup>6</sup>**

## Jobseekers Allowance (JSA)<sup>7</sup>

3.4 The JSA claimant count is not itself a measure of unemployment but is strongly correlated with unemployment. It is commonly used as a proxy measure for joblessness. The number of working age JSA claimants in Doncaster continues to reduce. After a significant rise following the economic downturn in 2008/9 to a peak in February 2012 of 11,000 people, or 5.8% of the working age population, it has reduced to 8,000 in April 2014, approximately 4.2% of the working age population.

3.5 These reductions are positive for Doncaster but the gap between Doncaster and the comparator benchmarks has not closed with other areas seeing similar reductions (shown in figure 4). Doncaster would need to reduce the number of JSA claimants by 1115 to equal regional rates of JSA.

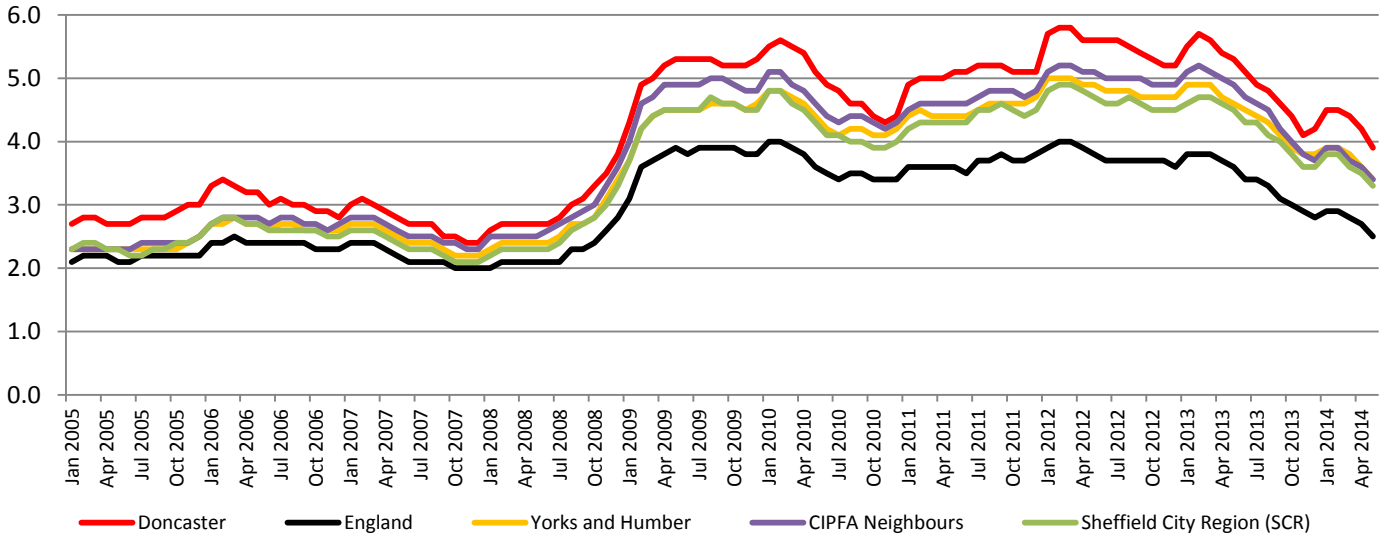
<sup>4</sup> Refers to people without a job who were available to start work in the two weeks following their jobcentre interview and who had either looked for work in the four weeks prior to interview or were waiting to start a job they had already obtained.

<sup>5</sup> CIPFA Neighbours: Rotherham, Barnsley, Wigan, Wakefield, Dudley, Tameside, Bolton, Sunderland, Dudley, Walsall, Oldham, Gateshead, Wirral, Sefton, Rochdale, Tameside, Stockport

<sup>6</sup> Annual Population Survey, Unemployment Rates, NOMIS

<sup>7</sup> JSA claimant count records the number of people claiming Jobseekers Allowance (JSA) and National Insurance credits. People claiming JSA must declare that they are out of work, capable of, available for and actively seeking work during the week in which the claim is made

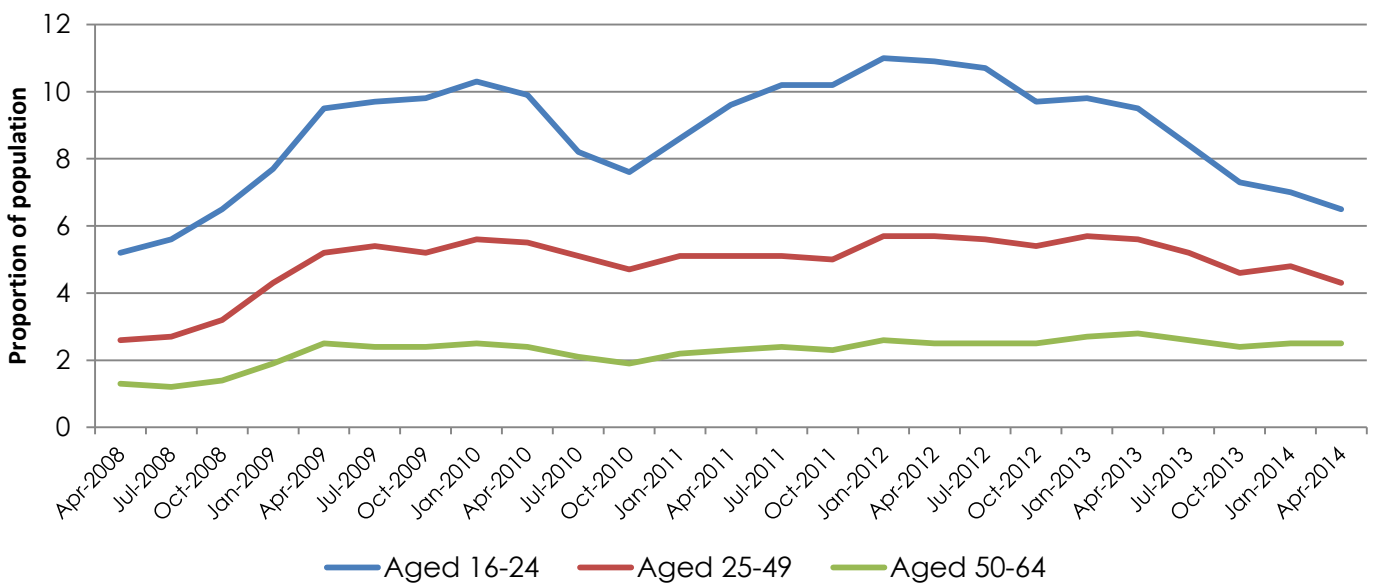
**JSA rate (proportion of working age population) 2005-2014**



**Figure 4: JSA Rate (Proportion of Working age population), 2005-2014<sup>8</sup>**

3.6 The number and rate of 18-24 year olds in Doncaster who are JSA claimants is also reducing. Claimant figures for the 18-24 year old age group show a reduction of 32% between April 2013 and April 2014. This reduction is better than the England, Yorkshire & Humber, Sheffield City Region and our CIPFA comparator authorities' average reductions. However this age group still accounts for 27.5% of working age claimants in Doncaster and is a significant challenge to the local economy and to local services. Although similar to the regional average, there are nearly 400 young people aged 18-24 that have been claiming JSA for over 12 months. There are more young people who have just started claiming JSA (Under 6 months) in Doncaster than regional and national average, with 5.5% of the population in this category for Doncaster compared to 3.6 and 3.0% for the regional and national figure respectively.

**Doncaster JSA claimant rate by age group**



**Figure 5: JSA Claimant Count by Age Group**

<sup>8</sup> Claimant Count, NOMIS

## Gender

### 3.10 Females in Doncaster are far less likely to work:

- 59.6% of females of working age are in employment which is significantly less than the Y&H average (a 5.6 percentage points gap) and the lowest in South Yorkshire (60.4% Rotherham; 67.6% Barnsley; 64.4% Sheffield) (2013).
- Doncaster having the fourth highest female JSA rate amongst all comparator authorities (April 14).

## Key out-of-work Benefits

3.11 Key out-of-work benefits, consists of the groups: - JSA; Employment Support Allowance (ESA) and Incapacity Benefits; lone parents and others on income related benefits. These groups have been chosen to best represent a count of all those benefit recipients who cannot be in full-time employment as part of their condition of entitlement.

3.12 The number of working age population claiming key out-of-work benefits within Doncaster has been reducing back to similar levels that were recorded in early 2008. This is a pattern that is replicated against national and local comparators.

3.13 The proportion of claimants in the Employment Support Allowance (ESA) and lone parent groups has seen a gradual decrease since early 2008. Whereas those in the job seekers allowance group fluctuates more increasing from 2.7% in February 2008 up to 5.8% in February 2012, down to 4.1% in November 2013.

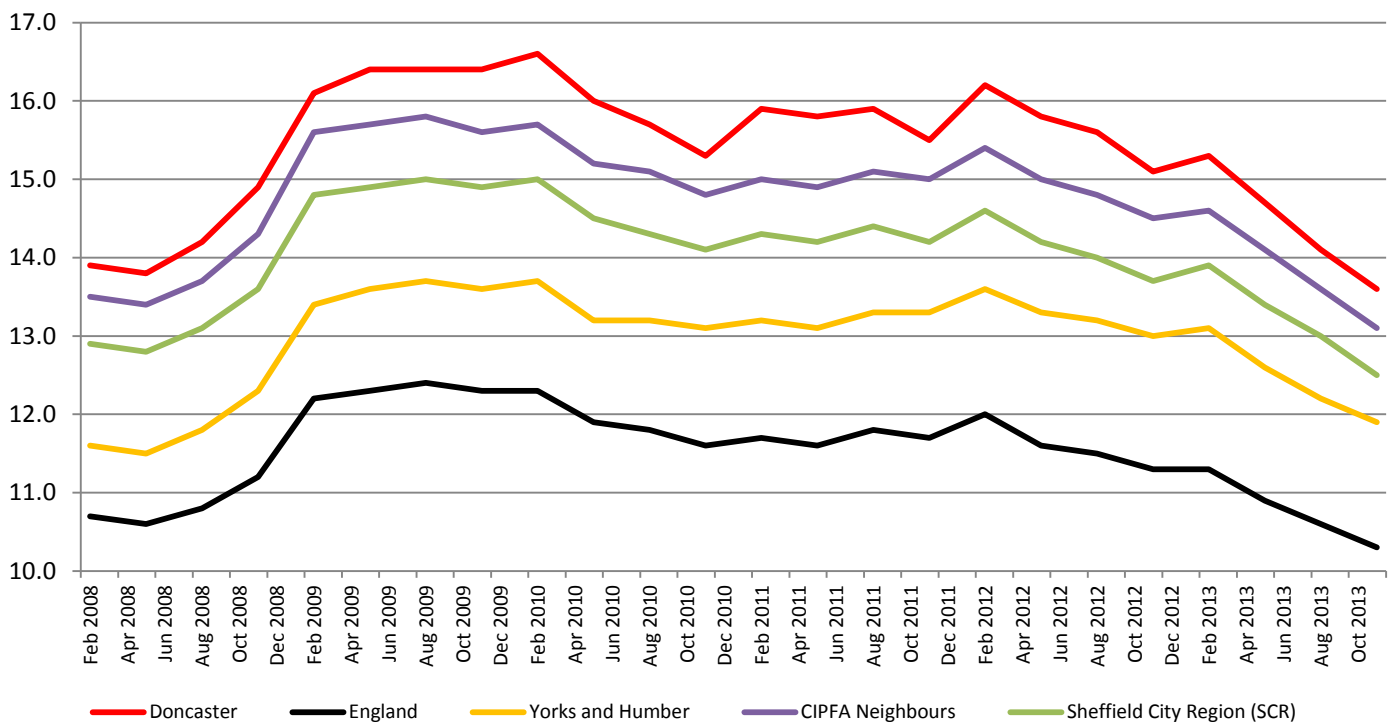


Figure 6: Key out of Work Benefits 2008-2013<sup>9</sup>

<sup>9</sup> Key out of Work Benefit Statistics, Nomis

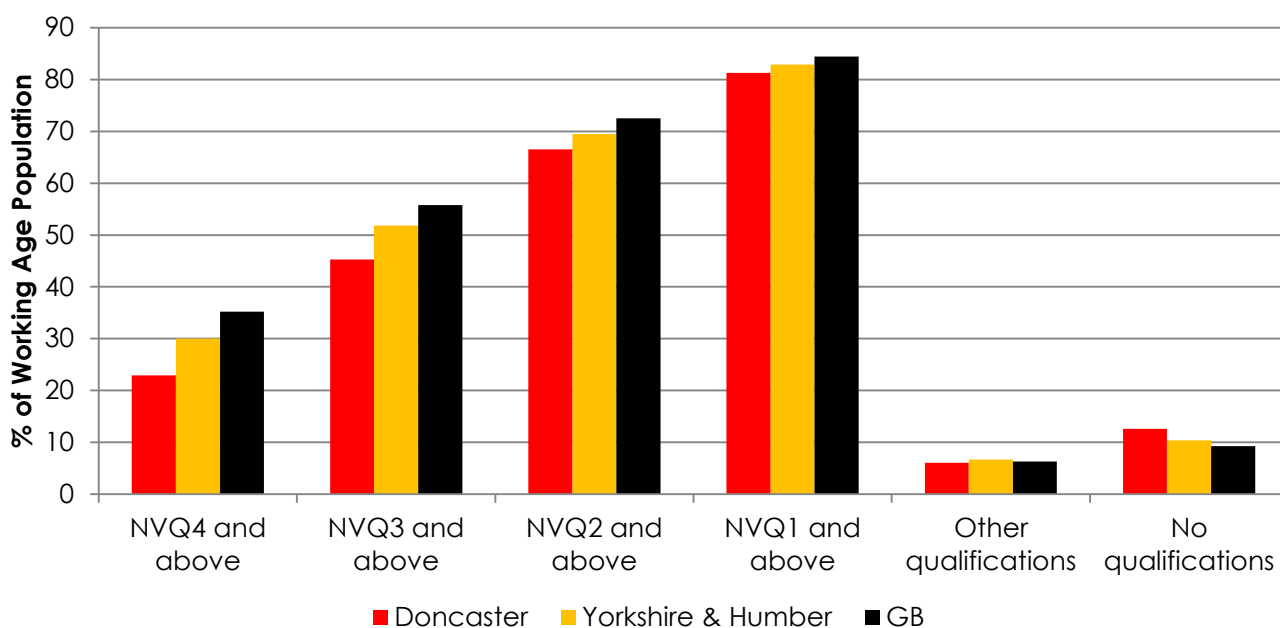


## Work Programme

3.14 People are referred to the Work Programme by Job Centre Plus. The programme providers work with participants on a specified 'attachment activity' before placing them in employment. If the participant remains in employment, usually for a minimum period of 26 weeks, a fee is paid to the provider. Of the 9980 people joining the Work Programme in Doncaster up to and including December 2013, 17.03% of them remained in employment for at least 26 weeks, although this is slightly higher at 22.82% for the 18-24 age group.

## Skills

3.15 The working age population (16-64) is not as skilled in Doncaster as the regional or national averages. Although the skills gaps are narrowing there are marked differences especially at level 4 and level 3 where Doncaster needs to improve. There is a 13% and 10% point gap between Doncaster and the national average for NVQ level 4 and NVQ level 3 respectively.



3.16 The key skills challenges for Doncaster are<sup>10</sup>:

- **No Qualifications:** Over 10% of people are in the local labour market with no qualifications and will find it increasingly difficult to compete for jobs
- **Higher Proportion of Lower Skilled Occupations:** Doncaster has a lower proportion of jobs in highly skilled occupations (e.g. professional & technical occupations) compared to the Sheffield City Region (SCR) average.
- **Skills Gap:** Increasing commuter flows into the Borough over the past 10 years, and the fact that residential earnings are lower than workplace earnings<sup>11</sup>, suggests that more highly skilled workers from outside of the Borough may be helping to bridge an underlying skills gap.
- **Employability competencies:** The views of our businesses shows that more targeted work is required locally to improve the employment competencies and commercial awareness of those in full-time education.

<sup>10</sup> LEA Skills & Education Chapter 2014

<sup>11</sup> LEA Labour Market Chapter 2014

## Section 4: Welfare Reform & Housing

- 4.1 Following the introduction of welfare reform changes in April 2013<sup>12</sup>, a specific multi agency steering group was set up in Doncaster to co-ordinate the changes and manage the impacts across Doncaster.
- 4.2 The location of the households affected were mapped and then compared to the Indices of Multiple Deprivation 2010 (see figure 7). This shows that there are clusters of households affected by the welfare reform changes within the most deprived areas of Doncaster, in the central core and outlying settlements. To a lesser extent there are also effects on areas which are not classified as deprived areas such as Bessacarr and Edenthorpe.

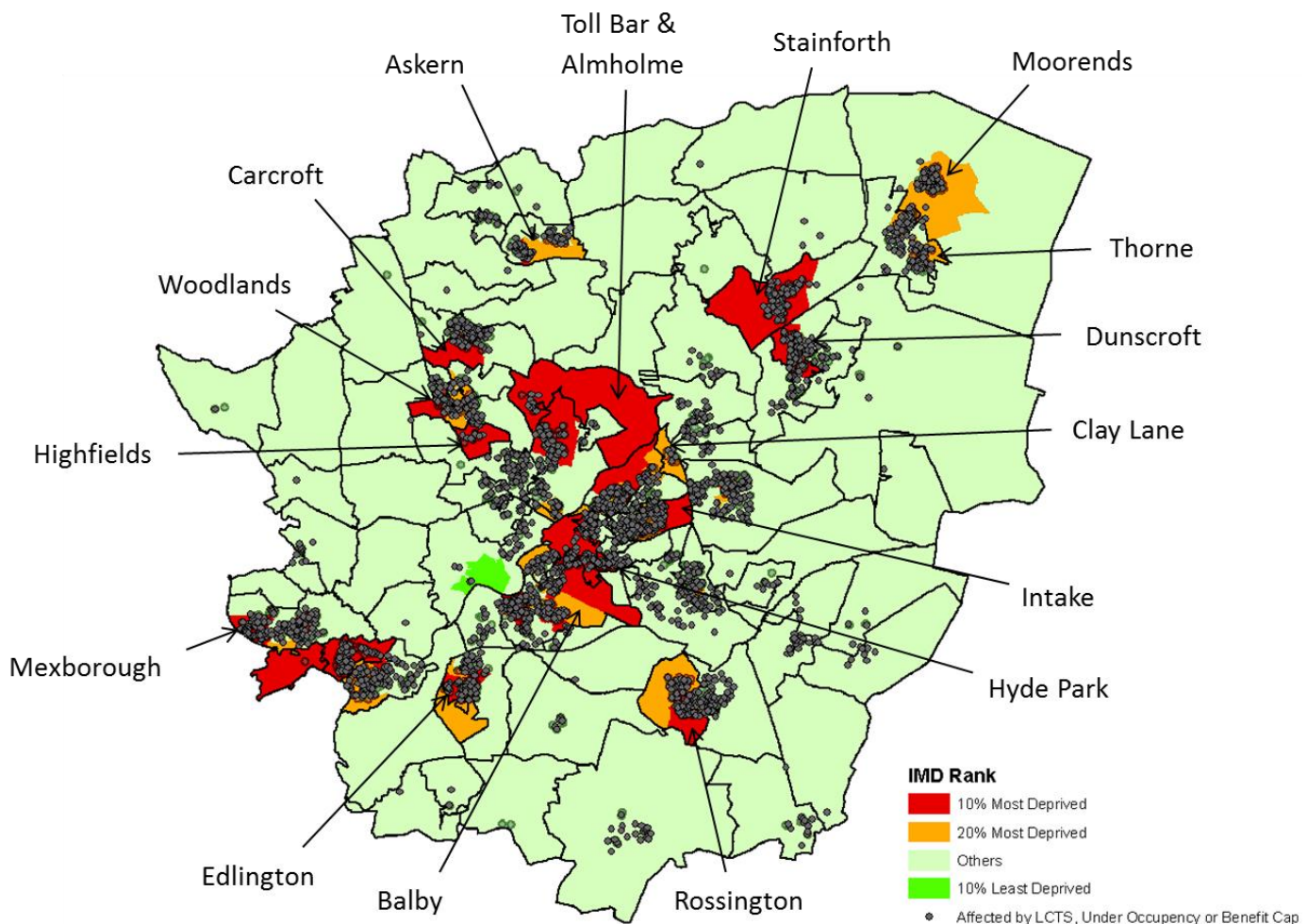


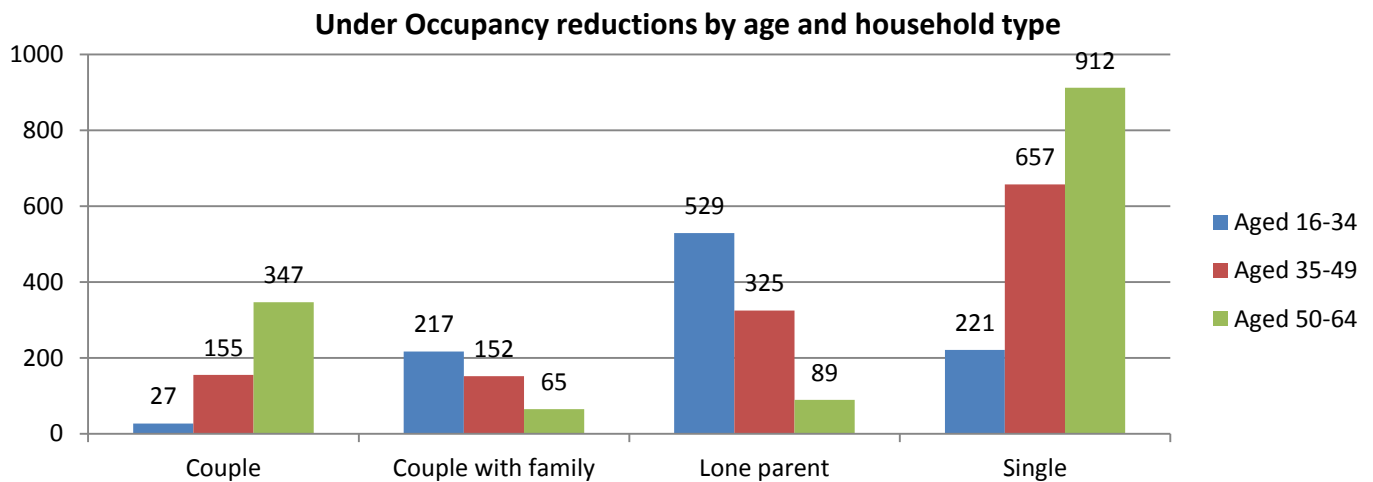
Figure 7: Map to show deprivation and Welfare benefit reform changes<sup>13</sup>

### Under Occupancy Reductions

- 4.3 Reductions are made to the Housing Benefit of households that have 'spare' bedrooms. If there is one spare bedroom the amount of housing benefit is reduced by 14% of the eligible rent. Two or more spare bedrooms, lead to a 25% reduction. The reduction applies to working age people claiming housing benefit. Children under the age of 10, or under 16 if of the same gender, are expected to share a bedroom.

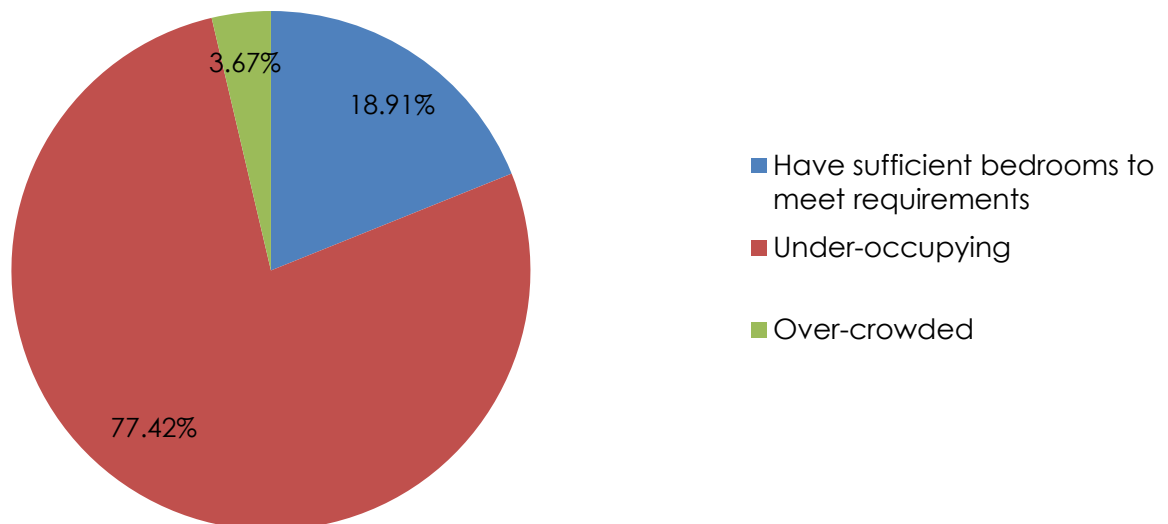
<sup>12</sup> Local Council Tax Support Scheme; Under Occupancy Reductions to Housing Benefit; Benefit Cap.

<sup>13</sup> Indices of Multiple Deprivation 2010, DCLG, University of Oxford & DMBC Benefits Data.



**Figure 8: Under Occupancy Reductions by age and household type<sup>14</sup>**

- 4.4 The largest group affected by the under occupancy reductions are single people, particularly those over the age of 50 where children may have moved out leaving their rooms vacant. However in the 16-34 group, over three quarters of households affected are households containing children.
- 4.5 The Strategic Housing Market Needs Assessment<sup>15</sup> suggests 'Based upon the bedroom standard, 20127 households (18.9%) have sufficient bedrooms to meet their requirements given the household composition. 82393 households (77.4%) have more bedrooms than required and are under-occupying while 3906 households (3.7%) have insufficient bedrooms to meet their household needs and are over-crowded. High levels of under-occupancy are not surprising against generally small household sizes. These rates are in line with those for the Yorkshire and Humber Region'.



**Figure 9: Household Needs**

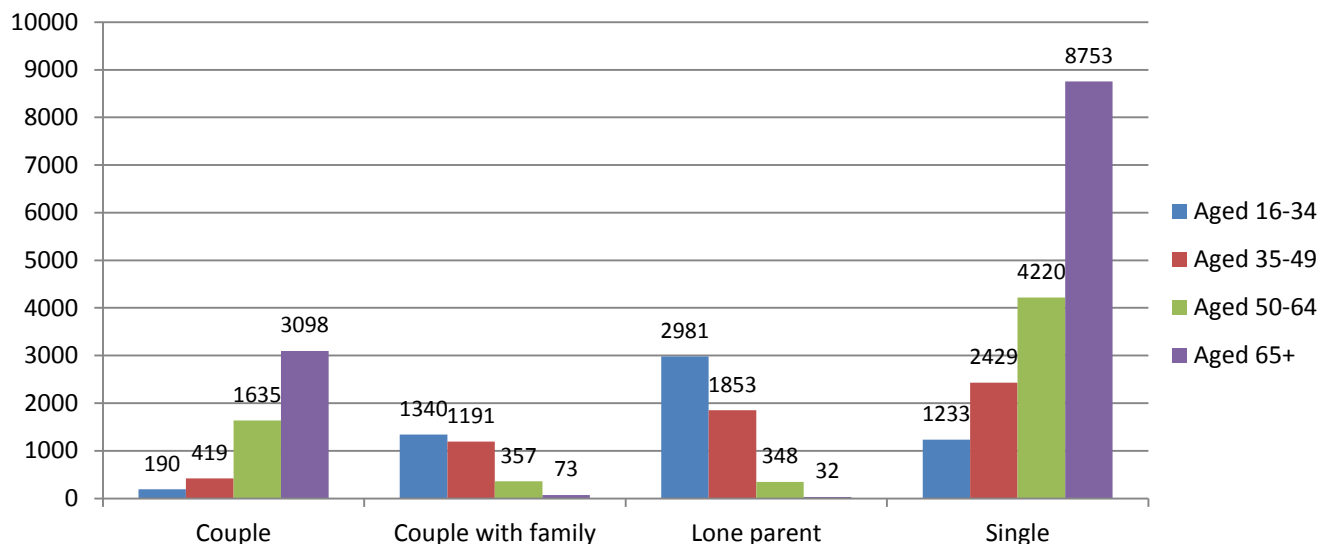
<sup>14</sup> DMBC Benefits Data, April to June 2014

<sup>15</sup> <http://www.doncaster.gov.uk/Images/Doncaster%20SHMA%20Update%20FINAL37-102263.pdf>

## Local Council Tax Reduction Scheme (LCTS)

4.6 From 1 April 2013 Council Tax Benefit was replaced by Local Council Tax Support (LCTS). Under LCTS, each council has to decide, for working age claims, who is eligible for support and what level of support they should receive. There are over 30,600 households receiving a reduction in their Council Tax from the LCTS scheme in Doncaster. Of these, over 14,000 are of pension age and more than 16,600 are of working age on a low income. Over half of all people that are affected are single person households.

**Local Council Tax Reduction Scheme by age and household type**



**Figure 10: Local Council Tax Reduction Scheme by Household and Type<sup>16</sup>**

4.7 Due to reductions in central government funding, the Council implemented further changes to the LCTS Scheme from April 2014. Households with income above minimum amounts, including child benefit, will be asked to pay more towards their Council Tax. This will not affect people receiving the maximum amount of LCTS due to pass ported benefits.

## Benefit Cap

4.8 Households cannot receive benefits above a certain level; most benefits are counted including Housing Benefit. It aims to provide a strong work incentive; there is no cap to benefits if a claimant is in work. The Benefits Cap was implemented in Doncaster in July 2013. The benefit limits are:

- £500 per week for families with children
- £350 per week for individuals

4.9 In Doncaster, as at June 2014 there were 75 households were affected by the Benefit Cap. Areas with higher rent levels, and so higher Housing Benefit awards, have a larger proportion of households affected.

<sup>16</sup> DMBC Benefits Data, April to June 2014

### Benefit cap by no. of dependents

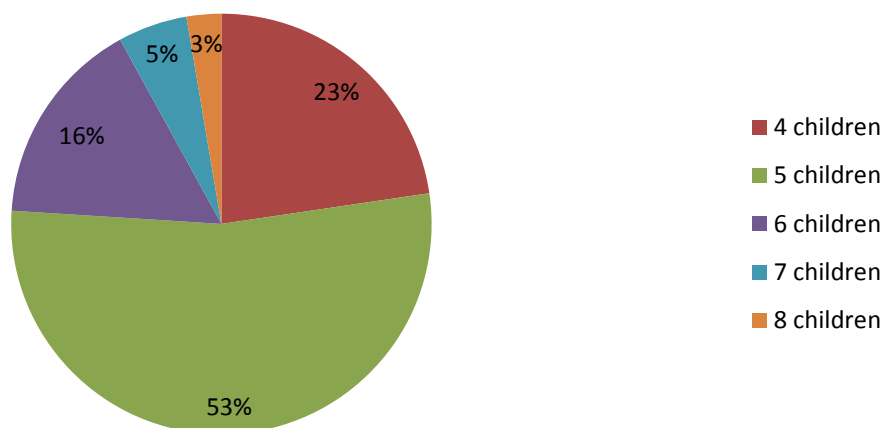


Figure 11: Benefit Cap by No. of Dependents<sup>17</sup>

4.10 In advance of the implementation, DWP identified households that would be affected. The Council helped provide support and advice by arranging Benefit Cap Workshops. The workshops included partners covering: money advice; DWDT for budgeting and debt advice; housing options; private sector housing; SLHD; support into work; volunteering with CVS; DWP for support into work and other support; Doncaster Chamber of Commerce; mentors, colleges and adult learning; help working from home and becoming self-employed. Some of those who attended have moved into work or training, and others now receive benefits that exempt them from the Benefit Cap.

### Discretionary Housing Payments (DHP)

4.11 Discretionary Housing Payments provide extra help to customers who are already getting Housing Benefit and need further financial assistance with their housing costs. This will usually be because there is a shortfall between the amount of benefit they get and their rent.

### Discretionary Housing Payment by age and household type

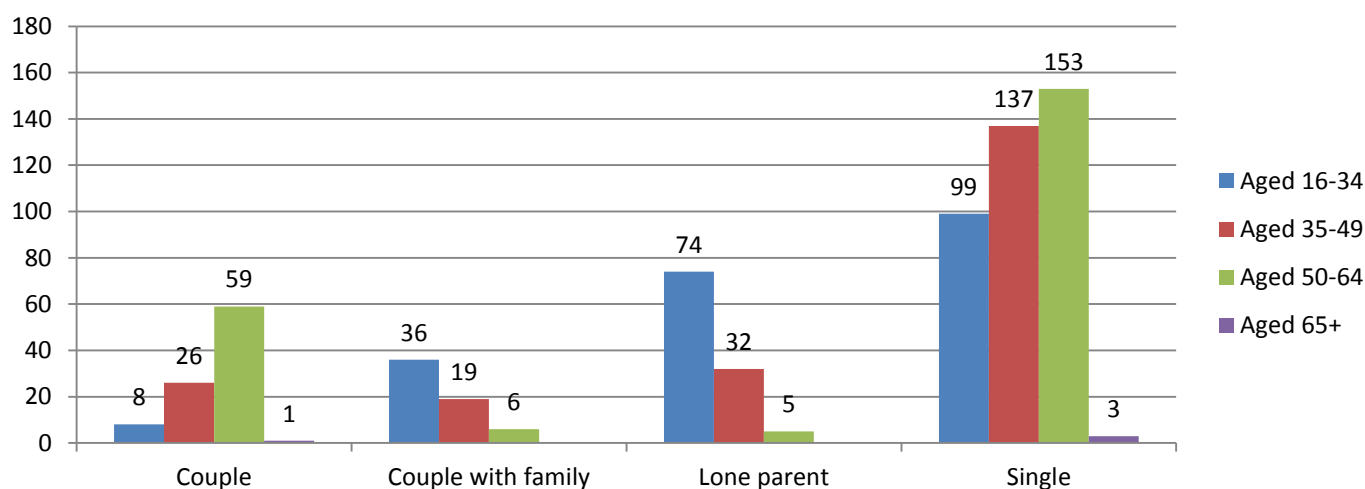


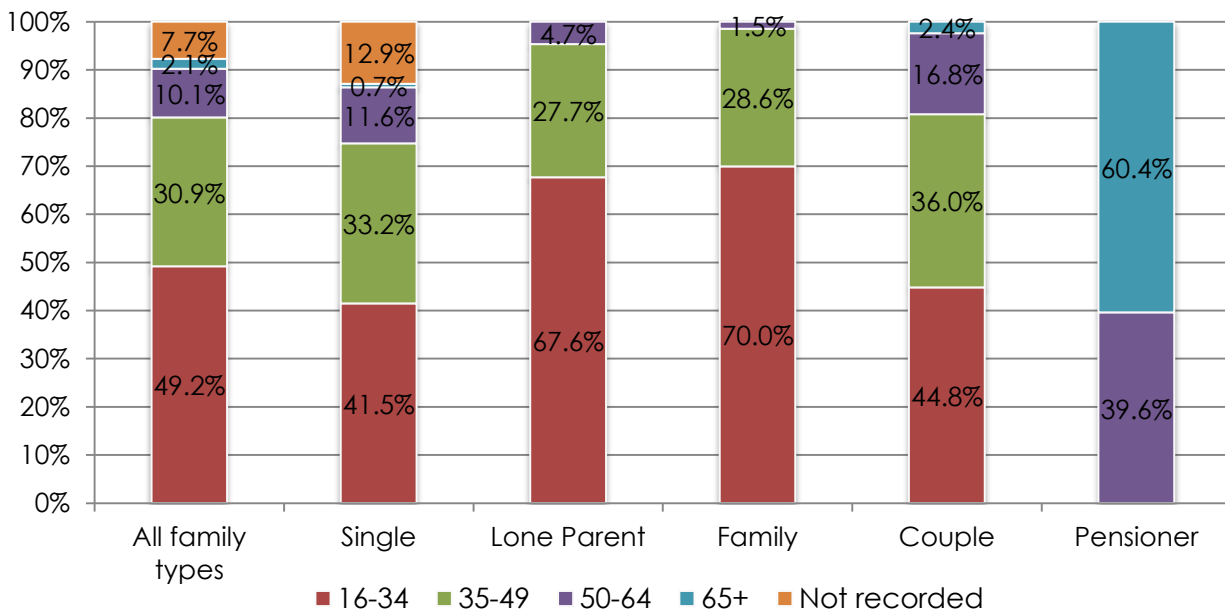
Figure 12: DHP by Household and Tenancy Type<sup>18</sup>

<sup>17</sup> DMBC Benefits Data, April to June 2014

4.12 The Council receives some money from the Government each year to spend on Discretionary Housing Payments but there is a limit on the amount that they can spend. This means that not everyone who claims will be awarded this extra help. To qualify for Discretionary Housing Payments, households must meet certain conditions. They must be receiving some Housing Benefit or Universal Credit that includes a housing element towards rental liability; there must be a shortfall between the amount of benefit they receive and their rent; and they must be able to show that they need extra help in exceptional circumstances to meet housing costs. In return there is an agreement to take action to address specific issues on a case by case basis. The majority of Discretionary Housing Payments (DHP) were made to single person households (60%) and in particular to those aged 50 and over representing almost a quarter of all DHP payments.

**Local Assistance Support Scheme (LASS)**

4.13 Doncaster’s Local Assistance Scheme (LASS) replaced the Department of Work & Pensions regulated Social Fund crisis loans and community care grants in April 2013. It aims to help the most vulnerable residents, who meet the eligibility criteria, cope with special difficulties, such as disasters, emergencies or exceptional pressures, rated according to a scoring system. Only one award is allowed per year.



**Figure 13: LASS applications by age and family type<sup>19</sup>**

4.14 A large proportion of people that apply to the LASS are younger people with nearly half of all applicants under the age of 34 and 80% under the age of 50; these figures are higher for ‘lone parent’ and ‘family’ households. The main reasons for the applications to this scheme are;

- Fuel (25.3%)
- Food (17.2%)
- White Goods (22.6%)
- General Household (27.4%)

<sup>18</sup> DMBC Benefits Data, April to June 2014

<sup>19</sup> DMBC LASS Data

## Section 5: Earnings, Financial Exclusion & Debt

### Income and Earnings

5.1 Employee earnings give an indication of living standards people are able to enjoy. If people have high earnings, then they are likely to have a higher disposable income and will, therefore, have a higher standard of living. Higher wage rates are associated with higher skill levels.

5.2 Earnings can be measured in two broad ways, through the earnings of residents where they live and secondly through the earnings where people work. Resident earnings reflect the average earnings where people live and are indicative of the quality of skills of local people;

- Resident earnings are higher in Doncaster than workplace earnings, indicating that workers are travelling outside of Doncaster to take better paid jobs.
- Doncaster residents earn 1.9% less than the SCR average (gross weekly wages of £463 compared to £472). If Doncaster residents were competing more for higher paid jobs within Doncaster and elsewhere, earnings would be higher.
- Residential and workplace earnings are over 10% lower than the UK average



Figure 14: Residential and Workplace Earnings 2013<sup>20</sup>

5.3 Growth in the Doncaster resident's average wage for full time workers between 2008 and 2013 led to a narrowing of the gap between Doncaster, the SCR and Y&H average resident based weekly earnings. However Doncaster failed to make any significant changes compared to the England average. After a reduction in average earnings in Doncaster in 2012, there has now been an increase in 2013. However the gap between Doncaster's average and the England average has further increased to £55 per week compared to the £42 per week difference in 2008.

<sup>20</sup> ASHE, Nomis 2013

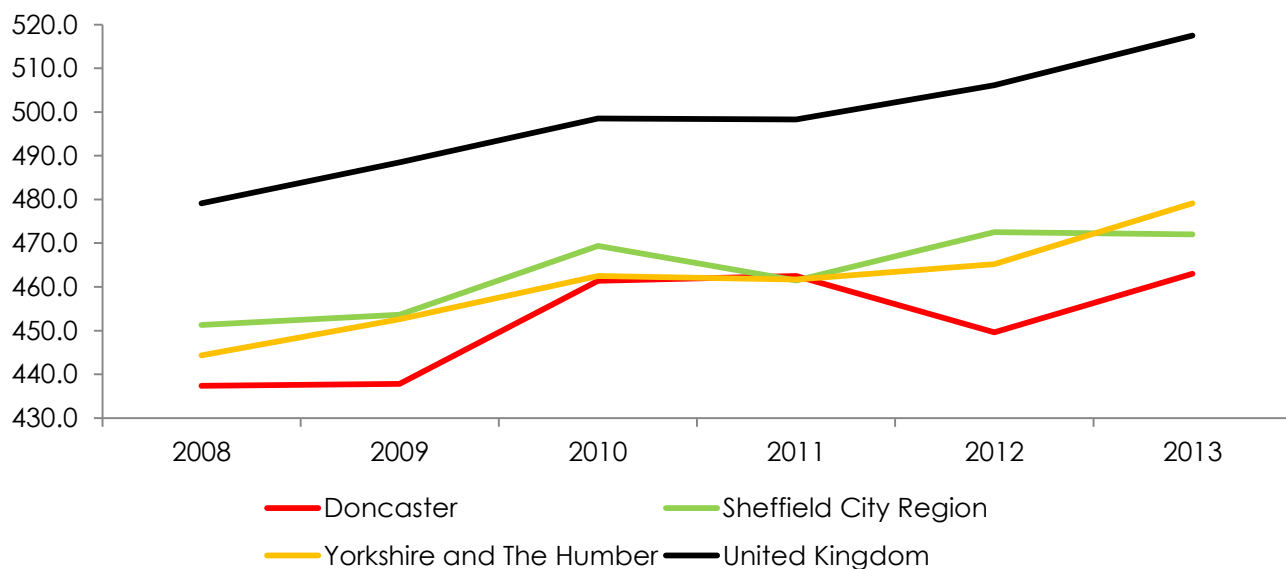


Figure 15: Full time average gross weekly wage (resident) 2008-2013<sup>21</sup>

## Financial Inclusion

### High Cost Lending

5.4 The Pay Day lenders report by Office of Fair Trading 'Payday Lending Compliance Review'<sup>22</sup> suggested that;

- 28% of loans are rolled over or refinanced at least once, providing 50% of lenders' revenues.
- Debt advisers reported that borrowers seeking help with payday lending debts had, on average, rolled over at least four times and had six separate payday loans.
- Much of the advertising is based around simplicity and speed with much less if any emphasis on the cost implications.
- Poor complaints handling systems and procedures for many firms

5.5 In Doncaster there are twelve providers of payday loans, eight Payday Lenders and four Pawnbrokers who offer Payday loans. Four of the four Payday loan lenders are new to the Doncaster market and all four of the Pawnbrokers have recently started to offer payday loans.

5.6 **Money line** is running a loan scheme through Doncaster Refurnish as an alternative to the Payday Lenders when the client, for whatever reason is unable or unwilling to use the credit union

- Average of 63 loans given out each month
- Total loaned out of £125,432.50
- 77% of loan approvals are to females
- Average first loan amount is £229.86
- Savings accounts opened as a percentage of new loans 16.9%

<sup>21</sup> ASHE, Nomis 2008-2013

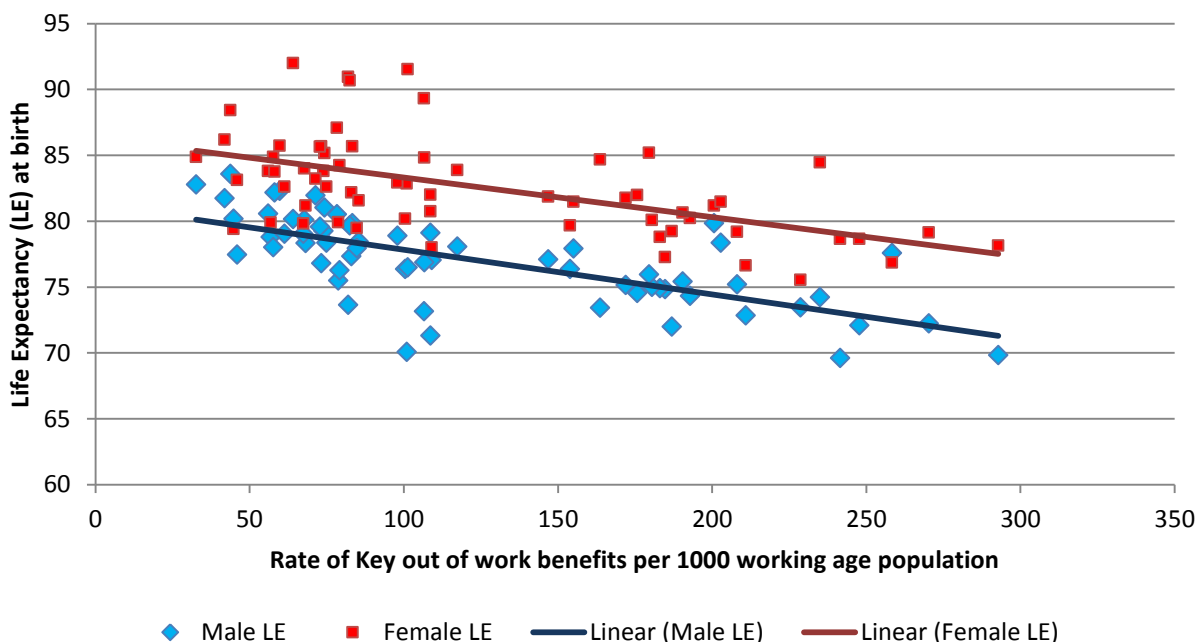
<sup>22</sup> [http://www.of.gov.uk/shared\\_of/Credit/off1481.pdf](http://www.of.gov.uk/shared_of/Credit/off1481.pdf)



- 5.7 Local groups have been encouraged to bid for cash, confiscated from illegal money lenders, as part of an initiative organised by the England Illegal Money Lending Team and Doncaster Council. The **'Your Choice'** scheme gave residents a say in how money taken from loan sharks is spent to improve their community. The specialist Team who investigate and prosecute loan sharks put forward £3000 of proceeds of crime money to fund as many projects as possible.
- 5.8 Local residents, charities, community and voluntary groups, schools and statutory agencies benefiting those that live in Doncaster were welcome to apply for the cash, to spend on any worthwhile community project which does one of the following:
- Contributes to raising the awareness of the dangers of using 'loan sharks'
  - Promotes professional credit options to people at risk of using 'loan sharks'
  - Promotes financial management or budgeting to people at risk of using 'loan sharks'
  - Reduces crime, disorder and illegal money lending in the local area
- 5.9 There are many **money management** programmes/services available including;
- **Money Matters** has established Peer Support Groups around Doncaster, to provide money saving tips, advice and guidance in deprived communities. By the end of year 2, the project developed 1723 Action Plans, delivered 1372 interventions, started 42 money advice groups, held 700 workshops and has 27 volunteers.
  - **Money Works** started in July 2013, and aims to increase personal financial capability through one to one support, ultimately to move away from benefit dependency and gain independence through employment.
  - **Moving On** helps people who have experienced drug or alcohol problems, to make a positive change in their lives by progressing into training or employment. To date 253 people have accessed this support, 97 have undertaken training, and 32 have progressed into work.
  - **UK Online Training programme and the Terrace Job Club** support people to learn how to use computers and gain IT skills for employment. To date 423 people have gained basic IT Skills and have progressed towards job readiness. The job club provides a drop in for job search twice weekly.
- 5.10 **South Yorkshire Credit Union** continues to recruit new members in the Doncaster area and provide affordable loans, Christmas savings and savings accounts. Members can also access debt advice, budgeting advice and credit options.

## Section 6: Health

- 6.1 Health has been improving in Doncaster for both men and women over the last 10 years. Life expectancy at birth for men (2008-10) was 76.8 years, this has increased from 74.6 ten years earlier (1999-01). In women the increase in the same period is from 79.4 years to 81.4 years. However life expectancy is higher nationally, currently life expectancy for men in England & Wales is 78.6 years, 1.8 years ahead of Doncaster. In women national life expectancy is 82.6 years, 1.2 years higher than Doncaster.
- 6.2 Mortality rates for the major causes of premature deaths have been falling in the borough. Death rate for cancers, coronary heart disease and strokes have all been falling since 2000. It is worth noting that while mortality rates from lung cancer remain very high in Doncaster they too are now falling, and there is some evidence that they may be falling faster than nationally. There are two important exceptions to this general picture. Respiratory disease mortality rates remain high and while they are not significantly increasing they show no sign of falling either. The second exception is deaths from liver disease, which continue to rise. Most of these deaths are related to sustained and excessive alcohol consumption.
- 6.3 Nationally and internationally there are correlations between higher levels of deprivation, benefit dependency, poverty and poorer health outcomes. In Doncaster these specific correlations exist with many health indicators, including life expectancy and mortality rates. Although not absolute, there is a correlation between life expectancy and key out of work benefits (used as a proxy for income/Poverty) as shown in figure 16.



**Figure 16: Scatter Chart to show Life Expectancy and Key out of work benefits<sup>23</sup>**

<sup>23</sup> Data used at 'community level' - Life Expectancy data 2006-2010, Out of Work Benefits Data Nov 2013. Communities with less than 200 people aged 16-64 have been excluded.

- 6.4 As part of the Joint Strategic Needs Assessment 2012, a study of Mental Health in Doncaster, from the perspective of the voluntary sector, was undertaken<sup>24</sup>. The report found that the recession and debt issues were affecting people's mental health. The recession was also impacting mental health through behaviours such as alcohol use and gambling. Changes to the benefit system, such as Work Capability Assessments, were also having a negative impact on people's mental health. A small scale survey, undertaken in summer 2013 in Barnsley, of residents accessing financial advices services, identified that:
- 82% of clients stated that benefit changes had made them worried about the future;
  - 76% said the thought of them had made them feel more stressed and
  - 69% said the benefit changes had made them feel depressed.

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<sup>24</sup> [http://www.doncastertogether.org.uk/Doncaster\\_Data\\_Observatory/mental\\_health\\_in\\_doncaster.asp](http://www.doncastertogether.org.uk/Doncaster_Data_Observatory/mental_health_in_doncaster.asp)

## Section 7: Children & Young People

- 7.1 The number of **children in poverty**<sup>25</sup> in Doncaster is higher, at 24.2%, than the national average of 19.3%. This equates to around 15,800 children and young people aged 19 and under in Doncaster 'living in poverty'. There is a close link between children living in poverty, worklessness and deprivation, and there is evidence that suggests this can be a cyclical problem over generations. Doncaster's economic performance significantly lags behind the national average and compares poorly in relation to the Yorkshire and Humber region average.
- 7.2 The 'poverty' is not distributed equally across the borough with areas having over 50% of children in poverty to areas with under 5%. There are pockets of poverty found in the central urban area and in the larger settlements surrounding the urban core; conversely there is small number of children living in poverty in the rural areas of Doncaster. There are a number of areas where more than 45 % of children are living in poverty including parts of Denaby Main, Mexborough, Toll Bar, Highfields and Balby.

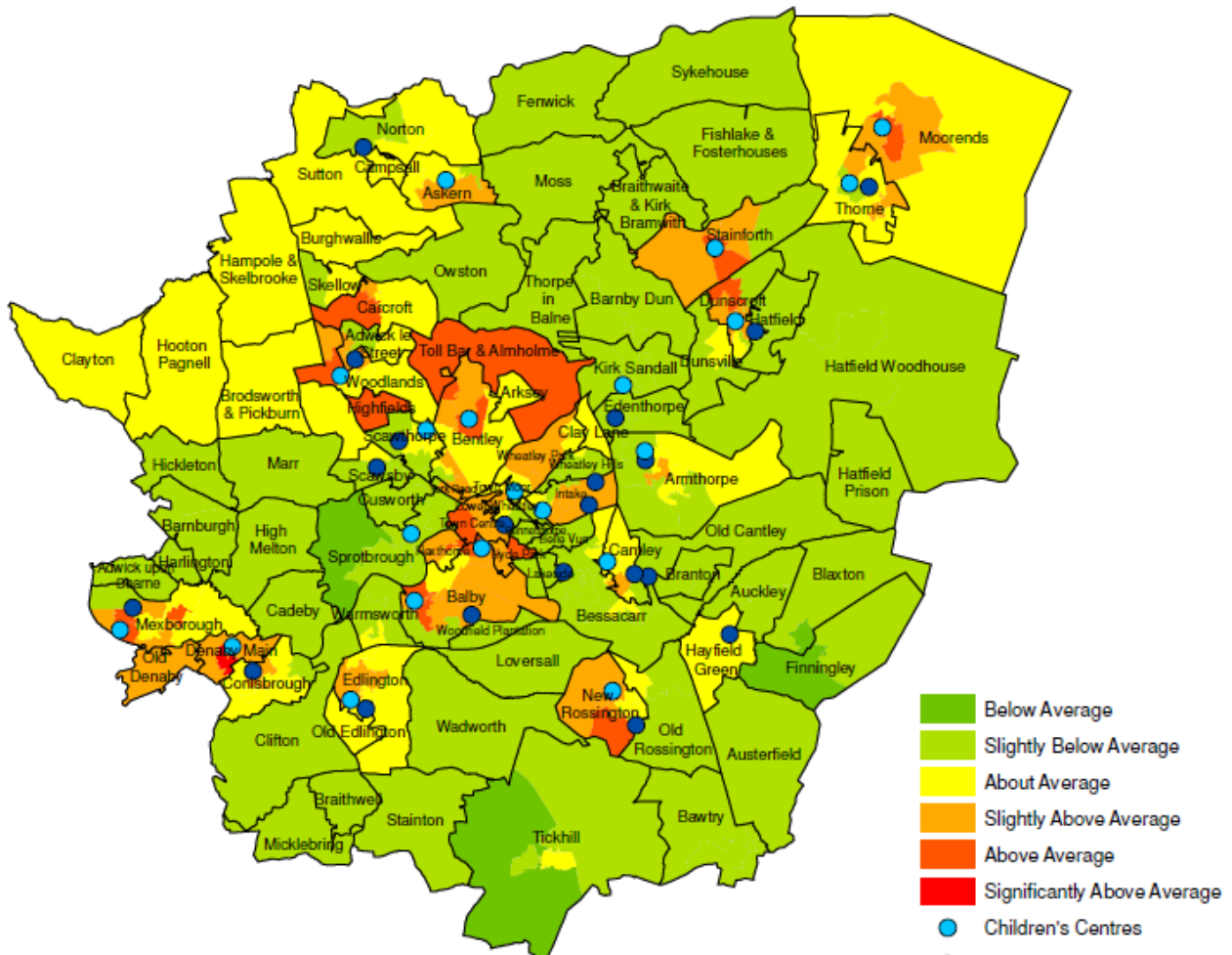


Figure 17: Children in Poverty by LSOA<sup>26</sup>

<sup>25</sup> Children in families in receipt of work benefits or tax credits and less than 60% of median income

<sup>26</sup> DWP Data

7.3 In January 2014 the government launched a consultation on a child poverty strategy up to 2017<sup>27</sup>. As part of this consultation some of the main factors of child poverty, and the length and effect they have, were considered. The top factors were: parental employment and wage levels; and parental qualifications. Doncaster has higher levels of unemployment (including longer term claimants) and lower levels of working age qualifications, particularly at level 4. Whilst Doncaster underperforms in these areas child poverty will remain an issue. Further work has been carried out to ascertain the main aspects of child poverty that translate into adult poverty (i.e. a child growing up in poverty and remaining in poverty as an adult). The findings point to educational attainment as the key to supporting a child out of poverty

Factor	Certainty	Strength	Coverage
Long-term Worklessness & Low Earnings	High	High	High
Parental Qualifications	High	High	High
Family Instability	High	Medium	Medium
Family Size	High	Medium	Medium
Parental Ill Health and Disability	Medium	Medium	Medium
Drug & Alcohol Dependency	High	High	Low
Child Ill Health	Medium	Low	Low
Housing	Low	Low	Medium
Debt	Low	Low	Medium
Neighbourhood	Low	Low	Medium
Educational Attainment	N/A	N/A	N/A
Non-Cognitive Development	N/A	N/A	N/A
Home Learning Environment	N/A	N/A	N/A

Figure 18: Drivers of Child Poverty<sup>28</sup>

Factor	Certainty	Strength	Coverage
Educational Attainment	High	High	High
Parental Qualifications	High	Medium	High
Childhood Poverty	Medium	Medium	High
Home Learning Environment	Medium	Medium	High
Non-Cognitive Development	Medium	Medium	High
Parental Ill Health and Disability	Medium	Medium	Medium
Child Ill Health	High	Medium	Low
Long-term Worklessness & Low Earnings	Medium	Low	High
Family Size	Medium	Low	Medium
Neighbourhood	Medium	Low	Medium
Family Instability	Medium	Low	Medium
Drug & Alcohol Dependency	Low	High	Low
Housing	Low	Low	Medium
Debt	Low	Low	Medium

Figure 19: Key factors that impact on future poverty<sup>29</sup>

<sup>27</sup> <https://www.gov.uk/government/consultations/child-poverty-a-draft-strategy>

<sup>28</sup> **Certainty** – Does it have an effect; **Strength** - How big is the effect; **Coverage** – How many are affected

<sup>29</sup> **Certainty** – Does it have an effect; **Strength** - How big is the effect; **Coverage** – How many are affected

7.4 The proportion of pupils that are eligible for, and claim, free school meals has been used as a proxy for deprivation. It is used to determine the Pupil Premium funding to schools. Doncaster has higher numbers of children eligible for free school meals than regional and national averages, with 5750 (21.2% of pupils).

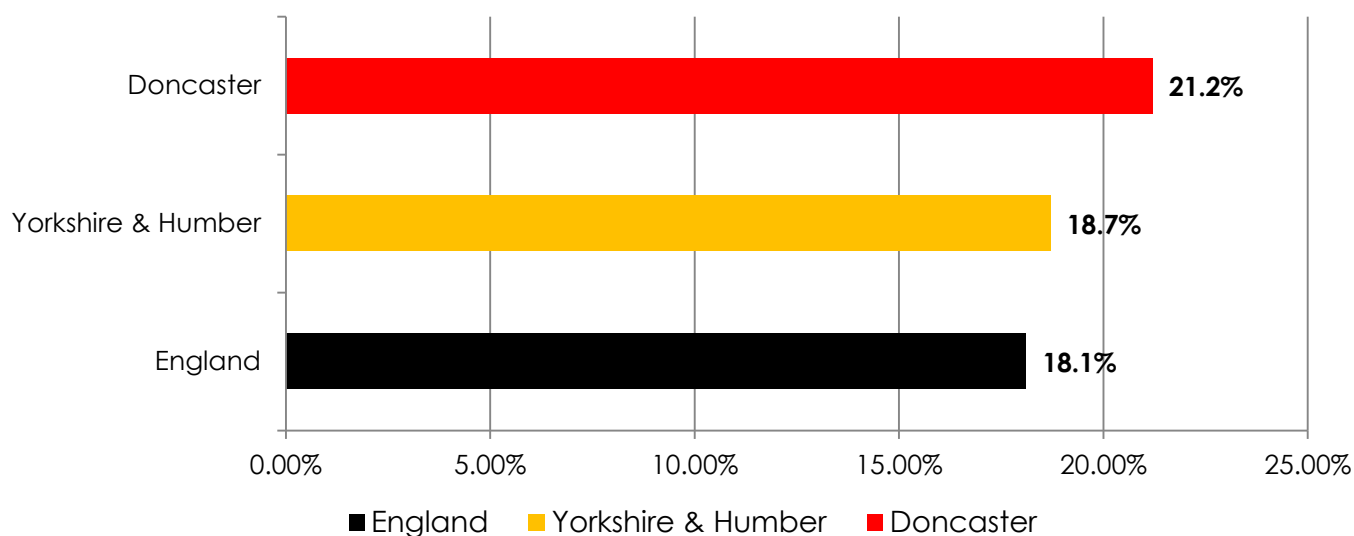


Figure 20: Proportion of Pupils Eligible and claiming free school meals<sup>30</sup>

### Apprenticeships

7.5 The number of apprenticeships offered to people in Doncaster has risen, particularly in the period 2009/10 – 2011/12. Achievements have risen year on year for the past eight years. There has been a drop in the number of apprenticeship starts in 2012/13, but the continued increase in the number of achievements remains positive. Furthermore the proportion of apprenticeship achievements at 'advanced or higher' is increasing; 27% in 2010/11, 32% in 2011/12 and 42% in 2012/13.

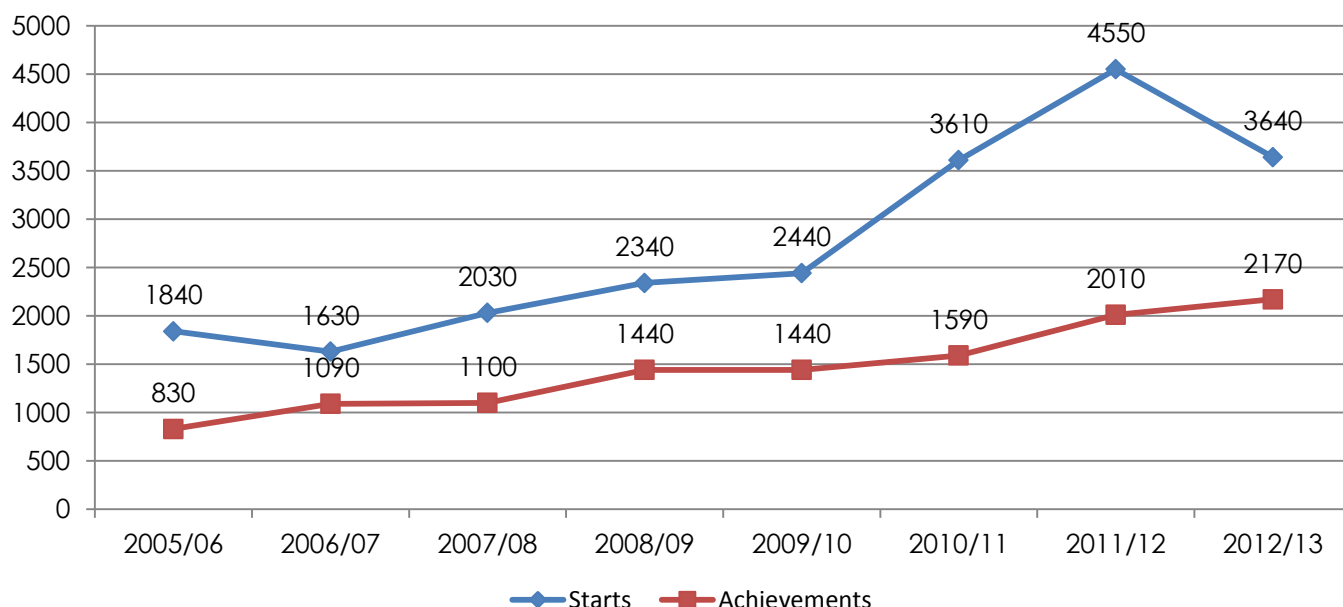


Figure 21: Number of Apprenticeship Starts and Achievements by Year in Doncaster<sup>31</sup>

<sup>30</sup> DFE, School Census Jan 2013

## Not in Education, Employment or Training (NEET)

7.6 The proportion of young people (16-18) that are NEET in Doncaster is 6.3%<sup>32</sup> which is much higher than the national average (5.4%) and also higher than the regional average (5.8%). Almost half (45.7%) of young people who are NEET are from six communities across Doncaster

- Central (10.9%)
- Mexborough (9.3%)
- Balby (6.5%)
- Stainforth & Moorends (6.5%)
- Wheatley (6.4%)
- Rossington (6.1%)

7.7 Nearly 70% of the young people (16-18) who are NEET in Doncaster, are so because of three reasons, they require either level 2 (GCSE) training, sub level 2 training or they are a teenage parent or pregnant. This is similar to other areas but highlights the importance of successful outcomes in school.

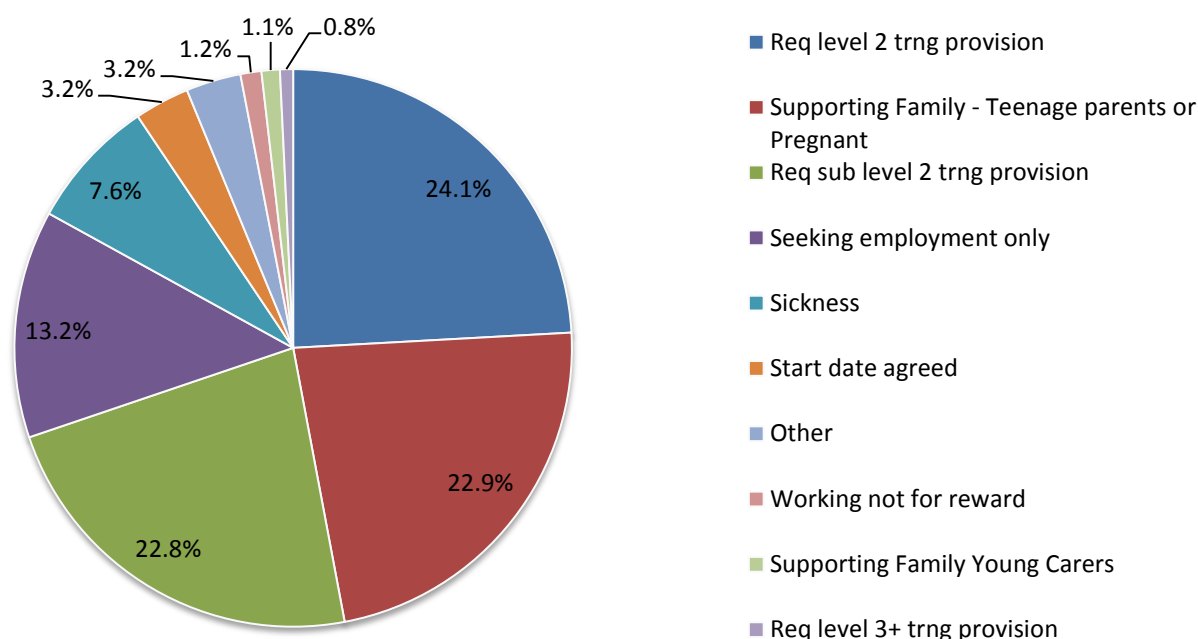


Figure 22: Reasons for NEET in Doncaster<sup>33</sup>

## Qualifications at age 19

7.8 Although Doncaster has improved consistently over several years, the numbers of 19 year olds with level 2 and level 3 qualifications are not as high regional and national benchmarks, particularly level 3 qualifications. To equal the national average there would need to be approximately an extra 105 qualified to level 2 and 290 qualified to level 3 in Doncaster.

<sup>31</sup> Skills Funding Agency and DBIS Data, 2005/6 – 2012/13

<sup>32</sup> DFE Local Authority NEET Figures Apr 14 – Jun 14. There is also a high proportion of young people where activity is not known (9.10%), as a result the proportion of people NEET in Doncaster may be inaccurate.

<sup>33</sup> CCIS Data March 2014

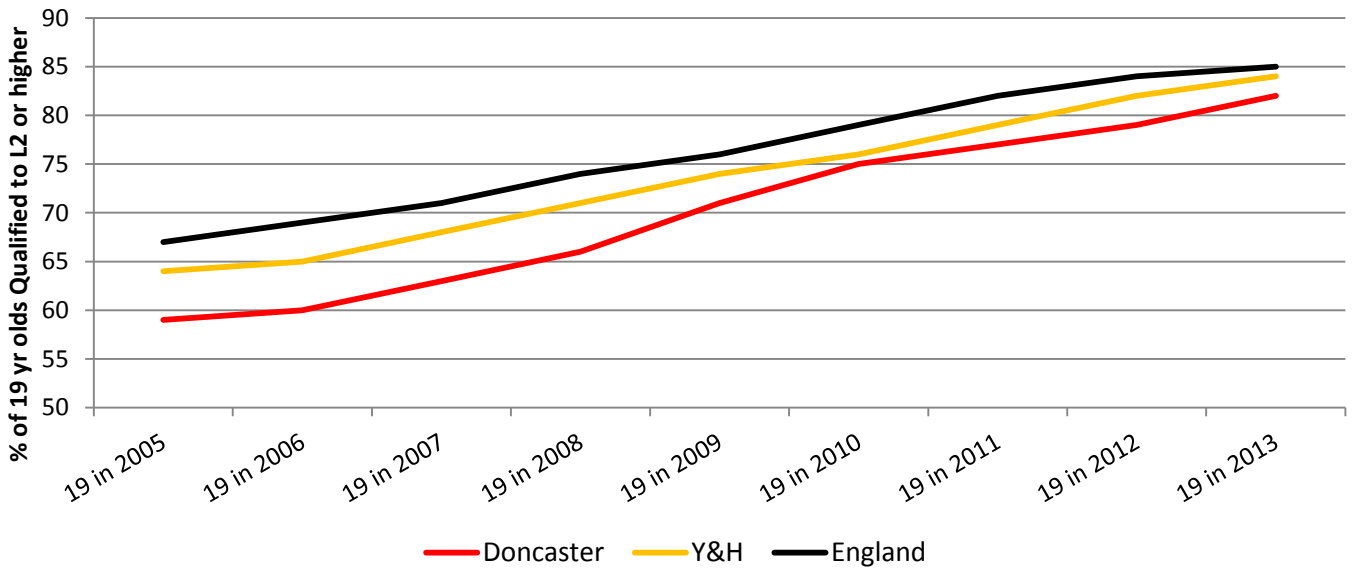


Figure 23: Proportion of 19 yr. olds Qualified to Level 2 or higher<sup>34</sup>

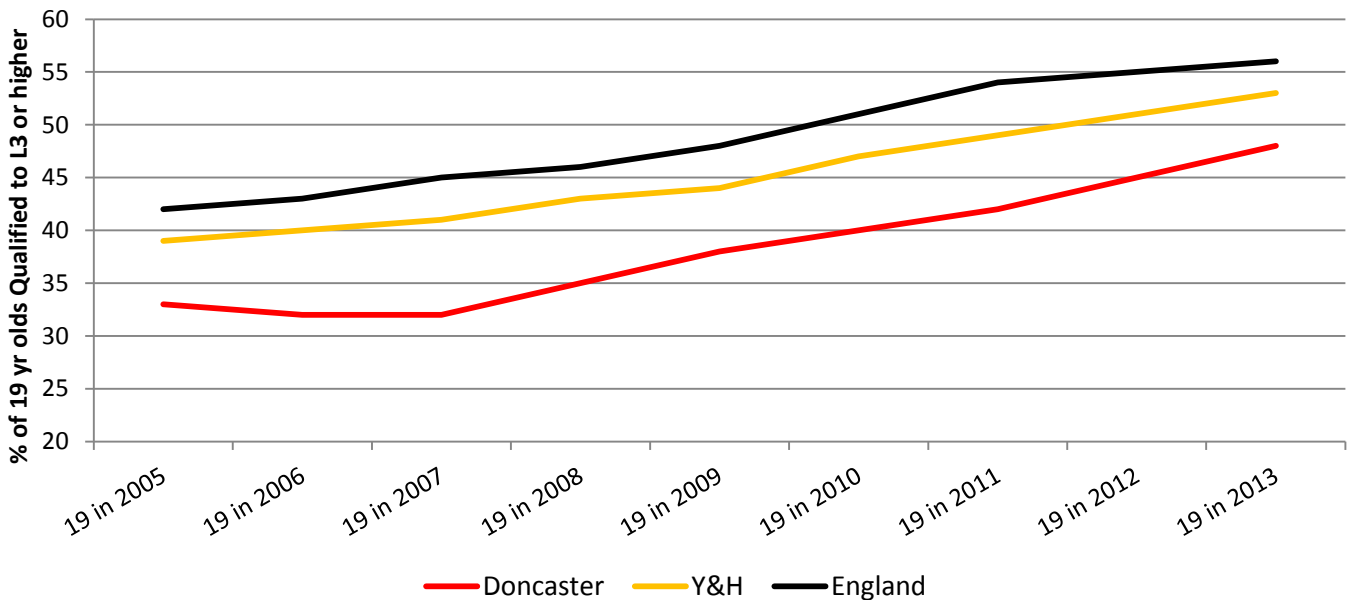


Figure 24: Proportion of 19 yr. olds Qualified to Level 3 or higher<sup>35</sup>

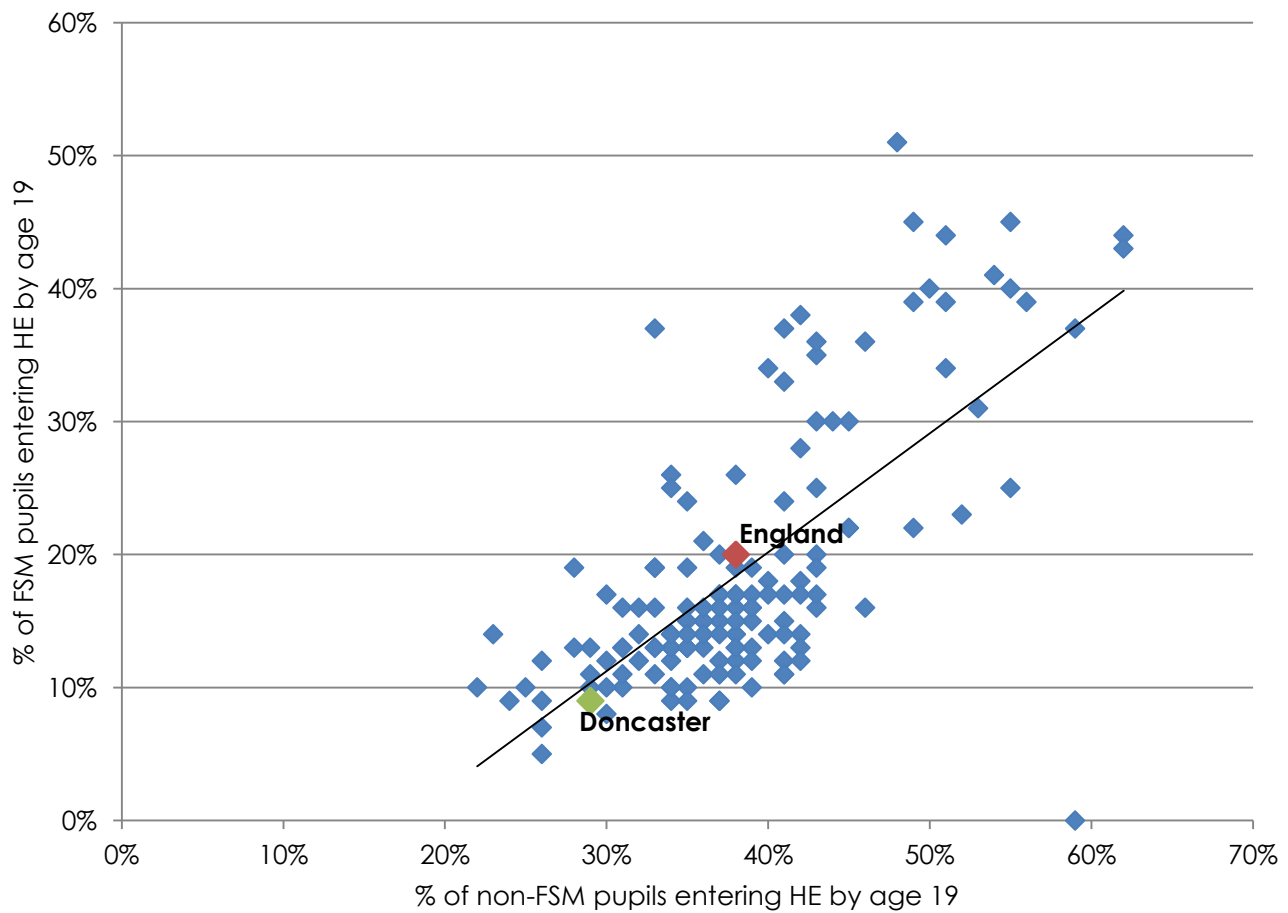
## Participation in Higher Education

7.9 Doncaster has a lower rate of young people accessing higher education than national, regional and comparator averages. In Doncaster 26% of people accessed higher education by age 19, compared to 38% nationally. There is a similar difference for those young people eligible for free school meals: the figure drops to 9% in Doncaster compared to 20% nationally which is joint fourth lowest nationally. Overall Doncaster has the third lowest participation rate in the region, second lowest in our comparator group and in the bottom 12 local authorities in England.

<sup>34</sup> DFE Statistics Level 2 attainment data by age 19

<sup>35</sup> DFE Statistics Level 3 attainment data by age 19





**Figure 25: HE Participation by local authority and FSM status<sup>36</sup>**

7.10 The distribution of Higher Education participation in Doncaster is clearly skewed towards the south of the borough; it is more likely that young people living in the south of the borough will access higher education. Similarly it seems the north and east of the borough are areas where fewer young people access higher education. The data on higher education participation is available at statistical ward level for which deprivation is not easily obtainable. However many of the areas that have low participation rates are areas in Doncaster with higher levels of deprivation: Central area, Mexborough and Conisbrough and the northern urban area of Bentley and Adwick. The inequalities in Doncaster range from a participation rate in Bentley of 13.2%, to over 50% in 'Southern Parks' which is the areas of Tickhill, Wadworth and Sprotbrough.

<sup>36</sup> HE data 2006/07 – 2010/11 Source : DfE (FSM status determined at age 15)

## Section 8: Stronger Families

- 8.1 Troubled families (locally the Stronger Families Programme) are those that have problems and cause problems to the community around them, putting high costs on the public sector. The government is committed to working with local authorities and their partners to help 120,000 troubled families in England to turn their lives around by 2015. Troubled families are defined as households that:
- Are involved in crime and anti-social behaviour
  - Have children not in school
  - Have an adult on out-of-work benefits
- 8.2 Within these three criteria there are more specific definitions in order to fully identify those families that should be included within the programme. There is also the capability for local authorities to use their discretion to include any other families that they are concerned about. The national programme allows for payment by results if outcomes against the set criteria can be evidenced.
- 8.3 It was estimated nationally that Doncaster would have 870 families that would meet the criteria but as at April 2014 this number is 1047 with potentially more identified through area and partner teams. This programme has made claims (and therefore achieved outcomes) for 395 families up to April 2014 which gives an indication of the good work that has taken place to date but also the work still required in the phase of the programme which runs up to Spring/Summer 2015.

## Section 9: Food Poverty

9.1 The number of people that are using Food Banks has risen nationally over the past four years. Information from the **Trussel Trust** shows this increase to be 1385% from 2010/11 to 2013/14.

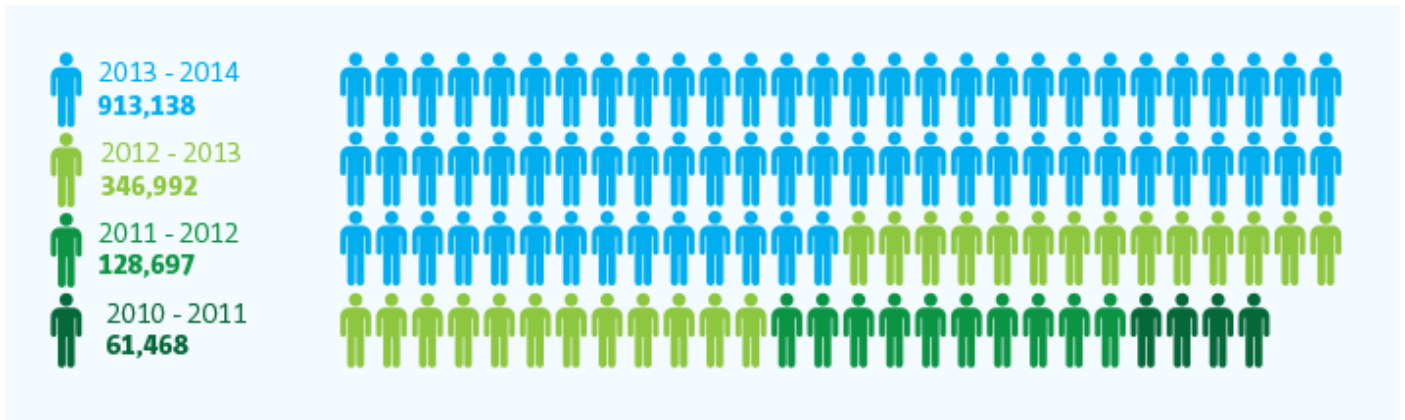


Figure 26: Number of People given 3 days emergency food<sup>37</sup>

9.2 In Doncaster the number of people who have accessed a Trussel Trust food bank since 2010 is 2112, of which 543 are children. The distribution is centred on two main Doncaster wards, Central and Wheatley, where over 500 people have accessed a food bank in each ward.

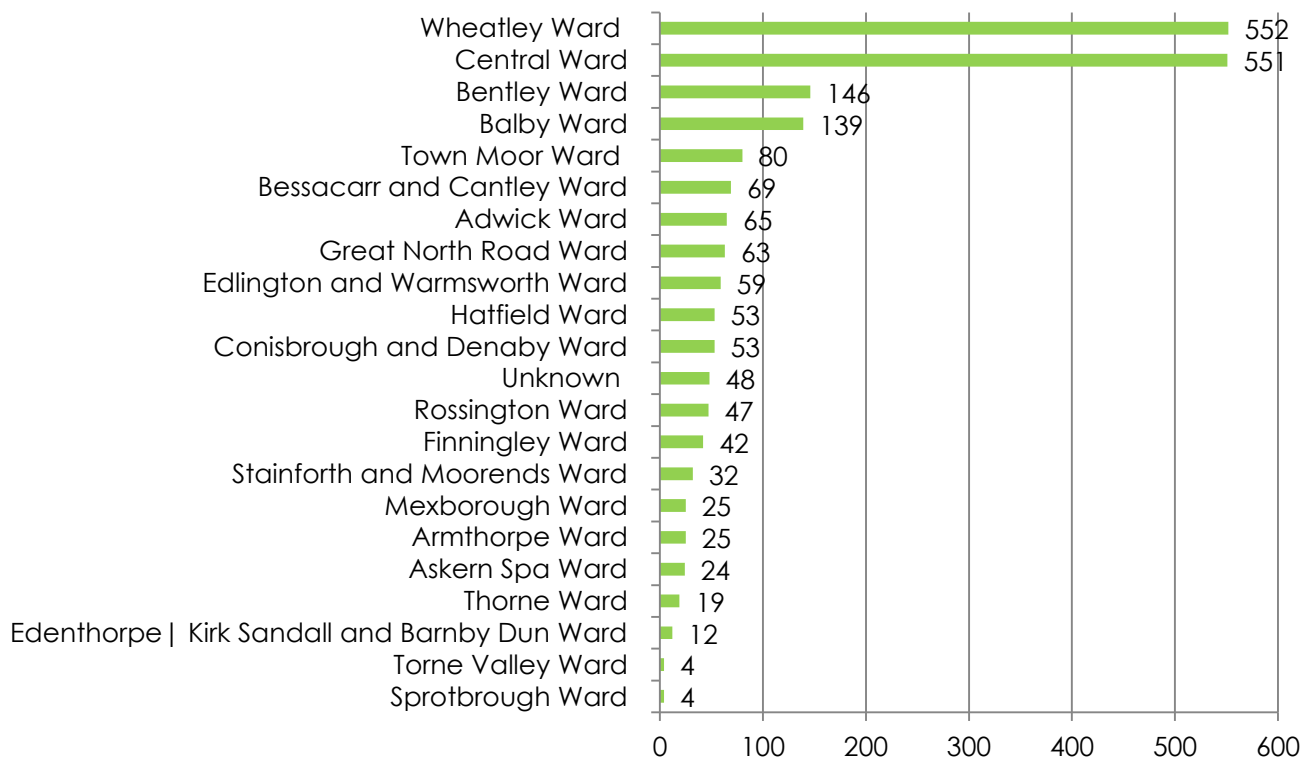
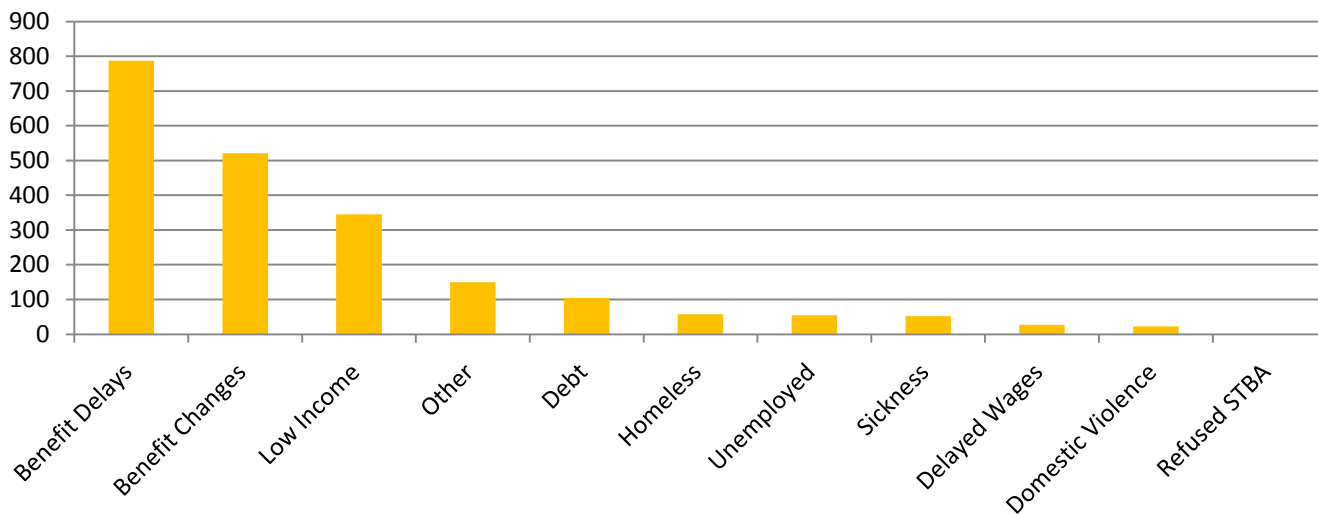


Figure 27: Number of People Accessing a Trussel Trust Food Bank in Doncaster<sup>38</sup>

<sup>37</sup> <http://www.trusselltrust.org/stats>

<sup>38</sup> Trussel Trust Information, Doncaster April 2010-April 2014

9.3 The main reasons for people accessing Food Banks are associated with key benefits. A change in the benefits or a delay in the process of people receiving their benefits, accounted for 61.6% of people from April 10 to April 14. In addition, nearly 17% of people are accessing because of low income - this should be referenced with the earlier chapter on wages and earnings in Doncaster.



**Figure 28: Crisis Types/Reasons for Accessing Food Banks<sup>39</sup>**

<sup>39</sup> Trussel Trust Information, Doncaster April 2010-April 2014

## Section 10: Fuel Poverty

10.1 In 2011, around 2.39 million households in England were identified as fuel poor (DECC 2013), representing approximately 11% of the population. Fuel poverty rates for Doncaster and the surrounding areas are slightly higher at 11.4%.

2011 Data	All Households	Fuel Poor Households	% Fuel Poor
Barnsley	102,298	11,175	10.9%
<b>Doncaster</b>	<b>127,619</b>	<b>14,516</b>	<b>11.4%</b>
Rotherham	110,636	11,160	10.1%
Sheffield	234,605	25,899	11.0%
Yorkshire & Humber	2,266,428	249,518	11.0%
England	21,918,363	2,390,053	10.9%

**Figure 29: Fuel Poverty Households, 2011<sup>40</sup>**

10.2 In the UK a household was said to be in fuel poverty if it needs to spend more than 10% of its income on fuel to maintain a safe temperature (Marmot Review Team, 2011). The government has recently set out a new definition of fuel poverty which it intends to adopt under the Low Income High Costs (LIHC) framework (DECC, 2013). Under the new definition, a household will be said to be in fuel poverty if:

- They have required fuel costs that are above average (the national median level)
- Were they to spend that amount they would be left with a residual income below the official poverty line.

10.3 The key drivers behind fuel poverty are the energy efficiency of the property, the cost of energy and the income of the household. Fuel poverty is more likely when household income is low; a property is poorly insulated and has an old inefficient heating system. It is less likely when a property is well insulated and income levels are higher. Where a property is not connected to the mains gas supply, as in some rural areas, or is older with solid walls unsuitable for cavity wall insulation, fuel poverty is also more likely.

10.4 Within Doncaster, the highest concentration of fuel poverty was found in part of the town centre, at 37.9% of households. This compares with one of the lowest concentrations, in Old Rossington, at 3.7%. The map below gives a comparison with the national average.

<sup>40</sup> Department for Energy and Climate Change Information 2011.

## Fuel Poverty 2011 National Comparison

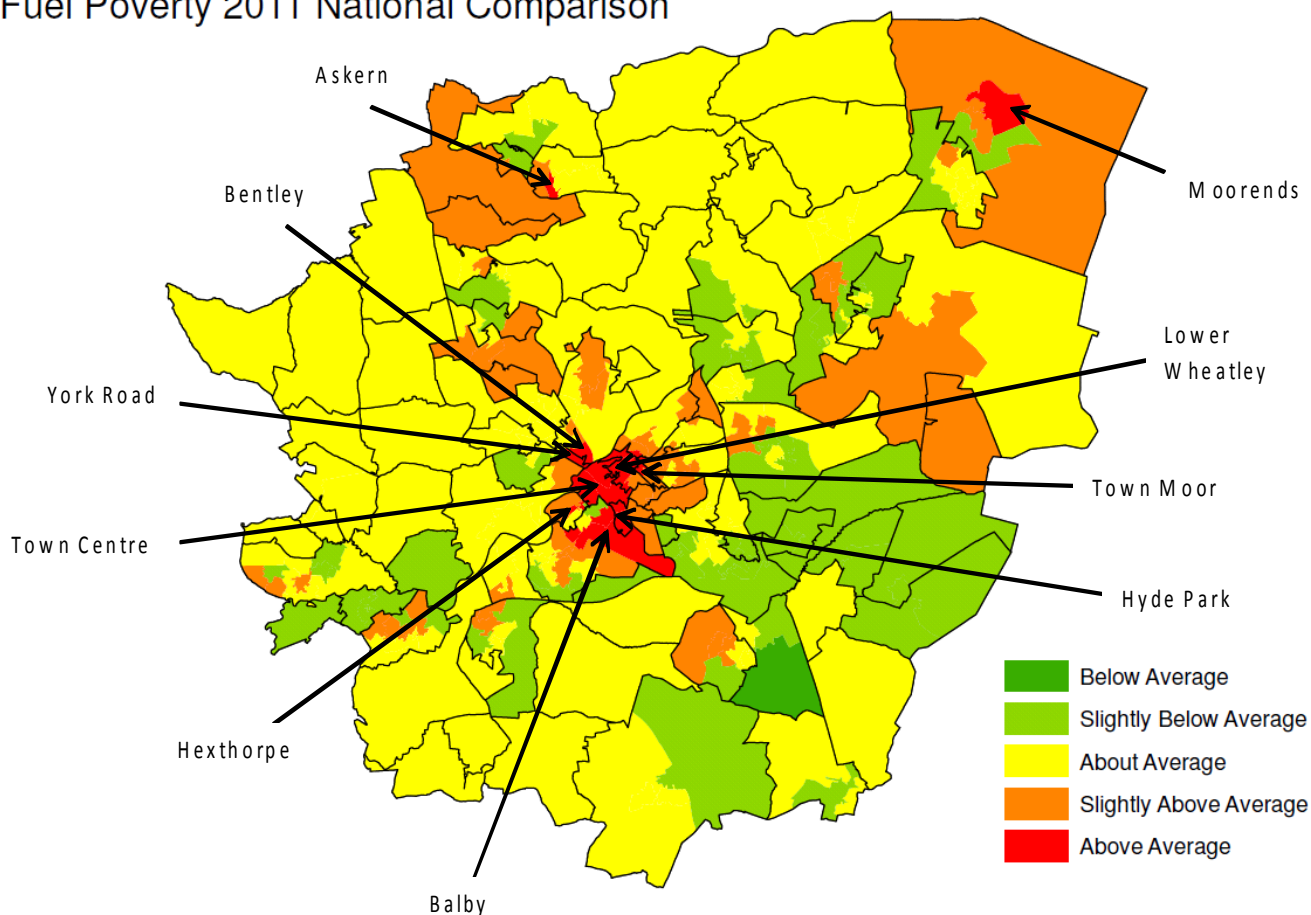


Figure 30: Fuel Poverty by LSOA in Doncaster<sup>41</sup>

10.5 The Children's Society report **Behind Cold Doors**<sup>42</sup> examined the impact of fuel poverty on families with children. It found that two-thirds of families with children, around 5 million families, were likely to turn down their heating because they could not afford to pay for it. The Warm Home Discount is a key form of support for low income families with children. It provides the extra help they need to heat their homes in winter and reduces the need for them to cut back on other basics in order to pay for fuel. However, around 1.9 million children living in poverty are in families that do not receive this vital help. Many of these children are excluded because their parents are in low paid work rather than in receipt of benefits.

10.6 A **Warm Homes, Warm Families** report presented findings from a research project funded by Consumer Futures and NHS Doncaster. It explores the factors influencing the ability of households with children with asthma to keep warm at home in winter and access help. The decisions parents have to take in order to keep their homes warm were examined.

<sup>41</sup> Department for Energy and Climate Change Information by LSOA, 2011.

<sup>42</sup> [http://www.childrenssociety.org.uk/sites/default/files/tcs/behind\\_cold\\_doors\\_-\\_final.pdf](http://www.childrenssociety.org.uk/sites/default/files/tcs/behind_cold_doors_-_final.pdf)

## Section 11: Area of Focus/Priorities

11.1 It seems clear that there are key reasons why poverty exists in higher concentrations in some parts of Doncaster and some key challenges that arise because of this. This division of thought seems like a useful process to summarise areas of focus and priorities in Doncaster;

### Key Drivers of Poverty

11.2 In Doncaster there are a number of key factors that drive or explain the higher proportions of people in poverty;

- Low wage economy/lower wages
- Higher benefit dependency and unemployment
- Lower skill levels (working age population and young people)
- Welfare Reform (although not unique to Doncaster)
- Young People accessing work or participating in Higher Education
- Entrenched deprivation levels

### Key Challenges

11.3 There seems to be a number of key challenges that present due to higher levels of poverty;

- Rise in food poverty
- Local residents accessing jobs
- Higher levels of fuel poverty
- Poorer health outcomes including mental health issues
- Education and participation in Higher Education
- Rise in unhealthy borrowing and debt
- Services for Housing & Benefits
  - Rent arrears and engagement of tenants
  - Advice, awareness and debt collection