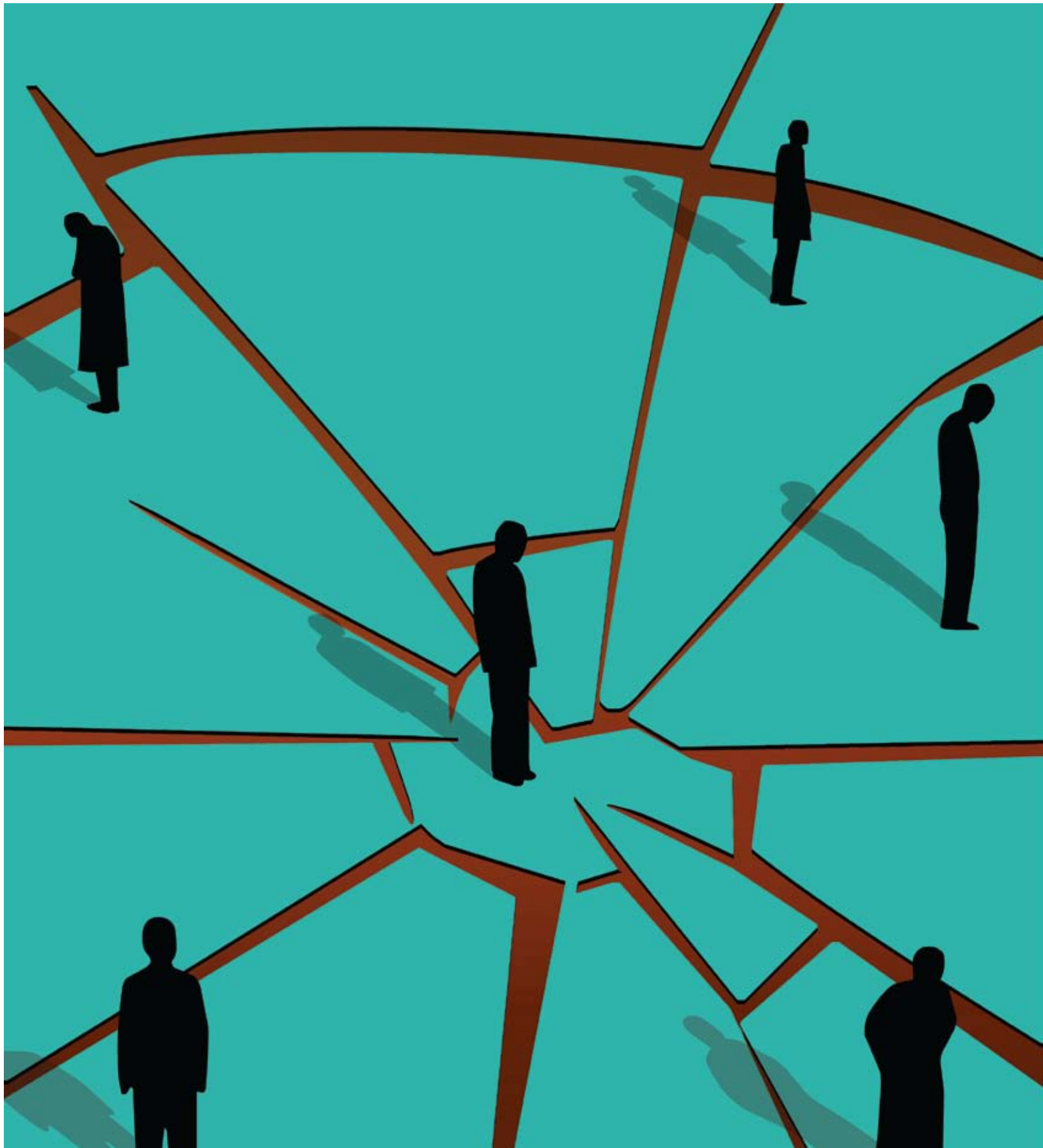


Search

Recent work of the Joseph Rowntree Foundation

Winter 2008

In this issue: What are today's social evils? p 6; setting a Minimum Income Standard, p 11; rethinking social care, p 15; lessons from European cities, p 24; Museums' role in regeneration, p 32



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As Julia Unwin explains on page 4, the speed and scale of recent financial events has to some extent overtaken this issue of *Search*. While the newspapers have been full of how worries about the global recession will affect us all, for the JRF its impact on people living in poverty and in disadvantaged areas is at the forefront of our thinking. The challenges facing our residents, the communities in which we work, and disadvantaged people throughout the country are going to be very real indeed.

Even before the recession began to bite, featured work highlights the difficulties already facing those living in poverty. The most recent data show that progress on tackling poverty in Scotland appears to have peaked (see page 18); a UK-wide overview of the data is published in December. JRF research has already warned that the Government is unlikely to meet its ambitious target of eliminating child poverty in a generation. But, as new analysis makes clear (page 10), the cost of this is not just to those actually living in poverty, but to the whole country.

Two big JRF projects this year have explored these underlying issues of how – as a society – we connect and work together. On page 6, Sarah Womack considers our consultation into modern ‘social evils’. On page 11, Donald Hirsch reports on what ‘ordinary people’ felt constituted a socially acceptable standard of living. Both these projects aim to trigger discussion about people’s values and concerns. Alongside our central research and evidence gathering work, we hope this ‘different sort of conversation’ will ensure that our priorities are focused on actions that can make a difference to those facing the greatest disadvantage.

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Contributors

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Donald Hirsch is Head of Income Studies, CRSP, Loughborough University and has recently stepped down as the JRF's Poverty Adviser.

Anna Minton is a writer and journalist. She is writing a book on the privatisation of the city, to be published by Penguin.

Simon Tait is former Arts Correspondent of *The Times* and editor of *Museum News*.

Julia Unwin is Director of the JRF.

Sarah Womack is former social affairs correspondent of the *Daily Telegraph*.

The Joseph Rowntree Foundation and Joseph Rowntree Housing Trust work together to provide evidence, solutions and ideas that will help to overcome the causes of poverty, disadvantage and social evil.

The opinions expressed in *Search* do not necessarily reflect those of the Trustees or staff of the Joseph Rowntree Foundation.

Hard times

JRF Director *Julia Unwin* reflects on what the economic downturn means for those already disadvantaged.

Will the recession affect our attitudes towards helping the most vulnerable?

Early in September I was the keynote speaker at a conference of people engaged in education in museums. They had invited me to talk about the role of museums in responding to social problems, and in particular our social evils programme. To coincide with the conference, the JRF published a paper by Simon Tait, asking whether museums can be a potent force in social and urban regeneration.

I had intended to write here about the past and its influence on the future. But that was two whole months ago. Since September, we have seen events unfold at dizzying speed, with a tottering banking system followed by an inexorable movement into global recession. For once, clichés about living through historic times feel true.

But, as the talk of billions and trillions of pounds and dollars starts to feel almost casual, we must remember that, as in most downturns, the least well-off are likely to suffer most. The drying-up of mainstream credit markets will particularly hit those with least room for financial manoeuvre. Already home repossessions are sharply rising. Last time this happened, in 1990-93, over 200,000 families lost their homes. The JRF has powerful evidence of the grim hardship people experienced. In many cases repossessions were a route to long-term poverty. Many families fell apart.

Meanwhile, unemployment is returning with a vengeance. Government policy has worked hard to get a much wider range of

people into the labour market. But these more vulnerable groups of workers are likely to be the first to feel the effects of recession. This may well frustrate those who have been urged so strongly to look for work as the best route out of poverty. It could also badly dent the Government's ambition to halve child poverty by 2010, which already requires extra efforts, as work we published in October points out.

Will the recession affect our attitudes towards helping the most vulnerable in our society?

Two big pieces of work for us this year explored people's views about how we live. Our work on Minimum Income Standards (see page xx) captures the consensus reached among ordinary people on a range of incomes about what they felt was needed to achieve an acceptable standard of living. Our programme inquiring into the nature of 21st century 'social evils' (see page 11) engaged thousands of people, through a dedicated website and focus groups. We have been taking forward the very rich material generated from this consultation in a series of thinkpieces to try and take this vital discussion, started in 1904, into the 21st century.

Will recent events have changed these views? Will the recession make everyone look inward to their own interests, or will we respond with greater empathy to those suffering most from hard times, because we all feel less secure?

And so I find I can return to my original theme. Simon Tait argues that museums

can be much more than either educators about the past or stewards of it. They can, and do, contribute powerfully to the regeneration of places, to creating vibrant communities where people can feel a pride in the history and heritage that has, in so many different ways, shaped their experience. The way in which identity, and a sense of belonging and of pride, may have its origins in the history of resistance, the knowledge of past oppression, are all part of the complex mix that contributes to places in which people want to put down roots and make a commitment.

If we have learned one thing from previous recessions, it is that it will take far longer to pick ourselves up as a society afterwards if we do not help the least well-off to get through these tough economic times. Paying attention to the social damage caused by a recession is not only a question of morality. It is essential if we are to build a healthy society over the longer term. The JRF will be working hard over the next year to ensure that we cannot overlook the impact of hard times on people living in poverty and in disadvantaged areas.



What can history teach us about tackling hard times?

Modern evils

100 years ago Joseph Rowntree identified poverty, drinking, gambling and immorality as problems to be overcome. Sarah Womack looks at the results of wide-ranging consultation into today's 'social evils'.

"People don't come into contact with each other, they are isolated by their cars and their televisions."

"Many people consider themselves liberal, intelligent, open-minded and community-spirited but don't speak to their neighbours, preferring a global perspective on everything."

"... if you're poor, you're struggling all the time – you have no choices in life. That's what poverty does to you, it gives you no choice."

Even despite the recent financial turmoil and the gloomy economic outlook, Britain may well be a wealthier nation than it has ever been. But is it a society at ease with itself?

When Joseph Rowntree, one of Britain's greatest philanthropists, drew up a list of social ills just over 100 years ago, he must have hoped they could be largely eradicated within a generation or two.

By applying nationally the progressive policies he had introduced in microcosm for his workers in York, surely evils such as poverty, drinking, gambling and immorality would diminish and a more harmonious society emerge?

Indeed his son, the social reformer Seebohm Rowntree, thought that by the 1950s the redistribution of wealth and increase in benefits ushered in by the post-war Labour Government had done much to reduce the worst aspects of poverty. A brave new world must have seemed within grasp. Decades later, however, it remains hopelessly out of reach.

Judging by the results of recent public consultation

launched by the Joseph Rowntree Foundation to elicit the modern ills afflicting society, the social evils identified by Joseph Rowntree in a memo at the end of the Victorian era are still entrenched.

His list of ills is easily translatable into modern equivalents; intemperance has become binge drinking, slavery encompasses the trafficking of women for the sex industry. War, poverty and gambling remain.

But the study also revealed a substratum of deeper anxieties. It found that people felt "a strong sense of unease" about the changes shaping British society. Respondents to the consultation felt society had become more greedy and selfish, and no longer shared a set of common values.

And Julia Unwin, Director of the JRF, points to what many perceive as a new social evil – waste and the 'throwaway' society. "On a global level, affluence is bringing us the worst form of environmental degradation – an impact on the climate that threatens not just how we live, but the very

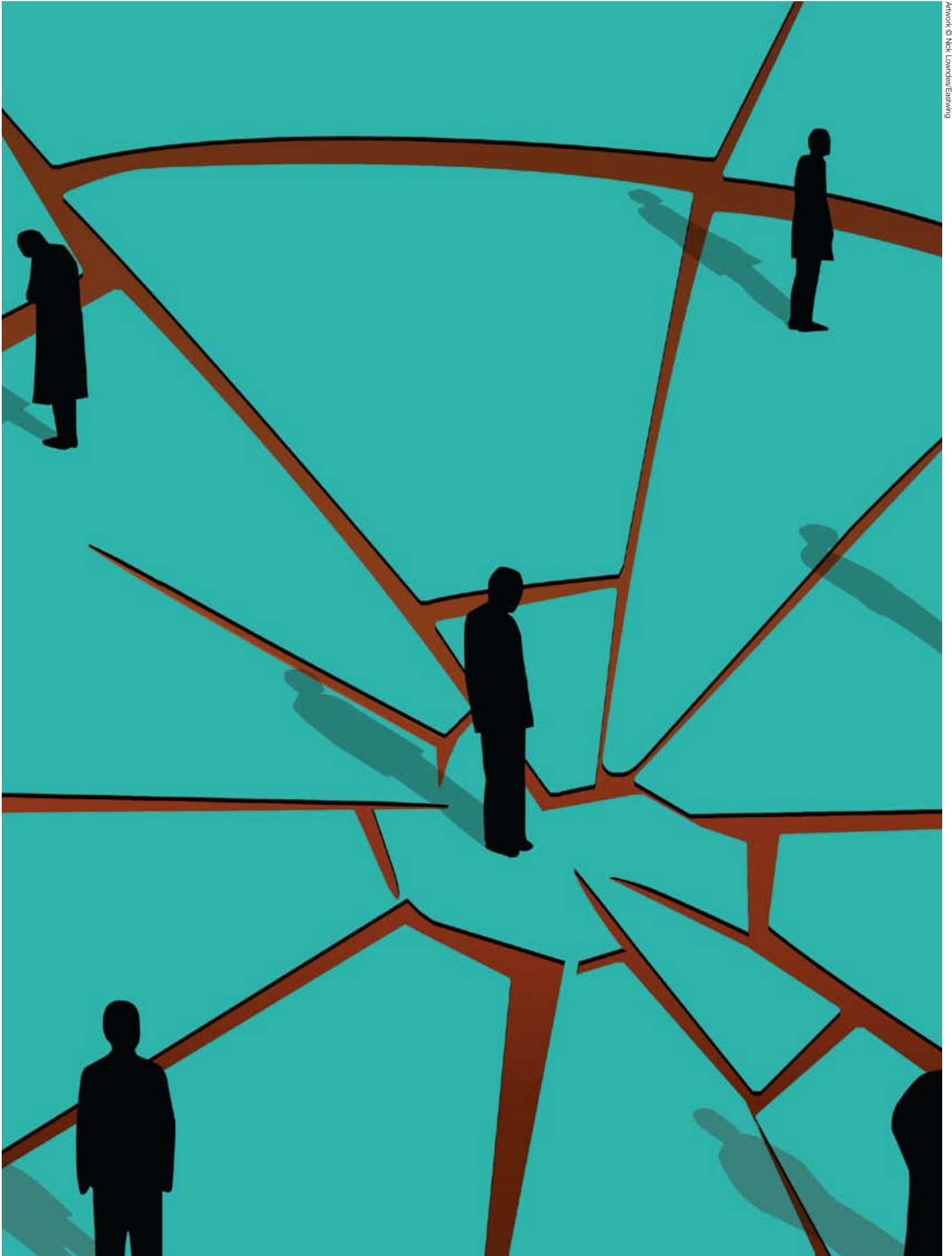
survival of future generations," she told the Royal Society of Arts at the launch of the initiative last year.

"Our rapid over-consumption, our reliance on the disposable and the quickly changed may be triggered by affluence but create a universal jeopardy that is indeed a social evil."

The JRF's consultation was ambitious: over an 18-month period, more than 3,500 people contributed their thoughts. In addition, researchers spoke to 'unheard' groups – dozens of people who live their lives on the margins, such as homeless people, unemployed people and ex-prisoners.

What emerged most strongly was the perception that the social glue that once bound British society was indeed losing its grip; that patterns of behaviour which were once taken for granted, and which were perhaps rooted in a common heritage of Judeo-Christian morality, were fragmenting. This was fuelled by rampant individualism, an "I'm all right, Jack" culture.

The result, according to many, was family breakdown



and growing gulfs between older people and the young, rich and poor, recent immigrants and more established communities.

As in Joseph Rowntree's day, poverty was an absolutely key theme, although the emphasis has shifted from absolute poverty – where people faced the prospect of starvation – to relative poverty and inequality, highly corrosive forces in society. With food and fuel prices rising sharply,

a sliding housing market and a precarious financial system likely to impact employment, deprivation figures are going to continue marching the wrong way.

Meanwhile the culture of ostentatious wealth, magnified by a celebrity-obsessed media, has only exacerbated the feelings of those at the bottom of the pile that they are missing out on life's prizes. In our inner cities there has been a spurt in the sort of

street mentality reflected in the slogan "get rich or die trying", which turns many young people towards drugs, gangs and guns.

Charlie Lloyd, a principal research manager at the JRF, and project manager of the social evils consultation, said: "It is galling reading about people's yachts when you are struggling to get by."

He said the 'trickle-down' effect – the theory promoted under Thatcherism that wealth

"We can quantify money better than we can quantify happiness and contentment. So we chase it, rather like a rainbow, deceiving ourselves that it will deliver that elusive happiness and contentment."

"Now 'everyone does what is right in his own eyes', without any outside reference or higher authority."

"Those most willing to criticise seem least willing to participate in any way."

The social evils debates

Between September and December the JRF is hosting a series of debates across the UK to explore these issues further. Each event is broadcast live on www.socialevils.org.uk, with podcasts available to download afterwards.

Anthony Browne argues that, in the face of unprecedented and unsettling decline in values, discussing the problem and its causes is the first step towards making things better.

AC Grayling suggests that it is the responsibility of each of us to confront such difficulties by getting them in proportion; working out if they really are problems; and deciding what we can do about them, individually and collectively.

Julia Neuberger argues that we can change society for the better by deliberately rebuilding trust, opening up our institutions, and stopping the 'blame culture' from preventing simple acts of kindness and altruism.

Shaun Bailey looks at relationships between individuals, the state and community, and the effects these relationships have on our daily lives that may lead us not to trust.

Anna Minton argues that the cause of growing fear and distrust is visible inequality and segregation combined with a commercially driven media with a vested interest in promoting fear.

Zygmunt Bauman argues that modern-day 'ills' are products of the withdrawal of the traditional conception of 'society' and are rooted in the way of life of today's individualised society of consumers.

Neal Lawson discusses why we are less happy and why our lives feel more out of control than ever before, despite gaining many individual liberties.

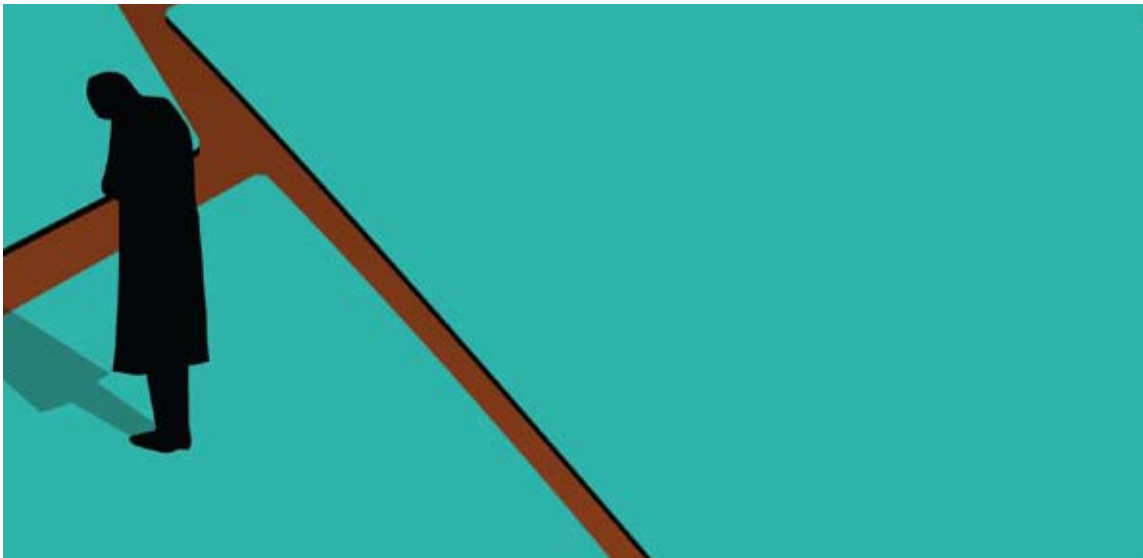
Stephen Thake argues that, in the face of selfish individualism and wasteful consumerism, we must focus on new forms of agency, solidarity and individual behaviour to rebuild a strong civil society.

Matthew Taylor questions the very foundations of who we think we are as individuals and asks whether we are heading towards a new Enlightenment.

Chris Creegan argues that until we can reconcile the problems of individualism, consumerism and greed at the heart of contemporary society, life opportunities will continue to be lost, limited and wasted.

Ferdinand Mount takes a wide view of the causes and possible cures of injurious inequalities, looking at five overlapping types of inequalities and how to remedy them.

Jeremy Seabrook argues that, in the face of extraordinary imbalances in society, the myth that accumulating wealth is the supreme human purpose needs to be replaced before any improvement will occur.



will filter down from rich to poor – appeared discredited. The aphorism that ‘a rising tide floats all boats’ was wrong: some people’s boats had sunk while others’ had risen very high.

He makes the point that many aspects of society have improved immeasurably: “Most people have enough to eat, there is a lot less repression, a lot more freedom.” So why the existential unease? Charlie Lloyd says there is a need for a fundamental shift in the way people live their lives, “but we don’t seem to be able to do that. Some people try to change things by acting as individuals, but that is very hard.” Efforts to combat global warming are one obvious example.

It does seem clear and unarguable that healthy, egalitarian societies are more socially cohesive. Social cohesion is crucial to the quality of life, and the contrast between the material success and social failure of society needs addressing urgently.

As Richard Wilkinson, professor of social epidemiology at the University of Nottingham Medical School, told a conference in Northern Ireland in February, inequality is “the most important

explanation” of why the most affluent societies seem to be social failures.

“In societies where income differences between rich and poor are smaller, statistics show that community life is stronger and more people feel they can trust others,” he said. “There is less violence – including lower homicide rates; health tends to be better and life expectancy is higher. In fact most of the problems related to relative deprivation are reduced: prison populations are smaller, teenage birth rates are lower, maths and literacy scores tend to be higher, and there is less obesity.”

Increased inequality substantially raises the stakes and anxieties about personal worth throughout society. We all want to feel valued and appreciated, but a society which makes large numbers of people feel they are looked down on, regarded as inferior, stupid and failures, not only causes suffering and wastage, but incurs the costs of anti-social reactions to the structures which demean them.

Some of these dilemmas have been addressed in a series of essays and lectures commissioned by the JRF from prominent thinkers including AC Grayling and Ferdinand

Mount and published over the autumn (see box).

They highlight something else – a yearning for some sort of unified set of values. One of the most intriguing findings of the consultation is that religion is seen by many as a social evil. Much of this is a reaction to the extremism and fundamentalism that fuels terrorism.

But there has also been a rise in relativism – the view that all perspectives and values are equally valid – and a scientific reductionism that leaves little room for the supernatural. As a result, institutions like the Church of England have lost their cohesive influence in society. And there seems to be no adequate replacement.

For some, this is a healthy state of affairs. But many others cling to a nostalgic yearning for what the poet Matthew Arnold called the “sea of faith”. Perhaps alongside material deprivation and inequality the consultation has identified another crucial form of poverty in modern life, the spiritual?

Find out more

Visit the social evils website, www.socialevils.org.uk, to read or download the report of the consultation. You can also read the essays published over the autumn and listen to podcasts of events around the country debating the issues raised.

“I think safe communities can only exist when everyone believes that other people are not so different from themselves.”

“... the community spirit is broken down terribly. Society has changed, it is a lot more selfish and ‘me, myself and I’.”

“I noticed there was a bunch of youths standing around and my immediate reaction was to stop and think ‘Oh my goodness, shall I go the other way?’ Until two seconds later I realised it was my own son and his friends. But that reaction was in me already.”

Child poverty is costing the UK billions

Child poverty is not only causing extreme hardship, but is imposing a large cost on taxpayers and reducing the UK's economic potential. At a time when the Government is having to spend billions to support its economic infrastructure, JRF research published in October estimates that child poverty costs at least £25 billion each year in losses to the Exchequer and in reduced GDP.

The research is based on economic modelling and provides two detailed calculations that make cautious estimates of some of the measurable financial costs from the fallout of child poverty.

A first calculation estimates the extra money that the Government spends addressing the effects of child poverty. Research shows clearly that children from low-income families experience

disadvantage in education, health and family life. This requires extra spending, for example on social services, to help overcome these circumstances. It can also trigger extra spending on law and order because the pressures of poverty and disadvantage can contribute to poor family-functioning which in turn is associated with a higher rate of anti-social behaviour.

Based on the higher amount

of social spending in areas with high child poverty, the study estimates that child poverty is associated with at least £12 billion in public spending on services.

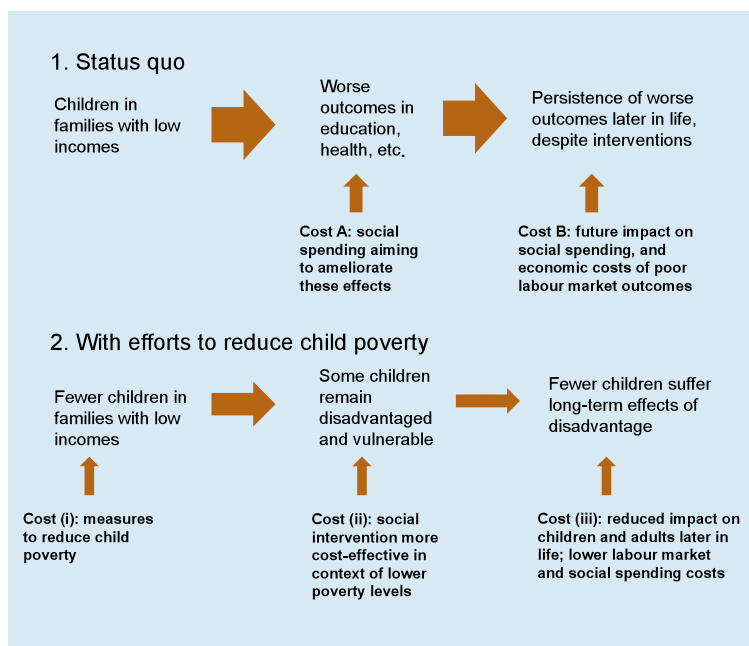
A second calculation estimates the longer-term economic cost of the damage inflicted on those who grow up in poverty. As adults, they have a reduced chance of working and an increased likelihood of being in low-paid jobs.

The study estimates that this is costing the Exchequer £2 billion a year in extra benefits paid to adults who grew up in poverty and are now out of work. Child poverty is also diminishing UK GDP by at least £11 billion through reduced earnings of those in work, £3 billion of which would have gone to the Exchequer in taxation.

“Child poverty imposes huge costs on those affected but it is also costly to us all. Getting rid of child poverty will not be cheap. But this report shows that large amounts are being spent on paying for the fallout from child poverty. This could be more productively employed in preventing it from occurring in the first place, “ said the JRF’s former poverty adviser Donald Hirsch, who brought together an overview of the new research.

“Tackling child poverty would bring a double benefit – for the families whose life chances and quality of life would be improved and for society, which would no longer have to pay such high costs of picking up the pieces.”

Illustration of relationship between costs and outcomes



Find out more

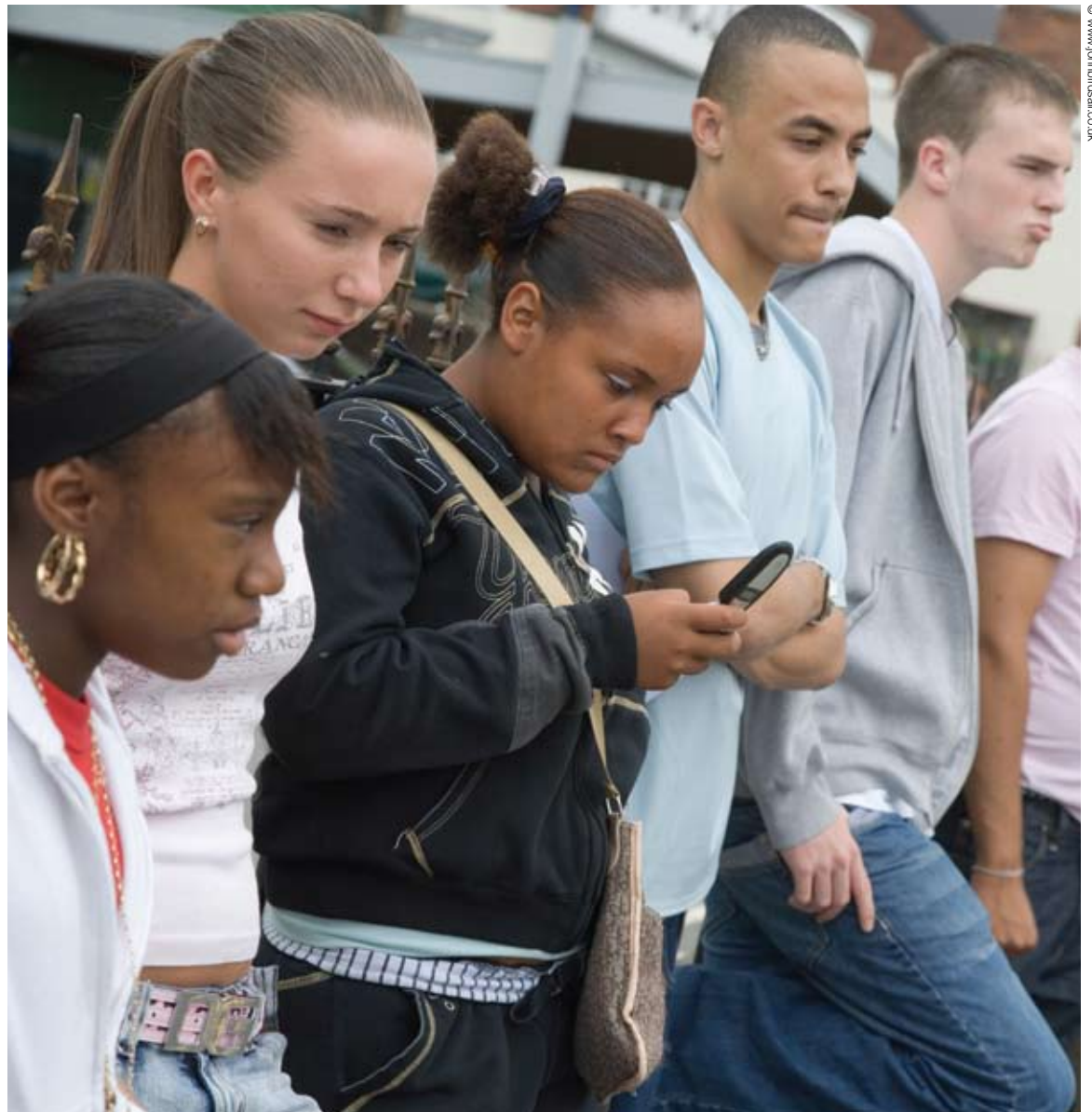
Estimating the costs of child poverty by Donald Hirsch is available to download from www.jrf.org.uk, as are the three reports on which it is based: **The GDP cost of the lost earning potential of adults who grew up in poverty** by Jo Blanden et al; **The costs of child poverty for individuals and society** by Julia Griggs and Robert Walker and **The public service costs of child poverty** by Glen Bramley and David Watkins.

For more on our work on child poverty, visit <http://www.jrf.org.uk/child-poverty/>

Setting new standards

Donald Hirsch outlines new research which seeks to develop a Minimum Income Standard for the twenty-first century, based on what ordinary people find acceptable and essentials for life.

Most people described as being in poverty are unable to afford a standard of living considered acceptable by those who participated in the research



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Why do we mind that some people in Britain are disadvantaged, excluded or deprived? The answer to this apparently banal question is that we want to live in a cohesive society in which everyone can participate, with nobody left in dire poverty while the rest of us enjoy a rising standard of living. But how far can people fall below prevailing norms before they merit our concern? Until now we have lacked objective criteria for setting such a line – so safety nets and the very definition of poverty tend to be set using highly arbitrary criteria.

In 1899, Seebohm Rowntree calculated a minimum weekly budget that a family in York would need to escape 'primary poverty' – five shillings and sixpence (about £20 in today's money) per adult, and about half that for each child.

Defining such a standard today is much more tricky. Most people have their basic physical needs catered for, yet simply having enough to eat and a roof over your

head is clearly not enough to participate in life in modern Britain. On the other hand, not everybody has to have the latest iPhone, go on two foreign holidays a year and shop at Waitrose in order to participate in society. So where should the line be drawn?

The Joseph Rowntree Foundation (JRF) has ambitiously searched for an answer suitable for our times. But needs now are more complex than in Seebohm's day, so it would be hard for 'experts' to derive what would be a 'top down' definition of what is sufficient. Instead, the latest research on a Minimum Income Standard for Britain has been guided by what members of the public think should go into a household budget. The resulting standard was designed to launch a debate about what is socially acceptable. It represents not JRF's pronouncement on how much is needed, but the view of members of the public taking part in well-informed deliberation.

This research brought together the main methods for

devising budget standards to identify how much is needed for a minimum standard of living, acceptable to ordinary people but informed by expert knowledge. Decisions about all the goods and services needed in a household budget were taken following a series of detailed discussions with small groups of members of the public. Each group was made up of people from across the income distributions, but from the household type about which they were making decisions. In between discussions, experts looked at whether budgets met basic physical requirements like adequate nutrition, and whether they were broadly in line with actual spending patterns. Where there were discrepancies, subsequent groups were told about them and considered changes to the budgets, but judgements about what to include remained with these ordinary people.

The resulting budgets can be translated into income needed to reach a minimum acceptable standard of living

Judgements about what to include remained with those 'ordinary people'



© ProAction



People accept that needs change with the way we live

in Britain today. This standard is generally slightly above the line used to measure relative poverty (60 per cent of median income), but not far above it. This means that most people described as being in poverty are unable to afford a standard of living considered acceptable by those who participated in the research. And that includes most people who rely only on state 'safety net' benefits.

The Minimum Income Standard research will stimulate wide debate about whether particular items should be considered essentials in Britain today. But to achieve its objectives fully, it will need also to help build greater social

consensus about what kind of living standard should be considered to be the minimum – and below which we as a society would like to ensure that nobody has to live.

The discussions of the groups and the budgets that they devised have already produced ingredients of such a consensus. Most importantly, they have shown clearly that members of the public draw a distinction between an adequate standard of living and mere survival. Food was an important part of the budgets, but comprised about 20 per cent of spending, compared to just over half in Seeböhm Rowntree's day.

Social participation was considered an essential part of a household budget by all the groups, whether pensioners, working age adults or families with children.

These group discussions showed that it is possible to agree on minimum requirements that are above physical essentials but still remain modest. For example, a DVD player was included in a household budget because being able to watch DVDs is a present-day norm, contributing to the ability to enjoy some entertainment at modest cost. While in the past it may have been classified as a 'luxury', today the cost of a basic £50

DVD player, averaged out over a five-year lifespan, would come to 20p a week, and thus proves excellent value for money compared with other forms of entertainment.

On the other hand, despite the fact that many people in Britain would find it hard to imagine living without a car, they were not included in the budgets because participants felt that this expense was not essential for most family situations. True, those living in remote rural areas may not be able to do without a car, but this is a baseline minimum budget for everyone in Britain. It defines an income which, in the view of the groups, nobody



poverty – and ensure that such discussions are more grounded in social attitudes than has been possible until now. Campaigning groups may use it to demand rises in benefit rates, and trade unions to call for better wages.

But it is a standard to which society might aspire, not a definition of where we must get to tomorrow. Many considerations, including work incentives and the political will to tax and spend, will constrain the extent to which a socially agreed minimum can be matched by a minimum income guarantee.

The value of such a standard will therefore rest on whether over the long term it influences the debate over 'how much is enough', provoking decision-makers and the general public to think more directly about this issue than they have in the past. Having a permanent standard of this type will require periodic updating, and the researchers have suggested a methodology to achieve this, by revisiting budgets every few years.

Seebohm Rowntree himself revisited his budgets in the 1930s and 1950s, finding that a rise in general living conditions meant that budgets were considerably higher than in 1899. In the twenty-first century, an updated version of this debate is now possible.

What the Minimum Income Standard reveals

	Single working age	Pensioner couple	Couple two children	Lone parent one child
How much is needed for a weekly budget after income tax and rent?	£158	£201	£370*	£210*
How much of a minimum budget is covered by basic means-tested benefits?	Less than half	All	Two-thirds	Two-thirds
What is this minimum as a percent of median household income (after housing costs)?	72%	53%	73%	71%

* Not including any childcare costs
Results cover 79% of all households in Britain.

should have to live below; but some may need more than this to afford an adequate living standard.

As well as demonstrating a consensus about the need for social participation, the research illustrates the extent to which people accept that needs change with the way we live. A cheap mobile phone was included in each budget, not just because it is now the norm to have one but because not having one causes more difficulties than in the past. Parents concerned about the security of their children felt that they should

have a mobile as part of the minimum, and pensioners too thought that when out and about (in the absence of phone boxes) they should have a mobile for emergencies.

Such changes were compatible with guarding against the inclusion of a 'luxury' element in the minimum budget: teenagers did not 'need' the latest model even though they might want it, and the pensioners considered that they would require only 40p a week, on average, in call charges to keep to the spirit of the mobile being an emergency facility.

The Minimum Income Standard is designed primarily as a benchmark to inform discussions about income and

Find out more

A minimum income standard for Britain: what people think. Jonathan Bradshaw, Sue Middleton, Abigail Davis, Nina Oldfield, Noel Smith, Linda Cusworth and Julie Williams, www.jrf.org.uk.

The research was carried out by the Centre for Research in Social Policy, University of Loughborough, in partnership with the University of York and its Family Budget Unit. The study brought together 'consensual' budget standards work, using panels of members of the public, and Family Budget Unit budget standards led by experts. 206 individuals participated in 39 groups over two years, through half- or full-day workshops. These groups defined the meaning of 'minimum', drew up budgets and checked on budgets at later stages. Experts in nutrition and in heating checked the physical adequacy of the budgets and proposed changes where needed to subsequent groups.

Care from the community?

Any new settlement on long-term care and support must look at who is responsible for its delivery as well as its funding. With the state's capacity limited and family input likely to decline, the wider community must expect to play a growing role, argues *David Brindle*.

Social care has become something of a world apart

In the spring of 2008, the media's imagination was fleetingly seized by the story of a man who was advertising for someone to accompany his father on visits to the pub from his Hampshire care home. Having moved 20 miles to the home from his former flat, the father found himself isolated and particularly short of male companionship. Care homes "offer trips to garden centres", said the son, "but don't really cater for individual needs" (*Guardian*, 24 April 2008).

Things ended happily: two drinking pals were recruited, one on a voluntary basis and the other who accepted the offered £7 an hour to supplement his own pension (but declined any expenses). However, the story reveals much about care and support for adults in early twenty-first century Britain and the role – actual and potential – of wider society.

The fact is that social care has become something of a world apart, its recipients quite

divorced from the rest of the community. This applies both to formal care, delivered by paid workers or occasionally volunteers in residential settings or in the community, and informal care, delivered largely by family members. In respect of the latter, it is not only the cared-for who are marginalised: their carers, too, typically complain of feeling cut off from mainstream society.

Why this should be the case has no single explanation. One factor is likely to be what many observers see as the weakening of civil society. But there is a growing awareness that the isolation of social care must be ended if we are to find a way of meeting the needs of the growing numbers of older and disabled people. This means, immediately, that the debate about a new care and support system for England, launched by the Government's consultation paper – *The Case for Change: Why England Needs a New Care and Support System* – must be one that extends far beyond social care itself. The fact that Secretaries of State of seven Whitehall departments



signed the foreword to that document did indicate a determination to make the debate truly broad-based, although subsequent activity has been less encouraging. More fundamentally and in the longer term, however, the roles and functions that we have come to call social care must be re-embraced by society as a whole.

The remoteness of social care, in all its various forms, is a thread running through research and reportage. Not only is it seen as remote from mainstream society, but its different strands are seen as remote from each other. Thus,

residential care rarely has links with domiciliary support, despite obvious potential for beneficial collaboration, and informal carers tend to be set aside from both.

One of the paradoxes of the current debate about adult care and support is that it takes, rightly, as a starting point the fact that there is no form of universal entitlement to social care. Yet this has not inhibited the system from constructing its own, starkly clear lines of demarcation that are working very much to the detriment of flexible and person-centred service provision.

Plainly this cannot remain the case. If the capacity of the state to fund services is to continue to be limited, which it is in any realistic scenario, then the state has a responsibility to provide comprehensive information and advice to people who may find support elsewhere, whether that support is offered voluntarily or charged for. At present, the lack of formal structure gives rise to the suspicion, fuelled by anecdotal evidence, that things favour the well-informed, the articulate and the sharp-elbowed.

While debate around the Government's consultation paper has tended to focus on funding, and the need for a new financial settlement on care costs between the state and the individual, there are other pressing issues raised by demographic and societal shifts. These will force a re-apportionment of responsibility for care and support as among the state, the individual and their family and the wider community.

Given demographic developments and changed employment patterns for women particularly, where will

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Where will tomorrow's informal care come from?

tomorrow's informal carers come from? There is a sense that difficult questions about the 'caring gap' are being ducked. Certainly the debate, such as it has been, around the Government's consultation paper on care and support has failed really to tackle the projected shortage of family carers and the growing need for a community contribution.

How do you build such 'social capital' – the collective value of social networks and the inclinations that arise from those networks to do things for each other? A pilot project – Families and Seniors Together

– starting in West London in early 2009 will endeavour to do just that, aiming to target communities where older people are at risk from loneliness and social isolation.

The project, being run jointly by Brunel University and Health Hillingdon, has three goals:

- To promote social engagement and well-being.
- To promote and strengthen multi-generational interactivity.
- To build social capital by creating and sustaining relationships within and among families.

Such ideas are greatly to be encouraged, but dividends are likely to be either long-term or small-scale, or both. For a more wide-ranging solution with greater impact, it may be time to revisit the idea of drawing up a 'social contract' for care and support. This would be far more than an explicit statement of financial obligations, as between the state and the individual and their family, in the event of care and support needs. Rather, it would be a comprehensive agreement of rights and responsibilities across the social spectrum – including, critically, neighbourhoods and communities.

But should we consider going still further than simply exhorting people to support and care for their friends and neighbours? Strikingly, the carers' movement seems to be inching towards consideration of there being some form of undertaking to care for family members, in return for formal recognition of the contribution that carers make.

While it is strictly true that there is no obligation to care for sick, disabled or older family members, just as it is strictly true that the social care

system is 'carer-blind' (needs being assessed irrespective of availability of informal care), the reality is very different. Carers themselves know this only too well. As things stand, their contribution is taken into account and they are expected to help, but they receive no guarantees in return. Insofar as they have a deal with the state, it is very one-sided.

Alex Fox, Director of Policy and Communications at The Princess Royal Trust for Carers, is among those now arguing that carers should enter a binding and more equitable arrangement. Their contribution should be formally factored into care assessments – possibly assessments of the needs of the family as a whole – and a value placed upon it. In strict, contractual return, they should receive a package of out-of-pocket expenses, respite breaks and support and back-up from state agencies.

"By placing a real value on care, we might be able to offer families choices about how much cash and how much care they contribute. At the moment, only one of those ... counts, leaving carers worse off for their caring rather than caring earning them the protection from poverty that is the least they deserve."

(Guardian, 22 October 2008)

This would be a huge departure. But it would set a powerful precedent for a broader community model. If family carers' contributions were to be rewarded in such

a way, why not also those of neighbour carers? And if the family was to accept an obligation to care for its older members, why not the wider community likewise?

It is fashionable, and understandably so, to seek to distance modern social policy from its Poor Law heritage. That system, the basis of what passed for social security in England and Wales from the sixteenth century to the twentieth, of course contained much worthy of disdain and condemnation. Yet its underlying principle, that the parish as a whole had to support the destitute if the family was unable to do so, is one worth reflecting upon as we contemplate how to tackle the care and support needs of an ageing society with increasingly weak and complex family structures.

A new settlement on the future *funding* of care and support for older and disabled people is essential. But such a settlement would not address fully the challenges we face as a society unless it dealt also with the *delivery* of care and support and the relative contributions of formal and informal systems. That inevitably must involve a reappraisal of the respective responsibilities of the state, the individual and their family and the wider community. Those responsibilities must be understood much more clearly and may need to be set out in contractual form. Measures must be taken to stimulate provision of informal care and support beyond the family.

Find out more

This is an edited version of a longer *Viewpoint* paper, 'Care and support – a community responsibility?'

This is one of six think-pieces considering key issues during the Government's engagement period on the future of care and support in England. Read more at <http://www.jrf.org.uk/social-care/>



Has progress on poverty in Scotland peaked?

A new assessment of poverty trends in Scotland over the past decade from the New Policy Institute for the Joseph Rowntree Foundation was published on 10 November. With the Scottish Government preparing to publish its strategy on tackling poverty, the report reveals a mixed picture with significant challenges to tackle even before the effects of the recession come through.

At 25%, Scotland's child poverty rate (measured after housing costs) is among the lowest in the UK. But there has been no progress in decreasing the number of children affected (equivalent to 250,000 children), which has remained the same for three years. And while the fall of a fifth since the late 1990s is better than the GB average, Wales and the north of England have reduced child poverty by similar proportions. Meanwhile the number of pensioners experiencing poverty is down by more than 100,000 compared with a decade earlier – a reduction from 31% to 16% in the overall pensioner poverty rate.

In contrast, poverty among working-age adults without dependent children has actually grown over the last decade, especially in households where someone is working (up by 50,000). And the number of adults in poverty in workless families

without dependent children (200,000) now far exceeds the number of pensioners living in poverty, a reversal of the situation ten years ago.

Commenting on these figures, report co-author Tom MacInnes said: "While most of Scotland has become better off financially, the real value of the social security safety net for the largest group of adults in poverty hasn't changed for two decades. As unemployment rises, the effects of this are going to be felt much more widely."

Other findings of the report include:

- The Scottish Government's new focus on the bottom three tenths (deciles) of the income distribution should mean more attention for pensioners and lower-income working families.
- The extent to which working-age adults claiming out-of-work benefits are

concentrated in particular 'pockets of deprivation' in Scotland has barely changed in the past decade. Two-thirds of the small areas with the highest concentration are in the four main cities.

- In contrast, low-paid workers are spread fairly evenly across the country with half living in parts of Scotland outside of the Central Belt and Dundee. The areas with the highest proportion of low-paid workers are Clackmannanshire and Dumfries and Galloway (both 35% for 2005 to 2007). Co-author Peter Kenway commented: "The parts of Scotland where

low pay is most prevalent are not usually those with the highest proportions of workless households. To cope with this, different policy interventions, with a different geographical focus, will be needed."

For more information

'Monitoring poverty and social exclusion in Scotland 2008' by Peter Kenway, Tom MacInnes and Guy Palmer, is available as a free download from www.jrf.org.uk. All the indicators and graphs can also be viewed at www.poverty.org.uk, where the graphs are updated as new data becomes available.

Update

Recent work in brief

More affordable homes needed in rural Wales



There is an increasing unmet housing need in rural Wales with homes getting more expensive, more people who are homeless; and even less social housing in rural areas than in towns and cities.

These were among the findings of the Joseph Rowntree Foundation Commission on Rural Housing in Wales which spent eight months analysing new and existing statistical data, receiving evidence and listening to people all over the country to gauge the scale of the problems.

The average house price is now more than five times the average income in all rural local authority areas. Large numbers of the rural population are prevented from getting decent and affordable housing within or close to their local communities. The Commission found that, unless significant changes are made, there is a real danger that communities in parts of rural Wales will lose the next generation of young people. This could cause social, cultural and welfare problems for rural communities in the future.

While acknowledging that the existing plans of the Assembly Government were ambitious, the commissioners said more has to be done to meet rural housing need. Specifically, they called

for better use of existing stock – such as the 18,000 vacant rural properties; development and promotion of good practice to local authorities; using second-home council tax to respond to housing need, including the possible establishment of a network of rural housing enablers to identify needs and seek sites.

Commissioners were disappointed to find that currently key statistics on the changing scale of housing needs in rural Wales were not being collated and analysed by the Assembly Government and local government. This made it difficult to assess the precise scale of the problem and the resources required to meet it. It also raised questions about how the government was able to track the problem when it does not collate quality data.

Find out more
The JRF Commission on Rural Housing in Wales comprised six independent members, including [Derec Llwyd Morgan](#) as Chairman, and [Professor Paul Milbourne](#) (Cardiff University) as academic consultant. The report can be downloaded at www.jrf.org.uk

Cohesion: about balance...

Addressing deprivation and how people connect is more important for social cohesion than trying to get everyone to adhere to the same fixed notion of "Britishness": instead cohesion is about negotiating the right balance between difference and unity, researchers at London Metropolitan University have concluded.

Their report **Immigration and social cohesion in the UK** also found that limited opportunities for British people in parts of the UK are undermining attempts to ensure new migrants are well received. They found a stark divide between places that are equipped to adapt to new migrants, and places that are not. They reported that many people valued their children growing up with cultural diversity. However, some felt that their, and their children's, prospects were reduced because of immigration – particularly when it came to housing and education.

Minority ethnic long-term residents and new arrivals were the most positive about what was good about Britain. White English people

often found it difficult to reflect on their feelings of belonging to Britain, because they had not previously considered it. People in Scotland and Northern Ireland felt they belonged more to their respective nations than to Britain.

Meanwhile in another report, researchers at Cardiff University report that new migrants who can work are viewed more favourably by settled populations in South Wales but employment does not guarantee that they will be welcomed into their new communities. The report found that economic integration was a necessary, but insufficient, factor for inclusion and cohesion in communities.

The study found that a good deal of the work in building inclusive communities appeared to fall on middle-class minority ethnic or migrant community leaders, who were often poor, and working below their skill levels or as volunteers. However, their contribution seemed to go largely unrecognised.

Cohesion can only be achieved if there is equal access

to education, employment and healthcare for everyone.

Find out more
Immigration and social cohesion in the UK, Mary Hickman, Helen Crowley and Nick Mai, and **Immigration and inclusion in South Wales**, Terry Threadgold, Sadie Clifford, Abdi Arwo, Vanessa Powell, Zahera Harb, Xinyi Jiang and John Jewell. www.jrf.org.uk

... and fairness

The views of new arrivals, as well as those of established communities, need to be heard and resources allocated with visible fairness, a new study suggests.

It says that new communities are keen to get involved and to have their views heard, but there are challenges about who should speak for new communities: informal networks can provide valuable ways for local authorities to communicate with them,

but traditional leaders do not necessarily represent the voices of women or younger people.

And the neighbourhood level may not be the most appropriate level of engagement as new communities may be dispersed across different local authority areas.

Concerns about racism and prejudice were identified as barriers affecting engagement in structures of governance. However, more positively the research identified a range of examples of promising practices addressing these challenges, involving new communities as part of wider strategies to promote cohesion. Community development support emerged as an important factor here.

Find out more
Community engagement and community cohesion, Geraldine Blake, John Diamond, Jane Foot, Ben Gidley, Marjorie Mayo, Kalbir Shukra and Martin Yarnit, www.jrf.org.uk

Tackling street crime

Without strong input from disadvantaged communities themselves, there can be no lasting solution to the problems they face. Such communities are keen to reduce street crime in their neighbourhoods, but they can feel unrecognised and marginalised by statutory bodies.

Public bodies could be more creative in how they support community groups who are working to reduce street crime. Facilitated joint meetings, which explore common agendas among both groups and ways of sharing risk, would be a good first step.

Find out more
Community leadership approaches to tackling street crime, Jenny Lynn, www.jrf.org.uk



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Night time care quality concerns

Although residential care homes provide a 24-hour service, little is known about what happens at night in these settings. But a new report by the Scottish-based Centre for Research on Families and Relationships (CRFR) suggests that the quality of night-time care in residential homes is at risk due to a lack of routine inspections and adequate training or supervision of night-time staff.

The researchers found that residential care and nursing homes are seldom inspected during the night, usually only if there has been a complaint; and that night-time inspections were carried out with less rigour than day-time inspections.

The report found that unacceptable levels of noise and light disturbed and agitated residents during the night; the physical environment was disabling rather enabling, especially for people with dementia; and night

staff felt undervalued and isolated from the running of the home. It also found that night staff received less training than day staff – and little or none on responding to people with dementia, supporting continence, recognising and managing pain, or encouraging good hydration and nutrition during the night. In addition, managers in the care homes studied were insufficiently involved in night-time supervision and practice.

Recommendations that emerged from this research project recognised that night-time care is a key part of a 24-hour care service. Relatively minor changes in practice, such as not turning on bright lights and assigning a key worker to residents to manage individual night-time care plans, can result in considerable improvements to the night-time care experience of both residents and staff.

Other research by the University of the West of England, Bristol (UWE), and the University of Warwick suggests that bringing a community nursing and

physiotherapy team into residential care homes for older people improves quality of life and reduces hospital admissions.

The researchers found that savings made through reduced hospital admissions and delayed transfer to nursing homes offset any potential costs of the scheme. The study suggests that the overall cost ranged from an added £2.70 a week per resident to a more likely weekly saving of £36.90.

Allowing people to remain in their care homes by bringing in specialist care during episodes of illness was greatly valued by both residents and staff. Staying in a familiar environment gave care home residents a greater sense of security during challenging times.

Find out more
Supporting older people in care homes at night, Dr Heather Wilkinson, Diana Kerr and Colm Cunningham. **Providing nursing support within residential care homes**, Deirdre Wild, Sara Nelson and Ala Szczepura, www.jrf.org.uk

Questions of density

The government objective of delivering more affordable homes in mixed communities will only succeed if close attention is paid to their management, how 'affordable' they are, and the placement of the affordable properties within the scheme. Developments also need to fit correctly within the surrounding neighbourhood and community.

The report by the Centre for Policy Studies revealed that residents did not feel they were living at high densities, and appreciated the innovative architecture and design that offered a sense of space and light within the homes.

But both owner occupiers and low cost home ownership respondents felt that a scheme was made a less desirable place to live because of the presence of social rented tenants. Conversely, social rented tenants and LCHO respondents felt stigmatised within schemes where their homes were physically separate from 'market price' owner occupied housing.

Find out more
Residents' views of new forms of high-density affordable living, Joanne Bretherton and Nicholas Pleace, www.jrf.org.uk

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Up-rating tax and benefits...

Up-rating of tax and benefits each year by the Government has major long-term consequences for the relative living standards of different groups and for public finances. But the basis for up-rating is rarely debated.

Research designed to consider the implications of present policies, and to stimulate debate on what is a hidden area of policy-making, shows that different up-rating methods are applied to different parts of the tax and benefit system, including up-rating in line with earnings, up-rating with inflation and no up-rating at all.

Up-rating has big effects over time – among its effects for example, it will be virtually impossible for the government to end child poverty if payments for families with children rise more slowly than average household incomes. Yet the research reveals that over 20 years, the consequences of current up-rating policies, other things being equal, would be to almost double the rate of child poverty, from 18% to 33%.

But there would be no effect on pensioner poverty because pensioner benefits will be largely earnings-linked from 2012.

At the same time, current policies on up-rating would reduce disposable incomes (relative to earnings), but far more for the poor than for the rich. The poorest households would lose on average 17% of disposable income, the richest households 5%.

Find out more

The impact of benefit and tax up-rating on incomes and poverty, Holly Sutherland, Martin Evans, Ruth Hancock, John Hills and Francesca Zantomio, www.jrf.org.uk

... while services are mixed

While many people have found new services – such as delivery of benefits, tax credits and employment - less complicated, problems have emerged for disadvantaged users. Researchers found that there are failures in meeting agreed service standards that agencies set themselves; barriers due to the design of the system (including complexity of forms, quality of written communications); and administrative errors.

Service users want less complexity, shorter forms, less jargon and clearer communications. They would prefer a tax and benefits system that is simpler and less changeable. Many working age users valued the employment assistance they receive from personal advisers and voluntary employment programmes but those who feel coerced into participation reported more negative experiences.

Find out more

Delivering benefits, tax credits and employment services: Problems for disadvantaged users and potential solutions, Dan Finn, Danielle Mason, Nilufer Rahim and Jo Casebourn, www.jrf.org.uk

Keeping work initiatives local...

The main conclusion to be drawn from the evidence from initiatives aimed at getting people back to work is the need to build on local knowledge and relationships. The most successful interventions happen where agencies know their clients, know their local employers, and have good relationships with other relevant agencies that can meet the needs they are unable to address directly. Most positive outcomes flow from following these principles.

Not every area will have this knowledge and these relationships in place, and it may be necessary to put resources into developing them. Although this may delay service delivery, without the knowledge base the services will not be very effective.

This study by Pamela Meadows was commissioned by the Joseph Rowntree Foundation with the aim of informing and influencing practice within the Government's new Working Neighbourhoods Fund (WNF). It was based on JRF's Work and Opportunities programme

that drew to a close in 2001 but many of these messages are still very relevant to the current WNF programme.

Find out more

Local initiatives to help workless people find and keep paid work, www.jrf.org.uk

... how buses can help

New bus services enable people to take up job opportunities, access health appointments and make shopping trips that were previously not possible. Participation in leisure and social activities also increases. This study suggests that a comprehensive review of the commercial bus network and publicly subsidised services in deprived areas would help identify shortfalls in provision and show where public spending on transport could be most effectively targeted.

Find out more

The value of new public transport in deprived areas: Who benefits, how and why?, Karen Lucas, Sophie Tyler and Georgina Christodoulou, www.jrf.org.uk



Housing and disabled children

Families with a disabled child are more likely to be renting their homes than families with non-disabled children. While there has been an increase in the proportion of families as a whole being home-owners, the proportion of families with a disabled child becoming home-owners has remained the same.

This is one of the main findings of a recently completed overview of what is known about the housing circumstances of disabled children and their families.

The review also found that the great majority of families with disabled children report that their homes are unsuitable for their child's needs and the associated needs of other family members. It

says that improvements in families' housing situation can lead to increased independence, more confidence and greater self-reliance among disabled children. However, families can experience significant difficulties accessing support and services to help them address the problems with their housing.

Find out more
Housing and disabled children,
Bryony Beresford with Dave
Rhodes, www.jrf.org.uk

'Housing Matters' (10 minute film). Researchers spoke to families about the problems that they experienced with their housing, and have produced a short film. The DVD is available from publications@jrf.org.uk



Homelessness: young people at risk

Although the number of young people accepted as homeless has fallen in England and Wales in the last three years, but remained unchanged in Scotland and Northern Ireland, at least 75,000 young people are in contact with homelessness services each year.

These findings have been produced by York University which undertook the first UK-wide review of youth homelessness for a decade. The report reveals that young women are more likely to be statutorily homeless than young men. The main trigger for youth homelessness is relationship breakdown (usually with a parent or step-parent). For many, this is a consequence of long-term conflict within the home and often involves violence.

The report looked at the effectiveness of policy developments implemented over the last decade to tackle these issue and found that, overall, that policy appears to be moving in the right direction, although young people were less positive, citing the challenges they faced in securing appropriate and affordable housing.

Services were more effective and coordinated in their approach to meeting the needs of young people aged 16 to 17, and those looked after by the local authority, than a decade ago. However, they regarded young people aged between 18 and 24 as in a comparatively worse position now.

Models of temporary accommodation for young people were well developed, although there remained a lack of suitable emergency accommodation and move-on housing options. Floating support was widely available and appeared successful.

The report also indicated that homelessness can instigate or compound existing mental health and/or drug misuse problems amongst young people. There is a strong association between

homelessness and withdrawing from education, employment or training. Many young people reported feeling that their lives were "on hold" whilst experiencing homelessness.

Find out more
Youth homelessness in the UK, Deborah
Quilgars, Sarah Johnsen and Nicholas Pleace,
www.jrf.org.uk



Regeneration: what Europe teaches

European successes in regeneration suggest that Britain needs to move away from 'trickle down' policy towards masterplans. *Anna Minton* looks at the evidence.

Britain's approach towards towns and cities is far more American than European

Kop van Zuid (right and opposite) has helped change the image of Rotterdam – from an industrial port to 'Manhattan on the Maas'

© Jan Kranendonk/Shutterstock



Ten years ago the Urban Task Force published its report, heralding a decade of rhetoric about an ‘Urban Renaissance’ based on European city living – favouring the apartments, open public spaces and café culture of Barcelona, Paris or Rome.

Today, although thousands of city centre apartments have been built and pavement cafés are a commonplace, Britain’s approach towards our towns and cities is far more American than European, particularly with regard to spreading the benefits of change across the whole community and the strength and fiscal autonomy of local authorities.

This was implicit in the findings of the Joseph Rowntree Foundation’s recent report, *Regeneration in European cities: making connections*, by Christopher Cadell and Nicholas Falk from regeneration consultancy URBED.

“In Europe they have been inspired by values of making places better as a whole, rather than the American way of maximising profits by selling off sites,” Falk says. The result is that the public life of our cities remains quite different from that of Continental Europe.

The research singled out three European regeneration

schemes, all places which have faced similar problems to many of Britain’s post-industrial cities. They were Norra Alvstranden, a former shipyard in Gothenburg, Kop Van Zuid, Europe’s largest port in Rotterdam and Roubaix, near Lille, once a centre of the French textile industry, which collapsed in the 1970s. Each case study was matched with a British equivalent, partnering Bradford with Roubaix, Norra Alvstranden – which means ‘Northern Riverside’ – with Gateshead and Kop Van Zuid with the London Borough of Southwark.

“The starting point for us

was to look at post-industrial places which have been more successful. All these places faced the same challenges British industrial cities faced,” Falk says.

“It hasn’t all been great but these cities are making progress and inequalities are not as great as they are in the British situation. What’s always missed and what we wanted to look at is the process – how places have gone about doing things over a twenty year period.”

Although each case study is different, a number of clear themes emerged: in particular, the real power and resources devolved to the relevant





‘Trickle-down’ does not work... a level of intervention is necessary

European local authorities, underpinned by a system of local taxes directly linked to the success of the local economy. This is in contrast to the UK, where business rates were removed from local authority control by Mrs Thatcher, and local government has continued to face assaults on its authority.

The other key lesson was the need to focus on the wider city region, linking disadvantaged people to new opportunities and spreading the benefits of regeneration throughout the wider community. As well as economic initiatives, the research highlighted the importance of good European local transport systems, connecting places

benefiting from regeneration to disadvantaged areas. In contrast, the report described public transport in the UK, outside London, as “the domain of the poor”.

Despite the recommendations of the Urban Task Force, which singled out European models for praise, the British approach towards regeneration has not fundamentally changed since the 1980s, continuing to focus almost entirely on the idea of ‘trickle-down’, also known as ‘supply-side economics’.

This notion holds that the unfettered free market will ensure that wealth created in places will ‘trickle-down’ to the poorest areas which need it the most. The URBED report, in

common with a large body of expert opinion, cites research showing that ‘trickle-down’ does not work and that a level of intervention is necessary.

The case study in Kop Van Zuid highlights the disparity between British and European approaches, comparing Rotterdam’s old port with Rotherhithe and Surrey Docks in London’s Docklands, long seen as a flagship for ‘trickle-down’. There are strong similarities between the two former ports: both underwent a physical and social transformation following wartime destruction, both filled in the docks and developed new housing on a major scale, and both also had large amounts of land in public ownership.

But the nature of development and the culture, look and feel of each place has taken a very different turn. The main objective of the London Docklands Development Corporation (LDDC) was to attract private housing developers to build luxury flats along the river in Rotherhithe, while in Kop Van Zuid there is public access to the entire waterfront.

“As a result, there is a marked division between ‘them and us’ in Rotherhithe, whereas in Kop Van Zuid there is a greater social mix at the neighbourhood level,” the authors note.

They go on to criticise the LDDC for taking little account of local needs and opinions and failing to implement a proper ‘masterplan’, allowing developers to do whatever they thought appropriate. In Kop Van Zuid, on the other hand, high-quality development is concentrated around transport nodes including a new college and a major entertainment complex above a metro station, and iconic housing schemes overlook the docks.

There are certainly iconic developments in Docklands – from the breathtaking new Underground stations to the skyscrapers at Canary Wharf – but they are there to service the finance and retail centre: local people from the neighbouring Isle of Dogs hardly use them, being almost entirely cut off from these places.

Kop Van Zuid also made concerted efforts to spread the benefits of regeneration through its ‘Mutual Benefit’ programme, which aimed to link regeneration to the local economy. This three-pronged strategy tried to match local people to employment opportunities in construction, catering and retail, assisted existing local

businesses by establishing a shopkeepers association, and promoted new business ideas through the establishment of a local Enterprise Centre, in collaboration with a bank and local college.

Although fewer local jobs were created than anticipated, the report concluded that the programme was an effective means of engaging local communities with change and meant that the alienation witnessed in places like Docklands was avoided.

The changes in the three European post-industrial case studies are underpinned by very different approaches to local government, with far more decentralised systems in place in Holland, France and Sweden, supported by strong local tax raising powers. But the JRF research points out that, while Sweden has long been decentralised, Holland and France have negotiated a much greater degree of devolution in recent years, which implies that while decentralisation may run counter to current political thinking it is surely not impossible in the UK.

Research from the Institute of Public Policy Research has found that British policy makers have “tended to look to the United States for policy inspiration”, yet “compared to their Continental rivals many American cities don’t provide the kind of environment that British policymakers are keen to deliver”. Falk accepts that “there’s a very different approach to be found in Europe” but he remains hopeful.

“A cynical response to our report would say ‘it’s too late’ and we should have been doing this twenty years ago. We have lost sight of trying to build a sustainable economy but if there was greater working



Norra Alvstranden, before and after development

together at the local level and less centralisation it would support local initiatives. We have to encourage shoots to flourish,” he says.

A look to European examples of success in former industrial areas, which faced levels of decline equal to any in Britain, may yet inspire policymakers to look across the channel.

Find out more

Regeneration in European cities: making connections The research for was carried out by a team from URBED (Urban and Economic Development Group). It was written by Christopher Cadell, Nicholas Falk and Francesca King.

It is available as a pdf download from www.jrf.org.uk/bookshop/

A summary findings can be downloaded at www.jrf.org.uk/knowledge/findings/housing/2217.asp

Building for a greener future

A new Joseph Rowntree Housing Trust (JRHT) development in New Earswick is helping to point the way towards affordable ‘green’ housing, and providing learning for JRHT’s new community at Derwenthorpe.

If housing providers and construction companies are to make a significant contribution to combating climate change, they must improve the efficiency of the homes they build.

Elm Tree Mews, which blends cutting-edge environmental features with contemporary design, is designed to be a potential blueprint for the kind of energy-efficient housing that should become commonplace in the 21st century.

The six homes, which are available for rent, part-ownership and full sale, incorporate a well thought-out combination of modern technology designed to prevent heat loss, use free heat from the sun and ground, and increase the efficiency with which electricity is used.

As well as having environmental benefits, energy-efficient homes can offer residents significant savings on their energy bills. Elm Tree Mews is being monitored by academic researchers, who are assessing how well the buildings perform in practice. Lessons from initial evaluations are already being used to

inform the early stages of work at Derwenthorpe, JRHT’s community of energy-efficient homes on the east side of York, and ongoing monitoring at Elm Tree Mews – with residents’ permission – will provide learning for homes built later in the development of homes at Derwenthorpe.

This research will also be vital if Elm Tree Mews is to influence other developers and communities.

Background

The location and scale of Elm Tree Mews may also be of interest to other developers and communities, as it provides an adaptable and replicable model for this kind of housing on a relatively small brownfield site in a suburban setting.

The development began life with a national architectural competition initiated in 2005 by JRF and JRHT, called ‘Sustainable (affordable) homes fit for the 21st Century’ for six homes to be built on a former garage site in New Earswick, York.

The winning architects, Cole Thompson Anders, presented a design for affordable, attractive ‘green’ homes which reflected

the ‘Arts and Crafts’ style of key buildings around New Earswick, such as the nearby Folk Hall.

They also remained on the development team during the entire construction stage, in order to deliver the vision for Elm Tree Mews on a practical level.

Environmental features

At the time the scheme was designed, the system used for assessing the sustainability of new housing was EcoHomes, and the development has been designed to achieve an enhanced ‘excellent rating’ under this standard.

The EcoHomes assessment method has now been replaced by the Code for Sustainable Homes, and Elm Tree Mews performs well against this new set of standards.

Its communal heating system, which absorbs heat from the ground, is designed to provide an energy- and cost-efficient way of heating each home and means that the homes don’t need a conventional gas boiler for domestic hot water or central heating.

Three 120-metre (390 feet)-deep boreholes have been sunk



Energy-efficient homes can offer significant savings on energy bills

below the site. Water is fed through pipes in the boreholes and absorbs heat from the ground around them. The heat from the water is then extracted by a communal ground source heat pump and the temperature raised appropriately in order to distribute heat evenly to each home through pipes laid under the floors.

Domestic water will be heated by solar thermal panels on the roof, supplemented by the ground source heat pump and electric immersion heaters if needed.

The homes are designed to help save water as well as energy. Rainwater butts will collect water from the

south-facing roofs for garden watering, washing paths and decking, etc, while dual-flush toilets and aerating showers and taps create low water demand and help to save water inside the properties.

Other environmental features include:

- an energy-efficient, water-saving washing machine installed in each home;
- timber from sustainable sources for external cladding and window and door frames;
- soft landscaping planted to further improve the site's ecological value;
- kitchen units fully manufactured from recycled materials;

- separate containers for the collection of domestic waste (glass, paper, tins, etc.) for recycling in each home;
- bat boxes installed on or around the site, and a bird table and bird box in each garden;
- winter gardens, which are small, unheated rooms with large areas of glass to maximise heat from the sun in winter. In summer, the glazed doors and rooflight can be opened to ensure that the space is kept cool. These benefits are passed on to the living and dining spaces, via the interconnecting glazed doors.



© Kipra Matthews

Elm Tree Mews is a modern development yet it sits sympathetically alongside the New Earswick Folk Hall, built in 1907

Noticeboard

News from the Joseph Rowntree Foundation

Residents move in to extra care schemes

The switch on of a water fountain and the unveiling of a hart statue were features of the opening ceremony at the end of July of Hartfields, Hartlepool, an innovative housing and extra care collaboration between the Joseph Rowntree Housing Trust (JRHT), Hartlepool Borough Council, Hartlepool Primary Care Trust (PCT) and North Tees and Hartlepool NHS Trust.

This marked the completion of phase one of a village that will eventually provide 242 homes where residents, as well as local people, will be able to enjoy an range of communal facilities including a restaurant and café bar, a health activity centre with fully equipped gym and spa pool, a convenience grocery store, an arts and crafts workshop, a library with IT suite, and a hairdressing salon.

The partnership provides creative approaches to providing support for residents. These approaches bring together concerns about housing, social care and health with the aim of putting the individual at the centre.

Properties within Hartfields range from

those for sale, shared ownership and rental, with all three types seamlessly combined into one thriving neighbourhood. All have been built to the highest specification.

Hartfields has benefited from the JRHT's decade of experience as a provider of the UK's first continuing care retirement community – Hartrigg Oaks in York – as well as from extensive research commissioned by the Joseph Rowntree Foundation into what makes a retirement community work well.

The scheme was visited in August by Ivan Lewis, Parliamentary Under Secretary of State for Care Services. He said: "Extra care housing is about offering people a choice. Too often I hear of cases where a couple who have been together for over fifty years are forced apart

because one requires care and has no choice but to enter residential or nursing care leaving their partner at home."

He added that he looked forward to more developments like Hartfields to give people a choice about how and where they choose to spend their later lives.

Earlier in June saw the official opening of Plaxton Court, Scarborough, a smaller mixed tenure development, comprising 52 self-contained apartments and 16 cottages. Like Hartfields, this is also provides housing, with care facilities available if needed.

On-site, the scheme includes a restaurant, hair salon, fitness suite and shop and these facilities are also available to the wider population in Scarborough.



Charles and Norma King are among the first residents to move to Hartfields



Ivan Lewis (second right), then Care Services Minister, visited Hartfields in August (pictured with local MP, Ian Wright, far left, and JRF Directors, John Kennedy (second left) and Michael Sturge (far right))

© Chris Armstrong

JRF honoured as “a great force for good”

In July, the Joseph Rowntree Foundation (JRF) received the Liverpool John Moores University (LJMU) Corporate Award for its work in investigating the causes of social problems, demonstrating possible solutions, and influencing social change.

The University's Orator, Professor Frank Sanderson, said: “The JRF is a great force for good in our society. For over 100 years, it has made and continues to make an outstanding contribution to searching out the causes of social problems, demonstrating solutions to these problems and exerting a positive and enlightened influence on social policy and change. It has pioneered many developments which have particularly benefited disadvantaged individuals and groups, always emphasising the interconnectedness of poverty, empowerment and place.”

JRF Chair Debby Ounsted (pictured right) accepted the award with Susan Hartshorne, another JRF trustee.



Donald Hirsch

In November, the JRF's relationship with one of its principal advisers, Donald Hirsch (see article on page 11), comes to an end as he takes up the post of Head of Income Studies at the Centre for Research in Social Policy, Loughborough University.

Donald was first appointed as special adviser on poverty to then JRF Director, Richard Best, in 1997. Over the past 11 years, he has played a key role for the JRF, bringing us not just his profound knowledge of the discipline of economics but also his keen eye for relating this directly to the policy world. A former writer for *The Economist*, Donald's skills as a journalist have greatly benefited the JRF, contributing significantly to our underlying aim of communicating the messages from our work directly and clearly.

Donald's work has encompassed a broad range of topics. In 2004 he took a lead role in our centenary conference project on tackling disadvantage. He has always maintained a focus on poverty (including welfare and benefits). But he has also worked on programmes exploring long-term care for older people and employment. Most recently, he has been central to our assessment of the Government's progress against its target of eliminating child poverty.

As well as advising on our policy and research work, he has written several key JRF publications, including *Strategies against poverty: A shared road map*, *Crossroads after 50: Improving choices in work and retirement*, *Paying for long-term care: Moving forward*, *What will it take to end child poverty?*, and, published just last month, *Estimating the costs of child poverty* (see page 10).



Donald Hirsch, speaking on the Prime Minister's visit to the JRF in 2006

“All those who have known and worked with Donald here at the JRF will join me in thanking him for his invaluable input over the years and in wishing him all the very best for the future,” said Anne Harrop, JRF Director of Policy and Research.

Comment

Can museums be a potent force in regeneration?

Simon Tait considers whether we have moved into the age of the 'social museum'.

Museums in Britain are experiencing what many believe is their biggest culture shift in 150 years. The emphasis is moving away from the care of objects towards telling stories as they strive to meet the requirements of new and varied audiences.

As long ago as 1975 the Czech museologist Jan Jelinek wrote:

"A backward glance at museum development shows that museums only fully develop their potential for action when they are actually involved in the major problems of contemporary society. Museums are institutions intended to serve society and only thus can they continue to exist and function."

In 2005 American academic Janet Marstine defined what Professor Eilean Cooper-Greenhil of Leicester University had identified as a "post-museum" – one that ... "actively seeks to share power with the communities it serves".

In July this year historian Tristram Hunt wrote in *The Observer*:

"Britain's cities ... constitute a frequently uncomfortable, often fractious landscape of religions, races, ethnicities and communities. And there are fewer and fewer neutral spaces in our public realm for people to gather and reflect around art and objects which successfully encompass parts of their multiple, competing cultural hinterlands. The museum... is one such place."

Traditional museums had been largely study centres of science and art. They began to change in the 1970s and 80s with

the development of industrial archaeology as a serious and popular study, and the adoption of the 'open air museum'.

Museums started to focus more on sociological studies. However, the emphasis was on entertainment and nostalgia rather than serious examination of social conditions of the past, and how they might be relevant to the present.

The biggest material influence in the last 20 years has been the National Lottery. Since 1995 the Heritage Lottery Fund (HLF) has invested £1.4bn in museums and galleries.

Lottery funding had two knock-on effects:

- It encouraged other funders to contribute, in response to the credible business plans the HLF increasingly insists upon.
- Museums themselves grew more ambitious about developments. Projects deemed far beyond available resources now seemed attainable – such as the long-anticipated Shetland Museum which opened in 2007, the Great North Museum due to open in Newcastle in spring 2009, and the Museum of Liverpool scheduled for 2011.

In the 1990s museums began to address current social concerns. For instance, the Science Museum in London has examined issues such as AIDS and the effects of smoking, in foyer exhibitions.

Other developments have included curators and conservators taking a more public role, demonstrating techniques live or via CCTV links.



So in the age of the “post-museum”, are museums now the force in social and urban regeneration they have been promising to be?

A new mood

John Holden and Samuel Jones of Demos state boldly:

“Because of the knowledge they hold and the inspiration they offer, museums, libraries and archives are essential to our social and economic survival.”

Museums in particular, they say, gather new knowledge as well as storing knowledge of the past. The objects they collect have the capacity to offer fresh interpretations of the world. Accepting that, the questions then are:

- to what extent are museums capable of contemporary interpretation?
- for whom are they making the interpretation?
- is the audience given options to make its own interpretation?
- are those who would benefit most from this discourse taking the opportunity to do so?

There is a choice of what issues are discussed.

One example is London’s Museum in Docklands. Its exhibition *Jack the Ripper and the East End* pulled apart much of the myth that surrounds the brutal killings of prostitutes in the late 19th century. It related them to the environment of Victorian Whitechapel, setting this against the drink/drugs culture of the present and comparing the vice industries of the East End of 1888 and 2008.

“We wanted to see how different the East End was then compared to now and what similarities there might be,” said its curator, Alex Werner. “It is what we think we should be doing now, taking the reality of history... stripping away the myth and making sense of it in modern terms.”

In 2007 Birmingham City Museum and Art Gallery mounted its contribution to the bicentenary of the Act abolishing the slave trade by looking at Olaudah Equiano, a former slave who became a writer and abolitionist. The museum also took the subject to the modern black community of Handsworth in Birmingham, relating it to Key Stage 3 history and citizenship studies, while the exhibition also questioned the

Filling the black British history gap

The Black Cultural Archives (BCA) were founded in 1981 as the African People’s Historical Monument Foundation, after the poem by the founder, the late Len Garrison, entitled *Where are all our monuments?* which asks why the black diaspora in Britain has been accorded no history.

An academic, Garrison identified a reason for black children’s general under-performance at school as their lack of a sense of place in British society and history. He believed that a resource on the cultural make-up of Britons of African-Caribbean background could help to fill this gap. In the late 1990s Brixton town manager, Paul Reid, offered a large derelict building in Brixton, Raleigh Hall, as a potential home for this resource.

Following consultants’ advice, Reid was seconded to the project as director, a post he will hold until the museum is open, and a black businessman, Stafford Neil of Ernst & Young, was headhunted to be chairman. Proper cataloguing of the collection began

this year, with a grant from the Heritage Lottery Fund, and HLF made a further grant of £4m, with the London Development Agency contributing £1.3m, leaving £1.5m still to be raised.

The new museum will be about the black British story, not defined by its difference from white society but in terms of its own history, its contributions and achievements.

The museum will have a permanent and temporary exhibition spaces, a large inter-active archive, teaching spaces and performance areas. It is next to a small public piazza named Windrush Square after the liner that brought many of the first immigrants from the West Indies in 1948.

“There is something about black culture which is just dynamic and expressive, so we want to bring the archivist and the historian closer to the poet and the musician, and not only have integrity that can stand up to academic scrutiny, but can stand up to ‘wow factor’ scrutiny – we want people coming back,” Reid says.

role of Matthew Boulton and James Watt in selling steam engines to slave-trading ship owners.

Potential and expectation

In 2002, the Museums, Libraries and Archives Council (MLA) launched Renaissance in the Regions in England with a government investment of £300m up to 2011. The aim was to boost regional museums because “user expectations were exceeding the resources which could be provided, a great deal of potential was going unfulfilled, museums were ill-equipped to deliver ...”.

The mood was already changing, with London museums alone seeing a rise in attendance of 32 per cent between 1999 and 2003. In 2008 for the first time a museum – the British Museum – is the most popular visitor attraction in Britain.

But it has often been difficult to persuade city authorities that museums are not a static attraction. As Janet Barnes of the York Museums Trust said, “If they come and it’s crap they won’t come again, people’s expectations are so high”.

Cities are discovering new pockets of economies such as:

- the student economy. To attract students new developments must incorporate inexpensive and informal bars and restaurants.
- the evening economy: heritage cities are acknowledging that visitors want inexpensive entertainment after 6pm and are having to invest in late opening on one or more days.
- a cultural economy: some cities have only recently discovered the potential of this. Manchester’s museums and galleries are sharing £3m from the Regional Development Agency to raise cultural offer in the city.

Identity

The word ‘museum’ has lost much of its inhospitable connotation; according to Visit Britain one of the most asked questions is: ‘where is the museum?’

More problematic is the physical nature of traditional museums such as: entrances up broad flights of steps; a front ‘information desk’ which can be as much a deterrent as a focus of guidance; and subdued lighting required for conservation but creating a sepulchral atmosphere. Although much of that has changed,

adapting buildings to contemporary ideas of exhibition and access has been difficult – the British Museum, the V&A, and even the newly recast Kelvingrove Museum and Art Gallery in Glasgow could still pass outwardly as grim tabernacles rather than places of enlightenment.

Too often a museum's collection is seen as a sealed discourse excluding non-scholars. But, as British Museum director Neil MacGregor told a House of Commons seminar on Britishness in June, the importance of an object is at least as much what the viewer can subscribe to it as the curator interprets from it. This can mean that inert objects take on a political significance.

There is the controversy around the film *300*, about the Spartans defeat of the Persians at Thermopylae. Modern Iranians took exception to what they saw as the

demonisation of the Persians in the film. An internet campaign tried to subvert the film's marketing by referring to museum objects which they claimed showed the humanitarian and civilised nature of the Persians against the philistinism of the Greeks.

As MacGregor said, the dilemma is how we might approach cultural differences in a way that actually sparks conversation. Behind the total recasting of the Kelvingrove Museum is the belief that to attract new audiences visitors have to be able to identify with what the displays show: once they see themselves, they are hooked.

One issue museums are increasingly exploring is migration. In the 2006 report of the Campaign for Learning (now renamed Culture Limited), stated that while many organisations deal with the practicalities for migrants, there are:

“almost none that touch on those people's needs for cultural, spiritual social and moral inclusion in British society... the practical needs [of asylum, refuge and immigration organisations] make their day jobs so demanding that there's precious little space to tackle it. Museums are a ready-made solution to that need.”

At local level the sense of 'we' can identify not only a community with a museum, the community can create one. In March 2008 Manchester Museum opened a gallery which tested the Victorian legacies of prejudice, and attempts to institute more of a dialogue with different communities. It sees museums as “locations where cultural identity can be developed, central spaces of mutual understanding and cohesion”.

How far museums can be a focus for

The Lightbox, Woking: a community-led campaign

In 1993 Gill Washington, a local silversmith, teacher and chairman of Woking's arts and crafts society, found common cause with the local history group – she wanted somewhere to show the work of local craftspeople and artists, they wanted a museum.

Ambition and the local council's growing interest eventually led to a Heritage Lottery Grant of £1.6m for what has become The Lightbox. Grants from charitable trusts as well as local individuals and companies made up the eventual cost of £7m.

The museum won the 2008 Art Fund Museums and Galleries Prize, and a RIBA award for its architecture.

The museum's pioneers found they were able to draw on:

- Brookwood Cemetery, created in the 1850s, with its own railway and platform at Waterloo Station, providing the story of the Victorian way of death.
- Brookwood Hospital, a mental asylum, had an in-house museum: the contents were given to the people of Woking when the hospital was closed.
- In the 1880s Woking was host to the first mosque in Britain, Shah Jehan, the draw for one of the first immigrant communities from the Indian

sub-continent whose descendents still live in the now integrated neighbourhood.

“A lot of our collection is oral,” says Mrs Washington. “From the start volunteers were recording memories of Woking life.”

Local philanthropy includes the

extraordinary collection of 20th century British art built up by the media millionaire and owner of the local football club, Chris Ingram.

Its first birthday was expected to see the arrival of its 100,000th visitor, double the number that had been hoped for in its first year.



© Peter Cook

regeneration varies greatly, depending on the nature of the communities and the investment authorities are prepared to make. For example:

- Birmingham has a fine traditional museum and art gallery yet its neo-classical edifice – once at the heart of the city – is now in the off-centre administrative quarter. The public tide drifted towards shopping districts. The most faithful living evocation of the city's industrial past is probably its jewellery quarter.
- The Museum in Docklands in east London has evoked the lost history of an area once the busiest commercial docks in the world. It has presented important, thought-provoking exhibitions yet it is off the tourist track and has not had the impact its exhibitions may have deserved.
- The shift of the Royal Armouries from the Tower of London to Clarence Dock on the Aire at Leeds has succeeded in drawing around it a large hotel and apartment blocks, but Leeds' centre is still its business quarter a mile to the north.

In some regions, post-industrialism is a lesser issue than, for instance, migration. This is being addressed in cities such as Bradford and Liverpool, and to a lesser extent in small museums such as Ryedale Folk Museum.

The future

There is an almost immutable mood to move museums into a role of contemporary social relevance, from the British Museum down to the Ryedale Folk Museum. There is also a new breed of museum people – somewhere between curator, manager and visionary – who do not fit into the conventional job descriptions.

But there are key challenges:

- **Time.** Many museums are committed to a contemporary approach, but believe that the time scale is comfortably long – 20 to 30 years is a common estimate. They may be wildly over-estimating; the internet is making the museum world move much more quickly than could be conceived even five years ago.
- **Training.** The new breed comes from every background and have often had little conventional training in

collections care. This is essential if they are to understand the essence of curating and object interpretation. But the sector also has many valued traditional curators who are not familiar with the new technologies, nor with the new social exigencies. There has been a fear that traditional curatorial skills are being sacrificed to 'the story', though this may be lessening, and, while the 'dynamic creative spirit' has not diminished, the acknowledged primacy of the object has to an extent begun to reassert itself. Nevertheless, traditional curators need to be encouraged to open out their thinking.

- **Institutional blockages.** Many museums are long-standing, complex organisations, with departmental structures. This often makes it difficult to take on new approaches: new ideas too often cannot be seen as fitting into existing matrices. The HLF is encouraging change including advising bidders to look to local communities for inspiration. It is monitoring the results of cases taking on challenges.
- **Funding.** Financial support is far too patchy, often depending on the entrepreneurial talent and lateral thinking of a curator. There needs to be positive commitment from Regional Development Agencies and governments to ensure there are secure funding partnerships behind initiatives.
- **New societies.** There are also legitimate areas of British society – such as sexuality - that are still felt by some to be too sensitive to take their place in a social history.

Find out more

This piece is an edited version of a longer Viewpoint of the same title. It was written by Simon Tait, a freelance journalist, author and editor. The former arts correspondent of *The Times*, he is the author of **Palaces of Discovery: The changing world of Britain's museums** (Quiller Press, 1989), and a founding trustee of the Gulbenkian Museum of the Year Prize, now the Art Fund Museum of the Year Prize. He is the editor of *Museum News*.

The full paper can be downloaded at

www.jrf.org.uk/knowledge/findings/socialpolicy/2262.asp

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The **Joseph Rowntree Foundation** is an independent, non-political body which funds programmes of research and innovative development in the fields of housing, social care and social policy. It supports projects of potential value to policy-makers, decision-takers and practitioners. It publishes the findings rapidly and widely so that they can inform current debate and practice.

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Looking forward

New work in the pipeline

Monitoring poverty and social exclusion 2008

The annual report on the state of poverty and social exclusion in the UK from the JRF and the New Policy Institute is published in early December. It provides a comprehensive analysis of trends and differences between groups. This edition marks the tenth anniversary of these reports, and assesses the Government's ten-year record across a whole range of subjects.

Looking at a range of indicators the report shows where early momentum has been sustained and where earlier improvement has now either stalled or gone into reverse.

An update looking particularly at Scotland has already been published (see page 18).

The UK report is being published in the midst of the ongoing fallout from the credit crunch. This is already having a major impact on many of the issues it covers – particularly unemployment, repossessions and possibly homelessness. The report is a reminder of the vital need to consider the impact of the recession on people most at risk of social exclusion.

The very latest data can be found at www.poverty.org.uk.

Not-for-profit home credit

A study to be published early in 2009 is examining the commercial feasibility of a not-for-profit home credit service.

Commercial home credit is long-established, with large numbers of customers on low incomes. Despite criticism of the high cost of the loans, it has many features that are highly valued by its customers. Demand for a not-for-profit service is likely to be high and relatively stable, especially among those already using commercial home credit. It is likely to be highest for those with existing payment problems. The demand is for a product that closely resembles the existing commercial model, including weekly-collected repayments and a flexible approach to missed or late payments in particular.

This study, from a team led by Elaine Kempson, explores the customers' perspective and consults with a range of senior executives working in commercial home credit companies in the areas marketing, finance, strategy and corporate affairs. It has also undertaken market testing with third sector lenders included detailed discussions with staff, directors and volunteers in three lenders.

Find out more

For more information on work in progress, visit: <http://www.jrf.org.uk/research-and-policy/>

For more on the Joseph Rowntree Housing Trust, visit www.jrht.org.uk

Changing attitudes

A forthcoming review, by the Institute for Social Marketing at University of Stirling and The Open University, explores whether lessons learnt from successful initiatives in other fields can identify approaches likely to influence trends in drinking in the UK.

The review takes seven case studies, each telling a story of an initiative which has sought to bring about a change in attitudes, behaviour or policy. The initiatives adopted a range of approaches, including advocacy, campaigning, counter-marketing, theory-based communications, policy formation and legislation, social marketing, and positive role models. They aimed to tackle HIV/AIDS, smoking in public places, sustainable transport use, young people smoking, gambling, speeding and mental health issues in lesbian and gay youth.

The report, to be published early in 2009, draws together learning from the case studies to explore how policy and practice can have an impact on attitudes and behaviours and how applying new thinking might reduce harmful drinking patterns in the UK.

Strategic plan

In January we will be publishing our strategic plan for 2009-11.

The Joseph Rowntree Foundation and Joseph Rowntree Housing Trust are independent charities with a shared body of trustees and staff. JRF is an endowed foundation registered with and regulated by the Charity Commission, and exists to fund an extensive research and development programme. JRHT is a registered housing association regulated by the Housing Corporation, and a registered provider of care services regulated by the Commission for Social Care Inspection.

Our purpose is to search for evidence and demonstrate solutions in order to influence policy and practice about:

- people experiencing poverty and disadvantage;
- the homes and communities in which they live; and
- the services and support that foster their well-being and citizenship.

The strategic plan spells out our principles and how we work. It also highlights current priorities and emerging issues, in particular under our three core themes of poverty, place and empowerment.



The JRF is an independent organisation, working across the UK. For over 100 years, we have been searching out the causes of social problems, demonstrating solutions and seeking to influence those who can make changes.

We do this by:

- Gathering evidence from research and practice, including our own housing and care operations
- Communicating messages openly and widely
- Working in partnership with all sectors

Search Demonstrate Influence

www.jrf.org.uk



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