

A Fairer Shetland.....

**- A Framework for Tackling Poverty,
Disadvantage and Social Exclusion in Shetland**

2012/13

EXECUTIVE SUMMARY: A Fairer Shetland.....
- A Framework for Tackling Poverty, Disadvantage and Social Exclusion in Shetland

Purpose and Use of This Framework

This framework has been developed for a number of reasons:

- to continue to develop and update Shetland’s understanding of poverty, social exclusion and deprivation;
- to set out how Shetland intends to achieve the requirements of the Scottish Government, in this area of work¹;
- to provide the strategic direction for the ‘Fairer’ element of Shetland’s Single Outcome Agreement (SOA)², including setting out how Shetland will work in partnership with the Scottish Government to deliver on Scotland’s Child Poverty Strategy³;
- recognising that solving these issues is not always about additional resources, to set out the ways in which people need to work together and with people to solve problems; and
- to inspire people to work together to reduce poverty in Shetland.

Timescale

This framework is about an approach, so is relevant for the long-term⁴. It will be reviewed on an annual basis, providing an opportunity to report progress and ensure continued debate, challenge and changed culture.

Governance and Accountability

Achieving the strategic and operational outcomes of this framework is everyone’s responsibility. However the ‘Fairer Shetland’ group⁵ have responsibility for setting the outcomes and ensuring these are being achieved. Progress is reported to the Community Planning Partnership via the Single Outcome Agreement.

This framework has been developed by on-going dialogue with workers and managers, building on the 2006 research; the annual workshop to review progress and set priorities for the coming year; and the recent project run by young people – ‘Poverty is Bad – Let’s Fix It!!’.

Further information and workshop reports can be found at:

<http://www.shetland.gov.uk/policy/Poverty.asp>

¹ “‘Achieving Our Potential’, ‘Equally Well’ and the ‘Early Years’ Framework’ are a suite of documents, that, taken together represent the Scottish Government’s vision based around early intervention, and thus the means to reduce poverty, social exclusion and deprivation. This package of policy documents set out to support the necessary shift in investment and action from costly and ineffective reaction to social problems, to their prevention.” Achieving Our Potential, Scottish Government . Also of relevance is the ‘Valuing Young People’ Framework.

² “The Single Outcome Agreements between the Scottish Government and Community Planning Partnerships will provide the vehicle for describing how poverty is being tackled at a local level.” Nicola Sturgeon MSP Deputy First Minister and Cabinet Secretary for Health and Well being

<http://www.shetland.gov.uk/communityplanning/> .

³ The Child Poverty Act can be found at: <http://www.legislation.gov.uk/ukpga/2010/9/contents>

⁴ 10 years.

⁵ See Appendix A for Remit and Membership.

1. Where Are We?

This section sets out the current context and main challenges for Shetland, at this time.

- The impact of the global recession is being felt elsewhere. The impact on Shetland is less certain at this time. In order to minimise the impact, good planning is required.
- UK Welfare Reform is resulting in a reduction in funding, provided through the benefit system, for many families and individuals. There will be a number of years of transition as people adjust to different expectations and levels of household income. There is a need for Shetland to focus on providing services effectively and in collaboration, to maximise our ability to assist people through this period of change, including into long-term employment. The move to a more digital service, also needs to be supported. If risk is that, as the income of some of the most vulnerable families in Shetland decreases, the demand for support services will increase dramatically. This includes debt advice, social housing, support employment services and social work.
- The Scottish Government expect Community Planning Partnerships to set out, through the Single Outcome Agreement, how local areas will assist them to meet the targets set out in the Child Poverty Act (2010). This includes making the right combination of decisions to ensure the greatest impact on child poverty at local level, through the three social frameworks (Achieving Our Potential; Equally Well; Early Years Framework). This recognises the value and need for a collaborative approach across services – genuinely integrated services, through partnership working and shared resources. These frameworks are underpinned by the following principles:
 - Prevention of problems in the first place;
 - Early intervention if problems have already started to manifest themselves;
 - Joined up delivery; and
 - A person centred approach to addressing poverty and inequality.This approach is backed up by national and local evidence.
- The Christie Commission’s recommendations on how Scotland needs to approach the 12.8% real reduction in spend to 2014/15, against a backdrop of substantial growth in demand (such as ageing population and welfare reform) and a track record of failure to deliver to remove negative outcomes, include the need to focus on:
 - Preventative action and tackling inequalities;
 - Ensuring citizen and community participation in the design and delivery of services.
- It is now understood, locally and nationally, that the best way to tackle poverty and social exclusion in a rural area, such as Shetland, where it is dispersed, is to provide an individual, outcome focused approach. Those individuals who are particularly vulnerable continue to be:
 - young people whose parents are not able to ensure they are able to access opportunities and grow up feeling a part of the community within which they live;
 - adults of any age who have low self-esteem and/or poor mental health, often due to situations which have developed as a result of negative experiences in the past and can result in homelessness and substance misuse. This is particularly acute if their situation is not understood by the community within which they live;
 - those who are physically disabled or with a long-term illness and their carers, when they do not receive adequate support and understanding;
 - those looking after a young family without access to their own transport, particularly those living in remote areas of Shetland;
 - older people unable to access opportunities that would enable them to feel a part of the community.

There is also evidence of social exclusion for ethnic minority individuals in Shetland, whether cultural or as a result of employer barriers, and of degrees of social exclusion for white incomers to Shetland.

- There is still a need to raise awareness of poverty, disadvantage and exclusion in Shetland, and de-stigmatising the outcomes, if we are to ensure we are a society that looks after the vulnerable. In doing so, it will become easier to mainstream measures and approaches to tackling poverty and social exclusion.
- There is a need to stop crisis management, through early intervention and a focus on individuals and families and achieving their outcomes. Local tools and skills need to be effective.
- There is an opportunity to assist individuals and households to cope with the increasing cost of heating and transport (Fuel Poverty and Transport Poverty) and overall reduction in household income (in real terms).
- A youth led peer research approach was designed and implemented to explore young people's perceptions and experiences of poverty, social exclusion and inequality. The key messages which need to impact on our ways of working are:

"Young people feel the lack of and expense of transport prevents them from accessing opportunities which leads to seeking excitement through alcohol and drugs. Young people feel the lack of transportation and its cost are factors leading to isolation, which can cause mental health and substance abuse issues."

"Young people in Shetland find it hard to be an individual due to peer pressure and adult judgement."

"Stigmatisation and labelling due to the 'Shetland Grapevine' have very negative impacts on young people."

"Young people feel there are limited career choices in Shetland."

"Shetlanders are not aware of poverty on the islands."

"Young people are not aware of support services."

The research also found that we can:

- Use knowledge to shape decision-making
- Use budget cuts to catalyse innovation
- Use people to take ideas forward

But that:

- Bad habits mean there is a habit of doing things one way and a common reluctance to do things differently.
- Budget cuts directly impact staff and services meaning that more has to be done with fewer resources.
- Rules and requirements at the national level put pressure on service planners providers to do things in a certain way.

- Continue Summary

2. Where Do We Want To Be?

This section sets out the national and local framework.

2.1 Nationally

NATIONAL PRIORITY AREA

WEALTHIER & FAIRER - Enable businesses and people to increase their wealth and more people to share fairly in that wealth.

NATIONAL OUTCOMES

We realise our full economic potential with more and better employment opportunities for our people.

We have tackled the significant inequalities in Scottish society.

We have improved the life chances for children, young people and families at risk.

2.2 Locally

SHETLAND 'FAIRER' STRATEGIC OUTCOMES⁶

A) Reduced Levels and Impact of Poverty, Deprivation and Social Exclusion in Shetland.

B) Socio-economic disadvantage does not impact on the opportunities people have.

SHETLAND 'FAIRER' OPERATIONAL OUTCOMES⁷

A) **WE ARE MAXIMISING HOUSEHOLD RESOURCES:** increasing a household's income and reducing outgoing payments on household essentials. This will be achieved by:

- Increasing uptake of national and local benefits and other entitlements;
- Promoting ways to reduce pressure on household budgets, including debt advice, energy efficiency and thrifty living;
- Promoting the benefits of paying people enough, through work, where possible; and
- Developing financial capability.

B) **WE ARE INCREASING EMPLOYMENT OPPORTUNITIES AND ARE PROVIDING THE RIGHT SUPPORT AT THE RIGHT TIME TO ENABLE EACH INDIVIDUAL TO ACCESS LONG-TERM EMPLOYMENT OPPORTUNITIES:**

- Ensuring the Shetland economy can provide sufficient and varied job opportunities for the requirements of the population;
- Removing physical barriers to work, through transport, childcare, improving poor health (in particular mental health and substance misuse) and remote working; and
- Providing a person-centred approach to effectively and efficiently enable individuals to achieve positive destinations in the long term (including employability and skills development).

C) **WE WORK WITH PEOPLE AS INDIVIDUALS TO IMPROVE THEIR LIFE CHANCES, by**

- Providing every person in contact with a service with a 'lead professional' able to work with them, and others to improve their quality of life;
- Providing particularly vulnerable individuals, of all ages, with high intensity support programmes;
- Expecting all services to work proactively to improve quality of life, by collaborating to provide genuinely integrated services and sharing resources.

D) **WE PROVIDE OPPORTUNITIES TO IMPROVE QUALITY OF LIFE, including**

- Enabling people to feel a part of their local community, and take pride in their local area; and
- Enabling people to access social activities and networks.

⁶ SOA Outcomes 2010-12

⁷ Fairer Shetland Partnership Outcomes 2010-12

3. How Will We Know When We Have Got There?

SHETLAND 'FAIRER' STRATEGIC OUTCOMES⁸

A) Reduced Levels and Impact of Poverty, Deprivation and Social Exclusion in Shetland.

- Number of Income Deprived People;
- Percentage of Claimants (aged 16-64 years) in Receipt of Out of Work Benefits;
- Number of Children Living in Households in Receipt of Out of Work Benefits;
- Number of Households in Fuel Poverty.

B) Socio-economic disadvantage does not impact on the opportunities people have.

- Social Capital

SHETLAND 'FAIRER' OPERATIONAL OUTCOMES⁹

A) WE ARE MAXIMISING HOUSEHOLD RESOURCES: increasing a household's income and reducing outgoing payments on household essentials.

- Proportion of working age population (16-64 years) who are in employment;
- Increased up-take of in-work benefits;
- Households are aware of ways to reduce expenditure;
- Number of services where financial capability has become embedded in ways of working;
- Number of Households in Fuel Poverty;
- Number of Credit Union Members.

B) WE ARE INCREASING EMPLOYMENT OPPORTUNITIES AND ARE PROVIDING THE RIGHT SUPPORT AT THE RIGHT TIME TO ENABLE EACH INDIVIDUAL TO ACCESS LONG-TERM EMPLOYMENT OPPORTUNITIES:

- Number of Incapacity / ESA customers who gain employment;
- Number of vacancies advertised through JobCentre Plus;
- Number and Percentage of Unemployed Young People (18-24);
- Number of Modern Apprenticeships, Skillseekers, Get Ready for Work, Training for Work;
- Effectiveness Of Employability Pipeline;
- Increased provision and flexibility of childcare;
- Increased proportion of jobs in rural areas;
- Increased flexibility of transport.

C) WE WORK WITH PEOPLE AS INDIVIDUALS TO IMPROVE THEIR LIFE CHANCES

- Number and Percentage of young people moving on to positive destinations;
- Number of vulnerable parents supported;
- Number of person-centred and family centred cases which result in positive long-term outcomes as a result of interventions through this framework.

D) WE PROVIDE OPPORTUNITIES TO IMPROVE QUALITY OF LIFE

- Enabling People to Access Social Activities and Networks: number of individuals supported.

4. How Will We Get There?

This framework recognises that a Fairer Shetland can be achieved, less by the use of additional resources, and more by changing the ways in which we work together across services and agencies.

Key Principles

The following Key Principles must be followed:

- Evidence-based, needs-led intervention;
- Holistic, person-centred approach, consistent across services in Shetland;
- Collaborative working;

⁸ SOA Outcomes 2010-12

⁹ Fairer Shetland Partnership Outcomes 2010-12

- Responsive and flexible to the unique needs of individuals and families, able to adapt and evolve to assist and support the pathways of people;
- Break existing cycles of poverty, deprivation and social exclusion in order to provide long-term improvements in quality of life for people;
- Help people to develop own solutions, using accessible, high quality public services, as required;
- Celebrate diversity and actively challenge prejudice and discrimination;
- Safeguard and, where possible, enhance the environment of Shetland; and
- Be proactive for foreseeable future challenges.

Priority Areas, Indicative Actions and Projects

In recognition of the current context, the following areas will receive the most support during 2012/13:

- Promotion and support for a more thrifty approach to living;
- Support the development and implementation of a community-led parenting project;
- Supporting pathways to positive employment destinations, through volunteering, training, supported employment, particularly at this time of national benefit changes, and tackling the stigma associated with poverty, disadvantage and/or substance misuse;
- Increasing awareness and understanding of the issues of poverty, social exclusion and disadvantage in Shetland, including tackling issues of stigma and being able to be different;
- Ensuring everyone is supported to access positive social networks that enable them to have a good quality of life and retain a positive pathway, including the development of the Smart Card;
- Delivering on the Christie Commission agenda, particularly around person-centred approaches, in order to ensure that all vulnerable individuals and families are receiving the assistance and support they require to move forward positively, at as early stage as possible; and
- Supporting the concepts generated by the 'Poverty is Bad – Let's Fix It!!' Project:
 - **A2B: Involving young people in re-designing transport services in Shetland by establishing a working group of young people and transport planners which is focused on young people's needs.**
 - **Mentoring and creating positive role models: Recruit mentors to support and coach people experiencing poverty, social exclusion and deprivation to build their confidence, draw out their skills and help them find opportunities to use them.**
 - **Encourage positive anti-stigma messages through the media.**
 - **Engage business employers to provide active support to young people with job applications, CVs, presentations and interview techniques through presentations and small working groups in schools, colleges, Bridges, and through SYIS and Youth Services.**
 - **A series of short plays and films based on real stories of people in Shetland and shown across Shetland.**
 - **A mentoring scheme in which recipients and ex-recipients of support share their experiences of receiving support with their peers in small groups based at schools, youth clubs, colleges and communities.**

1. Where Are We?

This section provides a flavour of recent literature, research and policy, which needs to be considered when developing actions for the coming financial year.

1.1 International Context

The global recession, which began in 2007/08, continues to impact on Europe, the UK and Scotland. It has led to a reduction in enterprise and private sector employment, and has had a knock on impact on funding available to provide services. We are therefore facing a double whammy, of less employment opportunities around (in both the private and public sector) and reducing services, which could support people through this period of change.

A report was published in the Lancet in October, which highlighted the impact of economic decisions on the health of people, and on society, as a result of the recession in Greece¹⁰. These included:

- people are less likely to consult a doctor, due to the longer waiting times and the cost of the travel to attend
- a rise in suicides (a 17% in 2009 from 2007, with unofficial estimates thought to be higher)
- a rise in violence, homicide and theft rates
- a marked reduction in alcohol consumption and drink-driving.

At the same time, it is interesting to note that the European Union is supporting the development of a minimum wage, despite the pressures on budgets.

1.2 National Context – UK and Scotland

1.2.1 WELFARE REFORM

It is estimated that the UK coalition Government intend to make £18bn total annual reduction in welfare benefits by 2014/15. The Welfare Reform Bill, setting out how they intend to reform the welfare system, was published on 16th February 2011. The operational detail is still being finalised.

1.2.1.1 The key elements and changes are set out below:

- **Universal Credit:** this will replace a range of existing benefits and tax credits, including Income Support, income-based Jobseeker's Allowance, income-related Employment and Support Allowance, Housing Benefit, Child Tax Credit and Working Tax Credit.
- The aim is to reduce the complexity of the system and for those receiving benefits, who move into work, or work more hours, to be better off, because it will ensure that people keep more of their earnings when they move off benefits and into work.
- It will comprise a basic 'personal amount' plus additions for children, disability, carers and housing costs. The personal amount is intended to provide for 'basic living costs' of single people and couples. There will be additions for children, disability, housing costs and caring. It will be assessed and paid on a household basis.
- It will be paid in one monthly lump sum, directly to one member of the household. For employees paid through PAYE, payments will be calculated and adjusted automatically using information on earnings from a new 'real time' information system.
- It is hoped that the first new claims to Universal Credit will begin from 2013 with it taking four years to complete the transition from existing schemes. DWP will manage the administration. Between 2013 and 2017 the Housing Benefit scheme is to be wound down for existing customers as they move on to Universal Credit.

¹⁰ A. Kentikelenis, D Stuckler, M McKee (2011) *Health effects of financial crisis: omens of a Greek tragedy* The Lancet, Volume 378, Issue 9801, Pages 1457 - 1458, 22 October 2011
[www.thelancet.com/journals/lancet/article/PIIS0140-6736\(11\)61556-0/fulltext](http://www.thelancet.com/journals/lancet/article/PIIS0140-6736(11)61556-0/fulltext)

- Benefits to remain outside the Universal Credit include contribution-based JSA and contributory ESA, Disability Living Allowance, Child Benefit, bereavement benefits, employer-provided benefits such as Statutory Sick Pay; Maternity Allowance, and Industrial Injuries Disablement Benefit.
- The UK Government has said that no one will experience a reduction in cash terms in the level of support they receive at the point of transfer to the Universal Credit.
- Work Programme: person-centred approach to each individual's jobseeking needs.
- Get Britain Working: this involves the private and voluntary sector, in partnership, to improve the employment prospects of local people. This includes:
 - Work Clubs and Enterprise Clubs (for unemployed people to meet and get support to get into work or start their own business);
 - Work Together: web-based resource and commitment to promote volunteering as a step to paid work;
 - New Enterprise Allowance: mentors from business and financial support to move into self-employment; and
 - Work Experience: targeted at young people.
- Mandatory Work Activity Placements: part of menu of support available for Advisers to help customers pre- Work Programme and stems from the Government's commitment that the receipt of benefits for those able to work is conditional on their willingness to work. Placements are designed to help customers develop a labour market discipline. People who fail to comply will be sanctioned.
- Incapacity Benefit: claimants will move to Employment and Support Allowance (ESA), Job Seekers Allowance or off benefit;
- The principle is to focus on capability and what people can do, rather than what they cannot do, with the majority of incapacity benefits customers undergoing a Work Capability Assessment (WCA) to determine their future benefit entitlement. Those who are assessed as fully capable of work can make a claim to JSA and those who cannot work or have limited capability to work will move to ESA – either the full Support or on a programme to assist a person back to work;
- Where reassessment has been trialled, 30% have been placed in ESA Support Group, 38% in ESA Work Related Advisory Group (WRAG) and 32% have been disallowed ESA;
- National reassessment of 1.5mn incapacity benefits customers began from end of February 2011, and is expected to take 3 years to complete.
- There has been one annual independent review of the assessment process (November 2010), which concluded that it is the right process, but is not working as fairly or effectively as it should do. As a result, changes have been made.
- Crisis Loans: changes were introduced from April 2011. These include:
 - No longer pay Crisis Loans for items including cookers and beds; and
 - Reduced daily rate paid for living expenses from 75% down to 60% of benefit rate.
- Council Tax Benefit: Scottish local authorities are facing a 10% reduction in funding for Council Tax Benefit. Current debate indicates that each individual's Council Tax Benefit will not necessarily be an entitlement, but will be dependent on the circumstances and the finances of each local authority, as local authorities could top up their schemes, if they wished, but at a time of tight budgets.

1.2.1.2 Impact of ICB Reform

Recent research by the Sheffield Hallam University¹¹ states that the impact of Incapacity benefit reform has not yet been felt, but by 2014 there will be a 1 million reduction in people on Incapacity Benefit across the UK, with an increase of 300,000 on Employment Support Allowance. Combined with the new requirement on many incapacity claimants to engage in 'work-related activity', the increase in compulsory labour market engagement will be around 900,000.

The research shows that this loss of entitlement is entirely the result of new benefit rules, so does not indicate that the health problems or disabilities that previously gave entitlement have changed.

The research estimates that nearly 600,000 incapacity claimants will be pushed out of the benefits system entirely, either because they will fall foul of the time-limit on non-means tested entitlement or because they fail to qualify for other means-tested benefits.

The highly skewed distribution of incapacity claimants across the country means that the older industrial areas of the North, Scotland and Wales, in particular, will be most affected by the reforms. The reforms will impact barely at all on the most prosperous parts of southern England.

The report concludes that although some incapacity claimants will re-engage with the labour market, there is little reason to suppose that the big fall in claimant numbers will lead to significant increases in employment. Incapacity claimants often face multiple obstacles to working again and their concentration in the weakest local economies and most disadvantaged communities means they usually have little chance of finding work.

1.2.1.3 Delivery of Benefits

The expectation is that Universal Credit will be delivered from JCP outlets, using existing staff. However, no decision has been made on longer term delivery – whether to continue with this model or provide Council's with an opportunity to provide or commission face to face support locally.

However, the services provided by JCP are increasingly moving to digital services. More people are claiming JSA online and using online resources. And each JCP has a Digital Champion, to support and promote this shift and to work with partners to provide opportunities for customers to access the internet and develop their digital skills.

1.2.1.4 Summary and Impact for Shetland

The Government has clearly stated they wish to cut welfare spending, ensuring that benefits go to those who are entitled to them and to those who need them. They see benefit payments as a 'safety net', as opposed to an optional alternative to work.

Universal Credit simplifies the system, but there will be a number of years of transition, resulting in uncertainty and changes to amounts received, for those people affected.

Major reforms to the incapacity benefits system are underway. These include a tougher medical test, the re-testing of existing claimants and the time-limiting of entitlement to non-means tested benefit. The change to the new system, with opportunities to appeal, is already resulting in increased anxiety and uncertainty for people. Shetland services are experiencing an increased number of people seeking local support to access employment, as they are being assessed as being employable. The local CAB office is estimating that 50% of those previously receiving Incapacity Benefit are being assessed as fit for work (24 in November 2011). They believe that 50% are in the wrong group. Of claims made, to date 80% have been successful.

¹¹ C. Beatty and S. Fothergill (2011) Incapacity Benefit Reform – the local, regional and national impact, Centre for Regional Economic and Social Research, Sheffield Hallam University

There is a push towards increased access to welfare benefits and support through the internet. Although local offices are assisting this transition, there will be inevitable challenges for people in Shetland to continue to access the support they require.

Although much of the operational detail has still to be finalised and published, the welfare reform changes will have a significant impact on Housing and Council Tax Benefit.

Overall, these changes are likely to reduce the income of the poorest members of the Shetland community, which in turn may increase the demand for those services supporting vulnerable people, including social housing, debt advice, supported employment services and homelessness services.

1.2.2 CHILD POVERTY ACT

The Child Poverty Act 2010 sets out UK-wide targets relating to the eradication of child poverty¹². It is the duty of the UK Government to ensure that the child poverty targets are met in relation to the year commencing 1 April 2020. The UK-wide child poverty targets provided for in the Child Poverty Act are:

- **The relative low income target:** that less than 10% of children live in households that have a household income of less than 60% of median household income.
- **The combined low income and material deprivation target:** that less than 5% of children live in households that have a household income of less than 70% of median household income **and** experience material deprivation.
- **The absolute low income target:** that less than 5% of children live in households that have a household income of less than 60% of the median household income for the financial year starting on 1 April 2010.
- **The persistent poverty target:** to reduce the proportion of children that experience long periods of relative poverty (that is to reduce the percentage of children who live in households that have a household income of less than 60% of the median household income for three years out of a four-year period) with the specific target percentage to be set at a later date.

Child poverty in Scotland is affected by a mix of devolved and reserved policy measures. The Child Poverty Act requires that the UK Government produce a UK-wide child poverty strategy. This is relevant to tackling child poverty in Scotland in so far as it covers reserved policy measures which apply to and impact on Scotland, such as policy on personal taxation and benefits.

The Child Poverty Act also requires Scottish Ministers to produce a Scottish strategy. This strategy focuses on policy matters that are devolved to the Scottish Parliament and Scottish Ministers. It covers the following areas:

1.2.2.1 Maximising Household Resources: reducing the household's income and reducing outgoing payments on household essentials. This will be achieved by focusing on the following outcomes:

- Less families are in income poverty/material deprivation (including in-work poverty);
- More parents are in good quality employment;
- More families are financially capable and included.

And by doing the following:

- Promoting employment opportunities;
- Promoting employability;
- Developing skills;

¹² The Child Poverty Act can be found at: <http://www.legislation.gov.uk/ukpga/2010/9/contents>

- Supporting accessible and affordable childcare;
- Making work pay;
- Closing the gender pay gap; and
- Increase household incomes (financial inclusion, financial capability, reducing pressure on household budgets).

1.2.2.2 Improving Children’s Life Chances: minimising the impact of socio-economic disadvantage for children by promoting the wellbeing of children and families in order to improve the outcomes for children. This will be achieved by focusing on the following outcomes:

- Children grow up in nurturing, stable households, with good parenting and home learning environments;
- More children have positive outcomes in the early years;
(To be achieved by the continued implementation of the Early Years Framework (2008) and supporting the development of affordable housing in local areas.)
- Children and young people receive the opportunities they need to succeed, regardless of their socio-economic background;
(Getting it Right for Every Child (GIRFEC), Curriculum for Excellence, Supporting Learners Framework and the Early Years Framework set out the vision of, and approach to, providing a personalised and coherent package of learning and support, enabling every child and young person to achieve their potential, whatever their circumstances.)
- More young people are in positive and sustained destinations;
(This is being achieved through 16+ Learning Choices, including Activity Agreements; Information, Advice and Guidance; and Education Maintenance Allowance.)
- Families receive the support they need, when they need it - especially the most vulnerable;
(Through GIRFEC, the Early Years Framework, developing skills for workers, scrutiny of children’s services)
- Reduced health inequalities among children and families.
(Through the continued implementation of Equally Well.)

1.2.2.3 The Role of Communities and Place: achieving equality of place and people, by investing in Scotland’s deprived communities in order to generate growth and employment and help to tackle poverty and deprivation. This can be achieved through:

- Community engagement and empowerment;
- Safer communities; and
- Providing green space and play opportunities.

1.2.2.4 Driving Change Through Working with Local Partners: recognising the value and need for a collaborative approach across services – genuinely integrated services, through partnership working and shared resources, involving communities and third sector. This can be achieved by:

- Working with local partners, through Community Planning Partnerships (CPPs):
 - CPPs to make the right combination of decisions to ensure the greatest impact on child poverty at local level, through the three social frameworks (Achieving Our Potential; Equally Well; Early Years Framework) and meeting the challenges of service sharing and re-design;
 - CPPs to involve the private sector to contribute as employers, partners and service providers;
 - Supporting the third sector: connecting with individuals and communities, creating employment opportunities through the development of social enterprise.

1.2.2.5 Key Challenges

- Strong Leadership
- Mainstreaming poverty
- Preventative spend
- Capacity building and learning lessons

1.2.1.6 Are the Targets Achievable?

A paper produced by the Joseph Rowntree Foundation has highlighted the challenges of achieving the targets set by the UK Government in the Child Poverty Act¹³. The research shows that the impact of changes to personal tax and benefit policy announced by the coalition government is to increase relative child poverty by 200,000 in both 2015/16 and 2020/21 and to increase relative poverty for working age adults by 200,000 in 2015/16 and by 400,000 in 2020/21. Therefore reforms are forecast to increase absolute child poverty and to increase absolute working age poverty.

1.2.1.7 Summary and Impact for Shetland

The Scottish Government's commitment continues to be to decrease the proportion of individuals living in poverty, recognising that there is more to poverty than low income, and all individuals need to have the opportunity to flourish. That flourishing involves well-being, relative living conditions and opportunity. Their response to the Child Poverty Act, therefore, has been to reiterate and focus on actions already in place, through the three social frameworks – Achieving Our Potential, Equally Well, and the Early Years Framework – which look at poverty in the context of flourishing.

Therefore, the requirement of the Child Poverty Act, for Shetland, is to ensure that these frameworks, including monitoring and evaluation, are embedded in the Single Outcome Agreement, incorporating relevant outcomes and actions from Scotland's Child Poverty Strategy.

The frameworks set out long-term actions that, if delivered now, will deliver change in 10-15 years. They are underpinned by the following principles:

- Prevention of problems in the first place;
- Early intervention if problems have already started to manifest themselves;
- Joined up delivery; and
- A person centred approach to addressing poverty and inequality.

1.2.1.8 The Three Frameworks

Equally Well focuses its activity on the underlying causes of health inequalities, the bottom two tiers of the Coherence Triangle (see Figure 1). This includes consistent parenting, safe, nurturing early years, and supportive education, as well as opportunity, decent housing, social networks, self-esteem and sense of control. The Early Years framework aims to deliver the support that builds a child's sense of the world as a comprehensible place, and a strong foundation in childhood that provides a bedrock for future years. Achieving Our Potential focuses on addressing income inequality, and ensuring individuals have enough money to live, making the world appear manageable.

¹³ M Brewer, J. Browne, R. Joyce (2010), Child and Working Age Poverty and Inequality in UK, JRF

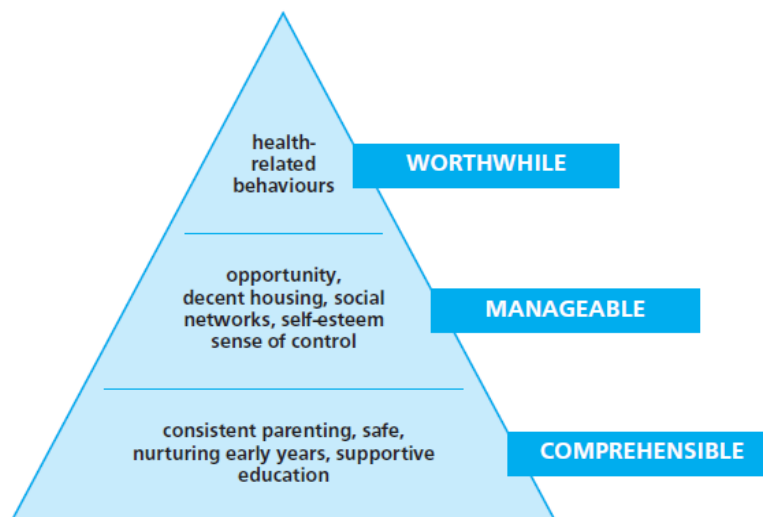


Figure 1: The Equally Well Coherence Triangle. This diagram illustrates a ‘sense of coherence’, in which the external environment is perceived as comprehensible, manageable and worthwhile. Without this sense of coherence, people are likely to be subject to chronic stress and poor health.

Early Years Framework: in support of the all the evidence which demonstrates the value of giving children the best start in life, it sets out steps the Scottish Government, local partners and practioners in early years services need to take to ensure early intervention in Scotland.

‘Ensuring that our children get a good start in life, that the right foundation stones are laid, is more important than ever. Strong families and communities are as integral part of economic recovery as they are an essential plank of a strong society. But the risk is, that at a time like this, there are the things that will suffer. The danger is that public services will retrench into ‘sticking plaster’ solutions, patching up problems when they occur rather than tackling them at source and that people themselves will lose confidence and hope and a sense of powerlessness will prevail.

But it doesn’t have to be that way.

The fact is that challenges often prompt us to think afresh, to regroup and embark on a new – and often better – course of action. And that is where we are now.’

Joining the Dots, Professor Susan Deacon

At the heart of the framework is an approach which recognises the right of all young children to high quality relationships, environments and services which offer a holistic approach to meeting their needs. Such needs should be interpreted broadly and encompass play, learning, social relationships and emotional and physical wellbeing. This approach is important for all children but is of particular benefit in offering effective support to those children and families requiring higher levels of support.

The 4 principles of early intervention are:

- We want all to have the same outcomes and the same opportunities;
- We identify those at risk of not achieving those outcomes and take steps to prevent that risk materialising;
- Where the risk has materialised, we take effective action;
- We work to help parents, families and communities to develop their own solutions, using accessible, high quality public services as required.

Achieving Our Potential: this Framework was developed in the context of the belief that inequality and poverty are closely linked. It builds on the existing work and sets out further priorities for action and investment to deliver improvement across four main areas:

- Reducing income inequalities;
- Introducing longer-term measures to tackle poverty and the drivers of low income;
- Supporting those experiencing poverty or at risk of falling into poverty; and
- Making the tax credits and benefits system work better for Scotland.

The Framework provides the context for future action while setting out some immediate steps. It sets out the ways in which the Scottish Government will support partners and strengthen the infrastructure necessary for successful action, and it sets out the contribution needed from wider Scottish society.

1.2.3 CHRISTIE COMMISSION

The Christie Commission was tasked with making proposals to the Scottish Government on how Scotland needed to approach the 12.8% real reduction in spend to 2014/15, against a backdrop of substantial growth in demand (such as ageing population and welfare reform) and a track record of failure to deliver to remove negative outcomes. The public sector has made some efficiencies and changes, such as workforce reduction and outsourcing, but a large gap remained, that was seen to require a different approach.

The key findings were around the need to improve outcomes and address issues of sustainability, with recommendations around:

- Acceptance of the need to address 'failure' demand - a whole system and outcome based approach;
- Local integration of public services - their funding, common powers and duties for all public services;
- Preventative action and tackling inequalities;
- Ensure citizen and community participation in the design and delivery of services; and
- Ensure greater transparency of costs and performance of public services.

The Scottish Government's response to the report has been to focus on the following:

- Prevention – tackle persistent inequalities (what matters, what works, what stops, thinking about impact on key groups)
- Partnership – place based integration of services (shared design, delivery, resourcing)
- People – workforce development & leadership (middle managers to work in partnership and focus on outcomes and for staff to enable community participation)
- Performance – improvement & transparency (shared accountability, local priorities)

1.3 **Local Context**

This section focuses on current local research and consultation of relevant to poverty, deprivation and social exclusion in Shetland.

1.3.1 CHARACTERISTICS AND EXPERIENCES IN SHETLAND IN 2006

The primary source of evidence comes from a detailed piece of work undertaken in 2005-06, with the intention of developing understanding of social exclusion and deprivation in Shetland¹⁴.

The research was based on the Scottish Index of Multiple Deprivation (SIMD2004)¹⁵:

¹⁴ Research into Deprivation and Social Exclusion in Shetland (2006). A full understanding of the findings can be found at http://www.neser.org.uk/pdf/Deprivation_2.pdf. The research showed the experiences of deprived and socially excluded people living in Shetland.

- This showed that Shetland was not highly deprived at local authority level. At that time, it was the 5th least deprived local authority in Scotland and was the least deprived in comparison to similar remote and/or island authorities. However, 6.79% of the Shetland population was income deprived, 1492 individuals¹⁶. The complexity of the national benefits system contributes to the low uptake of benefits in rural areas and means that figures are likely to underestimate the true number of deprived people living in Shetland.
- The SIMD of 2006 showed deterioration in some areas and domains relative to the rest of Scotland, and across Shetland. The number of income-deprived individuals in Shetland was shown to have increased from 1492 (6.8% of the Shetland population) to 1934 (8.8%).
- The SIMD published in October 2009 showed a further deterioration, with a further shift in distribution towards more deprived areas on a national scale, with a Lerwick area now one of the 20-30% most deprived areas in Scotland. The number of income-deprived individuals stabilised at 1860 (8.5% of population)¹⁷. In addition, there has been a worsening situation across housing, education, health and employment. There has been no significant change in access or crime.

1.3.1.1 Characteristics

Shetland is characterised by a different geography and way of life than most of the UK. It is one of the most remote areas in the country, with some islands and parts of the mainland particularly remote; it has strong local cultural roots; and generally high standard of living. Therefore deprivation and social exclusion manifest in different ways.

Living in these circumstances is no better in Shetland than in any other part of the country: the day-to-day existence for individuals and households struggling to afford to eat and pay for other essentials is the same. Whilst the culture of self-reliance and high standard of living enjoyed by many, forces less fortunate people to keep these circumstances hidden. It can be particularly isolating and demoralising when people can see others around them enjoying these living standards and high quality infrastructure. There is little opportunity for social contact and support from others experiencing a similar situation.

There are higher numbers of deprived individuals dispersed in more remote areas of Shetland, and spatial pockets within concentrations of local authority housing. Nevertheless deprived individuals and households are fairly evenly distributed throughout Shetland.

Individuals in Shetland particularly prone and vulnerable to deprivation and social exclusion are:

- young people whose parents are not able to ensure they are able to access opportunities and grow up feeling a part of the community within which they live;
- adults of any age who have low self-esteem and/or poor mental health, often due to situations which have developed as a result of negative experiences in the past and can result in homelessness and substance misuse. This is particularly acute if their situation is not understood by the community within which they live;
- those who are physically disabled or with a long-term illness and their carers, when they do not receive adequate support and understanding;
- those looking after a young family without access to their own transport, particularly those living in remote areas of Shetland;
- older people unable to access opportunities that would enable them to feel a part of the community.

¹⁵ The Scottish Index of Multiple Deprivation (SIMD) 2009 identifies small area concentrations of multiple deprivation across all of Scotland. It combines 38 indicators across 7 domains, namely: income, employment, health, education, skills and training, housing, geographic access and crime.

¹⁶ 2001 and 2002 figures.

¹⁷ 2010 Scottish Government, SIMD

There is also evidence of social exclusion for ethnic minority individuals in Shetland, whether cultural or as a result of employer barriers, and of degrees of social exclusion for white incomers to Shetland.

1.3.1.2 Experiences and Trends

Access

- If people are unable to run a private vehicle, most opportunities available to them are severely restricted: employment, services, social opportunities, learning and leisure activities, such as swimming, for example. Weekly bus services are available, but it is difficult to get fresh food items and carry home a weekly shop;
- Many people rely on others for transport. This is humiliating and hinders independence;
- Households are not able to afford to use the bus, go to youth club or swimming;
- Access is also restricted by a lack of services close by, including childcare and for some, by illness and disability.

'You can try to get an appointment to fit in with the weekly bus trip - you have to plan when you're going to be ill!'

Community

- If people don't feel part of the community within which they live they tend to feel very unimportant and dissatisfied with their life;
 - Those living in communities within which they were brought up are usually able to rely on local networks of family and friends in times of need. This safety net is less readily available for incomers;
- For most, communities are welcoming and people feel part of society. However, cultural differences, race, disability, health and past history can make people feel discriminated against, leading to extreme feelings of isolation and exclusion, both from the community and community events;
- In remoter areas the safety and feeling of safety were welcomed. However examples of anti-social behaviour, some directed at particular individuals, occur in more central areas of Shetland.

'I would like to volunteer and be part of community things, but can't give the commitment. People do speak and say they will come along but don't. I think they may be embarrassed by a disabled child.'

Health

- Levels of anxiety and depression are particularly high amongst those who are deprived and/or socially excluded. This is particularly as a result of the daily pressures of making ends meet and feelings of isolation. This affects people's ability to access employment and other opportunities;
- General levels of health are poor: with erratic diet, lack of exercise and weight issues (obesity or underweight);
- People experiencing deprivation often smoke: this is frequently seen as people's only luxury;
- Some people living with deprivation are reaching crisis point, with serious mental health issues, suicidal thoughts and/or a dependency, all of which can lead to sudden death.

'If mum or dad are feeling rubbish then I can't go out. I have to stay in to make sure nothing goes wrong'

Housing

- Housing issues in remote areas of Shetland tend to be the poor condition of housing. Deprived inhabitants are seldom in a position to be able to pay for the necessary improvements, nor the heating costs to heat the house adequately. And poor health can exacerbate inability to resolve these issues.

'It's like we are constantly walking on egg shells to avoid arguments.'

- There is a shortage of housing, which is more common closer to Lerwick. This can result in cramped living conditions on a long-term basis, whilst others sleep a couple of nights at a time on different friends and families' sofas;
- Living in a poor and/or temporary housing situation impacts on the health of household members.

'The house is too small, too far away from others and we are packed in together all the time and can't afford to get out.'

- It is particularly difficult for those on national benefits to afford electricity cards: it is common for people to go without food in order to pay for electricity.

Income and Employment

- Individuals and families in Shetland find it difficult to afford to eat; with some families living on soup to make ends meet. Buying clothes and shoes for growing children is difficult and impossible for parents.
- The benefits system, particularly national, is complex and confusing to people. People are divorced from claiming what they are entitled to. This is likely to increase with the recent centralisation of benefit administration from Shetland to Elgin and Clydebank.
- The relatively high cost of living for essential items, such as food and fuel means that nationally decided benefit levels do not buy as much as they do in some other places. Unplanned expenditure, such as an emergency admission to hospital on the mainland can push a household into debt, which they can be paying off for years;
- Employment can be difficult to access out-with central areas, particularly for those without private transport. The regular commute to Lerwick for those able to afford transport and for whom employment is 9-5 leaves behind others in the community without the same opportunities;
- Meanwhile the opportunity cost of participating in low skilled, low paid jobs is higher when the cost of private transport to access are included, but are a necessary requirement to access shift work in central areas.

'Shoes, that is such an expense for the children. It's the things you don't budget for, that's when it hits.'

'We don't have enough money to do what we need to do and it's not possible to earn more money with the jobs that are on offer.'

Learning

'I don't feel I would do my best because of my dyslexia and folk make me feel thick'

- There is evidence that experiences at school, particularly negative ones, have an impact on people's inclusion and wealth later in life: for example those people who are experiencing particularly acute forms of deprivation and/or social exclusion tend to be those who did not obtain any qualifications at school;
- There is a desire to learn, but barriers, such as cost, transport and childcare, as well as people not having the motivation or time are often insurmountable to people.

1.3.1.3 Summary

Although the research is now five years old, the characteristics and experiences it highlighted, are still relevant. The approach developed, as a result of these findings, continues to be as appropriate in 2012/13.

1.3.2 POVERTY IS BAD – LET'S FIX IT!!

It is now five years since the original research into deprivation and social exclusion in Shetland was completed. It was agreed that it was necessary to revisit this work, to impact on Shetland's thinking and understanding of these issues, and in particular to explore young people's perceptions and experiences of poverty, social exclusion and inequality.

A **youth-led peer research** approach was designed and implemented to enable 11 young people aged between 14 and 23 years to:

- design the **research agenda** in terms of decisions about research themes and questions;
- conduct **field research** in their own communities including peer interviews and photography;
- analyse their findings including the generation of **key messages** from the research; and
- work with a steering committee of service providers and councillors to design **concepts for action** to address research findings.

The desired outcomes and benefits of the research included:

- Young people who are more understanding of each other's circumstances.
- Valuable knowledge about key social issues faced by Shetland's young people.
- Solution-focussed findings leading to improvements in service delivery and early intervention.
- Collaborative research skills developed amongst young people.

The research has provided the following insights:

1.3.2.1 Young people feel access to opportunities is inadequate

- Young people feel access to **educational, employment** and **social** opportunities is unequal because of the following factors:
 - **Identity:** for example, gender, age and whether you are an incomer or a Shetlander.
 - **Geographical location:** in terms of where you live in Shetland.
 - **Reputation:** in terms of how you are perceived by others in the community.
- There is a lack of variety of opportunities for young people:
 - **Educational opportunities:** young people feel that educational opportunities on Shetland are limited but improving, with an increasing number of training colleges and higher education opportunities.
 - **Employment opportunities:**
 - There is a perception of youth unemployment caused by a lack of variety of job opportunities. Many young people argue that they "are not picky" when it comes to finding a job, but that it's difficult to find a job which matches their skills, qualifications and interests.
 - In particular, young people feel that:
 - They are not exposed to different career options but feel pigeon-holed to apply for jobs according to the opportunities where they live, their gender, and what their parents do.
 - They do not receive sufficient support with application forms, CVs, giving presentations and interview techniques which would give them access to alternative employment opportunities.
 - **Social opportunities:** young people feel social opportunities for certain interests are limited. In particular, there is a wealth of sporting opportunities (e.g. athletics, rowing, sailing, football and fencing) and opportunities in the arts (e.g. Shetland arts, Maddrim Media).

1.3.2.2 Young people feel easily pressurised

- **Young people find it difficult to be an individual** because of pressure, especially from peers and parents: Young people feel considerable pressure to 'fit in' and 'be the same' as everyone else. Pressure comes mainly from peers and parents and is exacerbated by the fact that communities are small and opportunities to join different social groups is limited.

Being different, for example, dressing differently, being lesbian or gay, or simply behaving differently can lead to being labeled and stigmatised which can, in turn, result in isolation from peers and exclusion from social opportunities.

- Young people feel that **the limited number of social groups, especially in small communities, exacerbates peer pressure, for example to drink alcohol, smoke, and take drugs.**

Opportunities to join different social groups are limited because communities and class sizes are small. Consequently, young people feel easily pressurised into participating in activities they are not always comfortable with, for example drinking alcohol, smoking and taking drugs, and which

lead to further exclusion, for example, from jobs, because they have gained a negative reputation which is hard to shake off.

However, young people who had spent time away from Shetland, for example at university, argued that this:

- Gave them more confidence to be themselves when they came back to Shetland.
- Provided opportunities to make new friends when you return to Shetland.

1.3.2.3 Young people feel stigmatised

- Young people **can easily gain negative reputations that stick** because communities are small and 'everybody knows everybody'.
Young people feel that 'doing one thing wrong = disaster'. In small communities, where 'gossip spreads like wildfire', it is difficult to keep information private and, once gained, a bad reputation is hard to lose. Negative reputations ultimately lead to feeling:
 - Permanently labeled.
 - Excluded from opportunities, such as getting a Saturday job, attending youth clubs, and friendship groups.

Negative reputations are gained by:

- Participating in 'bad behaviour which is frowned upon by the community, even if they are also encouraged (e.g. drinking alcohol)
 - Being associated with someone who has a bad reputation.
 - Living in a place which has a bad reputation
- Young people fear they will be **stigmatised if they use support services by being labeled as 'poor', 'not coping' or 'a trouble-maker'**.
Young people fear stigmatisation if they use support services by being labeled as 'poor' or 'a trouble-maker' which can, in turn, impact on access to opportunities. This is exacerbated by the lack of anonymity which makes people reluctant to use services because staff involved in service provision might be friends or neighbours. Consequently people keep their problems well hidden because they are embarrassed about 'not coping' and do not want to be seen as a failure in a small community where gossip spreads easily.
 - **As an incomer, integrating into the Shetland way of life' can be difficult, leading to feelings of - stigmatisation and exclusion.**
Young people have mixed feelings about the ability of incomers ('soothmothers' and 'foreigners') to integrate into Shetland life. Shetland is generally perceived as quite cliquey, making it difficult for incoming young people to fit in and become accepted. Labels such as 'soothmother' or 'English' are used negatively and lead to feelings of stigmatisation and exclusion. However:
 - Some communities are more inclusive than others because of the larger numbers of incomers living there, e.g. Brae and Sumburgh.
 - Some young people feel accepted in small communities. Having opportunities to get involved and contribute to the community is important to make incomers feel integrated.

1.3.2.4 Young people feel uninformed about services

- **Young people have limited knowledge about support services which are available to them.**
Young people could identify a range of support services but frequently knew little about them. In particular, young people expressed a desire for better advertisement about services through schools and online.

1.3.2.5 Young people feel physically and socially isolated

- **Physical and social isolation amongst young people is exacerbated by poor and expensive transport.**

Physical and social isolation is attributed to:

- the lack of public transport in terms of poor transport links;
- the high cost of public transport and fuel.

In particular, feelings of isolation are heightened amongst young people who:

- do not yet drive, or who are unable to easily obtain lifts from family and friends;
- live in the North Isles and the West Mainland where transport links are especially poor.

- **Local opportunities, for example youth clubs, make young people feel less physically and socially isolated.**

Whilst social opportunities based in local communities are limited, those that do exist are vital for making young people feel less physically and socially isolated. In particular, young people feel that:

- Sporting opportunities are well catered for across the islands, with community leisure centres and rowing clubs proving popular.
- Local youth clubs are an important way to connect with friends and feel included in local communities.
- Local community halls are well used and inclusive to all kinds of people.

1.3.2.6 Key Messages

The research provided the following key messages:

KEY MESSAGE 1:

“Young people feel the lack of and expense of transport prevents them from accessing opportunities which leads to seeking excitement through alcohol and drugs.

Young people feel the lack of transportation and its cost are factors leading to isolation, which can cause mental health and substance abuse issues.”

KEY MESSAGE 2:

“Young people in Shetland find it hard to be an individual due to peer pressure and adult judgement.”

KEY MESSAGE 3:

“Stigmatisation and labelling due to the ‘Shetland Grapevine’ have very negative impacts on young people.”

KEY MESSAGE 4:

“Young people feel there are limited career choices in Shetland.”

KEY MESSAGE 5:

“Shetlanders are not aware of poverty on the islands.”

KEY MESSAGE 6:

“Young people are not aware of support services.”

1.3.2.7 Opportunities and Constraints

The research findings and key messages, alongside the current context of delivering services in Shetland provides the following opportunities:

- Use knowledge to shape decision-making: knowledge generated through the youth-led research, in addition to existing knowledge of local planners, service providers and decision-makers is a powerful asset which can be used to:
 - Shape and reprioritise policy and spend.

- Ensure services are rooted in evidence drawn from service users' perspectives.
In particular:
 - Knowledge needs to be continually generated to ensure it is current and relevant to changing situations.
 - People need to be willing to use knowledge and take it forward.
- Use budget cuts to catalyse innovation: current funding constraints present opportunities to innovate because they force decision-makers to look at things differently and make new choices.
In particular:
 - Use current funding constraints to think about the use of resources differently, e.g. sharing resources.
 - Involve wide-ranging stakeholders in designing services to inject fresh ideas into service planning and delivery.
- Use people to take ideas forward: people are an important asset for addressing poverty, social exclusion and inequality because they can take ideas forward and move them into action. In particular:
 - Draw on the commitment, enthusiasm and flexibility of many service providers and decision makers.
 - Create new opportunities for volunteering to involve people in service planning and delivery.
- Bad habits mean there is a habit of doing things one way and a common reluctance to do things differently. This lack of 'can do' culture ultimately stifles innovation and creativity which is needed, especially in this time of budget cuts within the public sector.
- Budget cuts directly impact staff and services meaning that more has to be done with fewer resources.
- Rules and requirements at the national level put pressure on service planners providers to do things in a certain way that which means:
 - It takes a long time to get things done.
 - It is difficult to get people to work differently.
 - It is difficult to innovate.

1.3.3 PARTICIPATORY BUDGETTING PROCESS, INVOLVING YOUNG PEOPLE

A consultation was undertaken with all young people (aged 12-25) in Shetland, seeking their views on what is good and bad about Shetland, and improvements they would like to see. This was to inform the priority setting stage of a Participatory Budgeting process involving young people in Shetland.

The information of relevance to the Fairer Shetland Framework is the importance, to young people, of being able to access activities and space to be young and feel accepted.

1.3.4 FUEL POVERTY

Fuel Poverty continues to be a priority area for Shetland, and an agenda that is becoming increasingly difficult to address. Shetland's statement and approach to fuel poverty is set out and monitored in Shetland's Local Housing Strategy. Due to the importance of this agenda to the Fairer Shetland agenda, a summary of the current issues is set out below.

A fuel poor household is one which cannot afford to keep adequately warm at reasonable cost.

1.3.4.1 Levels of Fuel Poverty in Shetland

- More than a third of all households in Shetland (35%) were living in Fuel Poverty for the period 2007/09, according to Scottish figures. And 13% of households in Shetland were living in extreme Fuel Poverty.
- Due to the continuing rise in fuel costs since this time, the figure is now likely to be higher.
- Of the third of Shetland households in Fuel Poverty, slightly less live in public, or social housing, and slightly more live in private housing.
- The Government has a target to ensure that (so far as is reasonably practicable) no-one in Scotland is living in fuel poverty by November 2016. This is reflected in Shetland's Single Outcome Agreement and the Council's Corporate Plan.
- Despite considerable local work levels of Fuel Poverty continue to increase.

1.3.4.2 Local Challenges

Climate

Shetland has one of the worst climates in the UK, making it more costly and challenging to heat homes, with some form of heating often required throughout the year.

It has a windier climate than any other location in the UK, and, due to the Gulf Stream, the temperature does not vary considerably around the year.

Households will, on average, heat their homes on more days of the year than anywhere else in the UK. A Degree Day is every day where the temperature falls below 15.4 °C – the temperature below which it is considered that heating is required. As would be expected, Degree Days each month are less in the summer months, but there is still a deficit in Shetland. For example, in East Anglia, the total Degree Days for the four months, June-September 2010 was 179, compared to 501.3 in Shetland, and 289 in Eastern Scotland. For the whole of 2010, the total Degree Days in East Anglia was 2626, compared to 3201.5 in Shetland.

Degree Day Totals do not take into account the impact of Wind Chill on temperatures.

The graph at Figure 1 shows the extent to which Wind Chill affects Shetland's temperature. It can be seen that for most days / nights of the year in Shetland, the temperature is below 15.4 °C, and therefore below that considered to be possible to exist without household heating.

Cost and Type of Fuel

Shetland homes are restricted in their choice of heating source, and, due primarily to freight costs, can be higher than elsewhere.

Shetland is restricted in the type of fuel that is available to heat homes. The main sources of heating are heating oil, solid fuel and electricity, in particular through storage heaters.

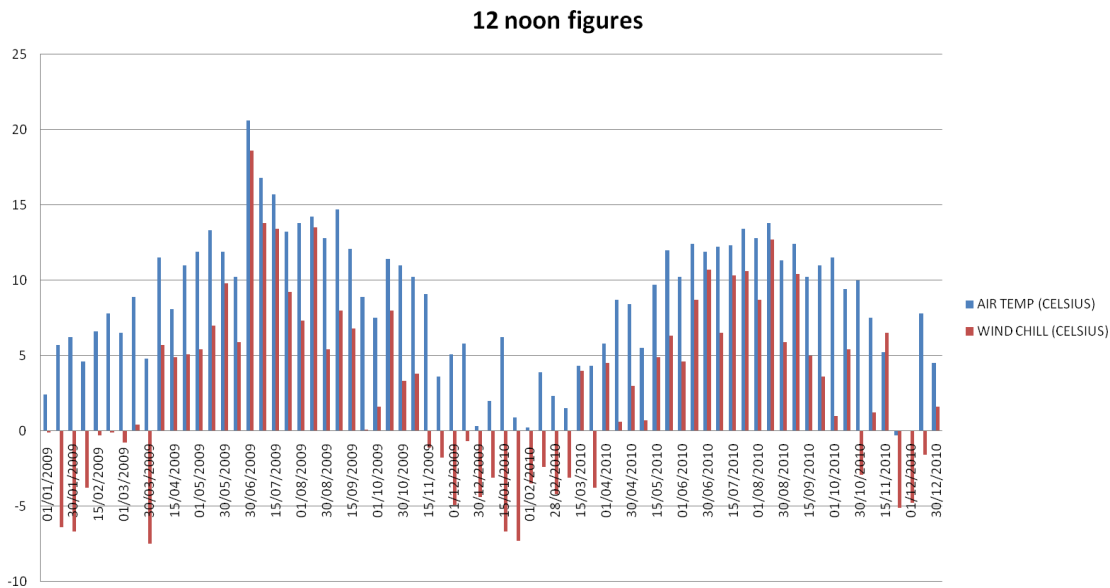
For 2005/09, Shetland had the highest average domestic consumption (kWh) sales per household, across the UK. For example, in 2009 it was 10,384kWh compared to Orkney, the next highest, at 8,772kWh. The average, per Scottish Household in 2009 was 4863kWh, and for the UK was 4,414kWh.

In 2008, it was estimated that average UK spend on all fuels was £53.32 per consuming household – in Shetland it was estimated to be 220% more (£169.06 / week).

There is no mains gas supply in Shetland, which is a much cheaper household energy source.

Figure 2: Air Temperature and Wind Chill

The graph is for the two calendar years 2009 and 2010, for noon each day. The first and middle day of each month has been selected, to provide a trend through the two years.



Housing Stock

Shetland houses tend to have poor energy efficiency, and the style of housing (croft houses, detached homes) is very different from the Scottish vernacular.

Energy efficiency in Shetland is poor: there is a big difference between Shetland and Scotland across all National Home Energy Rating (NHER) ratings – 94% of homes in Shetland are either in the Poor or Moderate rating category, compared to only 48% of homes across Scotland.

The traditional, detached croft houses are made from poor building materials, with mutli-extensions possible. Whilst properties built from the 1970s-1990s tend to have poor levels of insulation and are lacking in other energy efficiency measures.

Scandinavia, which has a climate similar / colder to Shetland, has much lower rates of fuel poverty because of their better building standards and energy efficiency. This is what Shetland would like to emulate.

1.3.4.3 Current Support and Assistance

Although Fuel Poverty is recognised at a Scottish level, it does not receive the same levels of interest and attention as other forms of poverty. This is because it is a predominantly a rural issue, and rural poverty is still always recognised by national organisations or local authorities with substantial levels of urban poverty. **National policy in this area therefore tends to focus on addressing climate change, by reducing carbon emissions, than on reducing fuel poverty, per se.**

Therefore schemes are not targeted at those who are fuel poor. The complexity of schemes makes them difficult to access, particularly for vulnerable households. The approach appears to be one of a quick-fix to meet targets, rather than assessing each house and dealing with it appropriately to minimise heat loss. This makes it particularly difficult in Shetland where we have a complex number of building styles, often in one building, and a vernacular which is different from Scottish urban areas.

National Schemes tend to lack flexibility and are often not appropriate to Shetland's climate and circumstances. For example:

- There are limits placed on the amount of roof insulation available, based on floor area. Houses in Shetland tend to have a larger floor area, often single storey, and national schemes are restricted to a certain house size. The grants also do not cover sloping roofs, which penalises against one and a half storey houses;
- Insulation schemes do not include floor insulation, which can have a significant impact on energy efficiency in Shetland, due to the windy climate;
- Use of electricity to heat homes is seen as the easiest solution. The installation of storage heaters is usually cheaper than installing other forms of heating, but the ongoing running costs to the householder are more expensive. The result is that opportunities to reduce fuel poverty are not maximised;
- There is a maximum limit for the cost of eligible works. For hard to treat homes without cavity walls the installation of internal or external wall insulation exceeds the maximum funding available for the household. This limits the measures that are available to households. Schemes can also require households to clear lofts and prepare for works, which can be a barrier to some people taking up the assistance;
- £15mn is being made available to help householders across Scotland, targeted at those areas without access to mains gas to install renewable heat sources. Installations need to be carried out by an approved installer, but Shetland doesn't have any.

In addition, there are a number of areas of concern, which are the **responsibility of UK Government.**

- Cold Weather Payments: the temperature calculations used do not take into account wind-chill (currently zero degrees Celsius or below for seven consecutive days, those entitled to some benefits receive £25 / week).
- Social Tariff (now Warm Home Discount Scheme), which all electricity companies are required to have in place to assist most vulnerable customers, Excludes Heating Oil and Bottled Gas). It has recently been weakened by UK Government (tighter eligibility – which can cause delays with ESA assessments / rebate rather than percentage). Therefore constituents are faced with increased bills this winter, without the social tariff to assist.
 - Householders now have to apply each year in order to get the £120, and be eligible for specific benefits. In the past it was sufficient to describe specific circumstances, which could prove Fuel Poverty, and there was an automatic percentage reduction in the bill (20% in Shetland, so some households received more than £360 /year).
- Pre-Payment Meters / Electricity Cards: these are most expensive form of electrical heating and are often preferred by vulnerable and low income households (to manage spend and ensure they don't go into debt with bills). Low income households may also have no other option as they don't want / can't get bank account.

1.3.5 WORKSHOP

A workshop was held on 30th September 2011. The purpose was to investigate how Shetland can best ensure that future decisions on reducing services will have minimum impact on those people who are currently struggling to maintain a good quality of life. As part of the event four key questions were asked, to assist in the refresh of this strategy:

- What does 2012/13 hold for Shetland?
- What do we need to be doing?
- What do we need to be doing differently?
- What do we need not to be doing?

As a result, this framework would need to focus on:

- The transition to Universal Credit, Employment Support Allowance and other welfare reforms, and minimising the impact on those already at the margins: increased inequality, vulnerability, substance dependency, domestic violence, crime, anti-social behaviours, homeless presentations (particularly young people);
- Continuing to raise awareness of poverty, disadvantage and exclusion in Shetland, and de-stigmatising the outcomes, such as homelessness and substance misuse, and ensure we are a society that looks after the vulnerable. And to promote the mainstreaming and approach to tackling poverty and social exclusion.
- Break the cycle of generational poverty and crisis management:
 - Early intervention and prevention, in a way that is empowering, focuses on outcomes, targets and is person-centred
 - Ensure local tools are effective
 - Achieve a balance between rights and responsibilities
- Assisting individuals and households to cope with the increasing cost of heating and transport (Fuel Poverty and Transport Poverty)
- Assisting individuals and households to cope with a reduction in household income (in real terms) by promoting how to live at minimum cost
- Planning for the contraction of the public sector and its impact:
 - To agree what needs to be protected (not across the board cuts);
 - To seek opportunities to be innovative (more collaborative, rationalisation and person-centred)
- Real community consultation and participation to better understanding community needs, and support genuine community development and creative thinking: linking services, developing community projects and social enterprises
- Employability to focus on developing apprenticeships, young people and working age population, development of private sector employment throughout Shetland, working more closely with the private sector
- Transport to focus on alternative transport, and community based solutions
- Ensure information is accessible, and reaches the right people, and that we mean what we say
- Empower people and communities and ensure people feel part of the community
- Focus on people and outcomes, not on protecting services or being driven by funding streams
- Focus on asset-based approaches and positive change, rather than fear, negativity, and apportioning blame.

The workshop also explored Poverty Sensitive Decision Making and Budgeting (PSDMB), identifying the main challenges to Shetland of introducing an effective approach:

- Ensuring the approach is one that is able to win hearts and minds, so that people believe it. This, therefore, requires people to understand issues of poverty, disadvantage and social exclusion in Shetland;
- Linking it to corporate / community planning processes, such as budget setting and the draft Integrated Impact Assessment (IIA) and ensuring a cross-service understanding of impacts;
- Having in place a robust baseline, against which progress can be measured; and
- Using local examples of where a poverty impact assessment has led to improved outcomes.

1.3.6 THE CASE FOR EARLY INTERVENTION

Insert Brendan's Research Summary

1.4 Summary and Key Learning for Future Planning

Synthesising all of the above, the following points need to be taken into consideration for the future:

- The impact of the global recession is being felt elsewhere. The impact on Shetland is less certain at this time. In order to minimise the impact, good planning is required.

- UK Welfare Reform is resulting in a reduction in funding, provided through the benefit system, for many families and individuals. There will be a number of years of transition as people adjust to different expectations and levels of household income. There is a need for Shetland to focus on providing services effectively and in collaboration, to maximise our ability to assist people through this period of change, including into long-term employment. The move to a more digital service, also needs to be supported. If risk is that, as the income of some of the most vulnerable families in Shetland decreases, the demand for support services will increase dramatically. This includes debt advice, social housing, support employment services and social work.
- The Scottish Government expect Community Planning Partnerships to set out, through the Single Outcome Agreement, how local areas will assist them to meet the targets set out in the Child Poverty Act (2010). This includes making the right combination of decisions to ensure the greatest impact on child poverty at local level, through the three social frameworks (Achieving Our Potential; Equally Well; Early Years Framework). This recognises the value and need for a collaborative approach across services – genuinely integrated services, through partnership working and shared resources. These frameworks are underpinned by the following principles:
 - Prevention of problems in the first place;
 - Early intervention if problems have already started to manifest themselves;
 - Joined up delivery; and
 - A person centred approach to addressing poverty and inequality.
 This approach is backed up by national and local evidence.
- The Christie Commission’s recommendations on how Scotland needs to approach the 12.8% real reduction in spend to 2014/15, against a backdrop of substantial growth in demand (such as ageing population and welfare reform) and a track record of failure to deliver to remove negative outcomes, include the need to focus on:
 - Preventative action and tackling inequalities;
 - Ensuring citizen and community participation in the design and delivery of services.
- It is now understood, locally and nationally, that the best way to tackle poverty and social exclusion in a rural area, such as Shetland, where it is dispersed, is to provide an individual, outcome focused approach. Those individuals who are particularly vulnerable continue to be:
 - young people whose parents are not able to ensure they are able to access opportunities and grow up feeling a part of the community within which they live;
 - adults of any age who have low self-esteem and/or poor mental health, often due to situations which have developed as a result of negative experiences in the past and can result in homelessness and substance misuse. This is particularly acute if their situation is not understood by the community within which they live;
 - those who are physically disabled or with a long-term illness and their carers, when they do not receive adequate support and understanding;
 - those looking after a young family without access to their own transport, particularly those living in remote areas of Shetland;
 - older people unable to access opportunities that would enable them to feel a part of the community.
 There is also evidence of social exclusion for ethnic minority individuals in Shetland, whether cultural or as a result of employer barriers, and of degrees of social exclusion for white incomers to Shetland.
- There is still a need to raise awareness of poverty, disadvantage and exclusion in Shetland, and de-stigmatising the outcomes, if we are to ensure we are a society that looks after the vulnerable. In doing so, it will become easier to mainstream measures and approaches to tackling poverty and social exclusion.

- There is a need to stop crisis management, through early intervention and a focus on individuals and families and achieving their outcomes. Local tools and skills need to be effective.
- There is an opportunity to assist individuals and households to cope with the increasing cost of heating and transport (Fuel Poverty and Transport Poverty) and overall reduction in household income (in real terms).
- A youth led peer research approach was designed and implemented to explore young people's perceptions and experiences of poverty, social exclusion and inequality. The key messages which need to impact on our ways of working are:

"Young people feel the lack of and expense of transport prevents them from accessing opportunities which leads to seeking excitement through alcohol and drugs. Young people feel the lack of transportation and its cost are factors leading to isolation, which can cause mental health and substance abuse issues."

"Young people in Shetland find it hard to be an individual due to peer pressure and adult judgement."

"Stigmatisation and labelling due to the 'Shetland Grapevine' have very negative impacts on young people."

"Young people feel there are limited career choices in Shetland."

"Shetlanders are not aware of poverty on the islands."

"Young people are not aware of support services."

The research also found that we can:

- Use knowledge to shape decision-making
- Use budget cuts to catalyse innovation
- Use people to take ideas forward

But that:

- Bad habits mean there is a habit of doing things one way and a common reluctance to do things differently.
- Budget cuts directly impact staff and services meaning that more has to be done with fewer resources.
- Rules and requirements at the national level put pressure on service planners providers to do things in a certain way.

- Continue Summary

2. Where Do We Want To Be?

This section sets out the national and local outcome framework for a Fairer Shetland.

The challenge will be for people working in Shetland to assess their activity, projects and resource allocation against these strategic and operational outcomes, to ensure they are doing all they can to reduce inequalities that currently exist within Shetland.

2.1 Nationally

NATIONAL PRIORITY AREA

WEALTHIER & FAIRER - Enable businesses and people to increase their wealth and more people to share fairly in that wealth.

NATIONAL OUTCOMES

We realise our full economic potential with more and better employment opportunities for our people.

We have tackled the significant inequalities in Scottish society.

We have improved the life chances for children, young people and families at risk.

2.2 Locally

SHETLAND 'FAIRER' STRATEGIC OUTCOMES¹⁸

A) Reduced Levels and Impact of Poverty, Deprivation and Social Exclusion in Shetland.

B) Socio-economic disadvantage does not impact on the opportunities people have.

SHETLAND 'FAIRER' OPERATIONAL OUTCOMES¹⁹

A) **WE ARE MAXIMISING HOUSEHOLD RESOURCES:** increasing a household's income and reducing outgoing payments on household essentials. This will be achieved by:

- Increasing uptake of national and local benefits and other entitlements;
- Promoting ways to reduce pressure on household budgets, including debt advice, energy efficiency and thrifty living;
- Promoting the benefits of paying people enough, through work, where possible; and
- Developing financial capability.

B) **WE ARE INCREASING EMPLOYMENT OPPORTUNITIES AND ARE PROVIDING THE RIGHT SUPPORT AT THE RIGHT TIME TO ENABLE EACH INDIVIDUAL TO ACCESS LONG-TERM EMPLOYMENT OPPORTUNITIES:**

- Ensuring the Shetland economy can provide sufficient and varied job opportunities for the requirements of the population;
- Removing physical barriers to work, through transport, childcare, improving poor health (in particular mental health and substance misuse) and remote working; and
- Providing a person-centred approach to effectively and efficiently enable individuals to achieve positive destinations in the long term (including employability and skills development).

C) **WE WORK WITH PEOPLE AS INDIVIDUALS TO IMPROVE THEIR LIFE CHANCES, by**

- Providing every person in contact with a service with a 'lead professional' able to work with them, and others to improve their quality of life;
- Providing particularly vulnerable individuals, of all ages, with high intensity support programmes;
- Expecting all services to work proactively to improve quality of life, by collaborating to provide genuinely integrated services and sharing resources.

¹⁸ SOA Outcomes 2010-12

¹⁹ Fairer Shetland Partnership Outcomes 2010-12

D) WE PROVIDE OPPORTUNITIES TO IMPROVE QUALITY OF LIFE, including

- Enabling people to feel a part of their local community, and take pride in their local area; and
- Enabling people to access social activities and networks.

2.3 SHETLAND 'OTHER' STRATEGIC OUTCOMES²⁰ - JOHN / AUDREY

National Priority Area: Cross-Cutting

National Outcomes

13. We take pride in a strong, fair and inclusive national identity.

15. Our public services are high quality, continually improving, efficient and responsive to local people's needs.

Shetland Cross-Cutting

C.1 Efficiencies

C.2 Strengthening Communities

C.3 Culture

C.4 Equalities

National Outcome - Smarter

Our young people are successful learners, confident individuals, effective contributors and responsible citizens.

Shetland Outcomes:

Sm.1 We provide a person-centred approach to ensuring positive learning pathways for the long-term, focusing on the long-term unemployed, those misusing substances and winter school leavers.

Sm.2 We recognise each person's strengths, building on these to ensure everyone can achieve their potential through learning opportunities that build capacity, increase confidence and encourage participation and responsible citizenship.

Sm.3 We take a proactive approach to ensuring Shetland's skills match Shetland's economic need.

National Priority Area: Stronger

Help local communities to flourish, becoming stronger, safer places to live, offering improved opportunities and a better quality of life.

National Outcomes

10. We live in well designed, sustainable places where we are able to access the amenities and services we need.

11. We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others.

Shetland Stronger Strategic Outcomes – Transport

St.1 We will improve the availability, accessibility, affordability and usage of internal and external public transport

Shetland Stronger Strategic Outcomes – Housing

St.2 We will ensure the right house is available in the right place at the right price.

Shetland Stronger Strategic Outcomes – Childcare

St.3 We will sustain and, where necessary, grow the number of childcare places, to meet identified need.

National Priority Area: Healthier

Help people to sustain and improve their health, especially in disadvantaged communities, ensuring better, local and faster access to health care.

National Outcomes

5. Our children have the best start in life and are ready to succeed.

6. We live longer, healthier lives.

Shetland Healthier Strategic Outcomes

²⁰ These SOA outcomes have been developed by other partnerships in Shetland. Fairer Shetland recognises that there are links between this framework and these Other Strategic Outcomes.

Hth.1 Maintain a healthy life expectancy, focusing on early years, healthy weight, alcohol, drugs and mental health.

Hth.2 Tackle health inequalities ensuring that the needs of the most vulnerable and hard to reach groups

Hth.3 We will support and protect the most vulnerable members of the community, promoting independence and ensuring services are targeted at those that are most in need.

3. How Will We Know When We Have Got There?

This section sets out the measures and current baseline to be used to monitor progress.

SHETLAND 'FAIRER' STRATEGIC OUTCOMES²¹

| A) Reduced Levels and Impact of Poverty, Deprivation and Social Exclusion in Shetland | | | |
|--|--|---|---|
| <u>Indicator</u> | <u>Source</u> | <u>Baseline</u> (Data and Professional Assessment) | <u>Trend</u> |
| Number of Income Deprived People | SIMD/ NOMIS Annual | 2004: 1492 (6.8% of population) 2006: 1934 (8.8% of population) 2009: 1870 (8.42% of population) | → |
| Percentage of Claimants (aged 16-64 years) in Receipt of Out of Work Benefits | NOMIS Annual | October 2011: 7% (1,000) (of which 179 on JSA). | New indicator. |
| Number of Children Living in Households in Receipt of Out of Work Benefits or in receipt of Child Tax Credit | HM Revenues and Customs Annual | 200 families receiving out of work benefits 1600 families receiving in work benefits (WFT / CTC) 2009/10 / N.B.: to nearest '00 It is estimated that there are currently approx. 2,400 families in Shetland. | New indicator. |
| Number of Households in Fuel Poverty | Scottish House Condition Survey Annual | Shetland 2004/07: 32%. 66% not in fuel poverty. 4% unobtainable. Unst 2009: 49% | ↗ 36% (15% of these are in extreme fuel poverty). 61% not in fuel poverty. 4% unobtainable (Shetland 2008/10). Continued increased in household fuel costs. |
| B) Socio-economic disadvantage does not impact on the opportunities people have | | | |
| <u>Indicator</u> | <u>Source</u> | <u>Baseline</u> (Data and Professional Assessment) | <u>Trend</u> |
| Social Capital | Performance and | 92% feel part of their community / 7% do not. 96% that people are willing to help each other. | Not available. |

²¹ SOA Outcomes 2010-12

| | | | |
|--|------------------|---|--|
| | Improvement, SIC | 82% (23% strongly/ 69%) agree that people in their local area look out for each other. 79% able to trust most people in their local community. Your Voice, late Autumn 2010. Annual Survey. These questions will be asked directly to target groups. | |
|--|------------------|---|--|

| Indicator | Source | Baseline (Data and Professional Assessment) | Trend |
|--|---|--|---|
| WE ARE MAXIMISING HOUSEHOLD RESOURCES | | | |
| Proportion of working age population (16-64 years) who are in employment | NOMIS ONS annual population survey | 2008/09: 1,900 economically inactive (13.5% of resident working age population, working age population – 14,100). Of which 600 wanting a job and 1,300 not wanting a job. September 2010: 50 customers who are 50+ (approx 20 are long-term unemployed) - increase by 10 from August 2010. | <p>↓</p> 2009/10: 1,500 economically inactive (10.6% of resident working age population, working age population – 14,200). Of which 500 wanting a job and 1,000 not wanting a job. |
| Increased up-take of in-work benefits | Inland Revenue | April 2009: 2,100 households in receipt of Child and Working Tax Credits. | <p>↓</p> April 2010: 1,800 |
| Households are aware of ways to reduce expenditure | Adult Learning, SIC Poverty and Inclusion Officer, SIC | Number of Hits in Shetland on Money Advice Website: 318 SIC Staff (December 2011). Increase in uptake of financial capability courses as a result of campaigns. | <p>New indicator.</p> <p>New indicator.</p> |
| Number of services where financial capability has become embedded in ways of working | Poverty and Inclusion Officer, SIC | Baseline to be established. | New indicator. |
| Number of Households in Fuel Poverty | Scottish House Condition Survey | Shetland 2004-07: 32%. 66% not in fuel poverty. 4% unobtainable. Unst 2009: 49% | <p>↗</p> 36% (15% of these are in extreme fuel poverty). 61% not in fuel poverty. 4% unobtainable (Shetland 2008/10). Continued increased in household fuel costs. |

| | | | |
|--|--|--|---|
| Number of Credit Union Members | Shetland Credit Union | November 2011: approx. 100 | New indicator. |
| WE ARE INCREASING EMPLOYMENT OPPORTUNITIES AND PROVIDE THE RIGHT SUPPORT AT THE RIGHT TIME TO ENABLE INDIVIDUALS TO ACCESS LONG-TERM EMPLOYMENT OPPORTUNITIES | | | |
| Number of Incapacity / ESA customers who gain employment | DWP (May and August – 6mt delay in figures available) | May 2009: 745 | → Nov 09 – 745 |
| Number of vacancies advertised through JobCentre Plus | Jobcentre Plus | Financial Year 2008-09: 832 vacancies and 1132 jobs resulted from these vacancies. | → 2009/10 = 860 As of October 2011: 49 unfilled job vacancies. 3.7 JSA claimants per unfilled jobcentre vacancy. |
| Number and Percentage of Unemployed Young People (18-24) | Nomis | October 2011: 45 (2.7%) | New indicator. |
| Number of Modern Apprenticeships, Skillseekers, Get Ready for Work, Training for Work | SDS | 2010/11 318 Modern Apprenticeship & Skillseeker places. 30 places on Get Ready for Work for young people not in work and 25 Training For Work places for adult unemployed. | New baseline established 2010/11. |
| Effectiveness Of Employability Pipeline - Number of employability agencies using WYFY - Number of individuals passing through the pipeline and proportion who have a lead professional | Local Agencies | To be put in place after strategic group re-established. | New indicator. |
| Increased provision and flexibility of childcare | Shetland Childcare | 2009/10: 29 active childminders registered in Shetland. | ↘ 2010/11: 17 active childminders registered in Shetland. |

| | | | |
|--|---|---|---|
| | Partnership | | |
| Increased proportion of jobs in rural areas | Economic Development Unit Three year basis | 2003 - 62.9% FTE jobs Lerwick and Scalloway - 37.1% Other 2007 - 65% LK & Scalloway - 35% Other 2011 - 60.4% FTE jobs Lerwick & Scalloway - 39.6% Other 2011 is taken from partial information. It includes the Council employment, BP and the fish catching sector, and the information is taken from 902 individual returns. | ↗ |
| Increased flexibility of transport | ZetTrans | 2008-09: 40% of population has access to a DRT/ Shopper Service. | Towards the end of 2009/10, 2 new services came online, linking Scalloway to Burra and Whiteness/Weisdale. |
| WE WORK WITH PEOPLE AS INDIVIDUALS TO IMPROVE THEIR LIFE CHANCES | | | |
| Number and Percentage of young people moving on to positive destinations | More Choices, More Chances | 01/08/08-31/07/09: School Leavers: 91.7% in positive destination – month of Sept 2009, 0.7% decrease on previous year (24 not in positive destinations). Number not in employment (seeking) increased 0.8% to 5.9%. Of 34 students enrolled in Bridges, 41% have moved on to positive destinations, 50% remain, and 9% have dropped out (3 individuals). 01/08/09-31/07/10: School Leavers: 28 out of 248 school leavers not in positive destinations 26 young people at Bridges. Destinations were: Motherhood 2, GRFW 3, College 7, Moving On 2, Ongoing 6, None 1 and Employment 5 | ↗ 01/08/10-31/07/11: School Leavers: 25 out of 276 school leavers not in positive destinations. 28 young people at Bridges. Destinations were: Motherhood 2, GRFW 2, College 5, Moving On 1, Ongoing 4, Moved Away 1, Employment 7, Volunteering 2, Apprenticeship 3, Unemployed 1. |
| Number of vulnerable parents supported. | Voluntary Action Shetland | Baseline to be established as part of the parenting strategy. | New indicator. |

| | | | |
|--|------------------------------------|---|----------------|
| Number of person-centred and family centred cases which result in positive long-term outcomes as a result of interventions through this framework. | Poverty and Inclusion Officer, SIC | Baseline to be established. | New indicator. |
| WE PROVIDE OPPORTUNITIES TO IMPROVE QUALITY OF LIFE | | | |
| Enabling People to Access Social Activities and Networks: number of individuals supported. | Performance and Improvement, SIC | 92% feel part of their community / 7% do not. 96% that people are willing to help each other. 82% (23% strongly/ 69%) agree that people in their local area look out for each other. 79% able to trust most people in their local community. Your Voice, late Autumn 2010. Annual Survey. These questions will be asked directly to target groups. | New indicator. |

4. How Will We Get There?

This section covers how Shetland will continue to reduce levels of poverty, deprivation and social exclusion and improve people's quality of life.

It sets out:

- key principles for the way in which we must all work together;
- priority areas, with examples of what is required to address these; and
- actions, responsibilities and timescales.

This framework recognises that a Fairer Shetland can be achieved, less by the use of additional resources, and more by changing the ways in which we work together across services and agencies.

Key Principles

The following Key Principles must be followed:

- Evidence-based, needs-led intervention;
- Holistic, person-centred approach, consistent across services in Shetland;
- Collaborative working;
- Responsive and flexible to the unique needs of individuals and families, able to adapt and evolve to assist and support the pathways of people;
- Break existing cycles of poverty, deprivation and social exclusion in order to provide long-term improvements in quality of life for people;
- Help people to develop own solutions, using accessible, high quality public services, as required;
- Celebrate diversity and actively challenge prejudice and discrimination;
- Safeguard and, where possible, enhance the environment of Shetland; and
- Be proactive for foreseeable future challenges.

Priority Areas, Indicative Actions and Projects

These are reviewed on an annual basis. For 2012/13 they have been reviewed using the information summarised in Section 1.4 above.

In recognition of the current context, the following areas will receive the most support during 2012/13:

- Promote and support a more thrifty approach to living;
- Support the development and implementation of a community-led parenting project;
- Support pathways to positive employment destinations, through volunteering, training, supported employment, particularly at this time of national benefit changes, and tackling the stigma associated with poverty, disadvantage and/or substance misuse;
- Ensuring everyone is supported to access positive social networks that enable them to have a good quality of life and retain a positive pathway, including the development of the Smart Card;
- Delivering on the Christie Commission agenda, particularly around person-centred approaches, in order to ensure that all vulnerable individuals and families are receiving the assistance and support they require to move forward positively, at as early stage as possible; and
- Supporting the concepts generated by the 'Poverty is Bad – Let's Fix It!!' Project:
 - **A2B: Involving young people in re-designing transport services in Shetland by establishing a working group of young people and transport planners which is focussed on young people's needs.**
 - **Mentoring and creating positive role models: Recruit mentors to support and coach people experiencing poverty, social exclusion and deprivation to build their confidence, draw out their skills and help them find opportunities to use them.**
 - **Encourage positive anti-stigma messages through the media.**

- Engage business employers to provide active support to young people with job applications, CVs, presentations and interview techniques through presentations and small working groups in schools, colleges, Bridges, and through SYIS and Youth Services.
- A series of short plays and films based on real stories of people in Shetland and shown across Shetland.
- A mentoring scheme in which recipients and ex-recipients of support share their experiences of receiving support with their peers in small groups based at schools, youth clubs, colleges and communities.

A) WE ARE MAXIMISING HOUSEHOLD RESOURCES: increasing a household's income and reducing outgoing payments on household essentials. This will be achieved by:

- A.1 Increasing uptake of national and local benefits and other entitlements:
 - A.1.1 Ensure all front-line staff are aware of the support available through CAB, SIC Revenues and HHA One-Stop Shop;
 - A.1.2 Ensure staff are able to assist people throughout Shetland.
- A.2 Promoting ways to reduce pressure on household budgets, including debt advice, energy efficiency, thrifty living, financial capability; and promotion of Shetland's Credit Union:
 - A.2.1 Continue to part-fund the CAB's Money Advice Service;
 - A.2.2 Work in partnership with agencies and organisations to promote thrifty living, including reducing energy bills, and financial capability;
- A.3 Promoting the benefits of paying people enough, through work, where possible.

B) WE ARE INCREASING EMPLOYMENT OPPORTUNITIES AND ARE PROVIDING THE RIGHT SUPPORT AT THE RIGHT TIME TO ENABLE INDIVIDUALS TO ACCESS LONG-TERM EMPLOYMENT OPPORTUNITIES:

- B.1 Ensuring the Shetland economy can provide sufficient and varied job opportunities for the requirements of the population (including rural employment, job progression and reduced underemployment);
- B.2 Removing physical barriers to work, through transport, childcare, improving poor health (in particular mental health and substance misuse) and remote working;
- B.3 Providing a person-centred approach to effectively and efficiently enabling individuals to achieve positive destinations in the long term (including employability and skills development).
 - B.3.1 Ensure a strong strategic group is in place, capable of addressing all ages and vulnerabilities and ensuring efficient and effective use of resources;
 - B.3.2 Engage business employers to provide active support to young people with job applications, CVs, presentations and interview techniques through presentations and small working groups in schools, colleges, Bridges, and through SYIS and Youth Services to:
 - Ensure young people feel confident to apply for jobs.
 - Young people are given experience before applying for jobs.
- Expecting all services to work proactively to improve quality of life, by collaborating to provide genuinely integrated services and sharing resources.

C) WE WORK WITH PEOPLE AS INDIVIDUALS TO IMPROVE THEIR LIFE CHANCES:

- C.1 Enable everyone in contact with a service to have a lead professional, identified by the person: all front-line staff to be able to identify and work with people to improve their quality of life (following the key principles) with one action plan. This will require:

- C.1.1 Multi-agency use of assessment tool, focusing on the outcomes individuals and families would like to achieve to improve their quality of life, and delivering support in a collaborative way;
- C.1.2 Funding to be freed up to fill gaps that cannot be met in any other way.

Over time, resources will move to meet the needs of the community and individual.

- C.2 Providing particularly vulnerable individuals, of all ages, with high intensity support programmes;
 - C.2.1 Investigate and implement the 'LIFE' type model of family-centred solutions.
 - C.2.2 Provide support to vulnerable parents.
 - C.2.3 Provide befriending opportunities for vulnerable young people (ages 7-16).

- C.3 Expecting all services to work proactively to improve quality of life, by collaborating to provide genuinely integrated services and sharing resources and following the principles and ethos of this framework and mainstreaming measures to reduce poverty and social exclusion: for example:
 - A mentoring scheme in which recipients and ex-recipients of support share their experiences of receiving support with their peers in small groups based at schools, youth clubs, colleges and communities to:
 - Raise awareness amongst young people about support available.
 - Make support services more understandable and accessible to young people, encouraging uptake.
 - Normalise support to decrease stigmatisation attached to receiving support.
 - Encourage young people to actively ask for support rather than 'just getting on with it'.
 - **Learning** centres in rural areas and life-long learning opportunities, taking a proactive approach to reaching 'hard to reach' learners;
 - Ensuring a good school experience for everyone: all young people leaving formal **education** system with skills for life, skills for learning and skills for work;
 - More effective provision of **transport**, especially for more remote areas;
 - Affordable **childcare** to enable parents to work flexibly;
 - Taking a proactive approach to understand the skills required for a prosperous and diverse **economy**;
 - Continue to tackle **fuel poverty** with resources available, through promotion and improved referral;
 - To challenge **community** groups, developing intergenerational work, and to assist disempowered individuals to be involved in the political process;
 - When the Climate Change legislation is implemented at a local level, efforts are made to ensure the financial burden is limited on those in poverty; and
 - **Procurement**: to introduce community benefit clauses into public sector contracts, such as to take on skill seekers, and requesting energy suppliers to provide cheaper alternatives to fuel cards.
 - C.3.1 Poverty proofing decision making, budgets and services (taking a hearts and minds approach); and
 - C.3.2 Working proactively at the area level, in particular through Local Service Delivery Groups, the Community Planning and Development Service and building on the Reshaping Care for Older People model.

D) WE PROVIDE OPPORTUNITIES TO IMPROVE QUALITY OF LIFE, including:

- D.1 Enabling people to feel a part of their local community, and take pride in their local area; and
- D.2 Enabling people to access social activities and networks.
 - D.1.1 Ensuring young people have spaces in their local community to hang out;

D.1.2 Ensuring young people have access to social opportunities.

- A2B: Involving young people in re-designing transport services in Shetland by establishing a working group of young people and transport planners which is focussed on young people's needs, to:
 - Reduce isolation amongst young people and enable social inclusion.
 - Increase awareness and understanding about the impact of transport fare structures.
 - Increase accessibility to opportunities offered across Shetland.

E) PROMOTION

Shetland having a collective understanding of the issues around quality of life, including:

E.1 Encourage positive anti-stigma messages through the media by:

- Challenging media who produce negative words and stories about young people who face poverty, social exclusion and inequalities.
- Writing and printing positive stories about young people.
- Ensuring the media sign up to a charter agreeing to good conduct in regard to the stigmatisation of young people through print.
- Positive anti-stigma messages aim to:
 - Raise awareness about the damage labels cause to young people.
 - Encourage individuality amongst young people.
 - Promote positive attitudes towards young people.

E.2 Mentoring and creating positive role models: Recruit mentors to support and coach people experiencing poverty, social exclusion and deprivation to build their confidence, draw out their skills and help them find opportunities to use them, to:

- Encourage individuality and allow young people to 'be themselves'.
- Recognise and celebrate unique skills and abilities amongst young people.

E.3 A series of short plays and films based on real stories of people in Shetland and shown across Shetland to:

- Raise awareness about the causes and impacts of poverty, social exclusion and inequality on young people.
- Promote understanding about what it means to live in poverty.
- Encourage young people to ask for help and access services.

F) FUNDING

F.1 Maximise opportunities for secure and sustainable funding; and

F.2 Actively seek additional opportunities for external funding.

G) ADMINISTRATION AND DEVELOPMENT

G.1 Ensure Shetland's agenda is recognised at the national level by participating in the national Rural Poverty Network, and Poverty Network, and other relevant events; and

G.2 Provide a budget for hire of premise for meetings, workshops and learning events.

Implementation

The implementation plan, below, has been developed by the 'Fairer Shetland Group', with input and feedback from Shetland's Community Planning Delivery Group. Appendix B provides an update on progress on this plan during 2011/12.

| TASK | DELIVERY AGENCY/IES | ADDITIONAL ACTION REQUIRED | FUNDING |
|---|---|---|---------|
| A) WE ARE MAXIMISING HOUSEHOLD RESOURCES: increasing a household's income and reducing outgoing payments on household essentials. This will be achieved by: | | | |
| A.1 Increasing uptake of national and local benefits and other entitlements | | | |
| A.1.1 Ensure all front-line staff are aware of the support available through SIC Revenues, CAB and HHA One Stop Shop. | Fairer Shetland Partnership | Promotion within and between services. | WER |
| A.1.2 Ensure these staff are able to assist people throughout Shetland. | Citizen's Advice Bureau / Revenues, SIC / HHA | As above | WER |
| A.2 Promoting ways to reduce pressure on household budgets, including debt advice, energy efficiency, thrifty living, financial capability; and promotion of Shetland's Credit Union | | | |
| A.2.1 Continue to part-fund the CAB's Money Advice Service. | Citizen's Advice Bureau | | £19,073 |
| A.2.2 Work in partnership with agencies and organisations to promote thrifty living, including reducing energy bills, and financial capability. | Citizen's Advice Bureau / Revenues, SIC / Energy Unit / Housing / Credit Union / Poverty and Inclusion Officer, SIC | Promotion of the Money Advice Website, for the use of individuals and support workers. Continued provision of budgeting work with groups and individuals through Adult Learning Campaign. | WER |
| A.3 Promoting the benefits of paying people enough, through work, where possible | | | |
| A.3.1 Seek local and national opportunities to raise understanding. | Poverty and Inclusion Officer, SIC | | WER |
| NB: Action to tackle Fuel Poverty is set out in Shetland's Local Housing Strategy. | | | |
| B) WE ARE INCREASING EMPLOYMENT OPPORTUNITIES AND ARE PROVIDING THE RIGHT SUPPORT AT THE RIGHT TIME TO ENABLE INDIVIDUALS TO ACCESS LONG-TERM EMPLOYMENT OPPORTUNITIES | | | |
| B.1 Ensuring the Shetland economy can provide sufficient and varied job opportunities for the requirements of the population (including rural employment, job progression and reduced underemployment) | | | |
| B.1.1 Ensure agencies are aware of this agenda and its needs. | EDU, SIC / HIE | Increased opportunities with SIC emphasis on Job Dispersal and developments in the economy. | WER |
| B.2 Removing physical barriers to work, through transport, childcare, improving poor health (in particular mental health and substance misuse) and remote working | | | |
| B.2.1 Ensure agencies aware of this agenda and its needs. | ZetTrans / Children's Services, SIC | Increased opportunities with SIC emphasis on Job Dispersal, delivery on | WER |

| | | | |
|--|---|---|-------------------------------|
| | | Childcare Strategy and redesign for Transport Services (links with Poverty is Bad – Let’s Fix It!! Project) | |
| B.2.2 Mental Health | Mental Health Service, NHS/SIC | Continued person-centred approach at Annsbrae, including specific work around employability and getting people to work. Part-funding of 17mth mental health focused post with Moving-On Employment. | WER £8,000 |
| B.2.3 Substance Misuse | SADAP | Increasingly effective and efficient model of support to those affected by substance misuse. Part-fund Shetland Community Bike Project Joint-working around reducing the stigma faced by those in poverty, disadvantage and/or substance misuse in accessing services, employment and community activities. (links with Poverty is Bad – Let’s Fix It!! Project) | WER £25,000 WER |
| As above | Moving On Employment Project | Job Crews, with a focus on long-term outcomes and employability | £70,000 |
| B.3 Providing a person-centred approach to effectively and efficiently enable individuals to achieve positive destinations in the long term (including employability and skills development). | | | |
| B.3.1 Ensure a strong strategic group is in place, capable of addressing all ages and vulnerabilities and ensuring efficient an effective use of resources. | Skills and Learning Strategy Group | Continued person centred approach with focus on skills for employment for those who are vulnerable, linked to WYFY. | WER |
| B.3.2 Provide mentored support in schools and other places of learning to develop CV writing and interview skills. | Poverty is Bad – Let’s Fix It!! Project | Engage business employers to provide active support to young people with job applications, CVs, presentations and interview techniques through presentations and small working groups in schools, colleges, | WER |

| | | | |
|---|--|--|--------------------|
| | | Bridges, and through SYIS and Youth Services. | |
| C) WE WORK WITH PEOPLE AS INDIVIDUALS TO IMPROVE THEIR LIFE CHANCES | | | |
| C.1 Enable everyone in contact with a service to have a lead professional, identified by the person: all front-line staff to be able to identify and work with people to improve their quality of life (following the key principles) with one action plan. | | | |
| C.1.1 Multi-agency use of assessment tool, focusing on the outcomes individuals and families would like to achieve to improve their quality of life, and delivering support in a collaborative way. | GIRFEC / WYFY | | WER |
| C.1.2 Funding to be freed up to fill gaps that cannot be met in any other way. | Fairer Shetland Partnership | This may include access to learning, if no other source can be found. This may also include additional training around GIRFEC / WYFY. | £20,000 |
| C.2 Providing particularly vulnerable individuals, of all ages, with high intensity support programmes. | | | |
| C.2.1 Investigate and implement the 'LIFE' type model of family-centred solutions. | Fairer Shetland Partnership | Seek and support opportunities to take this approach. Hold workshop with Participle, who run LIFE programmes. Decide and implement approach in Shetland. | WER |
| C.2.2 Provide support to vulnerable parents, with children of all ages, throughout Shetland. | Bruce Family Centre, alongside Parenting Strategy Group | Development and delivery of Parenting Strategy, with emphasis on person-centred and flexible approach. Support development of preventative community led service. | WER £25,000 |
| C.2.3 Provide befriending opportunities for vulnerable young people (ages 7-16). | Shetland Befriending Scheme | Continued work of Support Worker, with focus on integration into social networks. | £20,000 |
| C.3 Expecting all services to work proactively to improve quality of life, by collaborating to provide genuinely integrated services and sharing resources and following the principles and ethos of this framework and mainstreaming measures to reduce poverty and social exclusion. | | | |
| C.3.1 Poverty proofing decision making, budgets and services (taking a hearts and minds approach). | Poverty and Inclusion Officer, SIC / ALL SERVICES | Develop and incorporate Poverty and Disadvantage into Integrated Impact Assessment | WER |
| C.3.2 Working proactively at the area level, in particular through Local Service | Community Planning and Development, SIC / Community Health and | Raise awareness, seeking to tackle at local level. | WER |

| | | | |
|---|--|--|---------|
| Delivery Groups and building on the Reshaping Care for Older People model. | Care Partnership | | |
| C.3.3 Improve access to services, for young people | Poverty is Bad – Let’s Fix It!! Project | A mentoring scheme in which recipients and ex-recipients of support share their experiences of receiving support with their peers in small groups based at schools, youth clubs, colleges and communities. | WER |
| D) WE PROVIDE OPPORTUNITIES TO IMPROVE QUALITY OF LIFE | | | |
| Improve monitoring of social capital, focusing on the most vulnerable. | Poverty Officer, SIC | Use questions in Your Voice, to ask vulnerable people on an annual basis, using front line staff. | WER |
| D.1 Enabling people to feel a part of their local community, and take pride in their local area | | | |
| D.1 Enabling people to feel a part of their local community, and take pride in their local area. | Community Planning and Development, Poverty Officer, SIC | Investigate social network models of support and pilot between one or two services and CLD services. | WER |
| D.2 Enabling people to access social activities and networks | | | |
| D.2.1 Ensuring young people have spaces in their local community to hang out. | Poverty is Bad – Let’s Fix It!! Project | | WER |
| D.2.2 Ensuring young people have access to social opportunities. | Poverty is Bad – Let’s Fix It!! Project | Involve young people in re-designing transport services in Shetland by establishing a working group of young people and transport planners which is focused on young people’s needs. | WER |
| D.2.3 Provide a fund to enable people to access social activities that they cannot currently afford. | Poverty and Inclusion Officer, SIC | Implement via Smart Card. | £30,000 |
| D.2.4 Provide transport for children, whose parents do not have access to private transport, and are on benefit, to access nursery education. | Shetland Childcare Partnership | Local areas to develop own transport solutions and opening times to reduce need for additional expenditure. | WER |
| E) PROMOTION | | | |
| Develop a collective understanding of the issues around quality of life | | | |
| E.1 Using the media to assist rather than be sensationalist, avoiding labels being attached. | Poverty is Bad – Let’s Fix It!! Project | Challenging media who produce negative words and stories about young people who face poverty, social exclusion and | WER |

| | | | |
|---|---|---|------------------------|
| | | inequalities. Writing and printing positive stories about young people. Ensuring the media sign up to a charter agreeing to good conduct in regard to the stigmatisation of young people through print. | |
| E.2 Mentoring and creating positive role models | Poverty is Bad – Let’s Fix It!! Project | Recruit mentors to support and coach people experiencing poverty, social exclusion and deprivation to build their confidence, draw out their skills and help them find opportunities to use them. | WER |
| E.3 Keeping understanding updated by developing a film documenting the recent research and issues associated with poverty and deprivation in Shetland. | Poverty is Bad – Let’s Fix It!! Project | A series of short plays and films based on real stories of people in Shetland and shown across Shetland. | WER / External Funding |
| F) FUNDING | | | |
| F.1 Maximise opportunities for secure and sustainable funding. | Poverty and Inclusion Officer, SIC | | WER |
| F.2 Actively seek additional opportunities for funding. | Poverty and Inclusion Officer, SIC | | WER |
| G) ADMINISTRATION | | | |
| G.1 Ensure Shetland’s agenda is recognised at the national level by participating in the national Rural Poverty Network, and Poverty Network, and other relevant events | Poverty and Inclusion Officer, SIC | | WER |
| G.2 Provide a budget for hire of premise for meetings, workshops and learning events. | Poverty and Inclusion Officer, SIC | | £1,500 |

NB. Fairer Scotland Fund also supports Community Regeneration. Therefore £50,000 has been allocated to assist agencies deliver on Shetland’s Community Regeneration Policy.

Appendix A - Fairer Shetland - Terms of Reference

Purpose

The aim of this partnership is to reduce poverty, deprivation and social exclusion in Shetland.

Evidence shows that nearly 10% of the Shetland population are living in difficult circumstances: whether through, for example, high levels of debt; low income; difficulty in heating their homes; inability to access basic services, employment or amenities; homelessness or overcrowding; or frequently a combination of such problems.

This partnership recognises that improving people's life circumstances is as much about existing front-line services working together, with the individual or household, as it is about additional resourcing of services.

To achieve the aim, this partnership is responsible for the development, implementation and monitoring of a framework to tackle the outcomes and targets, as set out in National Frameworks and Shetland's Single Outcome Agreement (SOA).

Membership

The group is chaired by Interim Head of Finance.

In addition the partnership membership includes:

Director of Public Health, NHS Shetland – Sarah Taylor

Consultant in Public Health – Susan Laidlaw

Charitable Trust General Manager – Ann Black

Highlands and Islands Enterprise – Mhari Pottinger

Skills Development Scotland – Andy Carter

Manager, Citizen's Advice Bureau – Les Irving

JobCentrePlus – Karen Johnstone

Executive Manager, Economic Development – Douglas Irvine

Executive Manager, Environmental Health and Trading Standards – Maggie Dunne

Executive Manager, Community Planning and Development – Vaila Simpson

Executive Manager, Housing – Anita Jamieson

Co-ordinator, Bridges Project – Brenda Leask

Children's Services – Rob Lamey

Community Work Officer

Executive Officer, Voluntary Action Shetland – Catherine Hughson

Childcare Partnership Co-ordinator – Rosemary Inkster

Executive Manager, Sport and Leisure – Neil Watt

Service Manager – Revenues – Andrew Hall

Community Care

Executive Manager, Children's Resources – Martha Nicolson

Children's Services / Youth Work Team Leader

Executive Manager, Transport Strategy and Planning – Michael Craigie

Shetland College – Karen Eunson

Adult Learning Manager – Nancy Heubeck

Policy Manager (Poverty and Social Inclusion) – Emma Perring

A range of staff may be involved, when necessary.

Role

- To provide strategic direction and leadership to understanding poverty, deprivation and social exclusion in Shetland;

- To develop and assist the implementation of a holistic, person-centred approach;
- To maximise funding opportunities to deliver on agreed outcomes;
- To monitor and review progress in delivering against agreed outcomes; and
- To represent the views of Shetland in relation to poverty, deprivation and social exclusion at a national and international level.

Accountability

The partnership will report progress through Shetland's Single Outcome Agreement. Shetland's Community Planning Delivery Group is responsible for the SOA, which is reported to the Scottish Government on an annual basis.

Representatives of individual organisations will report progress to their respective organisations, as required.

Appendix B: Fairer Shetland Achievements and Assessment, April 2011 Onwards

Priority Areas, Indicative Actions and Projects

A) WE ARE MAXIMISING HOUSEHOLD INCOME

- Increase uptake of national and local benefits
 - Continue to provide benefit checks and advice, and undertake campaigns to improve uptake (out-of-work and in-work benefits);
 - Increase levels of out-reach work;
 - Ensure sufficient time is available to assist with other funding sources, such as hardship funds;
 - Increase financial capability of those on benefits;
 - Online resource developed and other approaches put in place by Adult Learning, through a Graduate Placement.
- Reduce levels of debt
 - Continue to provide one-to-one support for debt
 - Continue to assist those experiencing bankruptcy
 - Debt services continues to be provided by CAB, with financial support for bankruptcy fund provided through Fairer Scotland
 - Taking an increasingly proactive approach by introducing financial capability training into all front-line delivery (links with Making the Most of Your Money and online resource, underway)
- Establish Shetland's living wage, to be updated on a regular basis
 - Minimum Income Standard is more appropriate, and Shetland research refresh involving young people is complete.

B) WE ARE INCREASING EMPLOYMENT OPPORTUNITIES AND EMPLOYABILITY

- Ensure the Shetland economy can provide sufficient and varied job opportunities for the requirements of the population (including rural employment, job progression and reduced underemployment). This is also a Skills and Learning Partnership, key priority, work is progressing to better link unemployed with employment opportunities in Shetland.
- Ensure services assist in removing physical barriers to employment, such as transport, childcare and providing decentralised employment opportunities: ongoing awareness raising / networking, plans for Impact Assessment.
- Improve the health of individuals: in particular addressing mental health issues and substance misuse;
 - Part-funding of mental health focused post with Moving-On Employment;
 - Ongoing work with Shetland Alcohol and Drug Partnership and joint funding of Bike Project.
- Provide people with the appropriate skills and attitudes to obtain and maintain employment;
 - Employability skills delivered by a number of agencies.
- Provide supported volunteering and employment opportunities, including to
 - Provide employment placements with appropriate levels of support and opportunities for positive long-term employment:
 - Funding to Moving-On Employment Project to part-fund Job Crews (other 50% funded by ESF): continued high number of clients and success rate;
 - Funding to Shetland Community Bike Project to part-fund work with employability.
 - Increase the number of supported employment placements in large public sector organisations:
 - One Stop Shop Approach of SIC and increased commitment from Directors to ensuring places are available for people.

C) WE WORK WITH PEOPLE AS INDIVIDUALS TO IMPROVE THEIR LIFE CHANCES

- Enable everyone in contact with a service to have a lead professional, identified by the person: all front-line staff to be able to identify and work with people to improve their quality of life (following the key principles) with one action plan. This will require:
 - 0 Multi-agency use of assessment tool and delivery and incorporation of training to all front-line staff: underway as part of WYFY / GIRFEC and current focus on employability area / employability pipeline;
 - 0 Funding to be freed up to fill gaps that cannot be met in any other way.

- Provide particularly vulnerable individuals with high-intensity programmes:
 - 0 Continue to provide support for young people, with a focus on employability;
 - 0 Ensure this support is provided throughout Shetland, to ensure that young people in remote areas do not feel isolated;
 - Funding to Shetland Befriending Scheme to reduce poverty and social exclusion by working with young people;
 - 0 Provide these programmes for other age groups, with chaotic lives;
 - Investigation into LIFE project.
 - 0 Provide support to vulnerable parents.
 - Parenting Strategy approved;
 - Parenting Service development in partnership with Voluntary Action Shetland.

- Expecting all services to take responsibility for improving quality of life: for example
 - 0 **Learning** centres in rural areas and life-long learning opportunities, taking a proactive approach to reaching 'hard to reach' learners;
 - 0 Ensuring a good school experience for everyone: all young people leaving formal **education** system with skills for life, skills for learning and skills for work;
 - 0 More effective provision of **transport**, especially for more remote areas
 - 0 Affordable **childcare** to enable parents to work flexibly;
 - 0 Taking a proactive approach to understand the skills required for a prosperous and diverse **economy**;
 - 0 Continue to tackle **fuel poverty** with resources available, through promotion and improved referral;
 - 0 To challenge **community** groups, developing intergenerational work, and to assist disempowered individuals to be involved in the political process;
 - 0 When the Climate Change legislation is implemented at a local level, efforts are made to ensure the financial burden is limited on those in poverty; and
 - 0 **Procurement**: to introduce community benefit clauses into public sector contracts, such as to take on skill seekers, and requesting energy suppliers to provide cheaper alternatives to fuel cards.

All services must follow the key principles and provide outreach services. This can be achieved by:

- 0 Developing understanding;
- 0 Poverty proofing services; and
- 0 Working proactively at the area level, through Local Service Delivery Groups.

D) WE PROVIDE OPPORTUNITIES TO IMPROVE QUALITY OF LIFE

There are a number of gaps in Shetland's ability to improve people's quality of life:

- improve access to IT to reduce and remove the digital divide: seek external funding for lap tops for poorer households
- support a Credit Union: set up and running;
- provide a fund to enable people to access social activities that they cannot currently afford: some interest. This will be more readily achievable with the Shetland Card.

E) PROMOTION

- Shetland having a collective understanding of the issues around quality of life, including
 - o Using the media to assist rather than be sensationalist, avoiding labels being attached;
 - o Keeping understanding updated.
- Ensure Shetland's agenda is recognised at the national level by participating in the national Rural Poverty Network, and Poverty Network, and other relevant events – development rural poverty indicators, in partnership with the Scottish Government, and Glasgow Caledonian University: <http://www.scotland.gov.uk/Topics/Built-Environment/regeneration/pir/learningnetworks/cr/publications/ruralnumbersnotenough>

Appendix C: Equality Impact Assessment

Examination of Available Data

Data collection could include: consultations; surveys; datashare site; Your Voice; Ethnic Minority Profile; in-depth interviews; pilot projects; reviews of complaints made; user feedback; academic publications; consultants' reports etc

9.a. What do we know from existing data and research?

Research into Deprivation and Social exclusion in Shetland (2006 report) and more recent updates through workshops carried out in 2009 (bringing together experiences and knowledge of staff that deliver services).

The Scottish Index of Multiple Deprivation shows that Shetland is not highly deprived at local level, however, there are individuals who experience deprivation and social exclusion. The number of income-deprived individuals is 1860, or 8.5% of the population.

There are higher numbers of deprived individuals dispersed in more remote areas of Shetland, and spatial pockets within concentrations of local authority housing. The complexity of the national benefits system contributes to the low uptake of benefits in rural areas.

The Framework highlights the individuals in Shetland that are particularly prone and vulnerable to deprivation and social exclusion in Shetland, and therefore actions are focused on these groups.

The Framework also highlights experiences and trends in terms of access, characteristics of Shetland's communities, health, housing, income and employment, training and learning. This baseline and trends in research all contribute towards the framework for tackling poverty, deprivation and social exclusion in Shetland.

9.b. What gaps in knowledge are apparent?

Gaps in knowledge may appear as data and research becomes out of date.

9.c. If there are any potential difficulties in getting the data to fill these gaps, please describe these.

There are no significant difficulties. Continued updates of research, with cooperation from staff delivering services through sharing their knowledge and experiences, should prevent gaps in knowledge.

Step 3

10. Use the table to indicate:

(a) where you think that the service / strategy / project / policy could have a **negative impact** on any of the equality target groups i.e. it could **disadvantage them/unlawful racial discrimination**.

(b) where you think that the service / strategy / project / policy could have a **positive impact** on any of the groups or contribute to **promoting equality, equal opportunities or improving/promote good relations** within equality target groups.

| | Positive impact – it could | Neutral/No Impact | Negative impact – it could | Reason |
|--|-----------------------------------|--------------------------|-----------------------------------|---------------|
| | | | | |

| | benefit | | disadvantage | |
|--|---------|---|--------------|---|
| Gender | | | | |
| Women | x | | | Fairer outcome to remove barriers to work such as childcare, enabling parents to work flexibly and providing opportunities for remote working. Agencies are made aware of this agenda and its needs. |
| Men | x | | | |
| Race | | | | |
| Asian or Asian British people | x | | | The Fairer Framework acknowledges Shetland's increasing migrant population, and commits to ensuring the Shetland economy can provide sufficient and varied job opportunities for the requirements of the population. Agencies are made aware of this agenda and its needs. |
| Black or Black British people | x | | | |
| Chinese people | x | | | |
| People of mixed race | x | | | |
| White people | x | | | |
| People who's first language is not English | x | | | |
| Disabled people | | | | |
| Learning Disabilities | x | | | Priority area of work is to work with people as individuals, enabling everyone that is in contact with a service to have a lead professional, and staff is able to identify and work with people to improve their quality of life. Actions also focus on improved transport and decentralized employment opportunities. |
| Physical Disabilities | x | | | |
| Sensory Impairment | x | | | |
| Elderly/ Infirm | x | | | |
| Mental Health | x | | | As above, but the Framework also actions addressing mental health issues (through Annsbrae and Mind Your Head, and Moving on Project) to increase employment opportunities and employability. |
| Lesbian, Gay men, Bisexuals and Transgender | | x | | |
| Age | | | | |
| Older people (60+) | x | | | Fairer outcome to provide people, of all ages, with high intensity support programmes to improve their life chances. Actions include support for young people, with a focus on employability and those in |
| Younger people (17-25), and children | x | | | |

| | | | | |
|-----------------------|---|---|--|--|
| | | | | remote areas, but also on providing programmes for all other age groups with chaotic lives, and children through support to vulnerable parents. |
| Faith groups | | X | | |
| Socio-economic | X | | | Fairer outcome of reduced levels of poverty, deprivation and social exclusion in Shetland and that socio-economic disadvantage does no impact on the opportunities people have. Actions are in place to achieve these outcomes, focusing on increasing household income and targeting those in fuel poverty. |

11. If you have indicated there is a negative impact on any group, is that impact:

N/A

Legal?

(i.e. it is not discriminatory under anti-discriminatory legislation)

YES / NO

Intended?

YES / NO

Level of impact

HIGH / LOW

12. a) Could you minimise or remove any negative impact that is of low significance? Explain how:

N/A

b) Could you improve the strategy, project or policy's positive impact ? Explain how:

No

13. If there is no evidence that the strategy, policy or project promotes equality, equal opportunities or improved relations – could it be adapted so that it does? How?

No

14. Do you have any further comments to make:

The challenge will be for people working in Shetland to assess their activity, projects and resource allocation against the strategic and operational outcomes of the Fairer Framework, to ensure they are doing all they can to reduce inequalities that currently exist within Shetland.

Please sign and date this form, keep one copy and send one copy to Performance and Improvement

Signed Emma Perring

Date 10th December 2011