



North Ayrshire
Community Planning Partnership

Fair for All

A strategy to reduce inequality in North Ayrshire

March 2016

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1. Introduction

- 1.1 High levels of inequality, particularly poverty exist in North Ayrshire. *Fair for All: A strategy to reduce inequalities in North Ayrshire* focusses on the impact of poverty, and the opportunities, based on evidence, of where and how North Ayrshire Community Planning Partnership (CPP) partners can work to achieve the greatest effect in reducing inequality.
- 1.2 North Ayrshire CPP is committed to tackling issues of inequality by accepting inequalities as a key theme of the Single Outcome Agreement. *Fair for All* and associated *Inequalities Stocktake* are the key tools with that the CPP will use when working with people to reduce inequalities and create a more fair North Ayrshire.
- 1.3 The CPP will champion and lead the case for tackling inequality across all communities in North Ayrshire. They will understand and respond to inequalities across a broad range of socio-economic and health issues. This commitment is supported by UK and Scottish legislative and policy frameworks that place a duty on all public sector organisations to provide fully inclusive and equitable services. This strategy proposes how to tackle inequalities. **It marks the start of a journey, where CPP partners will increasingly work more closely together, in order to design, improve and challenge, how they individually and collectively act to reduce inequalities.**
- 1.4 The evidence is clear. Societies where there is a significant gap between the most well-off and least well-off, experience more difficulties across a range of health and social care issues such as mortality rates, imprisonment rates, incidences of mental illness including drug and alcohol problems, children's educational performance, obesity and social mobility (Wilkinson and Pickett, 2009). It is also crucial to acknowledge that the evidence also demonstrates that a **society as a whole stands to gain when levels of inequality are reduced**. A whole society suffers when the inequality gradient is steep. Therefore tackling inequality is a key local and national objective.
- 1.5 People have a right to the same life chances regardless of their socio-economic status or Protected Characteristics (Equality Act, 2010) such as:
- Age
 - Sexual orientation
 - Disability
 - Sex
 - Religious Belief
 - Gender identity
 - Marital or Civil Partnership Status
 - Race
 - Pregnancy or Maternity Status

Other mechanisms exist within and between CPP partners to ensure a focus on Protected Characteristics.

- 1.6 North Ayrshire is one of the most deprived areas in Scotland. Deprivation levels are significantly higher than the Scottish average. According to recent data poverty levels are increasing. The number of areas assessed as being among the 15% most deprived in Scotland has risen by over 28% in a four year period (SIMD, 2012). In addition, unemployment levels in North Ayrshire are high, there are significant numbers of people on low income and almost a third of children live in poverty.
- 1.7 Inequalities in outcomes can be seen across all sectors including education, employment, income and health and wellbeing. They are the result of an imbalance in power, money and resources across society, further compounded by the recent economic conditions of recession, austerity and welfare reform.
- 1.8 *Fair for All* and the accompanying *Fair for All Stocktake* forms the overarching context in which many of the CPP and partner specific plans are embedded. Many of these are referred to in detail in the accompanying stocktake.
- 1.9 This document details how we understand inequality, its causes, and the most effective ways of responding. It sets out the approach that North Ayrshire CPP will take to address the fundamental and intermediate causes of inequalities, and to help individuals recover from the impact of these inequalities.

2. Understanding Inequalities

- 2.1 Educational, economic, health and social inequalities are avoidable differences in people's life outcomes across social groups and between different population groups. These inequalities result in thousands of unnecessary premature deaths every year in Scotland, and for men living in the most deprived areas this means nearly 24 fewer years of life with good health. This does not occur by chance, it is because of circumstances largely beyond an individual's control. These socially determined circumstances disadvantage people and limit their chance to live as long and as healthy a life as other people in the same country, or in some cases, even in the same geographical area.
- 2.2 Inequalities are often expressed as the gap between those with the best and worst outcomes; however, not all disadvantaged people live in the most deprived areas and not all people living in deprived areas are disadvantaged.
- 2.3 While a clear link exists between poverty, levels of deprivation and poor social and health outcomes, the issue is not only about 'the poor' or unemployed. For example;
 - Data from the Office for National Statistics (2007) shows that for the period 2002–5, men in professional occupations had a life expectancy at birth of 80.0 years, compared with 72.7 years for those in unskilled manual occupations.

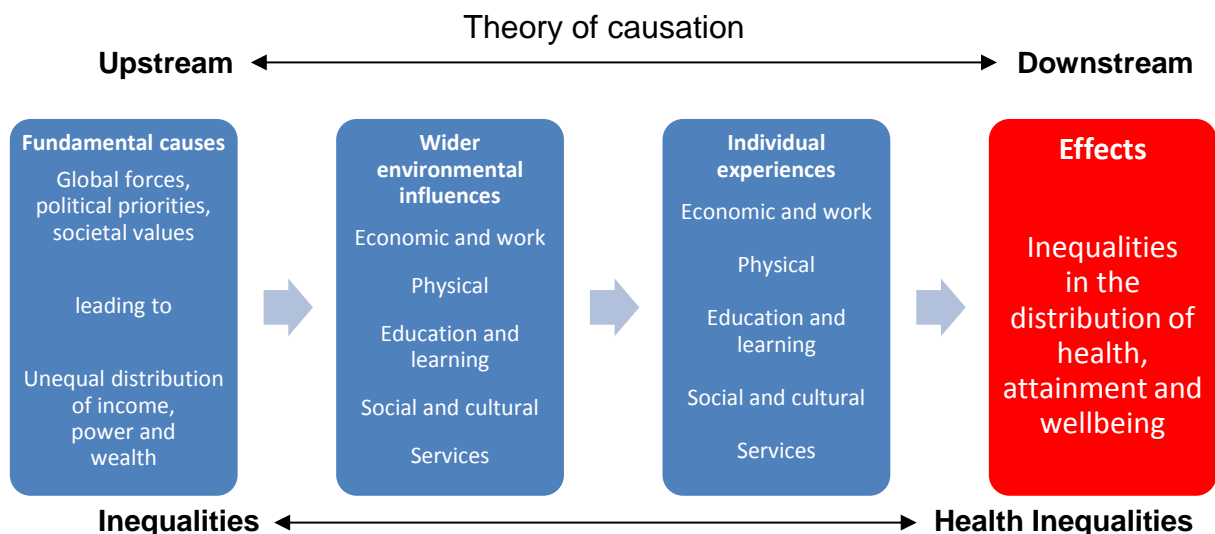
- Women in professional occupations had a life expectancy at birth of 85.1 years, compared with 78.1 years for those in unskilled manual occupations.
- Life expectancy at age 65 also varied by occupation, with professional men aged 65 expecting to live to 83.3 years on average, and unskilled manual working men expecting to live to 79.1 years.

2.4 Mortality rates have been used as an example; tackling inequality can be literally a matter of life and death.

2.5 The research also shows that there is not a simple threshold below which people have shorter lives. There is, instead, a life expectancy gradient, with people in higher socio-economic positions living longer than those in lower ones. For example, those in the most senior management jobs live longer, on average, than those in less senior management jobs. (Marmot, *et al.*, 1978; Marmot, *et al.*, 1984; Marmot and Shipley, 1996). Health inequality is not therefore an issue just of poverty but is related to economic inequality more widely, and affects *each and every one of us*.

2.6 What causes inequalities?

Research shows a range of factors which, when distributed unequally in society, result in inequality of outcomes across socio-economic groups.



2.7 Inequalities in individual outcomes are directly linked to wider socio-economic inequalities in society. The distribution of power, money and resources has a direct influence on environmental influences such as:

- availability of health enhancing work
- access to good quality and affordable housing
- social and cultural experiences
- transport
- education and learning opportunities
- availability and quality of services

- 2.8 A combination of these factors affects the length and quality of an individual's life. These environmental influences shape people's individual experiences, making it more likely to result in people living in poor housing, experiencing poor access to health care, being unemployed or employed in low paid work. In addition, as these conditions are all underpinned by the same fundamental factors, they tend to be clustered in neighbourhoods and population groups; for example, evidence shows that women and those with disabilities are most affected by austerity and welfare reform. While there will be some fundamental causes which are outwith the control of North Ayrshire CPP, there are many areas where an impact can be made.
- 2.9 A review of the literature suggests that in order to be most effective, interventions need to be taken at all three levels:
- *undo* the fundamental causes
 - *prevent* the wider environmental influences
 - *mitigate* the individual experiences
- 2.10 Our approach to tackling and reducing inequalities needs to be considered across and within these three levels.

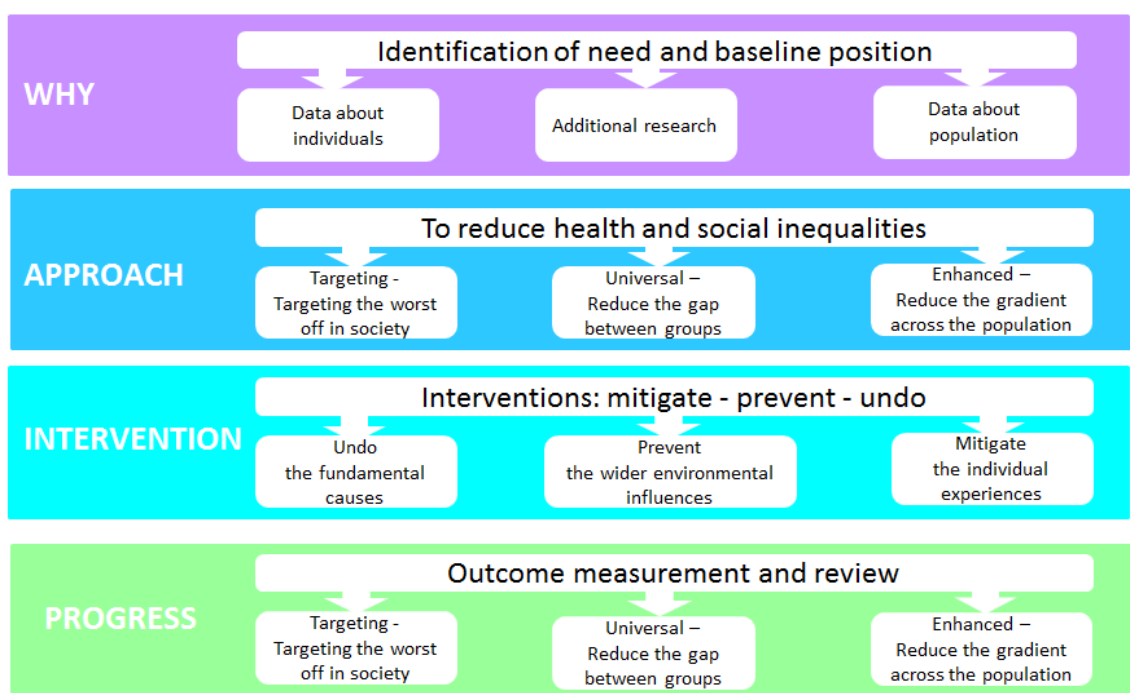
3. Responding to Inequalities

*No progress towards positive outcomes can or will be achieved
without addressing the issue of inequality.
(Equality & Human Rights Commission, 2011)*

- 3.1 As well as needing to ensure that our approach intervenes at all three levels described above, research also demonstrates that a combination of approaches across three areas of the population is essential to effectively tackle inequalities. These three approaches are:
1. Targeting - Targeting the worst off in society
 2. Enhanced - Reducing the gap between groups
 3. Universal - Reducing the gradient across the population
- 3.2 **Reducing Inequalities is so much more than a 'health issue'**
Reducing health and social inequalities will require actions other than simply improving health across a whole population. For example, actions might aim to improve health in a targeted group faster than a comparator group (reducing the gap), or it might aim to reduce inequalities for any disadvantaged group or individual by strengthening equitable provision of universal opportunities or interventions in proportion to need (reducing the gradient). For example, targeted actions might include an increase in the minimum wage, a service for homeless people, or free swimming for children from low-income households. The targeted actions would clearly benefit those on least income, or in most need, but they could not claim to reduce the gap without action or at least robust comparison at the other end of the scale.

3.3 Provision of universal interventions in proportion to need requires understanding of need, including barriers to access to the intervention. For example, NHS services are often assumed to be universal but factors such as disadvantage, ethnicity and disability have been associated with poorer access (EHRC, 2010; SHRC, 2013) and poorer experiences (Scottish Government, 2011), and additional efforts are required to ensure equality of access to services for those furthest from service provision (Marmot, 2010). This is called proportional universalism.

3.4 North Ayrshire CPP will develop policies that recognise the effectiveness of proportionate universalism.



3.5 The framework above demonstrates how clear identification of need, can help to identify the approach to tackle inequalities in order for the best intervention to be put in place. Research suggests that a combination of interventions that target certain groups, combined with whole population approaches that can be tailored to the appropriate gradient, are most likely to be successful in responding to inequalities.

4. The National Picture – Policy and Strategic Context

4.1 The reduction in inequalities of outcome is central to the Scottish Government's vision for a wealthier and fairer, healthier, safer, smarter and greener Scotland. The key policy documents produced by the Scottish Government on inequalities are as follows:

- *Better Health, Better Care: Action Plan for NHSScotland* (Scottish Government, 2007). The action plan supported delivery of a 'Healthier Scotland', with actions to make progress on health improvement, **tackling health inequality** and improving the quality of health care.
- As part of *Better Health, Better Care Action Plan*, Scottish Government established a Ministerial Task Force on Health Inequalities. Their report, *Equally Well* (Scottish Government, 2008), reinforced the cross-government approach needed for tackling inequalities and the role to be played by all sectors in society. It established a set of principles for policies to have a greater impact on health inequalities, identified critically important roles for the NHS, re-stated the importance of activity in the early years, and examined the interface between health inequalities and the Government's commitments to make Scotland Greener, Safer and Stronger, and Wealthier. The report identified a number of actions brought together in an implementation plan.
- There have been subsequent reviews following publication of *Equally Well*. The most recent, reporting in March of 2014, established a **central role for CPPs**, emphasised the need for a greater focus on delivery and highlighted the need for inequalities work to more successfully broaden out, noting that *Equally Well* had largely remained a health and well-being initiative.
- *Healthcare Quality Strategy for NHS Scotland* is a development of *Better Health, Better Care (2007)*. In 2011 the Scottish Government set out the 2020 Vision, which gives the strategic narrative and context for taking forward the implementation of the Quality Strategy. The Vision is that by 2020 everyone is able to live longer healthier lives at home or in a homely setting. These two strategic documents, together with the major programme of reform through the integration of health and social care under The Public Bodies (Joint Working) (Scotland) Act, provide the main strategic and legislative context for health and social care services today. The Scottish Government is currently building on its 2020 Vision for Health to shape a transformational change in Scotland's approach to population health and the delivery of health and social care services by 2030. Within this there is the understanding that there will be a significant **emphasis on addressing inequalities**.

- An **Inequalities Action Group (IAG)** was set up in 2014. The aim of the group is to better co-ordinate and to speed up work to reduce health inequalities. The group is tasked with identifying feasible actions to address health inequalities through the Community Planning Partnership (CPP) process (national and local) over the next three years. It follows a recommendation in the Ministerial Task Force report for greater support for CPPs and the community planning process to assist in taking forward actions targeted at health inequalities.

Two documents have been produced to date, with more to follow, these are:

- Housing and Homelessness
- Employment and Income

Future work will include:

- Supporting the development of policy in relation to the Healthier and Fairer national conversations, ensuring all opportunities are taken to reduce inequalities.
- Development of tools and resources to support local delivery and measure the impact of decisions on tackling health inequalities.

5. The Local Picture – Policy and Strategic Context

5.1 North Ayrshire has many natural assets; however evidence of inequalities within and across our neighbourhoods and communities clearly exists and is perhaps even more evident when North Ayrshire is compared with the rest of Scotland.

5.2 The Scottish Index of Multiple Deprivation (SIMD) identifies areas with high levels of deprivation. 34.6% of North Ayrshire's datazones lie within the 20% most deprived datazones in Scotland

While overall life expectancy has increased, there are significant differences in life expectancy within areas of North Ayrshire. For example, the difference in men's life expectancy between Fullarton, Irvine (66yrs) and Whitehurst Park, Kilwinning, (83yrs) is 17 years.

For women living in North Ayrshire's most deprived communities a difference of 14 years exists between Fullarton, Irvine (72.4yrs) and Fairlie, North Coast (86yrs).

Within North Ayrshire 27% of children live in poverty. This is the 3rd highest child poverty level in Scotland.

In relation to unemployment, 10% of North Ayrshire residents are unemployed, compared to 7.1% of the Scottish population

The percentage of North Ayrshire residents claiming Job Seekers' Allowance (JSA) is 4.1% compared to the Scottish average of 2.3% and 7% of 18-24

year olds claim JSA in North Ayrshire, compared to the Scottish average of 3.6%

5.3 There are 4,460 North Ayrshire children (26.23%) in low income families, the majority (67.5%) are in low income **working** families. There are some communities with higher rates where poverty is more concentrated, for example, in Castlepark, Fullarton, Ardeer, Hayocks, Ardrossan and Blacklands where rates are between 40 to 50%. Those at increased risk of childhood poverty include:

- Lone parents with dependent children
- Households with younger children and with more than two children, where parents are either in receipt of benefits or low-paid work
- Households affected by disability, including those with mental health problems
- Looked After children and care leavers
- Households affected by homelessness
- Households affected by drug and alcohol use
- Offenders and ex-offenders and their families

5.4 North Ayrshire CPP has developed a Single Outcome Agreement for the period 2013 to 2017. This sets out a range of high level outcomes which include:

- Children's health and wellbeing is improved by breaking the cycle of poverty, inequality and poor outcomes
- Adults and older people in North Ayrshire live healthier and more active lives
- Worklessness is no greater than to the Scottish level
- Job density in North Ayrshire is increased
- North Ayrshire is a safer place to live
- North Ayrshire residents feel safer and communities are empowered

5.5 These high level outcomes have been integrated into five emerging key themes that North Ayrshire CPP considers integral to tackling and reducing inequalities to create Fair for All. These are:

- Children
- Health
- Economy
- Environment
- Food – availability and quality

5.6 A range of activity is taking place currently within each theme and is supported by a number of local strategies and action plans. Some of these activities are described more fully below.

Children

5.7 The Children's Services Plan has the reduction of inequalities experienced by children and young people at its core. It advocates a more rapid shift to early intervention to improve the outcomes for the most vulnerable children and young people. This approach works towards preventing inequalities; across the various service delivery areas (e.g. midwifery, education, health visiting, additional support needs services, Early Years Centres, child protection) in line with best evidence. It adopts various approaches that target the least well off as well as approaches which could be considered 'proportionately universal' – universal services combined with elements of enhanced provision.

The plan builds on the learning from the Improving Children's Outcomes survey carried out by Dartington Social Research Unit.

5.8 Inclusive education is a priority of the local authority. Every young person will have access to high quality learning and teaching in learning environments which offer opportunities to secure the skills, experiences and qualifications that ensure they benefit fully from their education. All young people should receive pastoral support, guidance and careers advice in a nurturing education environment. Schools will recognise and develop their unique skills and talent. All young people should leave school and move into a positive sustainable destination.

5.9 A number of other key strategies and plans are in place or are emerging that aim to reduce the impact of inequalities for children. Examples of these include the Attainment Challenge and Education's Inclusion Strategy.

Economy

5.10 Critical to North Ayrshire's future prosperity and equality is a virtuous circle of growth: growth in our businesses, leading to growth in employment and growth in individual and household prosperity. In our proposals economic growth and reductions in inequalities are bound together. We will only achieve our ambitious vision of the future for North Ayrshire if our communities are better connected to the economy and have the opportunity to prosper.

5.11 Inclusive growth as an objective is not new to CPP partners. It is the mainstay of our work: whether that be supporting our businesses, improving access to further and higher education, improving our schools, or developing skills and employability initiatives.

5.12 It is important that the pursuit of inclusive growth is embedded in all that we do. What we have already achieved in relation to inclusive growth provides a solid foundation but more needs to be done and we wish to use the opportunity of the 'Ayrshire Growth Deal (AGD) to take this forward. All our proposals whether they are business or infrastructure related need to positively impact upon our most disadvantaged communities.

5.13 The principle of inclusive growth runs right through our proposals for the Ayrshire Growth Deal. Our frameworks for business growth focus on

innovation and internationalisation are for all companies that have growth potential – engineering, tourism, food and drink, and others. Our frameworks recognise that innovative and internationally focussed businesses require a skilled workforce drawn from all sections of our community; we propose skills pathways and employment support to enable this to happen.

- 5.14 Our infrastructure proposals are designed to ensure that we both maximise business access to markets and opportunities to link some of our most disadvantaged communities to economic opportunity. Whether that is physical road and rail infrastructure or digital infrastructure the objectives remain the same: linking people and businesses to opportunity.
- 5.15 Our ambitions for communities are to build confidence, aspiration and sustainability, and to ensure all of our young people are well prepared for the world of work and inspired to succeed. We aim to build local employment opportunities and develop clear routes for young people to participate in the industries of the future.
- 5.16 Strong communities are essential for a thriving economy; ultimately our success will be measured on both the outcomes of increasing wealth and jobs, and reducing deprivation and inequality. We have the opportunity to grow the economy for Ayrshire, Scotland and the UK. If we approach it wisely, we can really improve the lives of North Ayrshire people.
- 5.17 North Ayrshire's Economic Development and Regeneration team works closely with the Urban Regeneration Company to promote the wellbeing of the local area. This approach goes some way towards mitigating inequalities; creating and developing opportunity for social mobility in North Ayrshire, aiming to increase the number of jobs through a coordinated approach that encourages start-up, supports existing business to grow and attracts businesses to North Ayrshire. In addition work is underway to review the Welfare Reform Working Group.

Environment

- 5.18 North Ayrshire has a number of strategies and action plans in place to reduce our effect on the local environment and to make better use of renewable energy. These plans have made North Ayrshire one of the best areas for waste recycling, reducing our energy use and increasing the proportion of our energy coming from renewable sources. Our public spaces are well maintained and have recently won a Clean Britain Gold Award. Over 99% of our housing meets the energy efficiency requirements of the Scottish Housing Quality Standard.
- 5.19 North Ayrshire is also one of the few Local Authorities in Scotland to have achieved Soil Association's Food for Life Gold Catering Mark, and we continue to source many of our products locally within Scotland. Among other aspirations for our environment we want North Ayrshire to have a high quality diverse natural environment where our public spaces and transport networks are of high quality and support environmentally friendly travel and meet the

needs of our communities, and where our communities support environmental matters.

Health

5.20 North Ayrshire Health and Social Care Partnership's (NAHSCP) Strategic Plan sets out commitments to meeting the health and social care needs of all children, young people and adults in North Ayrshire. Working with partners in a range of innovative ways, the HSCP aims to deliver joined up community health and social care services offering seamless care across North Ayrshire. With the inception of one of the first Health and Social Care Partnerships in Scotland, North Ayrshire is at the forefront of change in how health and social care services are designed and delivered and how our citizens are involved decisions about their care. The creation of NAHSCP provides renewed focus for health, social care, the third and independent sectors and community resources to work together to meet the five NAHSCP strategic priorities.

NAHSCP Strategic Priorities are:

- Tackling inequalities
- Prevention and early intervention
- Engaging communities
- Improving mental health and wellbeing
- Bringing services together

Food

5.21 North Ayrshire has a proud history of agriculture and large expanses of quality farm land and diverse sea life that could provide food for the whole population of North Ayrshire and far beyond. . However, many people cannot afford good food. The use of the North Ayrshire Food Bank has risen by over 300% over the last two years and childhood obesity in North Ayrshire is the second highest level when compared to the whole of Scotland.

5.22 The Food and Fairness initiative aims to reduce the length of the food chain in North Ayrshire, creating secure work in agriculture, horticulture and catering, by ensuring local demand. A number of key stakeholder with an interest in making food fairer in North Ayrshire and working together to try to improve procurement, access to local sources produce, cooking skills and growing food.

5.23 An action plan is being developed.

6. Our Strategic Vision and Priorities

6.1 North Ayrshire's Community Planning Partnership' vision is:
North Ayrshire – A Better Life

6.2 The CPP is committed to tackling inequality across all communities in North Ayrshire and through this strategy help create a society that is Fair for All.

6.3 The principles underpinning the CPP's work include:

- North Ayrshire CPP enables opportunities for change through the removal of barriers within service delivery and the promotion of a shared outcome approach to local services
- Wider social determinants of health and wellbeing are considered in all aspects of community planning activity
- The relationship between educational, income, employment and health outcomes is recognised
- Early intervention is prioritised
- Individuals, communities and families are actively involved in creating actions and solutions
- A highly skilled, flexible, and inequalities sensitive workforce is nurtured and supported to work across organisational boundaries

6.4 Where do we go from here?

In recognising that already, a great deal of work is being done across North Ayrshire to tackle inequalities, and to plan next steps, North Ayrshire's CPP undertook a 'stocktake' of current and planned actions to address inequalities. As well as bringing together into one place the breadth of work underway, it also provided the opportunity for us to assess the coherence of our work, against our developing understanding of the Theory of Causation and the need to intervene at all three levels of the population; targeting the worst off, reducing the gap and reducing the gradient.

We found that in terms of all the actions underway, against the Theory of Causation, these can be categorised as follows:

Enhanced	49	17.0%
Targeted	171	59.2%
Universal	69	23.9%
Total	289	100.0%

In terms of where in the population we intervene, we found the following:

Mitigate	160	55.4%
Prevent	119	41.2%
Undo	9	3.1%
Undo/Mitigate/Prevent	1	0.3%
Total	289	100.0%

This allows us to consider in depth, what we need to do more of, and perhaps stop doing those things that are not supported by evidence. This stocktake forms a useful baseline and will help inform the specific commitments of the Fair for All Board as we move forward.

7. Conclusion

- 7.1 This strategy provides an overview of how our CPP understands inequalities and its commitment to ensuring North Ayrshire is Fair for All.

- 7.2 This Strategy is a call for action. We are committed to considering actions that can be taken to undo, prevent and mitigate the causes and impact of inequalities. Please see the *Fair for All Stocktake (2016)* for the current and planned activities of the partnership.

But as stated in the introduction to this strategy, this is only the start of a journey. The *Fair for All Stocktake* forms a useful baseline but, having understood and accepted the causes of inequality, and the interventions that are likely to be effective, we now need to **undertake a detailed review of the areas where we need to focus our efforts**, in order to have a much more significant impact, **and to seek local support, and specialist expertise, to do this.**

8. Our Pledges

- 8.1 North Ayrshire CPP is committed to working together to ensure that North Ayrshire is *Fair for All*. This means that we will undertake a shared commitment to reduce the impact of inequalities for all through building on our Summary of Key Activities (see Appendix 1) and through delivering the pledges set out for the next 15 years.
- 8.2 The Summary of Key Activities outlines the high level areas of work identified by the stocktake, structured by our key themes. It also identifies work that the CPP partners can do individually to help make the changes we have outlined throughout this document.
- 8.3 We now need to further develop the Summary of Key Activities into tangible interventions. We propose that some of the early work of the Fair For All Board is to consider all the activities highlighted by the stocktake under each of the five themes. The Board should then hear evidence of what is needed for North Ayrshire and develop short and longer term solutions to ensure the changes we would like to see by 2030.

By 2030, our aim is to create a North Ayrshire that is Fair for All by making transformational improvements to those key, nationally accepted measures of inequality outlined in Appendix 2: Our Pledges.

9. The Fair for All Board

- 9.1 Whist this strategy and associated *Fair for All Stocktake* sets out our approach, to ensure that we will deliver the scale of change required for North Ayrshire; the **Fair for All Board** will be established.
- 9.2 Senior leaders from across public, private and voluntary agencies will work together and be accountable to the people of North Ayrshire for the delivery of the pledges in this document.