Social Justice

...a Scotland where everyone matters

Annual Report 2001
A summary of this publication is available free of charge in Braille, audio tape, large print format, Urdu, Punjabi, Bengali, Arabic, Chinese and Gaelic.

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This document, the summary and the technical volume are also available on the Scottish Executive website www.scotland.gov.uk/socialjustice/index.htm
Contents

Section 1  Foreword  2
Introduction  5

Section 2  Progress towards the milestones
Children  17
Young people  33
Families  49
Older people  65
Communities  79

Section 3  Perspectives on Social Justice  99

Community planning: achieving better delivery of social justice at the local level
Sarah Hutchison, Policy & Organisational Development, Fife Council

Socio-economic inequalities and educational attainment in Scotland
Linda Croxford, Centre for Educational Sociology, University of Edinburgh

Mainstreaming equal opportunities
Dr Fiona Mackay, Politics Department, University of Edinburgh

Socio-economic inequalities in health in Scotland
Sally Macintrye, MRC Social & Public Health Sciences Unit, University of Glasgow

Milestone Index  122
Social Justice

A fair, caring and tolerant Scotland where everyone matters

A fair and decent society is one where nobody is held back by disadvantage or denied opportunity. We are committed to an open and inclusive Scotland, where everyone matters.

We inherited poverty on a massive scale. That is why addressing the deep-seated, social and economic problems of our country is at the heart of our work as an Executive. We are working for the long term to

- Tackle poverty and disadvantage
- Build stronger, inclusive communities
- Increase opportunity through education and competitiveness

There are no quick fixes or easy answers to tackling poverty. Early in the life of this Executive we committed ourselves to a coherent, strategic framework for action for the long term. We said we would report annually on our ambitious social justice targets and milestones. Twelve months on from our First Report we are beginning to see real progress.

Many of our social justice goals are shared with the UK Government. We are both working to establish the strong, stable economic framework, which underpins enterprise and employment and is succeeding in getting people into work. We are both working to ensure our public services deliver for all, including the most excluded and disadvantaged in urban and rural areas. Social justice is at the heart of everything we do in our bid to build a Scotland that is compassionate as well as competitive and confident.
Our first Social Justice Annual Report was an ambitious and challenging document. It was a challenge not only for the Executive but for everyone in Scotland. One year on, a great deal more has been put in place. This second report sets out where we are making progress and where we still have more to do. The framework we have established is helping to build the consensus we need in Scotland to deliver on social justice. Local government, agencies, the private sector and the voluntary and community sectors are working with the Executive and the Parliament to tackle the root causes as well as the symptoms of poverty and disadvantage.

Making progress means changing how we do things, because what matters is what makes a real difference in improving people’s lives. That means a bigger role for the social economy which is well placed to deliver for the most disadvantaged. It means putting power and resources into the hands of communities so they can shape their future. And it depends not just on the contributions of politicians and professionals. The contribution of the mum helping to run an after school club, the nurse who treats with dignity an old man sleeping rough, the individual who is prepared to work for their community – are just as important for achieving social justice.

Scotland needs the contribution and commitment of us all. Working together, we can build a new Scotland without the poverty and injustices of the past. A Scotland where everyone matters. This report shows we have got the approach right, but we all have a lot more to do.

Jackie Baillie
Introduction

Social justice is at the heart of the work of the Scottish Executive. This is our second Social Justice Annual Report. We have set in place the framework for tackling poverty and injustice and are beginning to see progress against our milestones.

In March 1999, Donald Dewar launched the Social Inclusion Strategy for Scotland. This established a vision involving opportunities for everyone in Scotland and inclusive mechanisms for policy development. In November 1999, Wendy Alexander, then Minister for Communities, set out a highly ambitious set of targets and milestones, for tackling poverty and injustice. The first Social Justice Annual Report was published in November 2000, setting out progress against these social justice milestones.

We are committed to ambitious goals:

- The elimination of child poverty in a generation
- Enabling all our young people to contribute and develop life-skills
- Full employment by providing opportunities for all those who can work
- Securing dignity in old age
- Building strong, inclusive communities
Introduction

Across all our objectives, our approach is based on preventing poverty happening in the first place and promoting social inclusion. **Prevention** through interventions designed to break the cycle of disadvantage and prevent more poverty in the future. **Social Inclusion** by making sure equal opportunities are integral to our programmes and delivering for those who have become marginalised and excluded.

Our approach is structured around the key stages in people’s lives and circumstances; children, young people, people of working age, older people and communities. By targeting each phase of the lifecycle we can prevent poverty and deprivation becoming a way of life and passed on through the generations. We are focusing on what works, getting the basics right and ensuring that public services deliver for all our citizens.

Our understanding of rural social exclusion has been enhanced by the report of the Rural Poverty and Inclusion Working Group\(^1\), which explored issues impacting on how people experience disadvantage in rural areas. We are mainstreaming work on poverty and social exclusion in rural areas as part of the social justice agenda, and have disaggregated data on rural issues where possible.

This report:

- Provides new data for the social justice milestones. This demonstrates that we are making real progress particularly in employment, health improvement and pre-school care.
- Provides new disaggregated data to enable us to ensure that we are making progress for the most disadvantaged areas and groups. In this report we have a special focus on health indicators for disadvantaged communities\(^2\) together with rural issues.
- Sets out the policies and programmes which are making the biggest difference in delivering the framework and identifies where we have more to do.

Just as it took many years for the problems to build up, it will take active commitment, for the long term, and continued investment to put things right. External factors, including the economic cycle, will necessarily have an influence on the progress that is made towards the achievement of our targets. And, of course, responsibility for undertaking much of the work required to meet those targets fall not just to the Executive but to many other organisations across Scotland in the public, private and voluntary sectors. The social justice framework is, therefore, not primarily a test for the Executive. It is a benchmark for Scotland. How are we doing? Where are the gaps? What do we need to do better?

Already we do have evidence of progress. The policies introduced by the UK Government since 1997 are starting to show real results in Scotland. And we are seeing signs of progress in the areas which are the responsibility of the Executive – although because the administration is young, data is still limited. This tells us that we are going in the right direction – but there is still a lot to do.

**Ending child poverty**

- Lifting children out of poverty. The proportion of children in low income households has fallen from 34% in 1996/97 to 25% in 1999/00 in absolute terms and to 29% in relative terms.
- Helping parents to provide for their families; our new childcare package will help up to 6,500 students, mainly lone parents. The percentage of children in workless households has fallen from 19% in 1997 to 15% in 2001.
- More women are breastfeeding their babies and fewer pregnant women are smoking, which will give more children a better start in life. To give the most vulnerable and needy children more help we are improving children's services – backed by a new £81 million Fund to promote change.

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\(^1\)Poverty and Social Exclusion in Rural Scotland, A Report by the Rural Poverty and Inclusion Working Group 2001

\(^2\) As recommended by Sally Macintyre page 114
Skilled and engaged young people

- Health issues for young people are being tackled. Underage smoking has dropped from 12% in 1998 to 10% in 2000 and there are signs of a fall in teenage pregnancy rates.
- Fewer people now need to sleep rough in Scotland. A much improved level of direct access accommodation is available with continuous improvement in support services for those with complex needs.
- We have a new focus on tackling underachievement and exclusion in education particularly for vulnerable groups such as care leavers.

Full employment involving equality of opportunity and access to lifelong learning

- Overall levels of unemployment in Scotland are down to their lowest in almost two decades. The percentage of unemployed working age people now stands at 5.8% – compared with 8.5% in 1997.
- The employment rates of disadvantaged groups has improved steadily. Lone parent employment now stands at 53% compared with 42% in 1997.
- With the colleges and universities we are working to widen access to further and higher education including clear targets for increased access, linking funding formulae to success and providing special support for the most needy students.

Security and dignity in old age

- More older people are able to live independently than ever before.
- As crime rates fall, fewer older people are worried about break-ins and violent crime.
- The health of the older population is improving. Mortality rates from heart attacks among the 65-74 population are down by 11% between 1999 to 2000. Over the longer term, the decrease has been marked in the most disadvantaged areas – with a decrease from 1991 to 1999 of 30%.

Reduced inequalities between communities

- Unemployment in the most disadvantaged areas has fallen to 11%, down from 14.5% in 1997 and 22% in 1993. There is still more to be done in narrowing the gap between the employment “black spots” and the Scottish average.
- Access to the Internet by households is increasing, including households in disadvantaged areas.
- Involvement in voluntary activity is thriving. 26% of adults give up time as a volunteer. Extending voluntary activity is essential to creating a more inclusive and supportive society.
Introduction

The Rural Poverty and Inclusion Working Group\(^1\) highlighted a range of issues important to achieving social justice in rural areas, such as access to services, health and housing. The Group also looked at issues around the measurement of rural poverty and social exclusion. As far as currently possible, we have provided an urban/rural breakdown of data on our social justice milestones in the technical report, as recommended by the Group.

Key points are:

- Unemployment is at a lower rate in rural local authorities (4.6%) than in urban local authorities (6.3%), although as the RPIWG identified low skill, low wage and seasonal employment opportunities can have a particular impact on the rural job market – milestones 13 and 15
- 33% of rural households have access to the Internet at home compared to 23% across Scotland – milestone 29
- Attainment in reading, writing and maths at primary level is generally slightly higher in rural areas. The gap is widest at P7 (68% attaining at least D in maths in rural schools compared with 64% for urban and writing 56.2% rural, 51.8% urban) – milestone 3
- Half days lost to temporary exclusion at secondary schools in rural areas are almost half those in urban areas (547 half days lost per 1000 pupils in rural schools compared to 1067 in urban) – milestone 10
- People in rural areas tend to be healthier – fewer smokers, lower levels of alcohol misuse reported, healthier diets and lower mortality from Coronary Heart Disease – milestones 18 and 22

The social justice framework – providing focus and direction

As well as a framework to track progress, the social justice strategy was developed to provide focus and help build consensus for the social justice agenda. Increasingly this is happening as the milestones are adopted into the formal functions and governance machinery of key organisations and agencies in Scotland.

Social justice targets and milestones – a growing influence

Social Justice Milestones are being applied at different levels and in different ways. They are bringing organisations in Scotland together in tackling poverty and disadvantage.

\(^1\) Poverty and Social Exclusion in Rural Scotland, A Report by the Rural Poverty and Inclusion Working Group 2001
Local as well as national strategy

Local authorities including Edinburgh and North Lanarkshire have chosen to apply the social justice targets and milestones to their own council areas and communities, enabling them to track progress against national trends and highlight inequalities between neighbourhoods. The milestones have been important in helping Social Inclusion Partnerships to be more effective by developing comprehensive strategies for local action which connect with regional and national priorities.

Community planning provides a process through which a local authority, other organisations and the local community come together to plan, provide and promote the well-being of their communities. It is an over-arching strategic process which should enable joined up working between public, private and voluntary agencies and provide the basis for the engagement of communities in the decisions which affect them. Involvement of local communities is central. Work to date on community planning and social inclusion partnerships confirms the benefits of effective public involvement by encouraging “ownership” of the process.

Securing improvement to services

Milestones are being used as the basis for outcome agreements – direct drivers of improved outcomes for local communities. For example social justice milestones underpin the terms of the Better Neighbourhood Services Fund – a new resource to help local authorities improve services in targeted areas of deprivation. By involving communities in the identification of priorities for the fund, we aim to ensure that outcomes are also aligned to local needs.

Strategic direction for agencies

Social justice targets and milestones are being incorporated into the formal policy guidance given by the Executive to agencies. For example the Policy Framework for the Enterprise Networks makes clear the role the Executive expects local Enterprise Companies to play in narrowing the gap in unemployment (milestone 24) and improving skill development in 16-19 year olds (milestone 7)

Measuring performance

Milestones are being adopted by organisations as performance indicators across different aspects of government. The Audit Commission performance framework for local authorities includes a requirement to report on educational performance of care-leavers (milestone 8). Milestones are included as indicators for Social Inclusion Partnerships. New Community Schools are also delivering services which relate to a number of the milestones. Also social justice will be taken into account in the implementation of the National Priorities for education and the Improvement Framework.4

Financial planning

Social justice helped shape the last Spending Review and we are taking steps to ensure that the distribution of the Executive's budget in the 2002 Spending Review will be linked with social justice targets and milestones. We are moving towards equality proofing of new policies and programmes.

Over time the embedding of the social justice targets and milestones into the fabric of Scottish government should increase further. Critical to this will be the development of Community Planning with a clear focus on tackling social exclusion, and increasing focus on out-comes and outputs as the means of accounting for resource utilisation and organisational performance.

4 Under the terms of the Educational Standards in Scotland's Schools etc Act 2000.
Introduction

Measuring poverty
Scotland is a wealthy country. On an international scale income levels are high and compared with many other countries social transfers through the tax and benefit system are substantial.

But inequality grew very rapidly particularly in the 1980s with the result that certain groups and people in certain places have fewer opportunities and are less able to participate.

There is no single way to measure social exclusion and poverty. The milestones in this report taken together, provide a good basis for assessing whether we are succeeding in reducing inequality and social exclusion. They are concerned with opportunities and attainment, about health, employment and life circumstances.

Low income in Scotland
Total proportion of people below 60% median income (after housing costs) has fluctuated around the 25% mark and stands at 23% in 1990/00 – as compared with 25% in 1996/97, in relative income terms. Because of the high rises in earnings of some people, the relative income poverty threshold has risen sharply – 8% in real terms since 1996/97. Overall therefore the incomes of this group have increased substantially in real terms. In absolute terms from the 1996/97 threshold, the proportion of people in low income households has fallen from 25% to 19%.

Measures of income are part of the picture. The measures of income used in this report are the same as those used by the UK Government, reflecting its responsibility for the main levers of change – tax and benefit policy together with employment policy. Figures which use 60% median income as the threshold for determining poverty (amounting to £250 before housing costs and £217 after housing costs per week, for a family with two children) are included throughout this report. Figures based on other percentage thresholds and mean figures are set out in full in the Technical Report which is published simultaneously.

Median or Mean?
As recommended by the European Eurostat Committee, the headline measure is based on median income of the whole population. This is a form of average based on distribution which reduces the distorting effect of the very small number of people on extremely high incomes and hence is preferred by statistical experts to the arithmetic mean which is more familiar to many people. However data on both measures is given in the technical report which accompanies this document. The absolute income indicator shows whether there is progress in reducing the number below a fixed low income measure 1996/97 figure (up-rated for inflation). The relative income measure looks at whether inequality is being reduced by monitoring progress against current low income; relative income takes account of rising average increases.
In some instances, the most recently available data does not fully reflect the impact of current policies. For example, the latest information on low income relates to the financial year 1999/2000. It does not therefore reflect all of the tax and benefit changes made or announced over the past 18 months. Other indicators (for example, workless households) do capture more recent trends.

National statistical measures are one way of understanding change in people's lives but they only tell part of the story. To track the impact on individuals in Scotland's most disadvantaged communities, panels have been established in 22 Social Inclusion Partnership areas, involving up to 500 people in each. Research is also being commissioned on participative understanding of poverty and exclusion, asking people themselves what it means to be in poverty, which was the subject of an article in last year's report.

**Working together in the UK to tackle poverty**

Our approach is built on the stable and growing economy which is being delivered by the macro-economic policies of the UK Government. Together the UK Government, the Scottish Executive and the other devolved administrations share goals of eradicating child poverty and tackling social exclusion. Sustained growth, high employment, and extra resources to invest in public services are being delivered. The UK Government has set out a clear strategy to provide work for those who can and security for those who cannot. The Executive is putting in place concerted action attuned to Scotland's needs across the devolved policy areas of health, housing, education, enterprise, transport and justice. The UK Government reports annually on progress in tackling poverty in the UK and this report is complementary to that document.

At the working level too, UK Departments are working with the Scottish Executive and agencies in Scotland to improve service delivery in Scotland. Innovative employment schemes to tackle unemployment “black spots” have been jointly developed by the Executive and the Employment Service. The Benefits Agency is engaged with improving the service to customers by participating in One Stop Shops in Social Inclusion Partnership areas and elsewhere which have proved successful. Improving benefit take-up is an important aspect of reducing poverty – particularly for older people. The Department for Work and Pensions has invited the Scottish Executive, representatives of local government and the voluntary sector in Scotland to work together to improve the up-take of key benefits for older people in Scotland.

**European Co-operation**

There is an increasingly important role for European co-operation on tackling poverty and social exclusion. Agreement was reached on objectives by the Nice European Council in December 2000 and National Action Plans on social inclusion are now prepared by all Member States. The Scottish Executive, local government and voluntary organisations contributed to the process of the preparation of the UK National Action Plan on Social Inclusion.

The European Structural Funds are designed to improve the social and economic cohesion of the Member States, through economic development and the support of community based projects. Structural Funds underpin a significant range of social justice milestones. Activity is concentrated in two areas that often overlap – community economic development and strategic economic development. Almost £1 billion is available over the period 2000-2006, delivered through five main programmes.
**Introduction**

**European programmes – delivering social justice**

- Highlands and Islands Special Programme (€200 million to 2006): aims include the development of human resources and support to rural communities;
- Objective 2 programmes in the south, east and west of Scotland, (£500 million to 2006): creating jobs for people through economic and social regeneration of areas undergoing structural economic change;
- Objective 3 programme across lowland Scotland (£310 million to 2006): addresses training and labour market needs with a focus on those who need most help to get into employment;
- EQUAL programme (£20 million to 2006): support for pilot projects to combat discrimination in the labour market.

**Working together**

The problems of poverty and social exclusion are deep rooted and have grown up over decades. Many organisations in Scotland have been working to overcome them for years. The social justice strategy provides a way of building consensus on where focus is needed and connecting national and local priorities. Only by working together can we deliver social justice for all.

The Scottish Social Inclusion Network is an important forum that helps steer strategy on social justice. Ministers value the advice that members provide. The role of the Network is as follows:

- Providing advice to Ministers on aspects of social justice policy
- Taking forward the development of aspects of the social justice strategy
- Contributing to the evaluation of social justice policy
- Enabling agencies and members to network and co-ordinate their approach to social inclusion.

Ministers have invited the Network to focus their work over the next few months on the further development of two detailed aspects of the strategy through two new short life working groups:

- **Equalities** – to help improve mechanisms for mainstreaming equality issues within the social justice strategy. This will take forward a number of the issues raised in the article in this report by Dr Fiona Mackay (page 110)
- **Empowering communities** – to make practical proposals for realising the empowering communities agenda.

In this report we have included four articles by independent academics and writers. These are intended to contribute to the understanding of our social justice strategy. The views expressed are the author’s own and not necessarily those of the Executive. They cover key issues for enhancing the development and implementation of social justice policy as follows:

- Inequalities in health
- Inequalities in education
- Gender mainstreaming
- Community planning.
Conclusion

The problems of poverty and social exclusion in Scotland are still great. We have made considerable progress in putting in place key initiatives which aim to prevent problems for the future and offer help and support for individuals and families experiencing poverty and social exclusion today.

There is no easy way to turn round the situation we inherited. There is much to be done to ensure that services are delivering for the most excluded and disadvantaged and to build effective partnerships between all those with a role to play. We are investing in the areas that will prevent poverty in the future – areas like health, education and skills. We are promoting the new approaches that involve and empower communities and excluded groups. We are focusing on what works and working with the service providers, in local government, in other parts of the public sector, in the private sector and in the social economy, working with whoever is best placed to deliver for the most disadvantaged.

This report shows that, building on a stable growing economy, we are making progress in key areas. We are determined to build on these improvements year on year to meet the commitments we have made.
### Introduction

<table>
<thead>
<tr>
<th>Milestone</th>
<th>Progress</th>
<th>Comments</th>
<th>See page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Reducing the proportion of our children living in workless households</td>
<td>✔️</td>
<td></td>
<td>20</td>
</tr>
<tr>
<td>2. Reducing the proportion of children living in low income households</td>
<td>✔️</td>
<td></td>
<td>21</td>
</tr>
<tr>
<td>3. Increasing the proportions of our children who attain the appropriate levels in reading, writing and maths by the end of Primary 2 and Primary 7</td>
<td>✔️</td>
<td></td>
<td>23</td>
</tr>
<tr>
<td>4. All of our children will have access to quality care and early learning before entering school</td>
<td>✔️</td>
<td></td>
<td>25</td>
</tr>
<tr>
<td>5. Improving the well-being of our young children through reductions in the proportion of women smoking during pregnancy; reductions in the percentage of low birth-weight babies; reductions in dental decay among 5 year olds; and by increasing the proportion of women breastfeeding</td>
<td>✔️</td>
<td>Low birth-weight indicator static</td>
<td>27</td>
</tr>
<tr>
<td>6. Reducing the number of households with children living in temporary accommodation</td>
<td>☆☆</td>
<td>Not yet measuring number of children in B&amp;B</td>
<td>30</td>
</tr>
<tr>
<td>7. Halving the proportion of 16-19 year olds who are not in education, training or employment</td>
<td>✗</td>
<td>Trend broadly constant</td>
<td>36</td>
</tr>
<tr>
<td>8. All our young people leaving local authority care will have achieved at least English and Maths Standard Grades and have access to appropriate housing options</td>
<td>☆☆</td>
<td>Data will be available in 2002/3</td>
<td>38</td>
</tr>
<tr>
<td>9. Bringing the poorest-performing 20% of pupils, in terms of Standard Grade achievement, closer to the performance of all pupils</td>
<td>=</td>
<td></td>
<td>39</td>
</tr>
<tr>
<td>10. Reducing by a third the days lost every year through exclusion from school and truancy</td>
<td>=</td>
<td>One indicator improving, one indicator not improving.</td>
<td>41</td>
</tr>
<tr>
<td>11. Improving the health of young people through reductions in smoking by 12-15 year olds, teenage pregnancies among 13-15 year olds, and the rate of suicides among young people</td>
<td>✔️</td>
<td>Two of the three indicators are moving in the right direction. Rate of suicide not improving</td>
<td>43</td>
</tr>
<tr>
<td>12. No one has to sleep rough</td>
<td>✔️</td>
<td>1st data now available based on qualitative findings. Not exactly comparable with earlier findings</td>
<td>46</td>
</tr>
<tr>
<td>13. Reducing the proportion of unemployed working age people</td>
<td>✔️</td>
<td></td>
<td>53</td>
</tr>
<tr>
<td>14. Reducing the proportion of working age people with low incomes</td>
<td>=</td>
<td></td>
<td>54</td>
</tr>
<tr>
<td>Milestone</td>
<td>Progress</td>
<td>Comments</td>
<td>See page</td>
</tr>
<tr>
<td>-----------</td>
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</tr>
<tr>
<td>15. Increasing the employment rates of disadvantaged groups, such as lone parents and ethnic minorities, that are relatively disadvantaged in the labour market</td>
<td>✔</td>
<td></td>
<td>56</td>
</tr>
<tr>
<td>16. Increasing proportion of students from under-represented, disadvantaged groups and areas in higher education compared with the overall student population in higher education</td>
<td>=</td>
<td>Latest Performance Indicators not available</td>
<td>58</td>
</tr>
<tr>
<td>17. Increasing the proportion of people with learning disabilities able to live at home or in a ‘homely’ environment</td>
<td>✔</td>
<td></td>
<td>60</td>
</tr>
<tr>
<td>18. Improving the health of families by reducing smoking, alcohol misuse, poor diet and mortality rates from coronary heart disease</td>
<td>✔</td>
<td>No new data, except on CHD</td>
<td>61</td>
</tr>
<tr>
<td>19. Reducing the proportion of older people with low incomes</td>
<td>=</td>
<td></td>
<td>68</td>
</tr>
<tr>
<td>20. Increasing the proportion of working age people contributing to a non-state pension</td>
<td>**</td>
<td>Data not comparable</td>
<td>70</td>
</tr>
<tr>
<td>21. Increasing the proportion of older people able to live independently by doubling the proportion of older people receiving respite care at home and increasing home care opportunities</td>
<td>✔</td>
<td></td>
<td>71</td>
</tr>
<tr>
<td>22. Increasing the number of older people taking exercise and reducing the rates of mortality from coronary heart disease and the prevalence of respiratory disease</td>
<td>=</td>
<td>1st data now available. CHD improving, respiratory data erratic</td>
<td>73</td>
</tr>
<tr>
<td>23. Reducing the fear of crime among older people</td>
<td>✔</td>
<td></td>
<td>76</td>
</tr>
<tr>
<td>24. Reducing the gap in unemployment rates between the worst areas and the average rate for Scotland</td>
<td>=</td>
<td></td>
<td>83</td>
</tr>
<tr>
<td>25. Reducing the incidence of drug misuse in general and of injecting and sharing of needles in particular</td>
<td>=</td>
<td></td>
<td>86</td>
</tr>
<tr>
<td>26. Reducing crime rates in disadvantaged areas</td>
<td>**</td>
<td>Reduction in crime rates for Scotland</td>
<td>89</td>
</tr>
<tr>
<td>27. Increasing the quality and variety of homes in our most disadvantaged communities</td>
<td>✔</td>
<td>Limited data, but investments making difference</td>
<td>91</td>
</tr>
<tr>
<td>28. Increasing the number of people from across all communities taking part in voluntary activities</td>
<td>✔</td>
<td>Not exactly comparable due to change of question in survey</td>
<td>93</td>
</tr>
<tr>
<td>29. Accelerating the number of households in disadvantaged areas with access to the Internet</td>
<td>✔</td>
<td></td>
<td>96</td>
</tr>
</tbody>
</table>

**Progress**

✔ data moving in right direction

= data broadly constant, no clear trend

✘ data moving in wrong direction

** insufficient data
Every Child Matters

Our Vision
A Scotland in which every child matters, where every child, regardless of their family background, has the best possible start in life

Context
Poverty of income and of opportunity in childhood are more likely to lead to poverty of experience as a young person and adult. Children from disadvantaged backgrounds can suffer a range of lasting problems: poor educational performance, more contact with the police and health problems. We need to lift our children out of poverty and make sure that every child is able to reach their full potential in an inclusive Scotland.

Deprivation can be passed down from one generation to the next. Early intervention and education is the most effective way to break this cycle. Sustained effort will be needed to change the future for Scotland’s poorest children.

Our long-term targets are to:
- Defeat child poverty in Scotland within this generation
- Ensure that all children in Scotland are able to read, write and count to a level appropriate for their ability on leaving primary school
Every Child Matters

Breaking the cycle of deprivation

We are implementing new integrated approaches which will help lift the present generation of Scotland's children out of poverty, overcoming the inherited effects of disadvantage.

The Sure Start Scotland programme is helping to promote a positive start in the lives of very young children. Funding has been distributed to local authorities who are working with the health service, voluntary sector organisations and local service providers to plan and deliver services with a focus on meeting the needs of families living in areas of deprivation. There is no fixed model of provision and different services will suit the needs of different areas, large or small, urban or rural. In many local authority areas, additional support is being provided to families through home visiting or centre-based provision which may include support to the parent, advice on child health and development and childcare. In Angus, for example, rural outreach teams have been developed to offer play and parenting support to families in outlying areas and mini family centres have also been set up in outlying areas.

Helping parents to raise their earning potential is crucial to breaking the cycle of poverty. As nearly half of all children who live in low income households live in a lone parent family, they need special help. There has been a significant increase in lone parents in work from 40% to 52% but this tends to be low paid work. Lone parents often need better qualifications to get work which will allow them to adequately support their families, but face barriers in accessing further or higher education. This is why we have recently launched a package of additional financial support to lone parents, making it easier for them to go to college or university. Around 3,500 lone parents in Higher Education are expected to benefit each year from the new £1,000 childcare grants. To improve guidance about work and careers for adults, we have recently made available an additional £9 million for careers guidance. Lone parents will be key beneficiaries.

We are giving parents the opportunity to take part in lifelong learning and to update their skills in order to move up the career ladder, primarily through the introduction of Individual Learning Accounts and through learndirect scotland (covered in more detail in “Every family matters”). In addition, on 1 April 2002, we will launch Careers Scotland, a national all-age careers service which will further strengthen the links between learning, skills and career options.

Since many disadvantaged families lack access to the most basic financial services, the UK Government is considering the need to promote saving and asset-ownership for all, with a particular emphasis on helping children in low income families. In April 2001, the UK Government launched a consultation on savings and assets proposals – The Child Trust Fund. This would be a universal account open to all children at birth, with an endowment paid by the Government. Around 60,000 children are born in Scotland each year and they would all benefit.

Co-ordination and co-operation

Poverty goes far beyond issues of income. It involves a lack of opportunity in employment, health, housing and education. We need to ensure that a range of different agencies are working together to help achieve our aim of eliminating child poverty.

New Community Schools address the fact that there are many factors which affect achievement at school and that it is necessary to look at achievement in the widest sense. On their own, schools cannot address all the barriers to children’s learning. The pilot programme of New Community Schools initiatives was launched in 1999 and was based on the American model of the full service school. New Community Schools are concerned with providing an integrated response to the needs and aspirations of each child, his or her family and the community. In New Community Schools, teachers, social workers, community education workers, health professionals and others play their part as members of a single team working together to provide the services which individual children need. Each pilot project is different as there is wide scope allowed for each local project to be tailored towards local needs. Through New Community

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1 The Executive has provided funding of £42 million from 1999-2002; funding will be maintained at £19 million per annum for the following 2 years

2 Lone Parents – can I afford to go to college? Leaflet at: www.scotland.gov.uk/library3/misc/lpac-00.asp

3 See Milestones 2 & 3 for details of UK Government tax and benefit initiatives to assist low income households with children

4 Savings and Assets for All – for details see: www.hm-treasury.gov.uk/press/2001/p53_01.html
Every Child Matters

Schools, the intention is to secure a step change in the attainment of children facing the destructive cycle of underachievement. There are currently 62 pilot projects involving more than 400 schools throughout Scotland.

In the past, services have often failed the most excluded children, in many cases due to their disjointed nature. With different agencies, and different branches within agencies focusing on similar problems, it is essential that services are well co-ordinated and integrated. The Executive has drawn together a team from local government, the NHS and the voluntary sector to produce an Action Plan to provide a focus for further work in this area.

To help take this work forward a Changing Children Services Fund has been introduced. The fund will focus on the most vulnerable children and will support proposals which have the backing of the local authority, relevant health body and the voluntary sector. The fund budget totals £81.5 million between 2001 and 2004. Part of this fund will be used to tackle drug abuse by or affecting young people. £18 million will be spent over three years of which £4 million has been allocated to local authorities this year (see milestone 25).

Milestones

There are six milestones designed to track progress towards ending child poverty and exclusion. The focus of the milestones is broad, from the health and welfare of women during pregnancy, to the income of households with children and improving attainment at primary school level. In this way our aim is not only to lift today’s excluded children out of poverty but to ensure that the children of future generations do not fall into poverty. These milestones are important because:

- children living in workless and low-income households are among the most vulnerable to poverty and social exclusion
- good educational performance in the early years is strongly linked to good educational attainment throughout school life and beyond
- children who enjoy good health from their earliest years are more likely to have healthy adult lives
Every Child Matters

Milestone 1

Reducing the proportion of our children living in workless households

Trend

Improvement: 15% of children living in workless households in 2001 compared with 19% in 1997—the baseline year. The 2001 figure is the lowest proportion since the analysis began in 1992.

Chart 1: Percentage of dependent children in workless households

Source: Labour Force Survey, Office for National Statistics

Making it happen

Parents are being helped into work by making the transition from benefits to work more financially rewarding and by tailored support meeting the needs of individuals. The UK Government has put in place a range of tax credits designed to make work pay for families. Working Families Tax Credit (WFTC) introduced in October 1999, is now helping around 114,000 families in Scotland. The Disabled Person’s Tax Credit (DPTC) was introduced to help working disabled people on a low income.

The barrier created by the need for childcare has been reduced due to the cumulative effect of various initiatives. These include an increased number of available, affordable and accessible childcare places and increases in the childcare tax credit component of WFTC and DPTC to £135 for families with one child and £200 for families with two or more children.

Changes to employment law, including better conditions for part-time workers, and the move towards more family-friendly practices are also helping to reduce the barriers to employment.

The welfare to work programme, including the New Deals, which is being delivered in partnership between the UK Government and the Scottish Executive, is helping those who need extra assistance in finding a suitable job. Three in four children living in workless households are in households headed by a lone parent. The New Deal for Lone Parents is, therefore, particularly important. Since October 1998, nearly 21,500 lone parents have participated in the programme in Scotland and 9,100 have already found work and a further 760 are currently on a training or education course. (See also milestone 15.)

Priorities for progress

- continuing to improve support for parents who want to return to work, including childcare (milestone 4)
- the UK Government will continue to support families with children who need extra help by enhancing the New Deal for Lone Parents to all lone parents rather than just those on income support
Reducing the proportion of our children living in low income households

Trend

**Improvement:** The proportion of children in relative low income households is 29% in 1999/2000 compared with 34% in 1996/1997 (after housing costs). In absolute terms (measured against 1996/97 low income threshold uprated to remove inflation) children in low income households is down from 34% to 25%.

The 1999/2000 data does not reflect the full impact of policies from the 1999 and subsequent Budgets, such as Working Families Tax Credit (WFTC), increases in child allowances in WFTC and Income Support child rates.

Chart 2: Proportion of children living in households below 60% of the median GB household income

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Source: Households Below Average Income : Department for Work and Pensions

Note: Information on a range of additional low income measures is provided in the technical report

**Making it happen**

The UK Government’s tax and benefit policies and welfare to work programmes are the main instruments for directly affecting the income of lower income families. For most families, starting work or increasing the hours worked is the most important route out of poverty.

The UK Government is making work pay by improving financial support for parents who are in work. Increases in the rates of Working Families Tax Credit and the National Minimum Wage guarantee an income of £225 per week to over 110,000 Scottish families. The Children’s Tax Credit which was introduced in 2001 provides further support to working families with children. It is worth up to £520 per year for around 400,000 Scottish families.

For some families work is not always an option. This may be because they or a member of their family have long term care needs or as a result of particular difficulties with childcare. As a result of recent improvements, by October 2001, a couple on income support with two children aged under 11 will be nearly £1,700 per year better off. As a result of the tax and benefit changes introduced since 1997, all households with children are on average £970 per year better off.
Every Child Matters

Factors other than tax and benefit rates will affect the level of income indicators. A drop in the number of workless families should reduce the number of children living in households with low income. However, increases in income across all households as the economy grows will result in an increase in the number of children in households with relatively low income, if their family’s income does not keep pace.

Priorities for progress

The UK Government is continuing to provide financial support for families by:

› child support reforms will be introduced from April 2002 which will let lone parents on income support keep up to £10 per week of their child maintenance

› a ‘Baby Tax Credit’ will be introduced from April 2002 for families with a child aged under one. A new Integrated Child Credit (ICC) to be paid to the main carer, is to be introduced to help families both in and out of work. The ICC is part of a package of new payable tax credits to be introduced from 2003

› consulting on the introduction of a Child Trust Fund – a universal account open to all children at birth, with an endowment paid by the Government
Trend

Improvement: since 1998/1999 (see technical document for details) there have been improvements across the board. Girls continue to outperform boys and both have increased at a similar rate.

Chart 3: Percentage of pupils attaining national test levels

Source: National 5-14 attainment levels: Scottish Executive

Making it happen

Class sizes for Primary 1 to Primary 3 are being reduced to 30 or fewer and this will allow schools and teachers to give their pupils greater attention. Primary schools are also appointing classroom assistants to provide support, with over half of the target of 5,000 already in place.

Local authorities are providing Early Intervention services aimed at tackling problems of literacy and numeracy from the earliest stage and are encouraging parents to become more involved in their children's education, throughout their school life. It is important to make a positive start on the journey through education and for parents to recognise the key role they can play in the learning process.

Detailed analysis has been undertaken on the differences in attainment by boys and girls. Gender differences are becoming more marked in the P7 figures than in those for P2. Research shows that gender differences in attainment have very early origins, that social background is a greater source of inequality and underachievement than gender and that differences in school outcomes are not necessarily predictors of career development.6

1 Level A in P2/3 and Level D in P7
2 Gender and Pupil Performance, Scottish Executive, Interchange 70
Every Child Matters

Burnfoot Primary School – a successful New Community School. In 1999, its own local authority, Scottish Borders, described it as having a “reputation as the most obviously failing school” in the area, with figures for 5-14 attainment in reading, writing and maths far below national and local authority averages.

The school has since been active in promoting pre-school groups, out of school activities, study support, youth work and parental involvement in continuing education courses as part of its strategy to improve attainment. To support this, successful working partnerships have been formed with key agencies to enhance the life and work of the school.

The improvement in attainment which has been achieved to date is impressive. Attainment in reading and writing has increased by 35% and 79% respectively since 1999.

The City of Edinburgh Council’s Family Learning Workers operate with 40 primary schools across the city. They work with parents within a context of social inclusion, with the aim of improving relationships between school and home and raising levels of achievement.

In 2000/2001, Family Learning projects benefited 1,154 children and 840 parents. Projects included:

- Home/school liaison for transition from primary school to secondary school
- Supporting transition from primary to secondary school for children from minority ethnic families
- Home/school liaison in connection with travelling families

Priorities for progress

- five National Priorities in education have been established to drive improving standards in schools, with each local authority and school incorporating these into their planning process.

  From 2002, school target-setting will be incorporated into this Improvement Framework, encouraging schools to seek continuous improvement in the outcomes of education for all of their pupils.

The five National Priorities cover:

- Achievement and attainment
- Framework for learning
- Inclusion and equality
- Values and citizenship
- Learning for life
Every Child Matters

Milestone 4

All of our children will have access to quality care and early learning before entering school

Trend

Improvement: The target in relation to pre-school education for 3 and 4 year olds is to meet parental demand in full by April 2002. By June 2001, some 97% of four year olds were attending a pre-school facility as well as 80% of three year olds; up from 67% on the previous year.

Chart 4: Participation in pre-school education

Source: Scottish Executive

Making it happen

Local authorities are on track to meet the target of full provision of pre-school education, in line with parental demand, across Scotland as a whole by April 2002.

A number of local authorities, such as Stirling Council and Borders Council, have delivered participation rates of 3 and 4 year olds in quality care and early learning above the national average. This has been achieved, in part, by developing partnerships in the voluntary and private sectors which equal or exceed the number of their own centres. The voluntary and private sector make up 43% of centres in Stirling and 56% in Borders.
Every Child Matters

Priorities for progress

› affordable and accessible childcare in every neighbourhood

With services on-track to deliver our target on pre-school provision, the priority is now childcare. Childcare services to support working parents are recognised as critical to the success of economic development as well as social inclusion policies. All local authorities, with their Childcare Partnerships, have been working to identify priority needs for expansion, to encourage new provision on stream, and to build up the childcare workforce, its skills and qualifications. To achieve this they are working closely with providers and agencies in the private and voluntary sectors and elsewhere in the public sector, including NHS Boards, enterprise companies and the employment service.

Increased resources are being made available for our childcare strategy which includes initiatives to enable the further and higher education sectors to increase childcare allowances for students. These initiatives include:

i) 5,000 new childcare workers by the end of academic year 2002. Nearly 2,000 workers had been trained in childcare by March 2001; and

ii) increased versatility in provision, providing parents with a range of services for both pre- and school-age children. This is particularly important in disadvantaged areas.

An increasing number of Childcare Partnerships are recognising the value of true partnership arrangements to meet parent’s needs. Authorities, such as Midlothian and East Lothian, are using additional training resources made available to develop strategies for all staff involved in childcare to improve the quality of the provision offered. North and South Lanarkshire are working with colleges of further education to provide training, including for the unemployed, up to HNC level in childcare. This along with job rotation and placement schemes is also expanding the quality of provision available.

Access to pre-school and childcare provision, is a particularly crucial issue for rural communities. This has been highlighted over the past twelve months by two major studies – a report by the Scottish National Rural Partnership into service provision7 and the work of the Rural Poverty and Inclusion Working Group8. Both of these groups have acknowledged the difficulties experienced by some parents in rural communities in accessing pre-school and childcare provision.

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7 Services in Rural Scotland: www.scotland.gov.uk/library3/development/snrp-00.asp
8 Poverty and Social Exclusion in Rural Scotland: www.scotland.gov.uk
Every Child Matters

Milestone 5

Improving the well-being of our young children through reductions in the proportion of women smoking during pregnancy, the percentage of low birth-weight babies, dental decay among 5 year olds, and by increasing the proportion of women breastfeeding

Trend

Improvement: There has been a slight reduction in the number of women smoking at the start of their pregnancy, which now stands at around 25%.

Women in deprived areas are three times more likely to smoke during pregnancy than those in the least deprived areas, however, levels are reducing at a similar rate.

The percentage of single babies born with low birth weight has remained at around 2.5%, with females more likely to be low birth weight than males.

The percentage of five year olds free from dental caries now stands at 45%, the highest level since the survey began, with little difference between girls and boys.

There has been a gradual increase in the proportion of women breastfeeding to around 35%. Women in deprived areas are less likely to breastfeed but levels are increasing.

Chart 5a: Healthy start indicators

Source : ISD, NHS Scotland

* Figure for women smoking at the start of pregnancy in 2000 is provisional
Every Child Matters

Chart 5b: Proportion of women smoking at start of pregnancy by deprivation category

Source: ISD, NHS Scotland

Chart 5c: Proportion of women breastfeeding by deprivation category

Notes: The figures cover 9 of the 15 NHS Boards in Scotland
The figure for 2000 is provisional
The information includes breastfed and a mixture of breastfed and bottle fed.

Chart 5d: Percentage of 5 year olds free from dental caries

Source: Dental Health Services Research Unit: University of Dundee
Making it happen

Improved health for young children is being promoted through local and national projects – many of which use fresh approaches to engaging with disadvantaged communities and groups.

We are working in conjunction with the Health Education Board Scotland (HEBS), Action on Smoking and Health Scotland to raise awareness of problems caused by smoking during pregnancy. Some NHS Boards/Trusts are providing specialist services for pregnant women. The key to making progress is for women themselves to decide to change their behaviour.

Babies who weigh too little are more likely to die as infants, or if they do survive, to be disabled. Infant death rate, at 5 per 1000 of resident population, is a quarter of the level in 1970. We are tackling the problem of low birth-weight babies by a number of different policies aimed at reducing/ceasing smoking and improving diet and lifestyle.

Irrespective of the birth-weight, breastfeeding has been shown to make healthier infants. In addition to their normal range of supporting material, HEBS have been running a TV advertising campaign in order to promote the health benefits of breastfeeding. The Breastfeeding in Scotland website10 helps inform expectant and new mothers. NHS Boards are responsible for promotion of breastfeeding locally and a national breastfeeding adviser provides them with support and advice.

A project is underway which includes the free distribution of a toothbrush and toothpaste to all children at the age of eight months and targeted distribution to pre-school children aged 1-3 years in areas of deprivation.

Priorities for progress

- consultation is planned on children's oral health which will seek views on a range of measures. This will include ways in which the benefit of fluoride can be made available, for example, through the fluoridation of public water supplies or by means of fluoridated drinks or tablets

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10 Breastfeeding in Scotland website: www.show.scot.nhs.uk/breastfeed
Every Child Matters

Reducing the number of households with children living in temporary accommodation

**Trend**

We are improving our statistics so that we can begin to monitor the number of families in temporary accommodation, and in particular the number of children living in bed and breakfast. Just under 40% of households in temporary accommodation include children. From December 2001 we will have more detailed information that will allow us to track the numbers of families with children in bed and breakfast accommodation.

**Chart 6: Number of households in temporary accommodation: March 1998-March 2001**

Source: Scottish Executive

**Making it happen**

Inappropriate use of bed and breakfast accommodation for families damages the education and quality of life of children. Local authorities were given extra funding of £5.3 million last year to reduce the use of bed and breakfast for homeless families. It is not yet possible to evaluate fully the effects of this, but early indications are that it has had significant benefits. For example in September 2000, Glasgow City Council placed 54 families in bed and breakfast, but by September 2001, with the acquisition of 50 furnished flats specifically aimed at homeless families, only four families were accommodated in bed and breakfast.
The Housing (Scotland) Act 2001 has increased the rights of homelessness applicants who were not previously assessed as being in priority need. In future, local authorities will have a duty to provide a person assessed as homeless with at least temporary accommodation, advice and assistance to find permanent accommodation. As a consequence of these strengthened rights, the number of people in temporary accommodation is likely to increase. However at the same time, local authorities will be addressing the specific needs of families, who are in priority need, to ensure that they are not inappropriately accommodated, particularly in bed and breakfast accommodation.

Priorities for Progress

› delivering a new strategic approach to tackling homelessness. The Housing (Scotland) Act 2001 placed a duty on local authorities to carry out assessments of the extent and nature of homelessness in their area, and to prepare homelessness strategies. These assessments and strategies will address the provision of temporary accommodation, including appropriate temporary accommodation for families with children. Communities Scotland will regulate the delivery of these strategies.
Every Young Person Matters

Our Vision

A Scotland in which every young person has the opportunities, skills and support to make a successful transition to working life and active citizenship

Context

This is a pivotal time in a person’s life. Some young people have difficulty making the transition to adulthood and work and we need to ensure that they are helped along the way and do not fall behind their peers. We need to increase participation and attainment whilst young people are within the school system. It is particularly important to target those who are most at risk of becoming detached from education, who will find it difficult otherwise to find work throughout their lives.

Our long-term targets are to:

› Make sure that every young person leaves school with the maximum level of skills and qualifications possible
› Make sure that every 19 year old is engaged in education, training or work
Every Young Person Matters

Young people who are not in education, training or employment are more likely to have low academic attainment and to have truanted from school. There are also strong links with intergenerational risk factors such as coming from families with at least one unemployed parent. As indicators of risk of experiencing social exclusion, these educational and family factors are stronger than any local factors, such as area deprivation or the local employment rate.

Certain groups of young people are particularly vulnerable and we need to ensure that they have all the support they need to overcome disadvantage and exclusion. Priority groups include teenage parents, people who are homeless and sleeping rough and children in local authority care.

Improving achievement

Young people who display behaviour problems at school tend to be among those most in danger of developing truancy habits or even school exclusion. In January 2001, we established a Discipline Task Group including representatives from parents organisations, teaching unions, the Children’s Panel System and others. Among the Group’s broad remit was to examine ways to further involve parents in motivating and supporting their children and to foster positive attitudes towards education. The Discipline Task Group’s report was published in June 2001.

Related to poor discipline is the problem of bullying. Over the years a range of guidance has been issued on tackling bullying. The guidance stresses that schools should have a clear policy to which the staff, pupils and parents are committed. In 1999, the Anti-Bullying Network was launched. The Network’s website offers guidance and information on tackling school bullies. It is aimed at parents, young people, teachers and other members of the school community in Scotland.

The Scottish Executive and key business players are jointly providing funding of £5 million over the next 3 years to make enterprise education available in Scotland. It is focused on 5 - 14 year olds in 2,300 primary and 400 secondary schools. The programme is to be rolled out from August 2001, inviting education and business partners across Scotland to access funds for local operating plans.

Enterprise education is about changing cultures and attitudes. The project will involve a range of classroom activities to develop skills for the workplace, and “can-do” attitudes; also business links and out-of-school experiences to help cultural change amongst schools and teachers. It does this by developing team working and communication skills, including out-of-classroom experiences which also give young people an insight into the worlds of work and enterprise.

Widening access to post-compulsory education

As is mentioned overleaf, our aim is to ensure that every 19 year-old is engaged in education, training or work. This ties in with our commitment to make further and higher education more accessible to all people from under-represented groups such as those from less affluent backgrounds, disabled people, those from ethnic minorities and lone parents.

*The Anti-Bullying Network website can be found at: www.antibullying.net*
Health and welfare

Young people's health and welfare is of particular concern, as it is at this stage in life that negative trends can develop which can have a significant and lasting effect. The health and wellbeing of children and young people can also affect their ability to achieve and their confidence to learn.

**Suicide** is a significant cause of death amongst young people, especially young men. Because of the wide range and complexity of factors which influence suicide (personal, health, cultural, social, economic and others) a long-term programme to tackle suicide and self-harm is being considered. We are currently planning the introduction of a telephone helpline for people, particularly young men, who have feelings of depression or who may be at risk of suicide.

As Scotland has one of the highest rates of teenage pregnancies in Western Europe this is another area where we are committed to targeting resources. Each year, many thousands of teenagers have to deal with the consequences of an unplanned pregnancy. Through social and health education in schools, we are working to develop a culture that is not about ignorance and low self-esteem but is about informed choices based on better access to good health education. Better public health education, such as our work with HEBS, which included mass media campaigns (i.e. the recent “STiNX” and “Alien” television commercials), is working to reduce the number of young people who take up smoking.

Welfare to work programme

Outwith the education system, welfare to work programmes are helping more people than ever into work. The UK Government, working in partnership with the Scottish Executive, are continuing to deliver the New Deal for Young People. This is tailored for young people who have had difficulty finding work and have been claiming Jobseekers Allowance for six months or more. Since being introduced in April 1998, 36,700 young Scots have secured jobs through the New Deal. In addition, the Executive's New Futures Fund provides targeted assistance for young people who have particular problems to overcome before they can enter the job market (e.g. homelessness, drug misuse).

Milestones

There are six milestones measuring the progress excluded young people make from childhood to adult life. Teenage years can be pivotal. There are difficult academic hurdles to be overcome as well as the transition from school to work but there are additional pressures which can potentially affect young people's physical and mental wellbeing. Our milestones are important because:

- young people who fail to make the transition from school to education, training or work are at serious risk of exclusion in their adult lives
- young people leaving local authority care are among the most vulnerable and figure disproportionately highly among the homeless, unemployed and other excluded groups
- homelessness – especially rough sleeping – is the most extreme form of social exclusion and cannot be acceptable in a caring society
Every Young Person Matters

Milestone 7

Halving the proportion of 16-19 year olds who are not in education, training or employment

Trend

Small Increase: 14% of 16 – 19 year olds are not in education, training or employment – an increase of 1% over the 1999 figure.

Chart 7: Percentage of 16-19 year olds not in education, training or employment

Source: Labour Force Survey, Office for National Statistics

Making it happen

The number of young people aged 18-24 who have been unemployed for over six months is now under 4,000, 76% lower than in 1997. New Deal for Young People has helped 36,500 young Scots into work since the programme began.

Despite youth unemployment falling and more young Scots in further and higher education than ever before there remains a hard core group of around 33,000 young people who are not in education, training or employment. However, this is not a homogeneous group. Some of these young people are not actively seeking work, for example, due to caring responsibilities or because they are travelling. Research indicates that the group contains a higher proportion of females, that around half the group are registered unemployed and actively seeking employment, but that females are more likely to have caring responsibilities. This suggests that policy priorities need to focus on the different needs of these individuals.

Helping young people to improve their life chances is a major part of the work of Social Inclusion Partnerships, schools and colleges and training and enterprise agencies. The voluntary sector has a key role to play here and they are particularly good at reaching out to young people.

Moray Youth Action provides excluded and vulnerable young people and their families with support that is goal orientated, needs led and person centred, to enable them to regain and retain control of their own lives and remain in their own homes and communities. Funded (in part) by Moray Youthstart Social Inclusion Partnership, the project employs around 30 staff and works with up to 120 young people each week. Among its various programmes is the Moving On Team, offering a simulated work experience workshop and liaison with local education establishments to provide work experience to young people who have had difficulty sustaining a mainstream education.
Every Young Person Matters

Improving attainment and engagement at school is critical. Around 7,500 of the most needy young people will receive financial support to stay on at school or college this year. Local authorities administer the Education Maintenance Allowances programme, which received extra funding in 2001 to extend the pilot areas. This in turn will help in our drive to make further and higher education a possibility for more young people.

Training programmes such as Skillseekers and New Futures Fund provide direct ways of engaging young people in training and are becoming more attuned to meeting the needs of disadvantaged and excluded young people.

Priorities for progress

› preventing young people opting out by continuing to **address underachievement in schools**

› **tailored support for the most vulnerable young people** which joins up service provision.

Sixteen multi-agency Inclusiveness Projects, supporting the most vulnerable young people will be operational by the end of 2001. With a fund of over £15 million over the next three years, the Careers Service companies (who manage the projects) will employ 125 new key workers to provide individual support.

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**Launchpad – a “one-door” service into employment**

This is a joint Social Work / Careers Service project in Glasgow aimed at getting young people (many from residential care) into employment. Many of the young people who use the facility have multiple problems (literacy, numeracy, homelessness etc) or parenting responsibilities. They are offered supported and tailored learning, guidance, advocacy and emotional support.
Every Young Person Matters

Milestone 8

All our young people leaving local authority care will have achieved at least English and Maths Standard Grades and have access to appropriate housing

Trend

Not available: However, from 2002 annual statistical returns from local authorities will be required to provide details of the educational achievements of care leavers.

Making it happen

Local authorities have a duty to provide throughcare and aftercare services for the young people they have looked after. This is intended to assist the young person in making the transition into independent or semi-independent living.

A report of the joint HMI/SWI Inspection into the education of looked after children ‘Learning with Care’ was published on 5 March 2001. The report highlighted that many of the young people sampled did not have statutory care plans. There was a lack of recognition that young people in care require extra support to maintain continuity of education and to realise their potential. Councils are to respond to all the recommendations in the inspection report, noting the action they have taken or propose to take to support the educational needs of looked after children.

New planning materials are helping local authorities to give a greater focus to the key needs of looked after children, especially their educational progress. In addition, changes made to the education system through Higher Still, New Community Schools and the introduction of Personal Learning Plans will play their part in supporting the attainment of looked after children.

Priorities for progress

- measuring and improving attainment against the milestone. Although full statistical information will not be available before 2002, it is hoped that an indication can be obtained from the information submitted by Councils before the end of October 2001. Scottish Ministers will make available to local authorities by the end of 2001 up to £10 million to provide books, equipment and homework materials to improve the educational attainment of every looked after child in local authority care.

- improving throughcare and aftercare services for looked after young people. A working group is currently looking at the provision of throughcare and aftercare services in Scotland, including improving multi-disciplinary working. It will also consider how to prepare for the transfer to local authorities of the responsibility to provide financial assistance to 16-17 year olds leaving care. Young people’s advocacy groups are involved in this work. Recommendations for improvement should be received by Ministers before the end of 2001.

- ensuring that young people leaving care are able to secure appropriate accommodation and support. Currently, young people with a care background make up a high proportion of homeless people. The Homelessness Task Force which is due to report in December 2001, is likely to make recommendations to give greater prominence to preparing young people for life after care, and to improving support for young people to sustain independent living. Information in local authority plans will start to measure the demand for, and effectiveness of, different types of accommodation for those leaving care.
**Trend**

**No change:** The performance of the poorest-performing pupils is up from 1999, broadly in line with increases for the rest of pupils.

**Chart 9: Average tariff scores in S4**

Source: Scottish Qualifications Authority

**Making it happen**

We are supplementing our national policies on improving educational standards, by discrete programmes to drive forward change and develop excellence in tackling underachievement.

**Building home school links.** It is important that parents recognise the key role they can play in the learning process and that local authorities help them with the necessary skills. The Scottish Executive is providing earmarked funding to encourage local authorities to provide study support and to encourage parents to become more involved in their children's education, throughout their school life. We also want to ensure that all secondary schools provide out of school hours learning. Study support for pupils can have a significant impact on levels of attainment, motivation and self-esteem.

**Tackling the biggest challenges.** Sixteen local authorities, with a history of low achievement within some of their schools, are working to raise standards of attainment, with help from Education Action Plan funding.

**Integrating services.** We are investing over £37 million in our New Community Schools pilot programme, aiming to promote social inclusion and raise educational standards. We believe that children should be given the opportunity to realise their full potential. Over 400 schools are benefiting from funding to provide integrated services to those whose life experiences have a detrimental effect on their school attainment, and we hope to double this by 2004. By addressing the all-round needs of the individual, we expect pupils to leave school with relevant skills, be well motivated with high self-esteem, and equipped for adult life – hence reducing the risk of social exclusion.

Learning environments within schools are important and so we are providing education authorities with additional funding for the improvement of school buildings under the New Deal for Schools and to improve ICT facilities. We are also supporting public-private partnership projects in ten authorities with a capital value of more than £500 million.
Every Young Person Matters

In rural areas, the provision of out of hours school learning needs to be linked with the provision of school transport, to ensure that those pupils who rely on school transport are not excluded from benefiting from these opportunities.

Priorities for progress

› developing an Improvement Framework under the National Priorities for Education which will drive improving standards in schools for the poorest performing pupils. (See milestone 3)
› raising standards of educational attainment for all in schools, especially in the core skills of literacy and numeracy, is considered a key outcome of the National Priorities. The White Paper, Targeting Excellence: Modernising Scotland’s Schools, set out the main elements of a national strategy to improve pupils’ attainment in literacy and numeracy. These are:
   i) expanding the Early Intervention Programme which seeks to raise attainment in literacy and numeracy in the early stages of primary school to a total of £60 million over 5 years from 1997/1998 to 2001/2002;
   ii) provision of £15 million over 3 years from 1999/2000 to 2001/2002 from the Excellence Fund for Schools to support family literacy schemes and the provision of home-link teachers;
   iii) assisting teachers to improve their skills in teaching literacy and numeracy;
   iv) setting targets for improvement in reading, writing and numeracy.
Trend

Exclusions: improving

Truancy: increase

The schooling time lost through exclusions has gone down (as a result of a reduction in the average length of an exclusion). Levels of unauthorised absence in both primary and secondary schools have risen slightly from previous years.

Chart 10a: Unauthorised absences

Source: Scottish Executive

Chart 10b: Number of half-days lost through temporary exclusions

Source: Scottish Executive

Making it happen

Effective learning and teaching is much easier to achieve where a positive ethos and good discipline prevail. A school with such an ethos will encourage achievement, celebrate success, have high expectations of every child, have lower exclusion rates and fewer discipline problems. The Discipline Task Group made recommendations in June 2001 to improve school discipline. We are already taking action on a number of fronts and we have produced an Action Plan for the future.

Four schools in North Lanarkshire are piloting an initiative aimed at reducing truancy and exclusion. Around 80 pupils will benefit from two years of vocational training with the emphasis on team building and leadership. The Skill Force initiative will employ three retired military instructors and will help equip pupils with the skills and confidence they need once they leave school.
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**Priorities for progress**

- setting up a national unit to promote best practice on school discipline and better behaviour
- support for ‘staged intervention’ pilot programmes through the Framework for Intervention initiative
- review of the Executive’s Excellence Fund to enable greater flexibility in responding to local needs, including the use of funds to support positive behaviour plans as well as alternatives to exclusion
- examining planned funding to enable the provision of in-class and out-of-class support
- mentoring of junior pupils by senior pupils
- review of initial teacher education and continuing professional development to identify skills teachers need for good classroom management
- continued support for activities which contribute to the development of a positive school ethos
Improving the health of young people through reductions in smoking by 12-15 year olds, teenage pregnancies among 13-15 year olds, and the rate of suicides among young people

**Trend**
There is a downward trend in smoking amongst young males in recent years, but the level for young females remains constant.

After a fairly static period, the rate of teenage pregnancies per 1,000 females aged 13 to 15 shows a slight fall.

Over the last few years suicide rates for males aged 11 to 24 have increased slightly. Female suicide rates have stayed fairly stable over the period, and are much lower than among males.

**Chart 11a : Percentage of 12-15 year olds smoking regularly**

Source: Office for National Statistics/National Centre

**Chart 11b : Teenage Pregnancies : Rate per 1,000 females aged 13-15 (3 year average)**

Source: Information and Services Division : NHS Scotland
Every Young Person Matters

Chart 11c: Suicide among teenagers and young people: Rate per 100,000 people aged 11 to 24 (3 year average)

Source: Information and Services Division: NHS Scotland
General Register Office for Scotland

Making it happen

Schools have a role to play in a number of the developing health strategies covering drugs, sexual health, alcohol, smoking, diet, and mental wellbeing.

HEBS are targeting young people for health education about the effects of smoking. The recent "STiNX" and "Alien" adverts, designed to reduce the number of young people who take up smoking, were highly praised. Trading Standards are improving the enforcement of the law restricting sales to under 16’s. In addition, the Scottish Executive in partnership with key players in the hospitality and licensed trade launched a voluntary charter for smoking in public places in 2000.

Mental health is a priority for the NHS in Scotland and we are looking for ways to overcome the stigma which can be attached to poor mental health. A draft Framework for the Prevention of Suicide and Self-Harm² was launched for consultation in October 2001. The draft Framework is part of a drive to recognise and tackle the wide range of different types of suicidal behaviour, as well as the factors that contribute to them.

For young people in particular, bullying can cause stress and can be an underlying factor in depression and attempted suicide. A range of guidance and training on tackling bullying is available through the Anti-Bullying Network and website and we are funding the Childline Scotland Bullying Helpline.

Access to information and advice on sexual health is important. Sex education in schools, following education authority guidance, is an important aspect of every child’s personal and social development. However, research shows that some young people need this in a user-friendly non-judgemental way.

The Healthy Respect national health demonstration project is testing action to promote sexual health and reduce unplanned teenage pregnancies and sexually transmitted infections among young people in Lothian. The aim is to help young people make better choices about sexual activity. The project is working with several priority target groups and in areas of deprivation and is supporting different organisations and groups to work together in new ways. The Healthy Respect project is to launch a website in late 2001.

¹ www.show.scot.nhs.uk

Social Justice Annual Report 2001
Priorities for progress

- developing a framework for suicide prevention and introducing a telephone help-line for young men who are at risk of suicide
- ensuring that lessons learned from the Healthy Respect project and examples of good practice are shared across the whole of Scotland
- HEBS will continue to target young people and are developing a range of pilot smoking cessation projects targeted at school age children
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Trend
Fewer people now need to sleep rough and the incidence of rough sleeping appears to be decreasing.

Investment in targeted accommodation and services combined with a much improved response across sectors in addressing the needs of people sleeping rough, or at risk of doing so, has achieved a significant reduction in the need to sleep rough in Scotland. Observation from experience and practice amongst those tackling rough sleeping in Scotland indicates that the problem is reducing. New initiatives recently funded, additional capital projects and the impact of related policy initiatives, investment and new legislation will further assist in removing the need for anyone to have to sleep rough.

This year a comprehensive annual exercise has been initiated to help assess progress in meeting this target. The first stage of this exercise, collection of quantitative data, was conducted in May 2001. This will be repeated in autumn 2001 and thereafter a qualitative assessment will be conducted with local authorities and their Rough Sleeping Initiative (RSI) partners. Together, these strands will provide the baseline against which to assess progress towards achievement of the target.

The first stage of the research has illustrated a much increased capacity in direct access accommodation for people sleeping rough or at risk of doing so. In many areas with direct access accommodation we have found that there are often more beds available than the number of people reporting sleeping rough. Our initial findings however do highlight a number of circumstances where, whilst accommodation is available, there is disconnection between the person sleeping rough and the available accommodation. In many cases this appears to be as a consequence of the more complex needs of the rough sleeper and indicates that issues of accessibility, managing support needs and care planning are priorities for further improvement.

Findings from the first data capture in May 2001 also indicate that the number of people sleeping rough on any given night across Scotland averaged 64. The daily average figure in Glasgow was 23, with 19 in Edinburgh and 22 across all of the other local authorities in Scotland.

Table 12: Daily average number of people who ‘slept rough last night’

<table>
<thead>
<tr>
<th>Daily Average</th>
<th>All</th>
<th>&lt;16</th>
<th>16-24</th>
<th>25-40</th>
<th>41+</th>
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<tr>
<td>Number</td>
<td>64</td>
<td>0</td>
<td>16</td>
<td>29</td>
<td>17</td>
<td>1</td>
</tr>
<tr>
<td>%</td>
<td></td>
<td>0</td>
<td>25%</td>
<td>45%</td>
<td>27%</td>
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<table>
<thead>
<tr>
<th></th>
<th>Gender</th>
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<th>Female</th>
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<td>Number</td>
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<td>10</td>
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<td></td>
</tr>
<tr>
<td>%</td>
<td>84</td>
<td>16</td>
<td>0</td>
<td></td>
</tr>
</tbody>
</table>
Making it happen:
Information from the initial study confirms that ensuring no-one has to sleep rough means tackling often deep-seated problems in a co-ordinated way whilst working towards resettlement. Problems to be tackled may include substance misuse, poor health, adverse social circumstances and unemployment.

Increased funding has been made available to the Rough Sleepers Initiative to a level of £42 million between 1997 and 2002, and in addition, annual funding at £10 million per year will be maintained until 2004.

Future funding for local Rough Sleepers Initiatives will be released to local authorities on the basis of Local Outcome Agreements which will ensure continued effort whilst allowing the authority greater flexibility in the application of funds. Outcome Agreements will become an integral part of the local authority’s homelessness strategy. In addition Unified Health Boards are now preparing Health and Homelessness Action Plans, forming a key part of local authorities’ homelessness strategies and subject to monitoring through the NHS Performance Accountability Framework.

The recommendations of the Glasgow Street Homelessness Review Team are being taken forward to tackle the particular problem of overlarge and outdated hostels for homeless people. A further £12.5 million has been made available to Glasgow, up to 2004, to support this programme.

The Housing (Scotland) Act 2001 increased the rights of homeless people and the duties placed upon local authorities. In particular it gives all people assessed as homeless the right to temporary accommodation and advice and assistance. The relevant section of the Act is expected to come into force in the second half of 2002.

Priorities for progress
- **developing an integrated response to people with complex needs.** A number of issues were regarded as obstacles for individuals in finding accommodation, chiefly relating to substance misuse, behavioural problems and the perception that no accommodation is available. The initial research results suggest that the principal reason for hostels refusing to accommodate individuals, when space was available, related to the lack of capacity to manage the combination of complex problems presented by individuals. This indicates that better co-ordination is required of the supply of accommodation, its accessibility and appropriate support to ensure that it is effectively geared to providing solutions to those with the most complex needs. As local authorities and Unified Health Boards review progress and current services, they will be looking in particular at those groups which are not engaging with current services and examining how all services should be responding.

The Old Town Housing Association ‘Wet House’ in Edinburgh accepts an element of continued drinking by clients, in its service. The ‘Wet House’ provides accommodation and support for vulnerable homeless men who have an active alcohol addiction, possibly combined with mental health or associated behavioural problems.

- **prevention.** The Homelessness Task Force’s report, to be published this winter, will make recommendations on the prevention and alleviation of homelessness, including rough sleeping. Local authority homelessness strategies will in particular be required to develop effective preventative action, and local RSI programmes will be required to ensure that robust action to prevent rough sleeping is a priority.
FROM MILK TO FAMILY MEALS
Every Family Matters

Our Vision

A Scotland, in which every family is able to support itself – with work for those who can and security for those who cannot

Context

Every family in Scotland should be able to contribute to and engage in Scotland’s life and economy. Everyone should have a chance to succeed, be able to fulfil their potential and support their families. We want to build a more inclusive society, making work pay and providing support for those who cannot work. We want to break down the barriers of discrimination and disadvantage for those at the margins of society.

Our long-term targets are to:

› Achieve full employment in Scotland in the modern sense of opportunity for all
› Ensure that everyone has the opportunity to undertake some form of learning to widen their knowledge and skills
Every Family Matters

Making work available and accessible

For most people work is the most effective route out of poverty. After the high levels of unemployment experienced in the 1980’s, employment opportunities have greatly improved. However, there are still pockets of relatively high unemployment in some areas and certain groups of people who continue to experience particular problems in finding work or are in low paid employment. Both the Executive and the UK Government are committed to seek ways of helping all unemployed people into work.

There are still many people who lack the necessary qualifications, training or perhaps just the basic skills which would allow them to take up employment. We recognise that the problem of poor levels of adult literacy and numeracy represents a fundamental skill deficit which requires to be addressed. Research shows that the problem of poor literacy and numeracy skills covers all parts of Scotland but is significantly worse in areas of disadvantage. £22.5 million of new funding has been allocated over the 3 years from April 2001 to March 2004 to help tackle this problem.¹

The majority of these new funds (£18.5 million) will be allocated to Community Learning Strategy Partnerships and will be used to create new learning opportunities for those seeking help with literacy and numeracy. The remaining funds will go towards national initiatives, alongside – and in support of – the work of the local strategies. These will include a new ‘National Development Engine’ on Adult Literacy and Numeracy within Communities Scotland, more research, pathfinder projects, a new curriculum and learning methods (such as e-learning options) and a national resource base. The overall goal is to produce over time a world class adult literacy and numeracy service for Scotland.

There are some vulnerable people whose particular difficulties mean that they require additional support before they are ready to move towards employment. Our New Futures Fund is managed by Scottish Enterprise and Highlands and Islands Enterprise. Primarily aimed at those aged 16-34, it is an initiative unique to Scotland which provides intensive support and help for unemployed people suffering from serious disadvantage in looking for work. Such disadvantage includes disability, homelessness and drug misuse.

Unlike other mainstream programmes, New Futures Fund (NFF) initiatives offer:

- Flexibility to work with clients over a longer period
- Flexibility and scope to combine a range of social and economic activities
- A client-centred approach with staff who are sensitive to the needs of clients

Many NFF projects help vulnerable people get access to holistic support in one place rather than through a variety of different agencies. This includes young people leaving care, people wanting to come off drugs, people wanting to move out of prostitution and those leaving prison.²

¹ Adult Literacy and Numeracy in Scotland report is available on: www.scotland.gov.uk/who/elld/alt.asp
² The New Futures Fund has now been given a further £15 million funding for an additional 3 years, i.e. 2002-2005
Lifelong Learning

The Scottish Executive wants to develop a “learning society” in Scotland in which everyone, from whatever background, routinely expects to learn and upgrade skills throughout their life. This will require a considerable change in attitudes to learning, in numbers undertaking learning and in delivery methods and should lead to the establishment of a culture of lifelong learning for the working population.

Training for Work, our national adult training programme, targeted at those aged 25 or over who have been unemployed for 26 weeks in the previous 52\(^1\). The programme is delivered through the network of Local Enterprise Companies. The programme aims to help people improve their work related skills (particularly basic skills and IT) through the provision of appropriate training and structured work activity in line with their needs.

Scottish UfI Ltd, is the company established by the Scottish Executive in December 1999 to stimulate the demand for and increase participation in lifelong learning through its \textit{learndirect scotland} services. \textit{learndirect scotland} is Scotland’s one-stop-shop for learning opportunities. Access to advice on learning opportunities, funding, childcare and more, is available via their freephone helpline and website\(^4\) – or through a growing national network of \textit{learndirect scotland} branded learning centres.

Careers Scotland will be established on 1 April 2002 with the aim of ensuring that all Scots have the skills to get the best job that they can. The launch of a national all-age careers guidance operation, bringing together the roles currently undertaken by the Careers Service Companies, Adult Guidance Networks, Education Business Partnerships and Local Learning Partnerships, will provide a unified service with national service and quality standards. Careers Scotland will offer all those who live in Scotland, regardless of age, background or ambition, a one-stop-shop careers guidance service.

Individual Learning Accounts (ILAs) are central to our aim to stimulate a culture of lifelong learning within society. The aim of ILAs is to help overcome financial barriers to learning faced by individuals, and to widen participation in learning. They are available to everyone in Scotland aged 18 and over who is not eligible for a grant, scholarship or other financial support from public funds for the learning in question. Discounts are available to ILA account holders for a wide range of learning with the higher discounts (80\%) intended for certain basic computing, numeracy and communication courses.

Access to education

In addition to increasing training opportunities, we are also committed to increasing the proportion of students from under-represented groups in further and higher education. Removing barriers, real or perceived, to higher and further education for students of all backgrounds is a key element of social justice. This is essential for the development of the skilled population Scotland needs if we are to compete globally.

UK Government initiatives

The New Deals form the UK Government’s principal Welfare to Work initiative and aim to help unemployed people on benefits find work. There is close partnership working with the Executive to deliver the New Deals in Scotland, with a key contribution from the voluntary sector. Several different strands of the programme focus on groups who have particular difficulty in finding employment, including the New Deal 25 Plus, the New Deal 50 Plus, the New Deal for Lone Parents and the New Deal for Disabled People.

We have set the Scottish Welfare to Work Advisory Task Force a new, challenging remit to make a significant and central contribution to the achievement of our Social Justice milestones as they relate to employment. The Task Force will promote the coherence of welfare to work programmes and their support of the Executive’s Social Justice Strategy and other devolved initiatives.

\(^1\) Some groups are entitled to earlier access to the programme, such as those over 50, homeless people and lone parents

\(^4\) learndirect scotland helpline: 0808 100 9000. Website: www.learndirectscotland.com
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Security, care and dignity for those unable to work

For people who are unable to work, the Executive has a responsibility to ensure that they have access to the services they require. We are committed to modern health and social care which is designed around the needs of the individual. That is particularly important to people such as those with learning disabilities moving from long-stay hospitals to supported accommodation in communities. The Disability Review Report, published in May 2000, recommended the closure of remaining long-stay hospitals by 2005 and appropriate packages of care services to be provided to help integrate people into the community as much as possible.

Improving the health of Scotland's people

Research has often highlighted the link between poor health and social exclusion. Scotland has an unenviable health record compared with other European nations and this is particularly true in relation to illnesses connected with smoking, alcohol misuse and poor diet. We are therefore taking action to combat these problems which are especially prevalent in disadvantaged communities, where people already suffer from other forms of exclusion.

Local level delivery – Community Education

Many different agencies and organisations are engaged in promoting an inclusive society at a local level. Central to this is the work carried out by local authorities’ Community Education Departments. The functions of community education are to support personal development in community contexts, to build community capacity and to draw together and maximise the resources which can support community learning. Community education projects help to promote community regeneration and collective action as well as facilitating the growth of the active, informed citizen through adult education, youth and children's work and community development.

Community education works in partnership with other Council departments and outside bodies to promote social inclusion and has a key role in advancing lifelong learning, improved health and equal opportunities. Much of the work undertaken in and from the locally managed neighbourhood centres is devoted to providing social, educational and information services to local people of all ages.

Milestones

The milestones which follow relate to people of working age. For most people, work is the most effective way to avoid poverty and exclusion – both for themselves and their families. But some groups in society traditionally have difficulty finding suitable work while others lack the basic skills or training to enter the job market. Quality of life, however, is not just dependant on income, which is why we are also committed to improving the health of Scotland's families. These Milestones are important because:

- those who experience particular disadvantage in the labour market (disabled people, ethnic minorities, lone parents and older people) require targeted support to assist them into work
- in order to acquire the basic skills required to enter the job market, people from under represented groups must be given greater access to appropriate education and training
- where health is concerned, prevention is better than cure; Scotland's people must be given the information and support they need to help avoid the major preventable causes of ill-health, such as smoking, alcohol misuse and bad diet
Improvement: The percentage of unemployed working age people now stands at 5.8% compared with 8.5% in the baseline year of 1997. The 2001 figure is the lowest since this analysis began in 1984. The trends in unemployment of women and men broadly follow the same pattern.

Chart 13: Percentage of unemployed working age people


Making it happen

For most people paid work is the key to avoiding poverty and social exclusion. The UK Government has introduced measures such as the National Minimum Wage, the Working Families Tax Credit and the Disabled Person’s Tax Credit to make work pay. Breaking down the barriers is also crucial and the range of New Deals, along with other welfare to work programmes are helping here.

Long-term unemployment (over 25’s who have been unemployed for 2 years or over) now stands at just over 9,500, 62% lower than in 1997. Around 6,900 people have found work through the New Deal 25 Plus since the programme began.

The Training for Work programme, delivered through Local Enterprise Companies (LECs), has been enhanced to focus on tackling and improving basic and IT skills deficiencies and is now more flexible, providing a wider range of job related qualifications. It aims to help over 13,500 workless Scots, increasing their chances of securing a job. LECs are targeting their help by extending early access to the programme to people over 50, people living in Social Inclusion Partnership areas, recovering drug addicts, homeless people and refugees.

Better employment conditions for full and part-time workers along with improving childcare accessibility and related tax credits are allowing more people to take up work.

In April 2001, the New Deal 25 Plus was extended and enhanced to provide clients with access to a greater and more tailored range of support and provision. Eligibility has also been extended to include those who have been claiming Jobseeker’s Allowance for 18 months.

Priorities for progress

Improving the work prospects of benefit recipients

› the UK Government is continuing to transform the benefit system into an active welfare state through the establishment of Jobcentre Plus which will provide support for all benefit claimants of working age in returning to work
Every Family Matters

Reducing the proportion of working age people with low incomes

Trend

**Broadly constant:** There has been a slight fall in the proportion of working age adults living in households with low incomes in an absolute sense since 1996/97 – reflecting the general improvement in living standards. However, levels of working age people in relatively low income households have remained broadly constant.

**Chart 14: Proportion of working age people in households below 60% median GB household income**

<table>
<thead>
<tr>
<th>Year</th>
<th>Before Housing Costs</th>
<th>After Housing Costs</th>
</tr>
</thead>
<tbody>
<tr>
<td>1996/97</td>
<td>Absolute low income</td>
<td>Relative low income</td>
</tr>
<tr>
<td>1997/98</td>
<td>15</td>
<td>20</td>
</tr>
<tr>
<td>1998/99</td>
<td>10</td>
<td>15</td>
</tr>
<tr>
<td>1999/00</td>
<td>5</td>
<td>10</td>
</tr>
</tbody>
</table>

Source: Households Below Average Income: Department for Work and Pensions

Note: Information on a range of additional low income measures is provided in the technical report

**Making it happen**

120,000 Scots are benefiting from the National Minimum Wage, which increased to £4.10 in October 2001 for workers aged 22 and over and to £3.70 for workers aged 18-21.

The National Minimum Wage, in conjunction with the Working FamiliesTax Credit provides a guaranteed minimum income of at least £225 a week (£11,700 a year) for families with someone in full-time work (35 hours a week) and £166 for those working part-time.

For some, lack of core skills can be a barrier to gaining employment or to moving up the ladder. Local authorities play a vital role within their Community Learning Strategies and we have provided an extra £18.5 million to enable an expansion of learning opportunities over the next three years.
Other factors will affect the level of the income indicator. In particular, economic growth will result in less worklessness and higher levels of income. As the increases in income are likely not to be uniformly spread across households, the number of people with relatively low income might increase despite their higher income levels.

Others require to upgrade work skills or learn new ones, such as ICT. Our commitment to lifelong learning, through *learndirect scotland* and Individual Learning Accounts (ILAs), will enable those who had not previously considered learning to become involved.

Employment measures helping those on benefits to find work, are discussed elsewhere in the report (milestones 13 and 15) but are also relevant here.

**Priorities for progress**

- from 2003, the UK Government plans to introduce 2 new tax credits:
  - i) Integrated Child Credit – this will provide a single, income-related system for families with children, in addition to universal Child Benefit
  - ii) Employment Tax Credit – will be available to low-income working households, improving work incentives and extending the principle of in-work support through the pay packet
Increasing the employment rates of groups such as lone parents and ethnic minorities, that are relatively disadvantaged in the labour market

**Trend**

**Improvement:** The employment rate for lone parents has increased to 53% from 42% in 1997. Employment for disabled people and for those aged 50+ also appear to be increasing. The information on ethnic minorities fluctuates (around the 50% level) due to the small sample size.

**Chart 15: Percentage of working age people in employment: disadvantaged groups**

Source: Labour Force Survey Office of National Statistics

Notes: The baseline for disabled people is 1998, for the other three categories it is 1997.

**Making it happen**

The Tax Credits for families and disabled people are already making an impact, with 2,700 awards being made to disabled people and 114,000 awards to families, 63% of whom are lone parents.

The New Deal programmes provide disadvantaged groups with the help they need to take up employment and remain in it.

New Deal for Lone Parents (NDLP) is phasing in the requirement to attend a Personal Adviser meeting for all new and repeat claims and for those already in receipt of Income Support. A weekly Training Premium of £15 encourages lone parents to join the Training for Work programme. Four In Work Training Grant pilots support lone parents to undertake training when starting a new job. Help with childcare costs is available to all lone parents participating in the NDLP. Childcare costs of up to £135 per week for one child (or £200 for two or more children) is available for lone parents attending full-time training/education. In addition, lone parents moving into work of less than 16 hours per week can get help with childcare costs for the first year.
Older people are likely to experience longer periods of unemployment than younger people do. The New Deal 50 Plus provides practical help, which builds on their experience and skills to enable them to re-engage with the labour market. The programme can provide an employment credit of £60 per week for up to 52 weeks for those entering full-time work (£40 for part-time work). When taken together with the minimum wage, this will represent a minimum income guarantee of £9,000 for people taking full-time jobs. To help sustain the employment, a training grant of up to £750 is available to support the cost of approved training. Already, 6,000 people have found work through the programme. This initiative complements the Code of Practice on Age Diversity, which was launched by the UK Government in June 1999 to improve the position and treatment of older people in the labour market.

The New Deal for Disabled People (NDDP) is being rolled out nationally to all people claiming incapacity benefits. A voluntary gateway will engage those flowing onto incapacity benefits. Clients will then be offered a choice of innovative ‘Job Brokers’ with a focus on outcomes that achieve lasting paid employment for disabled people. The emphasis will be on matching employer needs to individual ability by working with both the employer and disabled people. During the New Deal for Disabled People pilots in Scotland, around 1,000 disabled people, whose options are often limited, had found work by end June 2001. From July 2001, NDDP has been extended nationally to all people claiming incapacity benefits.

Priorities for progress

- ensuring the needs of members of ethnic minority communities are met by the national training programmes
- following the launch of the New Deal Strategy for Engaging Ethnic Minority Jobseekers and Businesses, the Scottish Advisory Task Force set up a New Deal Racial Equality Working Group. The decision to establish the Working Group was in recognition of the need to ensure that members of the ethnic community, their needs and the issues affecting them are taken into account in the delivery of the New Deal in Scotland
- in April 2000, the “Closing The Gap” toolkit was issued to all New Deal Partnerships to help them identify areas for action and improvement. This self-assessment pack enables Partnerships to embrace the cultural diversity of their locality and to identify areas for action and improvement in engaging with people from black and ethnic minority communities
Every Family Matters

Milestone 16

Increasing the proportion of students from under represented, disadvantaged groups and areas in higher education compared with the overall student population in higher education

Trend

Broadly Constant: The proportion of accepted applicants from socio-economic groups III, IV and V from Scotland to UK Higher Education Institutions has remained constant over the last 4 years. Whereas, the proportion from groups I and II appears to be on a slow decline. (It must be remembered that these figures only relate to full-time undergraduate students and so do not give the full picture).

Data from ‘Performance Indicators in Higher Education’, a report published annually by the UK higher education funding councils, giving figures from 1999-2000, is not yet available. It will be available shortly.

Table 16: Percentage of accepted Scottish domiciled applicants at UK Higher Education Institutions by socio-economic group

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>I &amp; II</td>
<td>52.6</td>
<td>51.4</td>
<td>50.9</td>
<td>48.5</td>
</tr>
<tr>
<td>III</td>
<td>27.0</td>
<td>26.9</td>
<td>26.6</td>
<td>26.2</td>
</tr>
<tr>
<td>IV &amp; V</td>
<td>9.6</td>
<td>9.5</td>
<td>9.6</td>
<td>9.6</td>
</tr>
<tr>
<td>Missing</td>
<td>10.8</td>
<td>12.2</td>
<td>12.9</td>
<td>15.7</td>
</tr>
</tbody>
</table>

Source: UCAS

Making it happen

We are tackling financial barriers to participation through the new student support package which is worth an additional £53 million. Student contributions to tuition fees have been abolished for eligible Scottish and EU students studying in Scotland. Bursaries of up to £2,000 and an extra £500 of loan entitlement are available for young students from low income backgrounds. Discretionary bursaries of up to £2,000 are also available for mature students. Further details can be obtained from the Student Awards Agency for Scotland.

Support for mature part-time students undertaking HE courses by distance learning has been extended. Loans of £500 for course-related costs are available and eligible students can apply for the Disabled Students Allowance. In addition, £8.5 million over the next 3 years has been allocated to fund means-tested childcare grants of £1,000 for lone parents in full-time higher education to pay for formal childcare.

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1 from the SHEFC website: www.shefc.ac.uk

2 Socio-Economic Groups: I & II – Professional and Intermediate; III – Skilled non-manual and skilled manual; IV and V – Partly skilled and unskilled; Missing – information refused or not provided

3 Student Awards Agency for Scotland website: www.student-support-saas.gov.uk
In addition to student support, funding is also being made available to the Scottish Higher Education Funding Council (SHEFC) for wider access.

- Over the lifetime of the Parliament, 2,800 additional HE places in HE institutions will have been created, targeted to maximise take up by those from under-represented groups.
- Institutions are receiving 5% premium funding from SHEFC from 2001 based on the extent to which they provide places for students from under-represented groups. This will enable institutions to provide additional study support to non-traditional students in order to improve retention and help students successfully complete their studies.
- SHEFC has allocated an additional 100 places for 2001-2002 academic year to HE institutions in recognition of their success in securing private sector investment to help widen access. Funding has also been made available to support the development of 16 projects aimed at widening access and the appointment of wider access development officers in HE institutions.

The Education Maintenance Allowance programme (see milestone 7) should also have an impact in ensuring that more young people from low income households stay on at school or college and obtain qualifications which meet the entry requirements for HE courses.

All Scottish HE Principals have committed themselves to achieving social inclusion in Scotland's universities and colleges. They have made seven promises to promote inclusion: fair admission, valuing all achievement, helping people succeed, flexible learning, building credit, supporting students and reaching out. Universities Scotland has also carried out a research project and produced a guide to how the Scottish HE sector is promoting social inclusion. 8

Priorities for progress

- the Scottish Executive Annual Expenditure Report includes a target of a 1% improvement in each of the next 3 years in the proportion of entrants to the HE sector both from low participation neighbourhoods and from socio-economic groups III, IV and V. Over the same period, the target is to maintain existing retention rates.
- SHEFC and the Scottish Further Education Funding Council (SFEFC) have set a target of a 10% increase in the proportion of entrants to HE from under-represented areas in Scotland from 1998-1999 to 2003-2004, based on a postcode analysis. This will be another indicator of the extent to which widening participation is being achieved. This will cover those undertaking HE in FE colleges as well as in HE institutions.

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8 Available at: www.universities-scotland.ac.uk
Every Family Matters

Trend
Improvement: The number of people with learning disabilities in long-stay hospitals has fallen steadily from around 6,700 in 1980 to 1,800 in 2000. The provisional figure for 2001 is just over 1,500. There has been a corresponding increase in the number of people with learning disabilities using residential and day care services.

Chart 17: Services for people with learning disabilities

Source: Information and Services Division: NHS Scotland

Making it Happen
Eight learning disability hospitals are in operation and there were 1,800 people with learning disabilities living in learning disability and psychiatric hospitals at 31 March 2000.

- The Scottish Executive has provided change funds of £36 million over three years to local authorities, from April 2001, to improve services for people with learning disabilities
- The Scottish Consortium for Learning Disability has been established, run by a consortium of 13 voluntary organisation and education establishments to offer advice, training and support to agencies, professionals and people with learning disabilities. The Scottish Executive is providing £1.5 million over 5 years for this purpose. The consortium will have a key role in taking forward the recommendations of the Learning Disability Review Report “The same as you?”

Priorities for progress
- all remaining long-stay hospitals for people with learning disabilities should be closed by 2005
- local authorities and their NHS partners have drawn up Partnership in Practice (PiPs) Agreements which set out how they will take forward the implementation of long-stay hospital closure. The Scottish Executive will monitor the development of services and ensure people are moving to a homely environment

Milestone 17
Increasing the proportion of people with learning disabilities able to live at home or in a ‘homely’ environment

Funded by Glasgow City Council, Inclusion Glasgow is a project providing supported living in the community for people leaving Lennox Castle Hospital. The hospital is due to close in 2002 and so far the project has helped 50 people to develop and manage their own systems of support.

www.scotland.gov.uk/lds/docs/tsay-00.asp
Trend

Smoking: No new data.

Alcohol: Broadly constant.

Diet: Slight improvement.

Between 1995 and 1998, the percentage of men and women consuming fresh fruit once a day increased, whilst those consuming cooked green vegetables remained static. Women are more likely to eat fresh fruit and cooked green vegetables than men.

Heart disease: Improvement

Over the last 25 years there has been a considerable decline in the rate of mortality from coronary heart disease (CHD). Men are considerably more likely to die from CHD than women. People in the least deprived areas are less likely to die from CHD than those in the most deprived areas. However, the most significant factor appears to be gender, with men being significantly more likely to die from CHD than women.

Table 18a: Alcohol Misuse

<table>
<thead>
<tr>
<th>Year</th>
<th>Males (more than 21 units of alcohol per week)</th>
<th>Females (more than 14 units of alcohol per week)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1995</td>
<td>33%</td>
<td>13%</td>
</tr>
<tr>
<td>1998</td>
<td>33%</td>
<td>15%</td>
</tr>
</tbody>
</table>

Source: Scottish Health Survey

Chart 18b: Percentage consuming stated foods once a day or more

Source: Scottish Health Survey
Every Family Matters

Chart 18c: Mortality rate from coronary heart disease among people aged 16-64 per 100,000 population (16-64 year old)

Source: General Register Office for Scotland

Chart 18d: Mortality rate from coronary heart disease among people aged 16-64 per 100,000 population (16-64 year old) by deprivation category

Source: General Register Office for Scotland
Making it happen
We are working in conjunction with the Health Education Board Scotland (HEBS) and Action on Smoking and Health (ASH) to raise awareness of problems caused by smoking.

We launched the Voluntary Charter on Smoking in Public Places last year. The Charter aims to promote good practice, with the co-operation of the licensed hospitality industry and other key interests across the leisure industry to increase the provision of non-smoking facilities.

Alcohol problems are linked to a range of health and social problems including crime. We are already working in partnership with key national bodies (HEBS, Alcohol Focus Scotland, ServeWise, Drinkwise) to raise awareness of the dangers related to excess drinking and what can be done about it.

There is a clear relationship between socio-economic deprivation and high levels of coronary heart disease. Whilst the overall mortality rate is falling, inequalities still exist between those living in the most and the least deprived communities. Much of this can be explained by differences in high risk factors such as high rates of cigarette smoking. Therefore, we need to focus on all-round healthy lifestyles. But for those already in the high risk group, we also need to address poor levels of awareness and low aspirations in order to achieve better success rates for treatment. The risk of coronary disease in women is only around a fifth of that of men. This bias towards men is compounded by men’s reluctance to seek medical help.

Priorities for progress
› developing a plan on alcohol problems which we expect to publish by the end of 2001
› a CHD and Stroke Strategy for Scotland building on the work of the Coronary Heart Disease Task Force
› improving the diet of the nation. A Scottish Food and Health Co-ordinator has recently been appointed to bring together the various actions taking place to improve the diet of the nation. We are placing particular emphasis on getting a good start in life with the introduction of Health Promoting Schools and New Community Schools, which both play a role in improving diet

Have a Heart Paisley focuses on the prevention of heart disease. There are a range of community based projects designed to identify lessons for the prevention of heart disease throughout Scotland, particularly in relation to integrated services and best practice. The Royal Alexandria Hospital’s Heart Renewal Programme goes further than clinical treatment and will include help with smoking cessation, exercise and cooking skills for healthy eating.
Every Older Person Matters

Our vision

A Scotland where every person beyond working age has a decent quality of life

Context

Older people are a diverse group; almost a fifth of our pensioner couples are retiring on incomes of at least £20,000 per year, while the majority of older people live on lower incomes. Older people can be fully active, making a major contribution to community life and the economy. However, some older people are among the most vulnerable in our society, whether through deteriorating health, low incomes or a fear of crime.

Our long-term targets are to:

› Make sure older people are financially secure
› Increase the number of older people who enjoy active, independent and healthy lives
Every Older Person Matters

Financial security for older people
The UK Government has made progress towards ensuring all pensioners have a decent and secure income in retirement. The financial security of pensioners has been improved through a package of measures including increases to the Minimum Income Guarantee and the Winter Fuel Payment. The £200 Winter Fuel Payment, available to all pensioners, and free TV licences for over 75s – worth £104 a year – are non-means tested and tax-free. The pension system is also being reformed to benefit tomorrow’s pensioners. Reforms include the introduction of Stakeholder Pension in April 2001 and the State Second Pension, which will be fully up and running by April 2002.

There have been falls in the numbers of pensioners below absolute low-income thresholds, with approximately 1 in 5 pensioners in Scotland now below the 60% median threshold compared with 1 in 4 in 1996/97. This indicates that incomes for those at the lower end of the income distribution have increased in real terms since 1996/97. Over 200,000 of the poorest pensioner households in Scotland are now on average £14 a week or £730 a year better off in real terms as a result of measures introduced since 1997. In relative income terms, the gap between rich and poor pensioners has remained broadly constant in recent years, but this is in a context of income growth being shared by all.

Promoting health, independence and security for older people
Income improvement is being backed up by measures through the Scottish Executive which help ensure older people are healthy, safe and secure. The Central Heating Programme will ensure all pensioners in Scotland have central heating by 2006; steps are being taken to ensure that all those who are eligible receive information and support, including access to a free helpline.1 Over 100,000 homes have already benefited though insulation measures provided as part of the Warm Deal, and all pensioners will have free off-peak bus travel by October 2002.

Older people in rural areas can face particular issues impacting on poverty and social exclusion. The Rural Poverty and Inclusion Working Group identified problems older people face in accessing services and encouraged measures to reduce the stigma attached to claiming benefits in rural areas. Problems accessing health and community care services can have a particular impact on the lives of older people in isolated communities. Service delivery issues were a key component of the work of the three Scottish Better Government for Older People pilots, all of which were in rural areas.

Free personal care for the elderly
We have placed older people at the heart of our social justice agenda. Implementing free personal and nursing care is another huge step towards ensuring fairness and equity in the way we care for all our older people and a clear demonstration that we are delivering on our social justice commitments.

The investment of £125 million enables us to fulfil our commitment to implement free personal care beginning in April 2002. We have welcomed all of the recommendations of the Care Development Group, which they brought forward for the implementation of free personal care, and believe they provide a fair and workable approach.

1 Central Heating Helpline: 0800 316 1653
The Group made specific recommendations on the definition of personal care in line with the Royal Commission and on how assessing people's need for care must be built into the system for delivering personal and nursing care. The Group has also endorsed the need for people to continue to pay their own living and accommodation costs, although all charges for personal care in the community should be removed. For those in care homes currently meeting their own costs, the Group recommended that they should receive a payment of £90 per week for personal care and a further £65 per week if they need nursing care.

There is now a great deal of work for local authorities and others to do so that older people can benefit from the unprecedented investment we are making. We will work with local authorities, the NHSScotland and the independent sector to develop common arrangements that will enable free personal and nursing care to be delivered as an integral part of the care services older people need.

**Attitudes to older people**

The Executive has established an Older People's Unit to develop a policy framework for the wide range of policies affecting older people of which social justice is a key part. However, making a difference for older people is not only about central government support. NHS Boards, local authorities, voluntary organisations, communities, families and older people themselves all have a major role to play. Often the change required is in people's attitudes as much as providing practical initiatives. Ageism can be a serious problem and it is important to value the contribution older people make. Whether in employment, through voluntary activities, providing family support, or passing on knowledge and experiences, older people can continue to make an invaluable contribution to society. The following milestones set out in more detail how progress is being made and what more needs to be done for our older people.

**Milestones**

Older people make up a significant and increasing proportion of our society and there are five milestones dealing directly with their welfare. It is essential that the contribution older people have made to society is recognised and that they have the necessary resources and help to live in comfort and safety, with dignity and independence. It is also important, however, that we are aware of the contribution which – given some support and encouragement – many older people can still make. These milestones are important because:

- older people must be given the support and care at home which will allow them to retain their independence, for as long as they are able
- for people of all ages, especially older people, quality of life is dependent on active good health; older people need the encouragement and advice which will help them maintain their physical and mental wellbeing
- fear of crime should not be allowed to affect people's lives; older people should not fear walking alone after dark and should feel safe in their own home
Every Older Person Matters

Reducing the proportion of older people with low incomes

Trend

No clear trend: The proportion of pensioners living in households with low income in absolute terms has fallen from 28% to 20% between 1996/97 and 1999/2000 – suggesting an improvement in general living standards. However, when measured in relative terms the proportion has fluctuated but shows no clear trend.

Chart 19: Proportion of pensioners in households below 60% of the median GB household income

Source: Households Below Average Income: Department for Work and Pensions

Note: Information on a range of additional low income measures is provided in the technical report

Making it happen

The income indicators do not yet reflect the effect of several policies announced in the last UK Parliament that will improve the incomes of pensioners, particularly those at the bottom end of the income distribution. Through changes introduced between May 1997 and March 2001, pensioner families will gain by an average of £12 a week (in real terms and 2000/01 prices), with those in the bottom fifth of the overall income distribution gaining by an average of £14 a week.

Above inflation increases to the Basic State Pension are also making an impact. Over and above the £5 increase for single pensioners and £8 increase for pensioner couples in April 2001, single pensioners will receive a further £3 a week in April 2002 with couples receiving an additional £4.80.
The Minimum Income Guarantee (MIG) will continue to rise in line with earnings so that by April 2003, no pensioner will have to live on less than £100 a week, and pensioner couples will receive £154 a week. Over 200,000 pensioners in Scotland receiving MIG are at least £14 a week, or £730 a year, better off in real terms as a result of UK Government measures since 1997. The UK Government will build upon its MIG take-up campaign to further ensure that those entitled to MIG get it.

In West Lothian, the local authority's Welfare Rights Team, in conjunction with the Benefits Agency, carried out a scheme to help maximise the income of local pensioners. In 2000/01, they identified pensioners who were entitled to Income Support but who were not claiming it. As a result, around 200 local pensioners were encouraged to apply for Income Support and thereby benefited from an increase in their incomes. The total additional benefit claimed by West Lothian pensioners was £180,000. The same scheme is being repeated for 2001/02.

Financial security of pensioners is also improved through the Winter Fuel Payments, which will be £200 again in winter 2001/02; and free TV licences for pensioners who are aged 75 and over.

The range of policies introduced should in time feed through to the low income indicators, but changes also depend on factors such as the value of occupational pensions, earnings growth, changes in employment and changes in income distribution.

**Priorities for progress**

- **Rewarding saving.** The UK Government is proposing to introduce a Pension Credit in 2003 which will target further support towards pensioners on low or modest incomes. The Pension Credit will consist of both a guaranteed level of income below which no pensioner should fall and an extra reward – the Savings Credit – that will, for the first time, reward those pensioners who have saved – whether through various pension schemes or other savings accounts. About half of all pensioner households in Scotland will be entitled to the Pension Credit in 2003/04. At the same time, the UK Government is proposing further above inflation increases to the Pensioners' Tax Allowances.

- **Improving up-take of benefits.** The Department for Work and Pensions has invited the Scottish Executive, local government and voluntary organisations to take part in a working group: Partnerships Against Poverty. This will evaluate existing work and consider new initiatives on take-up of social security benefits paid to older people.
Every Older Person Matters

Increasing the proportion of working age people contributing to a non-state pension

Trend

Not available: There have been changes in the Family Resources Survey, which mean that the data for 1999/2000 is not directly comparable with previous years (please refer to the technical document for a fuller explanation). The proportion of people aged 20 to state pension age who are contributing to a non-state pension now stands at 43%.

Chart 20: Proportion of working age people contributing to a non-state pension in 1999/2000

Source: Family Resources Survey: Department for Work and Pensions

Making it happen

Pensioner incomes have been rising since 1979 but improvements have not been evenly distributed. The UK Government is carrying out a major reform of the pension system. At the heart of this process is a commitment to ensure that everyone has the opportunity and incentives to build up a decent pension for his or her retirement. This will help to avoid the problems of social exclusion for future generations of pensioners.

The framework for stakeholder pensions was introduced in April 2001. In addition, the reform of the State Earnings Related Pension Scheme (SERPS) will be introduced from April 2002 to provide a more generous State Second Pension for low and moderate earners, certain carers and people with disabilities, who have broken work records. From 2003, the new Pension Credit will help those on low incomes. Together, these will set in place a system that will deliver a decent income for many who would otherwise be in danger of slipping into relative poverty.

Already some indicators in this area are showing encouraging signs of progress. Firstly, between 1997 and 2000 there has been an increase in the overall amount contributed to non-state pensions in the UK. Secondly, since the mid-1990s, there has been an increase in the proportion of working-age people in the UK who have contributed to a non-state pension in at least three out of the last four years.

Priorities for progress

Improved information on pensions and retirement savings. The UK Government is working with employers and pension providers to improve information and access to services which encourage saving for retirement. This includes taking steps to extend the pension forecasting programme and ensure there is access to the new stakeholder pension, launched in April 2001.

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*This indicator has been redefined this year to monitor the proportion of all working age people (age 20 and over) who contribute to non-state pensions. Previously the indicator monitored the proportion of those in employment only. The new indicator is more comprehensive and is not subject to erratic results as the denominator changes over the economic cycle.*
Every Older Person Matters

Trend

Improvement: Numbers of older people in the population are increasing. Their expectations, along with those of the rest of society, are likely to increase. The cost of care is likely to rise in real terms over the years, for example as a result of higher standards of care, cost pressures resulting from a tighter labour market and other employment related factors. It is therefore important that changes introduced now are sustainable.

There has been an increase in the number of intensive home care visits per 1,000 people aged 65 and over.

Table 21: Proportions of older people receiving intensive home care and day care services

<table>
<thead>
<tr>
<th>Year</th>
<th>Intensive home care (more than 10 hours per week) per 1,000 head of population aged 65 and over</th>
<th>Day-care service per 1,000 head of population aged 65 and over</th>
</tr>
</thead>
<tbody>
<tr>
<td>1998</td>
<td>9.58</td>
<td>15.77</td>
</tr>
<tr>
<td>1999</td>
<td>9.85</td>
<td>–</td>
</tr>
<tr>
<td>2000</td>
<td>11.36</td>
<td>–</td>
</tr>
</tbody>
</table>

Source: Community Care Statistics: Scottish Executive Health Department

Making it happen

We are honouring our commitment to the older people of Scotland with full implementation of free personal care in Scotland, meeting the recommendations of the Care Development Group in full. By providing the additional £125 million each year needed to implement a policy of free nursing and personal care, we are underlining our commitment to putting older people at the very heart of the Executive's priorities.

Research shows most people want to live independently and stay in their own homes for as long as they can. We are helping them to do so. One of the most important ways in which people can continue to live in their own homes is through the care provided by Scotland’s many carers. The Executive is committed to ensuring they have better support. Under our Strategy for Carers in Scotland we are working closely with local councils, NHSScotland and other statutory bodies, and with the voluntary sector to ensure that carers get the support and recognition they need, and can continue to care as long as they wish. We have already doubled the amount of money allocated to councils to support carers.
From 2001 we have also allocated to councils very substantial new resources to extend and expand the range of home care services available to support people in their own homes. As part of this extensive package we are providing new money specifically to increase short breaks or respite care, helping to sustain both carers and the people they care for.

Following extensive consultation on recommendations from the independent Carers Legislation Working Group, we are proposing changes in the law to help carers further. These legislative changes and related guidance are expected to be introduced in 2002.

**Priorities for progress**

We are bringing forward legislation which will provide the statutory means to start implementing free nursing and personal care from 1 April 2002.

We are providing local authorities with additional resources to deliver service improvements. These include:

- the resources and support to ensure the implementation of free personal care for the people of Scotland
- home-care package providing comprehensive rapid response teams in every area; intensive home-support/augmented home-care schemes; more short breaks; shopping/household/maintenance service in every area; provision of up to 4 weeks free home-care post-hospital discharge; and new resources to help local authorities achieve outcomes
- aids and adaptations: funding to help local authorities provide equipment more quickly
- action to tackle delayed discharge from hospital and reduce ‘bed blocking’
Increasing the number of older people taking exercise and reducing the rates of mortality from coronary heart disease and the prevalence of respiratory disease

Trend

Improvement: coronary heart disease
Broadly constant: respiratory disease

Latest figures show that in 1998, 14% of men and 8% of women aged 65 to 74 take 30 or more minutes of moderate plus activity at least 5 days a week. The participation rates for women are fairly even across the spectrum, whereas for men, there is a marked difference between the least and the most deprived areas.

Over the last 25 years there has been a significant and continuous drop in the mortality rate from coronary heart disease (CHD) for people aged 65 to 74. Men are around twice as likely to die of CHD than are women, and whilst there has been a considerable decrease in the rate, the figure for men in 2000, is still higher than the figure for women in 1975. People in the least deprived areas are less likely to die from CHD than those in the most deprived areas. However, the most significant factor appears to be gender, with men being significantly more likely to die from CHD than women.

Between 80 and 100 people in every 1,000 aged 65 to 74 suffer from chronic respiratory disease. These estimates are based on a 5% sample of General Practices across Scotland and should only be seen as a broad estimate of the likely national picture.

Chart 22a: Taking physical activity

Source: Scottish Health Survey – 1998
Every Older Person Matters

Chart 22b: Mortality rate from coronary heart disease among people aged 65-74 per 100,000 population (65-74 years)

Source: General Register Office for Scotland

Chart 22c: Mortality rate from coronary heart disease among people aged 65-74 per 100,000 population (65-74 years) by deprivation category

Source: General Register Office for Scotland

Chart 22d: Prevalence of chronic respiratory disease per 1,000 population aged 65-74 years

Source: Continuous Morbidity Recording Scheme: Information and Statistics Division of the NHS. Based on a sample of 5% of GP practices across Scotland.
Making it happen
As with the working-age population (milestone 18) there is a clear relationship between socio-economic deprivation and levels of coronary heart disease. Improving the situation primarily involves encouraging healthy lifestyles, especially smoking cessation. The NHS is addressing poor levels of awareness and low aspirations in order to achieve better treatment success rates for high risk groups.

We are tackling respiratory disease on a number of different fronts, from aiming to reduce air pollution to increasing physical activity. Health services are responsible for measures to reduce smoking and the flu immunisation programme. Quality of the home environment is also important and we are ensuring that every Scottish pensioner will have central heating by 2006. Improvements in health and safety in the workplace, better awareness of potential problems, such as exposure to work-related air pollution, and improved funding for Scotland’s Health at Work programme will help prevent problems for future generations.

Priorities for progress
› a Coronary Heart Disease and Stroke Strategy for Scotland, building on the work of the Coronary Heart Disease Task Force
› promoting physical activity among older people

Physical activity in old age can make a significant impact on improving independence and quality of life even amongst the most aged. A Physical Activity Task Force has been set up to improve participation rates in all age groups. The Task Force will take a particular interest in older people and in the contribution that physical activity can make to both physical and mental wellbeing.
Every Older Person Matters

Reducing the fear of crime among older people

Trend

**Improvement**: The Scottish Crime Survey only takes place every 4 years and, therefore, we have no new information to report. We will be undertaking a review of the survey, which will consider the frequency of data.

**Chart 23: Over 60s worried about crime**

Source: Scottish Crime Survey, Scottish Executive.

Making it happen

Fear of crime is related to actual rates of crime. The spread of CCTV and record levels of spending on the police over the next three years will increase the sense of security generally in communities, and particularly for vulnerable older people. There are already record numbers of police officers being deployed in Scotland. This leads to higher visibility policing and improved detection rates, which can help prevent a fear of crime. We have also announced targets for the police to help focus their efforts in areas of concern to the public, including seeking a 10% reduction in the number of housebreakings over the next three years.

The Scottish Forum on Community Safety is improving crime prevention and community safety. It has older people at the heart of its objectives. Reducing the fear of crime and making older people more secure are key themes under new funding arrangements for Community Safety Partnerships.
Youth crime and offending is a complex issue which impacts on individuals and communities, including older people, who have a right to feel confident that their lives and environment will not be harmed by the effects of crime. Local authorities, backed up by £20 million of additional support over 3 years from the Executive, are enhancing and developing local programmes aimed at tackling persistent offending by young people. Initiatives such as Sure Start Scotland and New Community Schools can also help to provide early intervention and deflect children and young people from ever offending.

**Priorities for progress**

- involving older people in community safety:
  
  Scottish Local Authority Community Safety Officers are looking at ways of involving older people and their representatives in making communities safer.

- building confidence among victims in the ability of Scotland’s Children’s Hearing System to help prevent young people re-offending.
Every Community Matters

Our vision
A Scotland in which every person both contributes to, and benefits from, the community in which they live

Context
Where someone lives determines their quality of life and to a large extent their opportunities. Deprived communities are characterised by many linked problems. High unemployment and worklessness are the most obvious, particularly long term worklessness. Often these communities also suffer from drug problems, crime, poor housing conditions and poor skills.

Public services face challenges in delivering high quality outcomes in disadvantaged areas, compounding the problems of built-in disadvantage. Communities often have little opportunity to influence delivery and ensure their needs are met most effectively.

Deprived areas are found throughout Scotland but particularly in the major cities and in West Central Scotland. Poverty and deprivation are also significant and persistent problems in rural areas. Poor people in rural areas face problems of isolation and distance resulting in poor access to jobs and services. As well as geographical pockets of disadvantage, some groups face particular forms of disadvantage and discrimination – often called communities of interest. These include people from minority ethnic groups as well as people with disabilities and groups vulnerable to poverty.

Our long-term targets are to:
› Reduce inequalities between communities;
› Increase residents’ satisfaction with their neighbourhoods and communities.
Every Community Matters

Taking action to reach the targets
We are reviving and empowering Scotland’s disadvantaged communities:–

› ensuring that the mainstream programmes and resources of public sector agencies are targeted as effectively as possible;
› complementing those mainstream programmes with a range of targeted initiatives aimed at addressing particular concentrations of disadvantage in areas or groups; and
› empowering communities through extending participation, access to skills, knowledge and resources.

Effective mainstream services
Appropriately targeted mainstream services are the main means of solving the deep-rooted problems of disadvantaged areas. Right across all sectors of government, we are working to ensure mainstream services deliver the step-change which is needed to improve opportunities for the most disadvantaged. To boost the focus on the fundamental issue of worklessness, enterprise companies have a new strategic focus on tackling unemployment black spots. Housing investment is heavily targeted on disadvantaged areas and is often the leading driver in regeneration.

Long-term underlying problems are being tackled. The new NHS funding formula, for example, makes more explicit recognition of disadvantage; many NHS Boards are implementing strategies for tackling poor health in deprived areas. The drugs problem has a major impact in deprived communities and Drug Action Teams, along with Social Inclusion Partnerships, are working in these areas to effect change. To prevent the problems of today being repeated in the next generation, Sure Start Scotland is providing early intervention programmes for very young children, targeted at disadvantaged areas.

Transport
In transport, we are encouraging local authorities to develop Safer routes to School, including the introduction of zomph zones, provision of pedestrian crossings and cycle lanes and traffic free entrances to school. These initiatives are particularly encouraged in disadvantaged areas since research suggests that children in the lowest socio-economic group are over four times more likely to be killed as pedestrians than their counterparts in the highest socio-economic group.¹ Sports and arts activities are being made more accessible to disadvantaged communities; both the Scottish Arts Council and Sportscotland are building links.

Research¹ has also shown that there are important gender differences in travel patterns in Scotland. Women, especially older women, have less access to cars and they are constrained in their use of public transport by factors such as physical access, safety and lack of consultation over timing and routes. Many of the issues arising from this research are common to other categories of transport users. We will publish guidance by the end of 2001 to encourage greater consideration of these areas, including a checklist of issues to be addressed by central and local government and transport operators in designing and implementing policies, programmes and services.

¹ Scottish Executive, Development Dept., Research Programme Research Findings No.81, Road Accidents and Children Living in Disadvantaged Areas
Complementary targeted initiatives

To complement mainstream activity, Social Inclusion Partnerships (SIPs) are working to revive and empower our most disadvantaged communities. They bring together all the key agencies, as well as the private sector, the voluntary sector and the local community to meet social justice goals in communities with deep-rooted and complex problems.

Efforts to achieve local outcomes, with community support, in deprived communities have been reinforced by the £90 million Better Neighbourhood Services Fund, which is being shared between 12 local authorities. The Fund was established to improve the provision of services in deprived communities through the support of pilot initiatives identified with communities. We hope that local authorities throughout Scotland will be able to learn lessons from these pilots, which will add value to the mainstream services delivered through community plans.

Empowering communities

Helping communities themselves to take ownership of their futures is central to our approach. This involves giving communities opportunities to participate and access to skills, knowledge and resources. We are finding new ways of giving communities more influence in the delivery of local services and supporting building skills, confidence and community capacity.

Targeted activity to narrow the digital divide will provide new skills and access to information and communication technologies (ICTs) in Scotland’s poorest communities. Support for the credit union movement in Scotland2 and other aspects of community banking should enable the expansion of low-cost financial services, enabling communities to capture and recycle money within the community and contribute to their own regeneration.

The Housing (Scotland) Act, which was passed in the Scottish Parliament in July 2001, helps provide a solid foundation for empowering local communities and thereby enabling new solutions to problems such as homelessness, inadequate housing and varying standards of housing management. The Act also sets the framework for attracting new investment through community ownership and gives tenants a greater say in how their housing is provided and managed.

Enterprise and wealth creation lie at the heart of reviving communities – and we need to build the links between social cohesion and economic development. Social capital is critical for societies to thrive economically – to tackle poverty and for development to be sustainable.

Social Economy

We are supporting the expansion of the social economy – because people need power over the economic base if we are to get sustainable change. Social economy organisations involve communities in creating strategies for local development – community owned workspaces, development trusts or tenant owned and managed housing. Community assets not only contribute to local economic and social activity but they also enable people to have more flexibility and autonomy over creating local solutions to local problems.

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Every Community Matters

Looking ahead

We will shortly publish a Community Regeneration Statement for Scotland, which will set out further detail of our strategy for reviving and empowering Scotland’s communities. The statement will provide a framework in which our new community regeneration Agency – ‘Communities Scotland’ – will operate, and will point to areas where we want to develop our strategy and where further work is needed. We will also be publishing the outcome of our review of Scotland’s cities, setting out our vision on how successful, competitive cities can benefit all of Scotland’s people.

Milestones

The last six milestones relate to communities. Those communities which suffer from particular disadvantage require multi-faceted, targeted action and resources if a real impact is to be made on poverty and exclusion. It is acknowledged, however, that a sense of exclusion can be strengthened when influence and resources are controlled from outside. Communities are empowered when they are given some measure of control over their own regeneration. Our milestones are important because:

› drug misuse, crime and poor quality housing can have a particularly detrimental effect in disadvantaged communities, adding to the exclusion felt by local people

› voluntary work enriches communities and empowers volunteers

› the Internet increases access to education, jobs, financial services and community facilities
**Trend**

**No change:** Unemployment rates are falling in the most deprived areas but the gap between worst and average is static.

Scottish average claimant count unemployment is now only 4.8%. The rate in the worst areas has fallen to 11.1% compared with 14.5% in 1997. It is almost a third of the rate in 1986 and half that of 1993.

**Making it happen**

Macro-economic stability and welfare to work policies that give individual help to the long term unemployed have made a substantial contribution to reducing unemployment. Although overall the number of unemployed claimants nearly matches the number of job vacancies and despite a huge fall in unemployment, significant pockets of high unemployment continue to exist – often co-existing with areas of significant opportunities.

Narrowing the gap involves ensuring the basic employability of all people and better integrated multi-agency approaches to develop and support individuals in the most disadvantaged communities and match labour supply with employer needs.

Local Enterprise Companies have been given a more focused role in narrowing the gap in unemployment\(^1\) and the Training for Work programme, which they run, has been aligned better with the Social Inclusion Partnerships areas. SIPs have many locally managed projects designed to help local people on the route to employability and ultimately towards a job.

European Structural Funds provide further targeted support. Community economic development projects include intermediate labour market initiatives and training, whilst strategic economic development projects aim to support business growth and increase employment opportunities.

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\(^1\) A Smart, Successful Scotland: Ambitions for the Enterprise Networks Scottish Executive 2001
Every Community Matters

The Glasgow Employer Coalition was established on the initiative of the Scottish New Deal Advisory Task Force* and is supported by the Scottish Executive and the Employment Service. The Coalition aims to develop innovative approaches to increase employer involvement with New Deal and Welfare to Work initiatives in Glasgow, helping employers meet their needs by significantly increasing the number of people in Glasgow moving from welfare into work.

In addition, Action Teams for Jobs are operating in discrete areas of high unemployment within East Ayrshire, West Dunbartonshire, the Highlands and Islands and Glasgow, extending to Dundee and North Lanarkshire recently. By working closely with employers and the local community and with discretion to use funds imaginatively, Action Teams are devising local solutions to tackle barriers to employment.

Glasgow Employment Zone is jointly funded by the Department for Work and Pensions and the Scottish Executive. Run by Working Links – an alliance of three organisations: Employment Service, Cap Gemini Ernst and Young and Manpower PLC – it is delivering new and innovative solutions to the problem of persistent long-term unemployment in the city. Support is tailored to the needs of the individual client and this has resulted in high levels of success. 37% of clients starting the Zone between April and August 2001 have found work, despite nearly half of them being previously unemployed for over 3 years. 80% of these are sustained jobs.

Priorities for progress

› There are some key areas in which we need to see change to deliver progress. The three areas which have the most deep-rooted problems are Glasgow City, Highland and Fife, with Dundee City, Eilean Siar, North Ayrshire, Dumfries and Galloway and West Dunbartonshire also having communities experiencing continued disadvantage in the labour market.

* Now the ‘Scottish Welfare to Work Advisory Task Force’
Highest 10% Unemployment, by 1991 Scottish Ward

Source: 1991 Census - CIS
Unemployment data - DfE
SEGill, 2001

LEGEND
- 1991 ward boundaries
- Highest 10% unemployment
Trend

Some improvements: There is some evidence of a decrease in the misuse of drugs. Overall, use of any controlled drug in the past 12 months has gone down from 9% in 1996 to just under 7% in 2000. Levels of reported drug use among the 16-25 age group have fallen, particularly for young males, and mainly through changes in cannabis use, although there were also reductions in the reported use of other drugs, such as ecstasy. Levels among young people of school age remain stable. Levels of injecting drug use have reduced, whilst sharing rates remain the same.


Source: the 1998 survey was conducted by the Office for National Statistics and the 2000 survey by the National Centre for Social Research

Chart 25b: Reported drug use in the last 12 months- adults aged 16-59

Source: Scottish Crime Survey

Note: the incidence rate is fairly small and therefore care should be taken when looking at changes between years and across age groups and gender.
Every Community Matters

Chart 25c: New problem drug users attending services - reported injecting and sharing behaviour

Source: Scottish Drug Misuse Database

Notes: In 1999/2000, for the first time, the figures excluded data from needle exchanges (to improve the validity of comparisons between health board and local authority areas). The 1998/99 data was also revised to exclude the needle exchange information.

Making it happen

A comprehensive drugs strategy\(^5\) and action plan\(^6\) has been developed backed by resources of £128 million. Priorities centre around young people, communities, treatment and availability and include:

- new and expanded treatment and rehabilitation services to help users kick their drug habit and supporting them to move on to training and employment opportunities;
- supporting drug users to move towards employability, delivered through the New Futures Fund;
- the development and extension of anti-drugs programmes aimed at children, young people and families through the Changing Children’s Services Fund;
- projects in Social Inclusion Partnership areas focussing on preventative work with young people, community action on drug misuse and treatment and rehabilitation;
- improving the provision of drug education in schools; (at present, 97% of schools already provide drug education);
- the expansion of drug treatment services in prisons and on release; and
- help to drug related offenders to break their cycle of drug dependency and crime, through the provision of a comprehensive framework of alternatives to custody.

In addition, Health Boards have been given additional funding for their work preventing the transmission of bloodborne viruses, including HIV and Hepatitis C. This includes work to reduce injecting and the sharing of needles by drug users.

Scotland Against Drugs (SAD) is funded to support a wide range of community and educational projects, aimed primarily at diverting young people away from drug misuse. We are supporting a joint initiative with the Daily Record to provide resources to community groups who wish to tackle drug problems in their areas.

\(^5\) Tackling Drugs in Scotland: Action in Partnership, Scottish Executive

\(^6\) Drug Action Plan, Protecting Our Future, Scottish Executive
Every Community Matters

Priorities for progress

› ensuring an integrated and longer term approach to planning and service provision through continued focus by the Drug Action Teams and front-line agencies on national standards and targets.

› developing a comprehensive drug communications strategy, to inform and advise the general public and specific target groups, and to build support for action to tackle drug misuse.

› stemming the flow of drugs. In its first year, the Scottish Drugs Enforcement Agency, and its partners, seized controlled drugs with a potential street value of over £17.6 million, arrested 130 people involved in drug trafficking and other serious crime, and disrupted 50 criminal groups.
Reducing crime rates in disadvantaged areas

**Trend**

Not available: but overall crime rates are falling. The current data source does not measure the crime rates below local authority level. We are considering how relevant information could be provided.

The information available shows that across Scotland, the total number of crimes per 10,000 people fell from 851 in 1999 to 827 in 2000.

**Table 26: Crime rates in local authority areas**

<table>
<thead>
<tr>
<th>Council area</th>
<th>Total Crimes per 10,000 population in 1999</th>
<th>Total Crimes per 10,000 population in 2000</th>
<th>Crimes against the person</th>
<th>Crimes against property</th>
<th>Crimes relating to drugs</th>
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<tbody>
<tr>
<td>Aberdeen City</td>
<td>1,530</td>
<td>1,460</td>
<td>-8</td>
<td>-5</td>
<td>-18</td>
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<tr>
<td>Aberdeenshire</td>
<td>469</td>
<td>495</td>
<td>-1</td>
<td>7</td>
<td>1</td>
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<tr>
<td>Angus</td>
<td>598</td>
<td>542</td>
<td>-7</td>
<td>-7</td>
<td>-33</td>
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<tr>
<td>Argyll &amp; Bute</td>
<td>468</td>
<td>461</td>
<td>9</td>
<td>-6</td>
<td>21</td>
</tr>
<tr>
<td>Clackmannanshire</td>
<td>556</td>
<td>619</td>
<td>7</td>
<td>12</td>
<td>1</td>
</tr>
<tr>
<td>Dumfries &amp; Galloway</td>
<td>577</td>
<td>536</td>
<td>-13</td>
<td>-5</td>
<td>-36</td>
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<tr>
<td>Dundee City</td>
<td>1,203</td>
<td>1,159</td>
<td>-4</td>
<td>-5</td>
<td>-4</td>
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<tr>
<td>East Ayrshire</td>
<td>729</td>
<td>761</td>
<td>-13</td>
<td>5</td>
<td>2</td>
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<tr>
<td>East Dunbartonshire</td>
<td>497</td>
<td>493</td>
<td>7</td>
<td>-1</td>
<td>12</td>
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<tr>
<td>East Lothian</td>
<td>498</td>
<td>489</td>
<td>5</td>
<td>-6</td>
<td>63</td>
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<td>East Renfrewshire</td>
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<td>478</td>
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<td>37</td>
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<td>Edinburgh, City of</td>
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<td>1,196</td>
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<td>-1</td>
<td>-2</td>
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<tr>
<td>Eilean Siar</td>
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<td>-8</td>
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<tr>
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<tr>
<td>Glasgow City</td>
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<td>1</td>
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<tr>
<td>Highland</td>
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<td>561</td>
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<td>6</td>
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<td>Inverclyde</td>
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<td>0</td>
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<td>17</td>
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<td>Midlothian</td>
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<td>Moray</td>
<td>567</td>
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<tr>
<td>North Ayrshire</td>
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<td>679</td>
<td>-7</td>
<td>-1</td>
<td>17</td>
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<tr>
<td>North Lanarkshire</td>
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<td>726</td>
<td>-1</td>
<td>4</td>
<td>-16</td>
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<tr>
<td>Orkney Islands</td>
<td>191</td>
<td>203</td>
<td>-32</td>
<td>24</td>
<td>-50</td>
</tr>
<tr>
<td>Perth &amp; Kinross</td>
<td>600</td>
<td>535</td>
<td>-4</td>
<td>-9</td>
<td>-22</td>
</tr>
<tr>
<td>Renfrewshire</td>
<td>923</td>
<td>881</td>
<td>-2</td>
<td>-4</td>
<td>-10</td>
</tr>
<tr>
<td>Scottish Borders</td>
<td>518</td>
<td>500</td>
<td>10</td>
<td>-5</td>
<td>2</td>
</tr>
<tr>
<td>Shetland Islands</td>
<td>247</td>
<td>266</td>
<td>-23</td>
<td>9</td>
<td>-14</td>
</tr>
<tr>
<td>South Ayrshire</td>
<td>610</td>
<td>620</td>
<td>-8</td>
<td>8</td>
<td>-29</td>
</tr>
<tr>
<td>South Lanarkshire</td>
<td>700</td>
<td>644</td>
<td>-5</td>
<td>-9</td>
<td>2</td>
</tr>
<tr>
<td>Stirling</td>
<td>667</td>
<td>564</td>
<td>14</td>
<td>-18</td>
<td>11</td>
</tr>
<tr>
<td>West Dunbartonshire</td>
<td>1,011</td>
<td>932</td>
<td>0</td>
<td>-13</td>
<td>38</td>
</tr>
<tr>
<td>West Lothian</td>
<td>869</td>
<td>767</td>
<td>15</td>
<td>-12</td>
<td>-5</td>
</tr>
<tr>
<td>Scotland Total</td>
<td><strong>851</strong></td>
<td><strong>827</strong></td>
<td><strong>0</strong></td>
<td><strong>-3</strong></td>
<td><strong>-1</strong></td>
</tr>
</tbody>
</table>

Source: Central recorded crime statistical collection: Scottish Executive
Making it happen

The spread of CCTV, along with record levels of spending on the police in Scotland, will help to improve the fight against crime generally, including in disadvantaged communities. Our additional investment in the police has already led to record numbers of police officers being deployed in Scotland. More officers will lead to higher visibility policing and faster response times, as well as improved detection rates.

The Scottish Forum on Community Safety was formed to help provide a more cohesive crime reduction/community safety strategy. Chaired by the Deputy Minister for Justice, the membership includes CoSLA\(^7\), SoLACE\(^8\), ACPOS\(^9\) and other key national agencies.

New funding proposals have been designed to refresh the community safety agenda, encourage effective partnership action on community safety and assist the delivery of safer, stronger communities within the wider community planning and social justice agendas.

We are encouraging Social Inclusion Partnerships and Community Safety Partnerships to work together where possible to give added weight to tackling the problem of crime.

The ‘Communities that Care’ intervention programme is targeted at families, children and young people at community level and identifies the risk factors which put children and young people at risk of involvement in drug misuse, crime and other anti-social behaviour. These are countered by engendering positive factors such as strong social bonding within families and communities and the promotion of high standards of behaviour and healthy life choices. The Executive’s Crime Prevention Unit is funding 3 pilot projects – Cranhill/Ruchazie (Easterhouse, Glasgow); Gracemount/Southhouse (South Edinburgh) and Leith (Edinburgh) amounting to £90,000 per annum for 3 years match funded by the local authorities involved. A fourth project in South Lanarkshire is being funded through the Social Inclusion Partnership Programme.

Violence Against Women

The protection of women from all forms of violence is a high priority: women have the right to be free of violence or the threat of violence in all aspects of their daily lives. “Preventing Violence Against Women: Action Across the Scottish Executive”\(^{10}\), which was published earlier this year, outlined the framework for targeting the main areas for action.

We recognise that domestic abuse issues require special attention. We are committed to implementing the Action Plan in the National Strategy to Address Domestic Abuse in Scotland, developed by the Scottish Partnership on Domestic Abuse. Implementation of the Action Plan is backed up by significant resources and we have established a National Group to Address Domestic Abuse in Scotland to oversee the work.

Priorities for progress

- introduce new Community Safety Partnership Award Programme from April 2002 to promote and strengthen strategic Community Safety Partnerships involving council, police and fire services and other local agencies and partnerships.
- the development of local Community Safety Action Plans with a strong emphasis on mainstream services being targeted towards community safety and which incorporate specific key national priorities and measures to address them.
- ensure Community Safety Strategies and Action Plans are directly linked to community planning process.
- increase and improve refuge accommodation for women fleeing domestic abuse throughout Scotland.

\(^{7}\) Convention of Scottish Local Authorities  
\(^{8}\) Society of Local Authority Chief Executives  
\(^{9}\) Association of Chief Police Officers Scotland  
\(^{10}\) Preventing Violence Against Women: Action Across the Scottish Executive, Scottish Executive, October 2001
**Trend**

**Improvement:** We are on-track to meet our Programme for Government targets for new homes. There has been a slight increase in owner occupation and a slight decrease in overcrowding.

**Chart 27a: Trends in Tenure: End of Year Estimates**

![Graph showing trends in tenure from 1981 to 2000.](image)

- **Owner occupied**
- **Private rented**
- **Rented from Housing Association**
- **Public rented**

Source: Scottish Executive

**Chart 27b: Overcrowding – proportion of households in accommodation below, or equal to and above, bedroom standard**

![Graph showing overcrowding from 1996 to 2000.](image)

Source: Scottish House Condition Survey 1996 and Scottish Household Survey
Making it happen

Around £200 million of New Housing Partnership resources are being made available for housing regeneration and development partnerships. This will attract up to £300 million of additional private sector investment and result in over 8,000 new and improved homes across Scotland. In addition, over £150 million will be used to assist Councils in the transfer of a quarter of Scotland’s council housing to not-for-profit landlords, attracting around £2 billion of private investment.

Scottish Homes and Communities Scotland will attract around £120 million of private funding by investing £215 million in 2001/02 to provide 5,300 high quality, fuel-efficient and barrier-free houses, often in the most disadvantaged areas, with over one fifth aimed at increasing availability of housing in rural areas.

Taken together the New Housing Partnerships and Scottish Homes programmes will ensure that we are on-track to meet the Programme for Government target of providing 20,000 new houses for affordable renting or low-cost owner occupation by March 2002.

Following the passage of the Housing (Scotland) Act 2001, work has begun to create a framework for securing real improvements in Scotland’s housing and housing management. The Act provides the best ever package of rights for homeless people and tenants.

The Act will allow Scottish Homes to become Communities Scotland, an Executive Agency of the Scottish Executive, increasing its accountability to Ministers and to the Scottish Parliament. Its new role will include tackling community regeneration issues.

We have met early, and exceeded, our commitment in Programme for Government to insulate 100,000 homes under the Warm Deal by March 2003. These programmes complement action taken by the UK Government to improve income through changes in the tax and benefit system and the National Minimum Wage. Deregulation has ensured continuing downward pressure on domestic fuel prices and a number of fuel companies have introduced packages specifically aimed at low-income households.

Priorities for progress

› Tackling fuel poverty

Fuel poverty has three causes: poorly insulated homes, low incomes and the cost of fuel. Through the Central Heating Programme the Scottish Executive will ensure that by April 2004 all council houses will have central heating. All housing association tenants will have central heating during 2004 and all over 60s will have central heating by March 2006. The programme has been accelerated by 2 years in the social rented sector. Around 70,000 households across all sectors of the stock will benefit. The programme will also be extended in the local authority sector from 2004 to upgrade partial central heating to whole-house heating, giving priority to the elderly and disabled people.

The Housing (Scotland) Act 2001 introduced provisions requiring the Executive to prepare a strategy for tackling fuel poverty and this will be published within the next year. The Executive is to report on progress at least every 4 years.

› Improving the quality of Scotland’s private sector housing

Despite significant reductions in the number of houses failing the tolerable standard over the last 30 years, the 1996 Scottish House Condition Survey suggests that up to a fifth of all private owners face problems with the condition of their home. To address these problems the Minister for Social Justice has established a Housing Improvement Task Force.

Through the use of £7.7 million of New Housing Partnership funds, the former North Lanarkshire Council estate of Old Monklands in the South Coatbridge SIP has been dramatically transformed. The original stock of almost 600 walk up flats and maisonettes has been demolished and replaced with a mix of houses for rent and owner occupation. The final mix will be 320 houses for rent and 140 for owner occupation.

This housing investment has resulted in training and employment opportunities for local people as well as environmental improvements and improved community facilities.
Increasing the number of people from across all communities taking part in voluntary activities

**Trend**

**Improvement**: In 2000, 26% of adults reported taking part in voluntary activities. In both 1999 and 2000, women were more likely to give up time as a volunteer and the most common age group for volunteers was 35-59 years of age.

**Chart 28: Percentage volunteering by gender and age**

Source: Scottish Household Survey

**Making it happen**

The voluntary sector is thriving in Scotland and we have a long and sound tradition of volunteering. The Executive is investing some £39 million in the sector in 2001 with some £3.75 million going directly to support volunteering.

Volunteer Development Scotland, Scotland’s national centre for volunteering, and the national network of Local Volunteer Development Agencies have a key role to play in delivering progress on this milestone.

The Active Communities Initiative aims to promote more positive attitudes to volunteering and community action and to place volunteering and community action at the heart of policy. It also aims to increase the numbers and broaden the range of people getting involved in volunteering and community action throughout Scotland. Action under the Initiative includes developing a national database of volunteering opportunities and promoting and supporting volunteering opportunities for older people, people from black and ethnic minority communities, young people, people with disabilities and others.

**Milestone 28**

**Increasing the number of people from across all communities taking part in voluntary activities**

Between 1999 and 2000 the question on volunteering within the Scottish Household Survey was broadened and the figures are not comparable.
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Community Services Volunteers Scotland’s Retired and Senior Volunteer Projects (RSVP) are run by and for older people. Participants get involved in a range of activities from helping children with their reading to providing support to people accessing primary health care. The oldest participant is 108.

Priorities for progress

- Levels of involvement in volunteering and community action vary widely across the country with a higher level of volunteering in rural areas. We will take forward the reasons for the differences, and build capacity in those communities which show lower levels of engagement.

- **Empowering Communities.** By extending participation and promoting access to skills, knowledge and resources, we will promote the empowerment of Scotland’s disadvantaged communities.
Percentage of Adults who Volunteer their Time, by Local Authority

Percentage giving up time:
- 6 - 15
- 16 - 25
- 26 - 35
- 36 - 45
- 46 - 55

Source: SHS, 2006
Local authority boundary
- GROS, 1998

Scottish Executive Geographic Information Service
Every Community Matters

**Trends**

**Improvement**: There has been an increase between 1999 and 2000 in the percentage of households able to access the Internet. On average 14% of households in 1999 had a computer and of these 47% could access the Internet. In 2000, the equivalent figures are 23% and 64%.

**Chart 29: Internet Access from Home**

Source: Scottish Household Survey

**Making it happen**

Low-income households and individuals, the unemployed and individuals with poor literacy and numeracy skills currently experience low rates of usage of ICTs and the web. Our digital inclusion strategy, published in September 2001, set out our vision for a digitally inclusive Scotland, and how we aim to tackle the digital divide.

We are committed to bridging the digital divide and achieving universal access to the web by 2005. Access alone is not enough though. Our new Digital Inclusion Unit will work with the public, private, and voluntary sectors to promote positive use of digital technologies and the web to deliver new opportunities and improve the quality of life for those currently excluded.

Our actions to tackle the digital divide will focus on:

- raising awareness;
- improving access;
- improving skills;
- providing support;
- developing content;
- and raising community involvement.

<sup>12</sup> www.scotland.gov.uk/digitalscotland
Our actions will be targeted on disadvantaged communities, households and individuals. Through Scottish Enterprise we have set up a network of eight Digital Champions to drive up provision and access in Social Inclusion Partnership areas. Two new cyber-cafes are to be established in disadvantaged areas of Glasgow to encourage local people to find out about and try new technology and the Internet.

To raise awareness of the facilities already in place we have mapped all facilities in Scotland providing public access to the Internet. This information is on the web at www.scotland.gov.uk/digitalscotland/webaccess and will also be available through a call-centre.

Priorities for progress

- **Increased awareness of the benefits of getting online.** We intend to run a major media campaign with the UK Government starting later this year.

- **Increased public access** to the web in Scotland, creating over 1000 new locations to provide public internet access, in particular in places where people go already.

- **Digital communities.** A competition is underway for two disadvantaged communities in Scotland to become digital communities. These communities will be provided with home-based access to the web; training and a community-based web portal with locally developed content.
 Perspectives on Social Justice

› Community planning: achieving better delivery of social justice at the local level
  Sarah Hutchison, Policy & Organisational Development, Fife Council

› Socio-economic inequalities and educational attainment in Scotland
  Linda Croxford, Centre for Educational Sociology, University of Edinburgh

› Mainstreaming equal opportunities
  Dr Fiona Mackay, Politics Department, University of Edinburgh

› Socio-economic inequalities in health in Scotland
  Sally Macintyre, MRC Social & Public Health Sciences Unit, University of Glasgow

The following four articles have been prepared by independent academics and writers. They are intended to contribute to the understanding of our social justice strategy. The views expressed are the author’s own and not necessarily those of the Executive. They cover key issues for enhancing the development and implementation of social justice policy.
Perspectives on Social Justice

Community Planning: Achieving Better Delivery of Social Justice at the Local Level

Sarah Hutchison, Policy & Organisational Development, Fife Council

Across Scotland, social justice is being delivered in different areas in different ways. This article sets out to demonstrate, through the Fife experience, how community planning works for us as a means of delivering the national social justice agenda at local level.

Action for social justice requires increased local responsiveness by statutory agencies to the communities they serve. It also requires greater confidence within those agencies that they can actually deliver what is needed. Unfortunately the very way that organisations work can contribute to problems of social exclusion. Our structures, attitudes, systems and budgeting can contrive to produce often unresponsive, centrally influenced and fragmented services. At the same time, organisational divisions within and between agencies promote a narrow view of the needs of customers and communities and inhibits preventative approaches in policy-making.

Community planning is about service providers, agencies, the voluntary sector and the private sector coming together to construct and deliver a common agenda for communities – one that is influenced by those communities and focuses on outcomes. It provides the framework and the drive to deliver social justice at a regional and local level.

Fife Community Plan involves agencies from public, private and voluntary sectors. Structures are in place to co-ordinate the activity of a diverse range of partnerships and forums tackling health, environmental, rural, regeneration, safety, leisure and learning issues within the plan. Progress is monitored against locally-agreed milestones for each activity on an annual basis.

In June, the range of community planning partners in Fife came together to debate the first State of Fife Annual Report for its community plan. The report notes the substantial progress already made in implementing the 10-year vision for Fife. This includes development of structures for delivery and good examples of joint initiatives. The report also highlights the gaps: where the new framework is lacking, where the capacity of individual agencies is not yet up to the task.

This process of the agencies collectively reviewing progress and restating priorities is critical to the momentum of community planning. It also provides an opportunity to re-assess emerging developments and national priorities.

The plan has to focus on the priorities for achieving its vision. The Community Plan deals with a breadth of issues across all activities of all its partner agencies. These agencies are, by their very nature, complex and individual. They deliver many different services to all of Fife's 340,000 population. It would be unrealistic to suppose that one framework could possibly deliver clarity about absolutely everything to everyone. What the framework can do is to help people make sense of the range of initiatives and challenges, provide a focus (which is often missing across services and agencies) and identify new opportunities for joint working and innovation in service delivery.

Principles of Joint Working

The process of community planning depends heavily on the relationships between partners. Developing the necessary mutual trust to work together depends on many factors, including understanding each other, agreeing agendas and objectives. This cannot be achieved through one-off exercises – community planning has to include action to address both issues throughout the life of the partnership.

Every partner has their own organisational culture, agenda and discrete resources. Understanding each other's business is essential if organisations are to work effectively together and yet it is one of the hardest areas to achieve. Initiatives such as secondments between agencies, shared vacancy bulletins and a new Kingdom Graduate Scheme have been useful methods of creating staff movement between Fife agencies. Working together at strategic level has taken time and has been achieved mainly through collaboration on research, information and communication technology and human resources initiatives. There is increasing evidence of joint working at the
level of frontline services. However, there remains a significant gap for all agencies somewhere in the middle of their organisational structures. Increasing knowledge and understanding of partner agencies across all areas of activity is a priority for managing change within the plan.

**Social Justice Outcomes**

Community planning provides exciting opportunities to join up services and improve customer responsiveness. It has always been possible to develop joint working and initiatives across agencies and there are many good examples of this. However, the community planning framework and ethos helps to encourage this, remove barriers to joint working and make it the norm rather than the exception. Below are some examples:

**Fife’s Local Office Network** delivers council services for communities through 23 localities. Each local office is essentially a one-stop shop for activities such as paying of council tax, access to housing services, public transport information and booking of community leisure facilities. The network also provides a focal point in communities for information about a wide range of other opportunities, including access to voluntary sector services such as Citizens Advice Rights Fife. This decentralisation of services is supported by the appointment of Locality Managers who have a key role in community consultation and contact with other agency representatives. They are able to lead local initiatives and co-ordinate social justice measures such as youth participation. The strength of this model is about the ability to respond to local needs with local action. Increasingly, Locality Managers are actively engaged in working with multi-disciplinary teams, addressing gaps in services. There is scope for other agencies to use the accessible local offices as a means of delivery. The development of community planning is making this easier to achieve.

**Opportunity Centres** have brought together advice, guidance and support services for people seeking training and work. From a single call at the reception desk, it is possible to tap into the full range of support services from a range of agencies. In addition, specific activities such as English for Speakers of Other Languages classes are run from Opportunity Centres to give people the confidence to access the other services in the building. The New Ways into Work employment initiative for people who need extra support has been brought into Opportunity Centres to mainstream that provision. Service providers are far more knowledgeable about each other’s work and are collectively becoming increasingly customer-focused, recognising key factors that limit opportunities for their clients.

One-stop shops create learning opportunities for the staff and volunteers involved. Improvements in service delivery result from joint working matching provision to customer need and the necessity to cut through any organisational barriers. We are learning, though, that one-stop shops are not just about buildings housing complementary services. Fife partnerships are actively developing **shared reporting, monitoring and referral procedures** to reduce the burden on customers to contact several different agencies. One-stop shops are particularly supportive to people who may find it difficult to communicate, lack awareness about services available to them, or lack confidence to seek help.

The development of **Integrated Response Teams** is a useful example of joint working to address gaps in services provided by different organisations to vulnerable groups. Elderly and frail people leaving hospital often need a complex package of support to enable them to return home. Integrated Response Teams provide the necessary nursing, home care and personal care to support people to leave hospital when they are ready. The teams work with individuals only in the short-term until long-term packages are in place. The initiative requires a high degree of responsiveness and flexibility to ensure that the patient is at the centre of the decision-making and provision.
Communication and Community Involvement

To be accepted by communities and partner organisations’ staff, the community plan has to be more accessible, explaining strategic issues through practical examples. A frequent cry from within partnerships is for more clarity about the range of initiatives and activities under the banner of community planning. Internal and external communication increasingly includes information about community planning and its achievements. However, it would be unrealistic to suppose that everyone actually reads these and, if they do, that they absorb the message. Community planning is essentially a process and people’s interest will inevitably be drawn to tangible outcomes, rather than the structures that deliver them. A challenge for this next year is to increase knowledge and awareness of the plan itself, our commitment to it and its potential across all our organisations. The best possible advertisement for community planning is delivery of real improvements in responsiveness and quality of local services, that is, the achievement of social justice outcomes.

The plan has to be relevant and appropriate if local people are to be motivated by it. There has been considerable community involvement in specific partnerships and regeneration activities over the last year. The development of Local Forums this year promises to provide opportunities for communities to input to community planning at a strategic level. However, the issues for communities are broadly similar to the internal communication difficulties for statutory and voluntary organisations already engaged in the plan: the plan has to be relevant and appropriate if people are to be motivated by it at all. Wherever possible, community involvement has to take place within the structures that already engage local people, rather than creating new ones. For example, an Equality Forum is in development within Fife Community Plan, bringing an existing Equality Network together with community planning partners. The forum’s agenda is determined by both groups, moving towards a greater degree of co-operation and mutual understanding over time.

Fife's Working for Communities Pathfinders and Social Inclusion Partnerships are actively engaged in Fife-based activities outwith the Scottish Executive’s formal Working Together: Learning Together programme, bringing skills developed in the national training to bear in local work. It is a diverse and increasingly knowledgeable group of people who have a shared understanding of definitions of social justice, an appreciation of each other’s issues, problems and solutions. This group promises to contribute more to the development of action plans for the community plan in future through a better collective focus on social justice and what it means for us at local level.

Better Information

The community plan must measure and monitor progress across all its activities. All partner agencies gather population data for Fife, tailoring it to their needs. Some of this information has been shared in the past, but it has been difficult to make practical use of it, as different organisations measured different things. The State of Fife Index collates detailed social justice statistics about Fife’s populations by area and group. Information from the index is already used to identify areas for targeting resources. The next step has to be about how it is used to drive community planning as a whole.

Progress towards the plan’s vision is monitored against achievement of locally-agreed milestones set for each objective. As a package, the milestones are intended to provide an overview of the “State of Fife”. They include key national and local social justice targets. Agreeing those initial milestones was difficult in itself, achieving a balance between what we wanted to know and what could reasonably be measured. As the plan has progressed, attention is once again focussed on whether the milestones accurately describe the objectives or, indeed, whether the actions planned will achieve them.
Joining up Local and National Priorities

In theory, Fife's strategic partnerships were set up to deliver the community plan. In reality, the remit of each strategic partnership is also driven by the need to fulfil external requirements and the agendas of individual organisations round the table, not just by community plan objectives. The work of partnerships is often largely supported by resources from separate funding streams and challenge funds. This separateness promotes the very departmentalism and competitiveness we are trying to get away from. Community planning in Fife aims to tackle some of these problems through joint commissioning of children's, drugs and voluntary sector services and monitoring the plan through locally-agreed milestones. If it is to be effective in delivering social justice, the community plan must be the vehicle that joins national and local priorities and translates that into jointly agreed targets.

Conclusion

Community planning has been a positive experience for Fife thus far. There is no less commitment to the approach now, a year on, than was given at the “visioning” stage. Indeed, there is tangible evidence that the process is already having significant impact on the way agencies work together. Community planning has significant implications for changing organisational culture and increasing community focus in the way that services are conceived and delivered. In this there is a clear connection between community planning and social justice. Only targeted efforts by many partners will achieve social justice. Community planning provides the framework for making this happen at local level, so that we can achieve long-term, sustainable solutions. It also provides the environment to ensure that lessons, good and bad, are learned for the future.
Introduction
The Social Justice Strategy provides a vision of a Scotland in which “every child, regardless of their family background, has the best possible start in life”. It signals a renewed commitment to addressing socio-economic inequalities, in which education has an important part to play. Young people’s future career opportunities and life chances are largely determined by their educational attainment at school. If social inclusion is a priority, the enhancement of educational opportunities for children from disadvantaged backgrounds must be a priority also. Currently the main focus of education policy is to raise overall standards of achievement, and although this includes raising the achievements of disadvantaged pupils, there are inherent tensions and competing priorities between raising standards and addressing inequality.

This article will first describe the cumulative impact of socio-economic inequality on attainment, and then outline some initiatives that seek to address the problem.

Sources of inequality in attainment
The two main sources of inequality in attainment are socio-economic differences in family background and social segregation between schools. Other sources of inequality include sex, disability and ethnicity, which are not the subject of this paper. The most comprehensive information about socio-economic inequality in the outcomes of schooling in Scotland is provided by the Scottish School Leavers Surveys (SSLS), which is funded by the Scottish Executive.

1. Family background
Figure 1 summarises aspects of family background associated with differences in attainment of school leavers in the early 1990s. These characteristics are indicators of socio-economic status (SES).

Figure 1. Typical family background characteristics that affect pupil attainment

<table>
<thead>
<tr>
<th>Attainment higher if:</th>
<th>Attainment lower if:</th>
</tr>
</thead>
<tbody>
<tr>
<td>parents had post-compulsory schooling</td>
<td>parents left school at the earliest opportunity</td>
</tr>
<tr>
<td>parents gained advanced qualifications</td>
<td>parents have no qualifications</td>
</tr>
<tr>
<td>father in professional, intermediate or non-manual occupation</td>
<td>father in manual occupation</td>
</tr>
<tr>
<td>father in work</td>
<td>father unemployed</td>
</tr>
<tr>
<td>mother full-time unpaid in the home</td>
<td>mother at work</td>
</tr>
<tr>
<td>two natural parents</td>
<td>lone or step parent</td>
</tr>
<tr>
<td>below-average number of siblings</td>
<td>above-average number of siblings</td>
</tr>
<tr>
<td>living in a home owned by parents</td>
<td>living in rented accommodation</td>
</tr>
</tbody>
</table>

1 SCOTTISH EXECUTIVE (1999). Social Justice...a Scotland where everyone matters.
The most important background factor affecting a pupil's attainment is the educational level of her/his parents, with mother's education having the greatest effect. Young people whose parents had some post-compulsory education had higher attainment on average than those whose parents left school at the earliest opportunity. Similarly, young people whose parents gained advanced qualifications such as a degree had higher average attainment than those whose parents had no qualifications. Other factors, including occupation, employment status, family structure and housing have effects on attainment additional to parental education.

2. Social segregation

Social segregation between schools is not as great a problem in Scotland as in England, and this is partly attributable to the success of the comprehensive system of schooling in Scotland. However, social segregation between schools arises because towns and cities in Britain tend to have socially-segregated housing, and the children from “leafy suburbs” generally attend different schools than children from multiply-deprived housing estates. The linkages between different aspects of policy are important – housing policies aiming to reduce socially-segregated housing have implications for educational opportunity.

Analysis of the attainment of Scottish students shows that the social context of the school (derived from the average SES of all pupils at the school) has an effect on each pupil’s attainment. In schools with low average SES the attainment of all pupils is lower than in schools with high average SES. Thus, disadvantaged pupils attending schools in which the majority of pupils come from disadvantaged homes suffer a double disadvantage. Schools in which the majority of pupils are from families with low SES suffer a social context in which the majority have low academic goals and it is difficult to raise pupils’ aspirations and attainment.

Social segregation leads to differences in attainment partly through the influence of peer groups. Children's attitudes and behaviour are strongly influenced by peer pressure, and there are many areas where pupils are prevented from reaching their potential by anti-school attitudes, and views that studying is not “cool”.

Since the 1980s, educational policies to increase parental choice of schools have led to increased social segregation and increased social inequality in some areas, notably Glasgow. Competition between more affluent parents to send their children to more prestigious schools has led to less prestigious schools losing pupils of higher SES who would otherwise have contributed to higher average expectations, aspirations and attainment. One of the dilemmas for promoting social inclusion in education is that parental choice leads to benefits for individual pupils at the expense of pupils in more disadvantaged schools, but the alternative of restricting parental choice may be seen as disadvantageous to individual pupils.

The cumulative effects of socio-economic inequality

Recent research in Scotland suggests that educational disadvantage starts before children begin their formal education at primary school, and is reinforced by their experience of the education system at each stage up to, and including, higher education. When children first enter primary school there are large differences in their reading and mathematics skills – some children are able to read, while others are not yet ready to start reading. Pupils who are entitled to a free school meal or clothing grant, and pupils attending schools which serve areas of deprivation, have significantly lower reading and mathematics scores than their peers. A number of studies have shown that inequalities in early years are reinforced at subsequent stages because prior

References:
5 CROXFORD, L. (1999a) Inequality in the first year of primary school, CES Briefing No. 16, CES, University of Edinburgh.
Perspectives on Social Justice

attainment has a strong influence on the amount of progress pupils make during their first and subsequent years at school. In fact the attainment gap widens – even after taking account of their lower starting point, pupils with free-meal or clothing-grant entitlement or attending a deprived school, make less progress than their peers during subsequent years at school8.

At later stages of schooling, levels of Standard Grade and Higher Grade attainment are strongly influenced by SES. Attainment at Higher Grade is the key factor in determining whether a student can participate in higher education. However, even after taking account of Higher Grade attainment, pupils with low SES are less likely to apply for higher education, less likely to be accepted, and those who do participate are less likely to enter prestigious universities and courses9.

The education system itself may be a contributor to the persistence of inequalities, reinforcing class differences10. The school system responds to different types of pupils in different ways. For example, the language of instruction in schools tends to be more “middle class” than the vernacular language used at home by pupils from socio-economically disadvantaged backgrounds, and this can lead to pupils feeling inadequate11.

A further example of the differentiating effect of the education system is the practice of dividing pupils into ability groups by selective schooling, streaming or setting. A recent research review, commissioned by the Scottish Office, concluded:

“When ability groups are formed by setting or streaming, their disadvantages are well documented: reinforced social-class divisions; increased likelihood of delinquent behaviour in the later school years; lowered teacher expectations of the less able; bias and inconsistency in allocating pupils to ability groups; anxiety for pupils struggling to keep up with the pace of the class”12.

Another review of international research found that low streams tend to include disproportionate numbers of pupils of low SES, ethnic minorities, boys, and those born in the summer. Systems with separate ability tracks led to greater extremes of attainment than mixed ability systems, with pupils in lower tracks achieving poorer levels of attainment than if they were taught in mixed-ability groups13. The negative effect of low-ability tracks works partly through the lower levels of intellectual stimulation and classroom interaction, and partly through “labelling” and consequent low expectations by pupils and teachers.

The issue of grouping by ability is a further dilemma for Scottish education. Until recently mixed-ability classes have been the norm in most schools, at least to the end of S2. However, mixed-ability grouping has been criticised because of the perceived failure to stretch high-ability pupils sufficiently14. Recent pressure for schools to raise standards and meet targets has led to increasing use of setting by ability in spite of findings that “There is no consistent or reliable evidence of positive effects of setting or streaming”15. While the form of setting by ability practiced in Scotland is not as extreme as the selective systems found elsewhere, increased use may reinforce socio-economic inequality.

15 Harlen and Malcolm (1999) op. cit. p 57
Changes over three decades
Socio-economic inequalities in educational attainment in Scotland’s schools are persistent. Figure 2 shows that average levels of attainment of all school leavers have risen over the past quarter century, but there is still a gap between young people of high and low SES: young people from professional and other non-manual family backgrounds have much higher attainment than those whose fathers are in manual occupations. Indeed, rising levels of attainment have brought “credential inflation”, and the consequences of low attainment for the life chances of young people, especially females, are severe\(^\text{16}\).

However, there are signs of improvement\(^\text{17}\). Two major educational reforms in past decades – comprehensive reorganisation after 1965, and the Standard Grade reform from 1986 – reduced inequality in attainment by removing systematic restrictions on participation \(^\text{18}\).

Addressing inequality in the early years of schooling
The evidence outlined above suggests that inequality in attainment at the start of primary school leads on to disadvantage through subsequent stages of schooling. The implication of this is that interventions to address disadvantage should start at the earliest possible stages. For this reason the Early Intervention Programme has targeted pre-school and the first two stages of primary schooling. It has built on experience in the USA.

Successful Programmes in the USA
A number of programmes developed in the USA provide evidence of successful strategies targeted at socio-economic disadvantage in pre-school and the early years of primary schooling\(^\text{19}\). Longitudinal studies of pupils included in the Perry pre-school project found significant measured success in terms of adult life changes such as lower delinquency, lower single parenthood and lower unemployment; a cost-benefit analysis found that for every $1 spent an estimated $7.16 was saved in lower public expenditure for welfare, education and other services\(^\text{20}\).

\(^{17}\) TINKLIN, T AND RAFFE, D (1999) op. cit.
Perspectives on Social Justice

The most significant findings were:

- Quality early care and education programmes have proven effectiveness in improving the developmental outcomes of low-income and disadvantaged children;
- Quality matters and is particularly important for children from low-income families;
- While parent-focused home visiting/parent education programmes have provided some benefits for parents, these have not translated into significantly improved outcomes for children.

Early Intervention Programme (EIP) in Scotland

The EIP was initiated by a task force on underachievement in Scottish schools, which recommended a comprehensive early intervention strategy to strengthen education in the early years. The strategy should include pupils in nursery and P1 to P3, smaller class sizes, a bias towards reading and basic numeracy, with learning support where necessary. The stated policy objective was “to overcome by intervention the disadvantages and inequalities of social and domestic background, and to help all children to reach or exceed a minimum level of performance – in language and number especially – by P3.”

The EIP began in 1997. Much of the emphasis was on improving methods of teaching literacy and numeracy, including enhanced teaching of phonics, and intensive remedial programmes such as Reading Recovery. In many areas the EIP included new methods of working with parents and developing Home-Link support. Soon after the start of the EIP it was subsumed into the Excellence programme, as a result of which class sizes were reduced, and classroom assistants introduced in some areas.

National evaluation of the effects of the EIP found it had been very successful in raising overall standards of reading attainment, but less successful in reducing inequality. There was a significant overall increase in reading attainment in Primary 3 between 1998 and 2000. Pupils who were entitled to a free-school meal had lower average reading scores in both years, and although they shared in the overall increase in reading attainment the attainment gap was no less in 2000 than in 1998. However, there was some evidence that focusing resources in few schools with disadvantaged intakes led to above-average improvement in reading scores in those schools.

Other approaches to addressing inequality

A number of further initiatives have been developed as part of the £320 million Excellence Fund which started in 1998 as part of the policy to raise standards in schools. Potentially these initiatives have implications for social inclusion, but it is difficult to judge what effect they are having because there is no national evaluation of the Excellence Fund comparable to the national evaluation of EIP. They include:

- Alternatives to exclusion;
- Study support;
- Family Literacy and Home-Link teachers;
- Reduction in class size in the first three years of primary school to a maximum of 30 pupils;
- Classroom assistants.
- Expansion of existing Early Intervention Programme.

New Community Schools are a new approach to addressing problems of socio-economic disadvantage. The aim is to provide integrated education, family support and health improvement services, and thus help children overcome the barriers to learning which can prevent them realising their potential. The pilot programme of New Community Schools began in April 1999, and there are currently 62 pilot projects in operation across the country. New Community Schools are being evaluated by the Institute of Education in London.

The need for research and evaluation

It is very important to monitor and evaluate socio-economic inequality in Scotland’s schools, and to consider the effects of education policies and provision for disadvantaged groups. However, this is currently extremely difficult because the education system does not collect relevant information about SES (or ethnicity). The lack of monitoring data is linked to the invisibility of issues concerning SES in educational policy documents. Policy and practice in Scotland is based on the meritocratic myth that all pupils are taught as individuals and achieve according to their ability. The current lack of adequate monitoring data leads to a situation in which evaluation of policy and practice seldom considers socio-economic inequalities, and as a result inequalities in the outcomes of schooling are not challenged. The impact that monitoring inequality can have is illustrated by the recent upsurge of interest in addressing under-achievement by boys as a consequence of analysis of gender differences in attainment. If similar school-level data on differences in attainment by SES (and ethnicity) could be provided there would be greater awareness of the extent of underachievement arising from socio-economic inequality.

Two proxy indicators of disadvantage which are sometimes used by local authorities and the Scottish Executive are entitlement to free school meals and clothing grants, but these are not satisfactory indicators. Collection of information about SES can be a difficult and costly task, and there are concerns that parents would not wish to provide the information. However, surveys such as the Scottish School Leavers’ Survey and Scottish Household Survey demonstrate that information about SES can be collected if issues of purpose and confidentiality are clarified.

Conclusions

Inequalities in educational attainment have serious implications for the Social Justice Strategy. Educational attainment is the key factor predicting young people’s future career opportunities and life chances; young people who leave school with low levels of educational attainment are far more likely to suffer periodic unemployment than those with higher attainment. At present, there is evident disparity in qualifications achieved by young people. Although the education system is gradually increasing levels of attainment by all young people, including those from disadvantaged backgrounds, the gap between advantaged and disadvantaged remains wide. Inequalities are strengthened rather than diminished by the experience of schooling.

There are new developments of policy and practice that aim to target the obstacles to achievement faced by disadvantaged youngsters. However, these policies currently have to coexist with other policies and practices in the education system, such as competition between schools and setting by ability that reinforce inequality. Joined-up thinking is needed to achieve the aims of the Social Justice Strategy: all policies and practices need to take account of the likely impact on disadvantaged young people and on inequalities in their achievement.

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25 Biggart 2000, op. cit.
Mainstreaming Equal Opportunities
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Mainstreaming is a social justice-led approach to policy making and service delivery in which equality principles, strategies and practices are integrated into the everyday work of government and other public bodies from the outset, involving policy-makers in addition to equality specialists and external partners. It is a long-term strategy whose ultimate goal is to create a fairer and more inclusive society.

The strategy is supported by the United Nations, the Commonwealth governments, the European Union, the Council of Europe and many governments world-wide as a primary tool for the delivery of public policy objectives on the promotion of equality and the effective distribution and delivery of public services.

In common with many other countries and regions, mainstreaming in Scotland and in the UK is at a relatively early stage of development. Whereas work is more advanced in some places, particularly Canada and the Nordic countries, nowhere can it be said that mainstreaming is fully implemented. The Scottish Parliament and the Scottish Executive is each committed to the principle of mainstreaming equality in all aspects of their work. The power to legislate on equal opportunities is reserved to the UK Parliament. However the Scottish Parliament has the power to encourage equal opportunities, particularly the observance of equal opportunities requirements. It also has the power to impose duties on Scottish public bodies and cross-border public authorities in relation to their Scottish functions.1

Mainstreaming equality forms a crucial part of a social justice approach and complements cross-cutting work on social inclusion. Although poverty and low-income are two of the primary causes of social exclusion, the dynamics of disadvantage and deprivation are complex and the mechanisms by which people are excluded are various. The Scottish Executive recognises this in its first Social Justice Annual Report when it states that:

“there are groups within Scottish society that experience exclusion by discrimination – on the grounds of, for example, race, religion, gender, ability, age or sexual orientation. Some individuals may experience discrimination on several grounds (multiple discrimination). Not only does discrimination lead to exclusion but it also limits opportunities for employment and can restrict access to goods and services. Those who are discriminated against also often face abuse and violence.” 2

Equality is explicitly linked with social inclusion by the Scottish Executive in its Social Justice Strategy. In addition, specific equalities issues are incorporated into some (although by no means all) Social Justice milestones. A focus on equalities alerts us to the interconnections between poverty and other forms of discrimination and inequality. The causes of poverty and low-income are shaped by other social divisions such as gender, race and ethnicity, disability and age. The effects of poverty and low-income also may be experienced differently by different groups. In addition, social exclusion relates not only to material inequalities but also to the impact of discriminatory attitudes and practices on the status, influence, opportunities, well-being and safety of individuals and groups.

A social inclusion approach without an equalities lens may fail to pay adequate attention to the diversity of individuals, families and communities, or to recognise that to promote social inclusion may require different approaches for different people. Without the integration of a mainstreaming approach, social inclusion initiatives are unlikely to be able to capture the complexity of the problem or to deliver effective solutions for all.

1 Scotland Act (1998) Sch.5, Section L.2.
This paper addresses the subject of mainstreaming equal opportunities in the work of government and other public bodies. It aims to facilitate an understanding of mainstreaming, based around the lessons learned on the strategies, structures and tools needed for successful mainstreaming. It is based upon an international comparative review of mainstreaming practice at various government levels in Europe and beyond. It also offers preliminary observations of mainstreaming developments in the Scottish Executive.

**Why mainstream?**
Mainstreaming has become something of a buzz-word, however support for the strategy is underpinned by a number of arguments:

- It puts people, and their diverse needs and experiences, at the heart of policy-making;
- It leads to better government through better informed policy-making and a greater transparency and openness in the policy process and helps to tackle democratic deficit by encouraging wider participation in the policy process through effective consultation mechanisms;
- As a process it tackles the structures in society which contribute to, or sustain, discrimination and disadvantage, and challenges institutional discrimination;
- It promotes social justice by providing the analyses and the holistic approach to integrate gender and diversity concerns into mainstream policy making and service delivery, and to broaden cross-cutting work on social inclusion to incorporate equality issues;
- In the longer term its emphasis upon changing organisational cultures and structures may enable the principles of social justice to be sustained and embedded after specific programmes have ended.

**How is mainstreaming carried out in practice?**
Gender equality has been the primary focus of mainstreaming in theory and practice and that more generic ‘diversity’ approaches (which seek to address gender, race, disability and other dimensions of discrimination and disadvantage, including class, sexuality and religion) are far less common. Mainstreaming strategies developing in the UK – including Scotland – seek to address a wide range of inequalities and therefore face the challenge of how to develop approaches and tools which promote generic equality. Easy assumptions cannot be made that concepts, systems and tools developed for gender mainstreaming can be automatically utilised for other equality groups, although it is undoubtedly the case that some are amenable for wider use. Work is needed to develop understanding of the requirements of a generic equalities approach which works with commonalities but also recognises that different dimensions of inequality may require different sorts of analyses and specific actions.

There are three broad categories of mainstreaming tools: analytical, education and consultative and participatory. Analytical tools are designed to ‘expose’ the problem. Tools typically include: gender disaggregated statistics; surveys and forecasts; research; check lists; guidelines and terms of reference; gender impact assessment, indicators; and monitoring tools. A broader equality approach requires statistics disaggregated by other equality dimensions such as race and disability, cross-tabulated with gender; the commissioning of research to provide fuller information on excluded groups; and the development of differential impact assessment tools and indicators to enable policy to be scrutinised for its impact upon women and on groups such as minority ethnic communities and disabled people.

Educational tools raise awareness, transfer knowledge, and support training. Tools include: awareness-raising and training courses; follow-up action; mobile or flying experts; manuals and handbooks; booklets and leaflets; and educational material for use in schools. These tools can all be adapted to cover both a wider range of specific equalities considerations and also generic equality issues.

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Perspectives on Social Justice

Consultative and participatory tools improve the quality of policy-making and deepen democracy. For example, working or steering groups and think tanks; directories; databases and organisational charts; the participation of both sexes in decision-making; conferences and seminars; hearings and consultative fora. A broader equality approach would require the fair representation of different social groups in decision-making, and the development of a wide range of appropriate participatory and consultative methods and mechanisms.

The use of mainstreaming tools such as impact assessment does not in itself constitute mainstreaming. Mainstreaming tools must be used as part of a broader and systematic mainstreaming approach which routinises and embeds equality perspectives in policy development and service delivery. Examples of systems which combine strong co-ordinating structures, inter-departmental working and collaboration at different levels of government, include the Nordic Council, Sweden, Norway, Canada and the Canadian Province of British Columbia.

Benefits of mainstreaming

Whilst mainstreaming is still at an early stage in most places, experiments in mainstreaming have produced tangible benefits including new and innovative ways of thinking and working, new or reinforced collaborative arrangements and cross-cutting working, and the development of new tools. Mainstreaming has provided the impetus for partnership working, amongst different levels of government and amongst public, private and voluntary sectors. There has been an emphasis upon lesson learning and lesson sharing. For citizens, including women, it has sometimes resulted in more transparent government, enhanced voice and greater participation in the policy-making process. For policy leaders, government experience of mainstreaming has been seen to increase problem-solving capacity and to enhance sound evidence-based policy-making, where it is supported by improved statistical data, research and other information resources, including public consultation. The Canadians sum up this new approach to policy-making as ‘asking new questions and hearing unexpected answers.’

In some instances, policy proposals with unintended and discriminatory implications have been exposed and modified before implementation. For example, gender impact assessments carried out at policy review stage in the Netherlands showed that a plan to restructure secondary school education which the designers believed to be ‘gender neutral’ would in fact reinforce gender segregation within the education system. Similarly, when an analysis of a proposed reform of the electoral system was conducted, it showed that it would actually reduce the number of elected women politicians. In health care, a strategy which had been proposed to improve services for those suffering from chronic illnesses had taken as its reference point the needs and lives of young men, whereas in fact, most of the chronically sick are older women. An analysis of transport policy in Sweden revealed that while women were the main users of public transport, provision followed male patterns of travel, therefore, ‘public transport answered to the needs of those who do not use it’.

In a number of instances, mainstreaming has resulted in changes to existing policy and systems, including the tax-benefit system. For example, gender-based analysis carried out within the Canadian Federal government has led to changes in the tax-benefit system in respect to child support, where previously the custodial parent (usually the mother) was required to pay income tax on child support payments whilst the person who paid (usually the father) could deduct the same amount from his taxable income. In the Canadian Province of British Columbia, changes have been made to benefits legislation (in respect of income assistance and poverty reduction initiatives) and Family Maintenance Enforcement Programme (a provincial programme permitting the enforcement of wage garnishing orders). In San Francisco, gender programmes were integrated into the regular budget process after a departmental ‘equality’ audit highlighted that

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much of the innovative work with young women was not ‘mainstreamed’ into departmental budgets but relied upon temporary and insecure funding. In another example, the number of industrial apprenticeships taken up by members of under-represented groups increased as a result of race and gender equalities considerations being mainstreamed by a newly established industry-driven training and apprenticeship system in British Columbia.  

However, whilst mainstreaming promises much, there are also problems and pitfalls. The review found that while there has been much innovation in developing mainstreaming strategies, progress has been uneven. Common difficulties include lack or loss of political will, resistance from public officials, poor understanding, inadequate resources including expertise, and a lack of systematic and strategic planning, training and implementation. Where ‘mainstreaming’ has been interpreted as a strategy which supersedes rather than complements specialist equality policy machinery and positive action projects, it can easily degenerate into tokenism where public commitment is given in principle but where in practice little concrete or specific change is achieved.

Even mainstreaming pioneers such as Canada and the Nordic countries face difficulties and challenges which suggests that successful mainstreaming is a long-term strategy requiring ongoing commitment and investment, a systematic approach and realistic expectations as to the pace of progress.

**Developments in Scotland**

It is still early days for mainstreaming in Scotland, although local government has a longer track record in developing holistic approaches to equalities work. In the Scottish Parliament the Equal Opportunities Committee leads on mainstreaming although all committees have a responsibility to scrutinise policy and legislative proposals from an equalities perspective. All Scottish Executive bills submitted to the Scottish Parliament are required to contain Equal Opportunities memoranda.

An Equality Unit has been established in the Scottish Executive which is tasked with co-ordinating, promoting and driving the Executive’s Equality Strategy, including equality mainstreaming. Mainstreaming is being developed through a phased approach including: mainstreaming pilots within the policy divisions of Housing and Schools Education; gathering of baseline data on equality issues from departments and divisions across the Scottish Executive; equal opportunities training for civil servants; development of guidance; working with external partners to develop practical mainstreaming tools; developing consultative mechanisms; developing evaluation and monitoring procedures; and working to improve statistics, information and research on equality issues and groups.

It is too early to make anything more than preliminary observations on the development of mainstreaming. The first full progress report on the Equality Strategy commitments is due in April 2002. There is undoubtedly high profile Ministerial support. The Equality Strategy demonstrates both an understanding of the needs for successful mainstreaming and of the practical difficulties involved in implementation. Its phased approach builds in opportunities for learning. A number of first steps have been taken which will form the basis for mainstreaming equality and which will also deepen understandings of social exclusion. These include: the publication of the strategy and the consultation process which informed it; relevant research and seminars – including on gender issues, ethnic minorities, sexual orientation and issues of disability; the improvement of gender disaggregated statistics and the commitment to improve equality statistics; and the development of consultation processes and mechanisms which are beginning to feed into policy making.

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6 Mackay and Bilton (2000), op cit.
Perspectives on Social Justice

Housing pilot

A pilot study is underway in the policy area of Housing, the first stage of which involved intensive work to ‘equality proof’ the Housing Bill (now Housing (Scotland) Act 2001). The legislative timetable meant that the proposals had already been drafted and put out for consultation before the pilot got underway and the Equality Unit became involved. The disadvantages of such timing were seen to be outweighed by the advantages of learning from an ‘early opportunity.’ The Equality Unit worked closely with the Bill Team to provide information and expertise and assist with the preparation of the policy memorandum and communication between Housing and the Scottish Parliament on equalities issues. It facilitated dialogue and links with equalities organisations and communities of interest. It also commissioned an equality audit of consultation responses.

It is somewhat difficult to distinguish the impact of the equality proofing pilot from the general enabling environment. A high priority has been given to equalities issues by relevant ministers and by the Scottish Parliament. It is also the case that Housing had existing expertise in equalities issues, particularly those relating to disability. An evaluation of this first stage of the pilot is not yet available therefore the following comments are based, in part, on initial informal assessments within the Executive.

These assessments suggest that the equality proofing exercise contributed towards improvements in both process and outcome including: a more systematic consideration of different viewpoints and available evidence; a heightened awareness of equality issues; more explicit attention paid to both generic and specific equalities considerations; more thought and effort invested in consulting different groups and considering the difficulties of effective consultation with disadvantaged groups.

The new comprehensive statutory duty placed on Ministers and local authorities (Section 106 (1)) and on registered social landlords (Section 106 (2)) to encourage equal opportunities constitutes the most visible outcome. It was seen to provide an important signal about the prominence of the equalities agenda as well as providing a base from which individuals can challenge shortfalls in practice. Specific issues highlighted in the Act include the introduction of broader definitions of family, for example the recognition of the tenancy succession rights of same-sex couples, a number of provisions relating to disability, and the strengthening of provisions to tackle racial harassment.

Although certain aspects remain controversial with some equalities groups, particularly the implications of the extension to the Right to Buy, this phase of the pilot has generally been seen as an early mainstreaming success both within the Executive and by external agencies such as the Commission for Racial Equality (CRE). The impetus is now on mainstreaming the guidance currently being prepared for local authorities and social landlords and other aspects of implementation.

What can be learned from this preliminary exercise? First, the need to consult early, widely and in innovative ways. Second, that the expectations of such consultation processes should be tempered by an awareness of the political and legislative realities which will shape what can – or will – be done. Mainstreaming cannot guarantee that policy will be amended but rather that views should be carefully considered and a balance struck between different interests. Third, this initial phase has highlighted issues of capacity both internally and externally. Internally, there is a need for a programme of awareness-raising and training in equality issues for civil servants, including members of Bill Teams, and a need to build policy-specific equalities expertise. Scotland could learn from the Canadian experience where, in addition to specialist units, a network of staff who combine policy and equality expertise are posted in policy divisions. Internal capacity is also affected by the lack of consistent baseline data on equalities-related issues which presents difficulties in seeking to develop an evidence-based approach to policy-making and in making judgements about the merit of competing contentions. Better links are also needed with external experts. It is also the case that Parliamentarians (Ministers, Committee conveners and backbenchers) need awareness-raising and training in equality issues.
It is a steep learning curve for all. Increased opportunities now exist for many organisations and groups, including those concerned with equalities to be consulted on policy development. However, many organisations struggle on their existing resources and experience to make effective use of this increased access and this proved to be the case in the Housing Bill consultation process. There is a need to build capacity to enable the voluntary sector and community groups, including equality groups, to be more proactive and responsive. The Working Together Learning Together Community Partnership skills programme – part of the Social Justice Strategy – is a possible means by which this work can be carried out.

Conclusions

Mainstreaming has the potential to be a key delivery mechanism for social justice. Broadening participation, increased consultation with previously under-represented or excluded groups, evidence-based policy and decision making, and responsive service delivery are all promoted within a mainstreaming approach. These are also crucial components for progressing social inclusion. Equality mainstreaming and social inclusion both require a cross-cutting approach and that mainstream policy and programmes take account of excluded groups. It is important that common approaches are built upon and links strengthened, and that equalities considerations are 'mainstreamed' within all aspects of social inclusion programmes and actions.

In Scotland, some early steps have been taken towards developing a mainstreaming approach in the context of high profile political support. Many of the enabling conditions identified in the literature on mainstreaming exist or are being developed in Scotland. Given that mainstreaming equality is a long-term strategy that has only just begun it is likely that progress will be modest and uneven for some time to come.

This review of developments in mainstreaming – and preliminary observations of the early stages of mainstreaming in the Scottish Executive – underlines that mainstreaming is a long-term strategy requiring on-going investment in training and specialist support, the production of equality disaggregated statistics and other 'mapping' data, the employment of multiple strategies and tools, the development of robust mechanisms for monitoring and evaluating progress, and the involvement of a wide range of internal and external actors including specialist practitioners, statutory equality agencies, academics, social partners and 'ordinary' women and men. Those countries which have demonstrated a systematic approach have tended to adopt a phased approach to training and development and work to medium or long-term implementation plans. Finally, but perhaps most importantly, mainstreaming is dependent upon consistent and high profile political commitment. Equality policies both mainstream and specific depend upon clear political commitment and the recognition that the state can act as a site of social justice.
Socio-economic inequalities in health in Scotland

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What are socio-economic inequalities in health?

1. In his 1842 report on the conditions of the labouring poor in Britain, Edwin Chadwick noted that, when he asked for two maps of Aberdeen, one marked with the prevalence of fever and one with the location of the different social orders: ‘They returned a map so marked as to disease, but stated that it had been thought unnecessary to distinguish the streets inhabited by the different orders of society, as that was done with sufficient accuracy by the different tints representing the degrees of the prevalence of fever’. The same report showed that in Liverpool in 1840 the average age at death was 35 for the gentry and professional persons, 22 for tradesmen and their families, and 15 for labourers, mechanics and servants (Chadwick, 1842).

2. It is often assumed that with increasing prosperity and rising life expectancy such systematic socio-economic variations in illness and death will have disappeared. This is not the case. Practically every measure of health, development, functioning, and length of life, varies systematically by socio-economic group in all industrialised countries of the world. The lower the social stratum from which you come, the less likely you are to survive pregnancy, infancy, childhood and adult life, and the more likely you are to suffer from a range of illnesses and disabilities during your life. Length and quality of life tend to improve with each increment of social position all the way up the social scale; on average people in social class I have better health and live longer than people in social class II, and people in social class IV are healthier and longer lived than those in social class V. (Acheson, 1998)

3. It is with these socio-economic inequalities in health, rather than with random variation between individuals or variations based on gender, ethnicity, genetics, personality etc, that this article deals. Socio-economic inequality in health, particularly as expressed in premature death, is a profound form of social exclusion. Being less likely to lead a long and healthy life, because of the social category into which one is born, is a major social injustice.

4. Noting the gaps in health or death rates between social groups helps us learn what might be possible for the whole population, and gives us goals to which we can aspire. If life expectancy at birth can be 76.3 years for men and 80.5 for women in East Renfrewshire, this suggests that life expectancy of 68.7 for men and 75.4 for women in Glasgow City could be improved (Office of National Statistics, 2001).

What is the nature and magnitude of the problem?

5. If socio-economic inequalities in health were only observable in rare diseases then the problem might be trivial. In fact, inequalities are most marked in the major causes of death, disease and disability, and therefore present a large burden on the population as a whole, and of course on the most socially disadvantaged groups. The difference in life expectancy between the most and least socio-economically advantaged local government districts in Scotland is 7.6 years for men and 5.1 for women (East Renfrewshire having the highest and Glasgow City the lowest for both sexes) (Office of National Statistics, 2001). There are steep socio-economic gradients in all the health topics prioritised in the 1999 White Paper (child health, dental health, sexual health, coronary heart disease and stroke, cancer, mental health, and accidents), and tackling inequalities is the overarching aim of the Executive's public health strategy (Scottish Office Department of Health, 1999). There are also steep socio-economic gradients in the health or health related milestones in the social justice strategy.
6. Two commonly used measures of socio-economic advantage or disadvantage are:

- social class, based on the prestige or skill level of the occupation either of the individual or of the head of household, and classified into non-manual (e.g. doctors are class I, teachers II, and typists III non manual) and manual (e.g. bus drivers are III manual, bus conductors IV and cleaners V). (OPCS, 1980)

- the average deprivation level of the local area of residence (based on the proportion of unemployed people, overcrowded households, households with no car, and households headed by someone in the lowest two social classes, in each postcode sector (Carstairs & Morris, 1991)).

7. The following examples are based on two sets of comparisons: the top two social classes compared to the lowest two social classes, and the most affluent fifth of postcode sectors compared to the most deprived fifth of postcode sectors. **Milestone 5** includes increasing the proportion of women breastfeeding, and reducing rates of low birth weight and of dental decay among five-year-olds. In 2000, 55% of babies in the most affluent fifth of postcode sectors were breast fed, compared to 22% in the most deprived fifth of small areas; 1.55% of babies in the most affluent fifth of postcode sectors were low birth weight compared to 3.44% in the most deprived fifth; and whereas 62% of five-year-olds in the most affluent areas had no experience of dental disease, only 26% in the most deprived postcode sectors had no experience of dental disease.

8. **Milestone 18** makes reference to reducing smoking, poor diet, and coronary heart disease (CHD) in adulthood. In 1998, among male 16 to 64 year olds, 24% in social classes I and II smoked, compared to 52% in social classes IV and V; comparable figures among women were 23% in social classes I and II and 53% in social classes IV and V. Among the same age groups the percentage of males eating fresh fruit once a week or more were 54% in social classes I and II and 34% in social classes IV and V; among women the percentages were 70% in social classes I and II and 41% in social classes IV and V. Among those under 75 years of age, in 1999 male death rates (per 100,000) for coronary heart disease were 113 among men in the most affluent postcode sectors compared to 214 in the most deprived postcode sectors; among women death rates were 41 in the most, and 97 in the least, affluent areas.

9. Thus rates of adverse health behaviours, experiences or exposures are often as much as twice as high among the worst off as compared to the best off socio-economic groups.

**What are the causes of socio-economic inequalities in health?**

10. The most immediate causes of socio-economic inequalities in health are specific exposures (e.g. damp housing, hazardous work or neighbourhood settings, adverse life events), behaviours (e.g. smoking, diet, exercise), and personal strengths or vulnerabilities (e.g. coping styles, resilience, ability to plan for the future). Intermediate causes are the pathways by which members of different socio-economic groups may be at lower or higher risk of such exposures, behaviours, and vulnerabilities; their upbringing, the material and psychosocial resources available to them and their families, their environments and their life experiences (e.g. education, housing, neighbourhood, employment, crime, income, and wealth). At the most fundamental level, socio-economic inequalities in health are associated with the forms of socio-economic stratification pertaining in a given society. For example, in the USA health may be strongly associated with the distribution of income and with race, while in the UK it may be more strongly associated with social class.

11. There is a considerable body of evidence about the mechanisms by which health inequalities are generated and space here does not allow these to be reviewed in detail. However, some general points can be noted which are relevant to policy.
12. There are few quick fixes. It is clear that some health inequalities are generated at or before birth. For example, data from the West of Scotland show that stomach cancer and stroke risk is associated more with parental socio-economic position than with own socio-economic position in adult life (Davey Smith, Hart, Blane, & Hole, 1998). Low birth weight is a good marker of the environment in the womb, and thus of the mother’s health. It is strongly socially patterned [see milestone 5] and low birth weight babies have continuing health and social disadvantages, not only in childhood but into adult life, as expressed for example in raised risks of coronary heart disease in middle age (Barker, 1994).

13. Health is not entirely pre-ordained. Exposure to socially patterned risks also occurs in adult life (e.g. exposure to hazardous working environments, smoking histories). Earlier and later life risks can be cumulative, i.e. exposure to adverse environments in both childhood and adulthood is worse than exposure in only one period (Blane et al., 1996). Experiences and behaviours in later life can help to reduce risks generated earlier.

14. The causes of health inequalities are complex and interacting. The mechanisms can be physical/material (i.e. exposure to air pollution, damp housing or speeding traffic), psychosocial (i.e. exposure to adverse life events or socially threatening environments), behavioural (i.e. smoking, drinking, habitual coping styles) or combinations of these (i.e. smoking or binge drinking to help alleviate the stress caused by living in a physically and socially threatening environment).

15. Health is about more than health services. Although the NHS has a role to play in promoting health, preventing disease, and ameliorating the health damage caused by disadvantage, most of the major drivers of population health and of the distribution of health lie outside the NHS (for example air pollution, unemployment, crime and disorder, poor housing, poverty, limited educational achievement, the general environment and other forms of social exclusion are not under the control of the NHS). This is explicitly recognised in the Executive’s public health strategy when it refers to ‘life circumstances’ (Scottish Office Department of Health, 1999).

16. Aiming to do good is not always enough. Well-intentioned health promotion policies may actually increase, rather than decrease, inequalities in health (Macintyre & Petticrew, 2000). More socio-economically advantaged groups in society may find it easier, because of better access to resources such as time, finance, and coping skills, to take up health promotion advice (e.g. to give up smoking, improve diet) and preventive services (e.g. dental check ups and cervical screening). For example, a study of the Lothian 1990 dental health campaign, designed to encourage dental visits among pre school and primary schoolchildren, found that the mothers of caries free children had significantly higher awareness of the campaign, better dental behaviours and a higher level of education than mothers of children with caries. The authors concluded that a campaign aiming to reach all the population had the least effect on mothers who needed it most, and might well increase socio-economic inequalities in dental health (Schou & Wight, 1994). A mass media campaign intended to reduce socio-economic differences in women’s use of periconceptional folic acid to prevent neural defects was associated with more marked social class differences in use than before the campaign (Lumley, Watson, Watson, & Bower, 1999). There is also some evidence that poorer sections of society may receive less benefit from access to services or lifestyle change (possibly because their health may already be compromised by other factors)(Cannon et al., 1994; Cox, Huppert, & Whichelow, 1993).

17. Strategies for tackling policy goals may conflict. It follows from the last point that the means of achieving two public health goals, to improve population health and to reduce health inequalities, may sometimes conflict. Targeting health promotion efforts at the already advantaged may produce more aggregate health gain and at relatively little cost, whereas targeting the disadvantaged may produce less aggregate health gain and at greater cost.
18. Improving trends can mask increasing inequalities. Although there have been marked improvements in the overall health of the population in the last few decades, the benefits have been experienced unequally; death rates, other health indices and health risk behaviours have tended to improve faster among more privileged social groups. For example, although the proportion eating fresh fruit once a week or more increased in all social groups between 1995 and 1998, it did so faster in higher social classes and more affluent areas (Shaw, McMunn, & Field, 2000). In some cases there have been worsening outcomes among the most disadvantaged (for example, in Scotland between the 1980s and 1990s, teenage pregnancy rates remained stable in better off areas, but increased in more deprived areas (McLeod, 2001).

What do we know about the effectiveness of strategies to reduce inequalities in health?

19. Unfortunately there is much more evidence about the magnitude and nature of inequalities in health than there is about the effectiveness of interventions to reduce them. The material submitted to the Independent Inquiry into Inequalities in Health, commissioned by the Department of Health for England (Acheson, 1998): ‘contained a wealth of data documenting inequalities in health, and described a growing amount of research exploring mechanisms through which these inequalities may be mediated, but little about effective interventions (partly reflecting the recent state of research in this field nationally and internationally)’(Macintyre, Chalmers, Horton, & Smith, 2001).

20. In my view, this paucity of information has stemmed from the fact that many public health targets or data are not disaggregated by socio-economic group, so that it is difficult to discern in published results whether there have been differential effects. Further, whereas in clinical medicine it is well recognised that treatments can do harm, the potential for harm in social or public health interventions is often unrecognised by practitioners and policy makers, so that well intentioned interventions are sometimes simply assumed to do good (both in aggregate and in reducing inequalities) rather than being subject to rigorous evaluation of the balance of benefits and harms. Thirdly, some of the intended outcomes (for example, reductions in inequalities in coronary heart disease) would take a long time to achieve, and it is seen as difficult then to isolate what might contribute to any such reduction.

21. The first step is therefore, wherever possible, to disaggregate and report data by socio-economic group, as has been done in the newly disaggregated reports on the milestones elsewhere in this report. Unless we do this, we have no way of monitoring trends in inequalities and thereby assessing the effects of policies or interventions. There has been much interest recently in Health Impact Assessment, but if an overarching policy goal is to reduce inequalities in health, then what is additionally needed is Health Inequalities Impact Assessment. That is, we need to examine the effect on health inequalities of any policies, programmes or projects which might influence health.

22. The second step is to focus not just on difficult long term health inequalities (such as the impact of changing adolescent diets on social class differences in CHD deaths in late middle age) but on more immediate risks and exposures on the pathways to inequalities in disease or death. The milestones in the social justice strategy should help here because they focus on some of these more proximate determinants of health inequalities, and ones which are susceptible to policy interventions and to continuous monitoring (e.g. the proportion of children living in workless or low income households, employment rates, the quality and variety of housing, as well as the proportion of pregnant women smoking or the diet of schoolchildren).
Perspectives on Social Justice

23. Interventions to reduce inequalities in health can be directed at one or more of three levels, for example, in relation to diet and diet related diseases, milestone 18:

- the structural or regulatory level (e.g. farming and trade policies, food labelling regulations, addition of vitamins to margarine and folate to flour);
- the local level (e.g. encouragement of food co-operatives, free fruit in schools, planning and rating policies to ensure the provision of affordable and healthy foods in deprived areas);
- individuals or families (e.g. nutrition education in schools or during pregnancy, mass media or retailer based health promotion advice, weight loss clinics in general practice).

24. There is evidence in some fields (for example, accident prevention (Roberts, Ashton, Dunn, & Lee-Joe, 1994)) that targeting the first two levels may be more effective in reducing inequalities in health than targeting the last. Indeed, as noted above, individually directed health promotion might tend to increase inequalities. However, inequalities in health related behaviours may not only be a matter of availability and affordability (the cost of smoking as a proportion of the household budget is for example greater in poorer than richer families), but also involve psychosocial and cultural factors. We have found, for example, that a traditional Scottish diet, involving high fat products and low fruit and vegetables, may be seen as an important element of national and personal identity (Macintyre, Reilly, Miller, & Eldridge, 1998); and there are anecdotes that in some Glasgow schools children describe eating fruit as ‘being for wallies’. This suggests that action be taken on all these three levels, since action on one level alone might not be effective (raising the tax, and thereby the price, of tobacco might not lead to a reduction in consumption among socially excluded groups, who might need NHS input such as smoking cessation support, Zyban or NRT to help them stop; and children need to think of fruit as being an attractive part of their diet as well as having it available).

25. Socio-economic inequalities in health are fundamentally a consequence of socio-economic inequalities in income, wealth, education and other life chances. If we seriously want to try to reduce inequalities in health, then we cannot ignore these other inequalities. Many of them, for example, in jobs, housing, and education, fall to a greater or lesser extent directly within the remit of the Scottish administration. Others go beyond that remit and indeed beyond the remit of the government in general. In that sense health and socio-economic inequalities in health are everyone’s business, not just that of the NHS, health department or central government. The fight against inequality and social injustice – which is also the fight for good health and better, longer lives – is a fight for us all.
References


### Every Child Matters

- 1. Reducing the proportion of our children living in workless households
- 2. Reducing the proportion of children living in low income households
- 3. Increasing the proportion of our children who attain the appropriate levels in reading, writing and maths by the end of Primary 2 and Primary 7
- 4. All of our children will have access to quality care and early learning before entering school
- 5. Improving the well-being of our young children through reductions in the proportion of women smoking during pregnancy, the percentage of low birth-weight babies, dental decay among 5 year olds, and by increasing the proportion of women breastfeeding
- 6. Reducing the number of households with children living in temporary accommodation

### Every Young Person Matters

- 7. Halving the proportion of 16-19 year olds who are not in education, training or employment
- 8. All our young people leaving local authority care will have achieved at least English and Maths Standard Grades and have access to appropriate housing options
- 9. Bringing the poorest-performing 20% of pupils, in terms of Standard Grade achievement, closer to the performance of all pupils
- 10. Reducing by a third the days lost every year through exclusion from school and truancy
- 11. Improving the health of young people through reductions in smoking by 12-15 year olds, teenage pregnancies among 13-15 year olds, and the rate of suicides among young people
- 12. No one has to sleep rough

### Every Family Matters

- 13. Reducing the proportion of unemployed working age people
- 14. Reducing the proportion of working age people with low incomes
- 15. Increasing the employment rates of disadvantaged groups, such as lone parents and ethnic minorities, that are relatively disadvantaged in the labour market
- 16. Increasing the proportion of students from under represented, disadvantaged groups and areas in higher education compared with the overall student population in higher education
- 17. Increasing the proportion of people with learning disabilities able to live at home or in a ‘homely’ environment
- 18. Improving the health of families by reducing smoking, alcohol misuse, poor diet and mortality rates from coronary heart disease

### Every Older Person Matters

- 19. Reducing the proportion of older people with low incomes
- 20. Increasing the proportion of working age people contributing to a non-state pension
- 21. Increasing the proportion of older people able to live independently by doubling the proportion of older people receiving respite care at home and increasing home care opportunities
- 22. Increasing the number of older people taking exercise and reducing the rates of mortality from coronary heart disease and the prevalence of respiratory disease
- 23. Reducing the fear of crime among older people

### Every Community Matters

- 24. Reducing the gap in unemployment rates between the worst areas and the average rate for Scotland
- 25. Reducing the incidence of drug misuse in general and of injecting and sharing of needles in particular
- 26. Reducing crime rates in disadvantaged areas
- 27. Increasing the quality and variety of homes in our most disadvantaged communities
- 28. Increasing the number of people from across all communities taking part in voluntary activities
- 29. Accelerating the number of households in disadvantaged areas with access to the Internet