

Fairer Scotland Duty Summary Template

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| Title of policy, strategy, or programme | Review of National Outcomes |
| Sign off | Name: Jackie Wilkins Job title: Deputy Director, Performance and Outcomes |

1. Summary of Review of National Outcomes

The National Outcomes in the National Performance Framework (NPF) are intended to set out an overall vision for national wellbeing, to underpin policy and decision-making across public authorities, and to improve the quality of life for the people of Scotland.

National and local government plays a key role in the delivery of the National Outcomes. Scotland's Community Planning Partnerships (CPPs), which encourage public bodies to work with local communities to design and deliver better services, support the National Performance Framework (NPF) through their Local Outcomes Improvement Plans (LOIPs). The NPF promotes partnership and collaboration, providing an overarching framework towards which all public services are working. The Community Empowerment Act puts a duty on those carrying out specified public functions to pay regard to the National Outcomes.

The NPF belongs to and is for the whole of Scotland and the people living in Scotland. It provides a framework for collaboration and planning of policy and services across the whole spectrum of Scotland's civic society, including public and private sectors, voluntary organisations, businesses, and communities. It is based on achieving outcomes that improve the quality of life for the people of Scotland.

The Community Empowerment (Scotland) Act 2015 places a duty on public authorities to have regard to the National Outcomes in carrying out their functions and as stated in CEA legislation, "In determining the national outcomes, the Scottish Ministers must have regard to the reduction of inequalities of outcome which result from socio-economic disadvantage." Furthermore, the "The Fairer Scotland Duty, Part 1 of the Equality Act 2010, comes into force in Scotland from April 2018. It places a legal responsibility on particular public bodies in Scotland to actively consider ('pay due regard' to) how they can reduce inequalities of outcome caused by socio-economic disadvantage, when making strategic decisions."

The assessment is being undertaken collaboratively in the NPF Unit. However, given that the assessment focuses on the National Outcomes, rather than the impacts of specific policies, quantitative measures of impacts on specific groups are unlikely to be necessary.

The Scope of this FSD is both the proposed changes to existing National Outcomes and the proposed new Outcomes. The changes that are within scope are:

New Outcomes: Care, Climate Action, Housing.

Amended Outcomes: Children and Young People, Communities, Wellbeing Economy and Fair Work, Education and Learning, Environment, Equality and Human Rights, Health, International, Reduce Poverty

Unchanged Outcome: Culture.

Amended extended definitions: All of the National Outcomes have proposed changes to their extended definitions, informed by the consultation evidence. The extended definitions provide greater detail of what is covered by each National Outcome.

It is important to note that the Reduce Poverty National Outcome, whilst benefiting Scotland as a whole, aims to directly benefit socio-economically disadvantaged groups. For example, in the extended definition it states “Anyone experiencing poverty is treated with dignity and respect. We support families who need it, to become financially secure so that children do not grow up in poverty. We tackle deep-seated and multi-generational child poverty to stop the cycles that reduce opportunity, and that lead to further inequalities.”

2. Summary of evidence

The National Outcomes are not within a specific policy area, and their impact on other policies is difficult to evidence. This assessment therefore focuses on the wording of the National Outcomes and their extended definitions.

Evidence was gathered through:

- Wide ranging **Desk-based research** - Reviewing existing citizen engagement exercises (including Citizen's Assembly of Scotland, Scotland's Climate Assembly, Social Renewal Recovery Board, etc), community action plans, and undertaking a gender review (as recommended by the First Minister's National Advisory Council for Women and Girls), and a commissioned Review of work by the Children's Parliament;
- **Written consultation** (14 March to 12 June) – published through SG's Consultation Hub, designed to be accessible for members of the public which received 89 responses;
- **Call for evidence** (14 March to 12 June) – for organisations/ experts to submit their responses via SG's Consultation Hub which received 129 responses;
- **Expert stakeholder meetings** – focusing on specific areas (e.g. homelessness, care, transport, environment, and business) as well as the implementation gap.

The number of individual respondents were too low to draw general conclusions from specific postcode areas. Instead, the call for evidence responses from relevant organisations with expertise in socio economic inequalities have been analysed and summarised below.

2.1 Key Findings

Of those stakeholders who responded to the call for evidence, four themes emerged relating to inequality of outcome caused by socio-economic disadvantage. These were Housing, Care, Equalities and Health.

As well as the four themes, an overarching comment from Argyll and Bute Health and Social Care Partnership said, "The Poverty outcome lacks ambition. The social determinants of health contribute to this outcome and result in multiple actions at different levels being required to address poverty – reducing or ending poverty should be an aspiration which drives policy and action." Similarly, Link Group Ltd said that the name of the outcome could be changed to say, "No Poverty'," 'Reduced Poverty' or 'Tackling Poverty' as other outcome names are things we want to promote, and this would be more consistent."

Housing

Many respondents indicated the link between Housing and the achievement of other Outcomes. In particular, links between safe, affordable housing and economic sustainability, child poverty, and tackling poverty were highlighted. Shelter's

response summarises these, saying, “planning for fewer social homes means planning for higher child poverty rates, more homelessness, more families in temporary accommodation for longer periods of time, more children falling behind at school, worse health outcomes, and missing out on potential economic benefits.”

Care

Care was one of the most frequently mentioned themes in the evidence gathered. The links between unpaid care and socio-economic disadvantage were set out, and the gendered nature of this inequality. Organisations such as Close the Gap, the Scottish Women’s Budget Group, Child Poverty Action Group and Independent Living Fund called for a stand alone National Outcome for Care to redress this.

Equalities

Fair work, pay gaps, and robust data relating to equalities were raised as issues to be addressed in the Review of National Outcomes in order to improve the way equality is addressed across the National Performance Framework.

Health

It was suggested that the socio-economic determinants of ill-health should be better identified in the National Outcomes. Additionally, the Mental Health Foundation raised the connection between experience of poverty and poor mental health. They said that,

“studies suggest, compared to those living in affluent areas, adults living in Scotland’s most deprived areas are twice as likely to experience anxiety or depression; are three times more likely to die from suicide; and are 18 times more likely to have a drug-related death. Research by Public Health Scotland has also identified that children in the lowest income households are four times more likely to experience mental health problems with consequences extending into adulthood.”

3. Assessments and improvement

The key themes of housing, care, equalities, and health that emerged from the consultation, stakeholder engagement, desk-based research and call for evidence have informed the Review of National Outcomes, specifically the proposals to include new National Outcomes, amend existing National Outcomes and produce revised extended definitions.

The revised set of National Outcomes seek to address the issues that were identified in the evidence, across the National Performance Framework. The specific ways in which each Outcome promotes socio economic equality are outlined below.

New National Outcomes:

Care - *We are cared for as we need throughout our lives and value all those providing care*

A new Outcome on Care is proposed, in line with the consultation responses set out in Stage 2 of the Assessment. The extended definition states that “We acknowledge the intrinsic value of caring for collective wellbeing and also the economic value of unpaid care that often goes unnoticed. We support and invest in care so that nobody providing paid or unpaid care experiences poverty, disadvantage, or reduced wellbeing.”

This Outcome recognises the link between caring responsibilities and socio-economic disadvantage. This sets a positive vision for care policy which recognises a range of linked factors – which could include socio-economic disadvantage and other inequalities.

Housing - *We live in safe, high-quality and affordable homes that meet our needs*

A new Outcome for housing is proposed in line with consultation responses set out in Stage 2 as it was seen by stakeholders as fundamental to addressing socio economic disadvantage and equality of outcome.

The extended definition says, “There is availability of housing of all tenures, including social housing, in our urban and rural areas.” This outcome emphasises housing’s foundational role in addressing socio-economic disadvantage.

Increased mainstreaming across other National Outcomes of attention to inequality of outcome that arises from socio-economic disadvantage:

Reduce Poverty: *We tackle poverty by sharing opportunities, wealth, and power more equally.*

Poverty and inequality are explicitly recognised in the NPF through the revised Reduce Poverty National Outcome, setting out the aim to, “tackle poverty by sharing opportunities, wealth and power more equally.” It is proposed, in line with the

evidence received, that the name of the National Outcome is changed from 'Poverty' to 'Reduce Poverty'.

The extended definition of the revised National Outcome states: "We recognise the links between poverty and gender, ethnicity, disability and health, and act to reduce inequalities," thus recognising the interdependent nature of poverty and a range of outcomes, and the need for a policy approach which takes this into account and works to address inequality.

The potential impacts of this Outcome on poverty-related policy are therefore likely to be positive in terms of reducing inequality caused by socio-economic disadvantage. The outcome will also ensure that all policy takes every opportunity to reduce inequality, whether through direct or indirect impacts.

Equality and Human Rights: *We respect, protect and fulfil human rights and live free from discrimination*

In response to the evidence, in the proposed review, the previous Human Rights Outcome has now been renamed, Equality and Human Rights. Equalities and protected characteristics have now been mainstreamed through the proposed extended definition: "We tackle persistent inequalities together, recognising the disadvantage that is faced by certain groups including where forms of disadvantage intersect."

Wellbeing Economy and Fair Work: *We have a competitive, entrepreneurial economy that is fair, green and growing, with thriving businesses and industry and fair work for everyone*

In the proposed review, the Wellbeing Economy and Fair Work and Business outcomes have been combined to create a new National Outcome – Wellbeing Economy and Fair Work. The extended definition includes: "Fair work is accessible to all, and we reduce inequalities. Good quality jobs, availability of flexible working and reducing barriers to the labour market are good for the economy as well as our people. We reduce unfair pay gaps." This demonstrates that by ensuring incomes are fair, it can contribute to addressing potential causes of socio-economic deprivation.

This National Outcome sets out a vision to "recognise that investing in a strong wellbeing economy can drive economic prosperity and support incomes, jobs and quality of life for everyone." This Outcome therefore provides a vision for policy to ensure well-paid, secure work, with widespread participation. These are crucial factors in reducing socio-economic disadvantage.

The potential impacts of this Outcome on economic policy are therefore likely to be positive in terms of reducing inequality caused by socio-economic disadvantage.

Children and Young people: *We grow up loved, safe and respected and every single one of us can realise our full potential*

The Children and Young People National Outcome; “We grow up loved, safe and respected and every single one of us can realise our full potential” makes clear that improving childhood experiences is key to improving lifelong outcomes. The extended definition notes that it is essential for children to “have strong, healthy relationships with their caregivers, family and wider social network.” It also states “We provide children and young people with hope for the future and create opportunities for them to fulfil their dreams. We are committed to a childhood for every child that fully prepares them to live a full life.”

The potential impacts of this outcome on childhood-related policy are therefore likely to be positive in terms of reducing inequality caused by socio-economic disadvantage, as it recognises that good childhood experiences are essential to stop the cycles that reduce opportunity, and that lead to further inequalities.

Communities: *We live in communities that are connected, inclusive, empowered, resilient and safe*

The extended definition description of the Communities National Outcome now states the ambition to “live in thriving communities with access to all the local services and amenities we need to live full lives.”

It continues: “We recognise that communities have diverse needs and support our rural, urban and island places to flourish. Strong communities have greater resilience in challenging times with volunteering and local networks that are responsive and supportive.” The Outcome recognises that socio-economic disadvantage can be concentrated in communities or places, and the need to address this. It does this by addressing issues like access to services and amenities within the community which may have an impact on those experiencing socio-economic disadvantage.

The potential impacts of this Outcome on policy are therefore likely to be positive in terms of reducing inequality caused by socio-economic disadvantage, as it clearly states the need to invest in, and empower, deprived communities.

Education and Learning: *We are well educated, have access to high quality learning throughout our lives and are able to contribute to society*

The extended definition of this Outcome recognises that the education system allows us to “learn throughout our lives, enriching ourselves and our skills. We provide excellent education for all our children and young people through an education system that meets everyone’s needs and prepares them for the future.” This learning must continue throughout life. Therefore, in setting out the vision for “excellence” in education, the Outcome may have positive effects on policy that in turn could reduce socio-economic disadvantage and inequality.

The extended definition has recognised potential inequalities in educational attainment and their impact on inequalities and socio-economic disadvantage by emphasising that, “We provide excellent education for all our children and young people through an education system that meets everyone’s needs and prepares them for the future.” This is echoed in the Reduce Poverty Outcome extended definition which says, “We remove barriers to education and employment. Fair work, social security, fair taxation, and wealth distribution provide routes out of poverty.”

Environment: *We actively protect, restore, enhance and enjoy our natural environment*

The extended definition of the Environment National Outcome states the vision “Access to a healthy, high-quality environment is a right available to all, and we enjoy our landscapes, coastline, and green spaces responsibly.”

Recognising that everyone, including disadvantaged communities, should have access to nature and green space may have positive effects on inequality and poverty, and the Environment National Outcome addresses this.

Health: *We are mentally and physically healthy and active*

The extended definition of the proposed revised Health National Outcome states the vision that, “We experience the best mental and physical health possible at every stage of our lives.” The extended definition further sets out that policy approaches to health should be a “whole system approach that addresses the underlying causes of ill health and that this is a responsibility we all share.”

The extended definition recognises the need for all people to have fair access to health services when they need it but builds on this to recognise that preventing poor health, and addressing wider factors, is also important. This sets a positive vision for health policy which recognises a range of linked factors – and now includes socio-economic disadvantage and other inequalities. These points are covered in the extended definition as follows:

“We recognise the differing health needs and inequalities across our population, and ensure that everyone, including women, children, older people, disabled people, those living in rural or island communities and those experiencing socio-economic disadvantage, have access to the most appropriate services and care to meet those needs.”

Care - *We are cared for as we need throughout our lives and value all those providing care*

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providing paid or unpaid care experiences poverty, disadvantage, or reduced wellbeing.”

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The extended definition says, “There is availability of housing of all tenures, including social housing, in our urban and rural areas.” This Outcome emphasises housing’s foundational role in addressing socio-economic disadvantage.

Climate Action: *We live sustainably, achieve a just transition to net zero and build Scotland’s resilience to climate change*

The extended definition of this new proposed outcome states that “We shift to renewable forms of heat and energy, providing warm homes and energy security for communities. In our fair society, we ensure a just transition that benefits people and planet by supporting green jobs and resilient communities. We build an economy that thrives within planetary boundaries.” The inclusion of ‘just transition’ in the National Outcomes recognises the risk that a shift to renewable forms of heat and energy may exacerbate socio-economic inequality. The emphasis on ensuring this transition is undertaken in a just way responds to this concern. The wording emphasises energy security for communities which should mitigate any risk that a shift to renewable energy will have a disproportionate effect on those facing socio-economic disadvantage, The wording of the extended definition states, “We shift to renewable forms of heat and energy, providing warm homes and energy security for communities.”

The extended definition also includes transport and addresses fairness by noting this should be “affordable, integrated, accessible and low carbon travel.”

4. Summary and Sign off

In summary, as a result of the evidence gathered through the consultation process, as detailed in this assessment, the following changes are proposed to the National Outcomes, relating to the four key themes set out in Section 2:

1. New National Outcomes

New National Outcomes for Care and Housing are proposed. This responds directly to the evidence received throughout the Review that attending to these areas is essential to help tackle inequality of Outcome that arises from socio-economic deprivation. Housing in particular was identified as a key enabler of achieving a range of other outcomes, that disproportionately affects those with socio-economic disadvantage. As such, a new National Outcome for Housing has been introduced that will raise the profile of this issue amongst decision-makers.

2. Increased mainstreaming across other National Outcomes of attention to inequality of outcome that arises from socio-economic disadvantage.

The wording of the National Outcomes and extended definitions has been updated to reflect the evidence on socio-economic disadvantage more effectively across the framework, as detailed in Section 3. For example, the raised profile of mental health in the Health National Outcome seeks to address the evidence that poverty and mental health are connected, and that the specific needs of those experiencing socio-economic disadvantage are recognised. The extended definition states, “We experience the best mental and physical health possible at every stage of our lives. We focus on preventing ill health and maximising good health and wellbeing. We understand that this requires a whole system approach that addresses the underlying causes of ill health and that this is a responsibility we all share.” It goes on to say; “We recognise the differing health needs and inequalities across our population, and ensure that everyone, including women, children, older people, disabled people, those living in rural or island communities and those experiencing socio-economic disadvantage, have access to the most appropriate services and care to meet those needs.” A further example is in the new proposed National Outcome for Climate Action. An earlier draft of this National Outcome did not include reference to a ‘just transition’. However, in order to ensure that those experiencing socio-economic disadvantage are not further disadvantaged through a transition to net zero, ‘just transition’ has now been included in the Outcome.

Lessons Learned and Next Steps

There is a statutory requirement to review the National Outcomes every five years. In this next review, full consideration of evidence such as the indicators included in the Equality Evidence Finder will be taken into consideration.

Sign off

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