



THE EDINBURGH PARTNERSHIP

Poverty Prevention Work – Progress Update

3 September 2024

1. Executive Summary

Prevention and early intervention, with a particular focus on poverty prevention, is a priority for partners and a core theme across a number of existing workstreams and strategies. This joint paper from the City of Edinburgh Council Strategic Change and Delivery Team and NHS Lothian's Public Health Team provides a summary of work underway and proposed next steps, including recommendations for the Edinburgh Partnership Board.

2. Recommendations

- 2.1 It is recommended that the Board:
 - 2.1.1 Note the plans in progress to reconvene the Edinburgh Poverty Commission for an interim review of progress to date;
 - 2.1.2 Agrees for the board to meet the Commission in as a part of this review in a special meeting to be arranged for October 2024;
 - 2.1.3 Agrees for the development of a roadmap of change actions needed to make substantive progress for prevention of poverty and other harms;
 - 2.1.4 Notes that this roadmap should be developed in parallel to aligned with the Edinburgh Partnership Transformation and Improvement Programme;
 - 2.1.5 Discusses and agrees the proposed scope and draft priorities for this roadmap outlined in this report;
 - 2.1.6 Agrees for all partner organisations to identify and nominate key lead officers for relevant workstreams;
 - 2.1.7 Agrees for these officers to form a working group, formed as a sub-group to the LOIP Delivery Group, and tasked with developing a programme of 12 month delivery plans for each priority action area for scrutiny by the Board at its next meeting;
 - 2.1.8 Agrees to support the development of a partnership wide Joint Strategic Needs Assessment to support the delivery of this roadmap and other service programmes; and,
 - 2.1.9 Agrees for further work to be undertaken on the potential for Marmot principles and indicators to be used as part of monitoring progress in delivery of this roadmap and the community planning partnership as a whole.

3. Main Report

Context and Background

- 3.1 Systems change needed to promote prevention and early intervention is a core priority across a number of local and national partner workstreams. These include the forthcoming publication of a **Scottish Government Prevention Strategy**, the **Whole Family Wellbeing Fund** being used as a catalyst for prevention actions, an [NHS Lothian Strengthened Approach to Prevention Report](#), and the [draft IJB Strategic Plan](#). All these plans seek to improve partnership approaches to avoiding harms, achieve better outcomes for citizens, and reduce service demand pressures. Prevention of poverty, as a key driver of need, is a core element of all these plans.
- 3.2 There is an opportunity for the current Community Planning Partnership Transformation and Improvement Programme to support this work, with a specific focus on partnership work to prevent poverty.
- 3.3 This paper provides an update on partnership work already underway, an outline for a proposed roadmap for further system change across the partnership, and key components needed to support delivery of this roadmap.

Edinburgh Poverty Commission Interim Review

- 3.3 The calls to action made by the Edinburgh Poverty Commission in 2020 provide a core reference point for all work conducted by partners to prevent and address the effects of poverty in Edinburgh. Progress on actions to meet these calls to action are monitored through the Annual End Poverty in Edinburgh progress report discussed by the Partnership Board each year, as well as through the Edinburgh Local Outcome Improvement Plan Annual Report.
- 3.4 Building on this annual scrutiny, 2025 will mark the mid-point between the publication of the Edinburgh Poverty Commission's final report and the 2030 targets set out in its calls to action for the city. In advance of that threshold, in December 2022 the Edinburgh Partnership agreed that the members of the Edinburgh Poverty Commission would be invited to reconvene during 2024 to provide an interim review of progress made in the city towards 2030 targets.
- 3.5 In line with the original commission process, and to protect the independence of its findings, final decisions on the process and timing of this review are made by the commission chair, Dr Jim McCormick in collaboration with other independent members.
- 3.6 All original independent members were invited to an inception and scoping session in June this year. At this session, the commission agreed that the review process would be conducted and led in partnership with members of the End Poverty Edinburgh citizen's group with a focus on three priorities:



- 3.6.1 **Reviewing progress** made in the past four years, adding independent insight and value to the annual reports and scrutiny conducted by partners, noting the areas where the commission's calls to action are being delivered, highlighting those areas where more work is needed, and considering new paths to meeting those calls to action.
- 3.6.2 **Reiterating and restating** the core principles and findings of the original commission, the evidence they were drawn from, and their continued relevance.
- 3.6.3 **Refreshing the calls to action.** In particular, this interim review provides an opportunity for the commission to consider new evidence and new issues that have come to light since its original work, and to consider any issues to which the original commission might, with the benefit of hindsight, have given more emphasis.
- 3.7 It is proposed that the commission conduct its review during Autumn 2024, with a view to publication of interim findings during winter 2024. In doing so, the review process and findings are intended to support the development of transformation and poverty prevention programmes currently underway within the City of Edinburgh Council and the Edinburgh Partnership.
- 3.8 An outline timeline and process for this review is provided in Appendix 1 to this report.

A roadmap for prevention of poverty

- 3.9 In preparation for this review, and as part of the annual self-assessment process used in development of the progress reports cited above, Council officers have developed an outline SWOT analysis of Edinburgh's current approach to poverty prevention.
- 3.10 In summary this analysis finds that:
 - 3.10.1 Overall poverty rates (for adults or children) have shown no significant change in the period since 2020
 - 3.10.2 But the cost of living crisis and other trends have brought increasing evidence of rising 'deep' poverty, homelessness, destitution, and hardship within the population
 - 3.10.3 The work led by partners has a demonstrable impact on people's lives – Scottish Government estimates suggest that 2,000 Edinburgh children are being kept out of poverty by actions in the city delivered by local partners
 - 3.10.4 But the rate and scale of progress has not yet been sufficient to meet the targets for poverty reduction set by the Edinburgh Poverty Commission, or Scottish Government



- 3.10.5 The calls to action set by the Edinburgh Poverty Commission have provided a powerful direction for the work of partners in the city, and clear guidance on the future state and ways of working partners should aim for
- 3.10.6 But, for reasons highlighted through the EP Transformation and Improvement Programme, it has proved difficult to translate this vision into a practical and deliverable roadmap for change.
- 3.11 To meet this need it is proposed that a core priority of the Edinburgh Partnership should be the development and delivery of a refreshed roadmap for poverty prevention in Edinburgh. This roadmap should be developed:
- 3.11.1 In line with and as a demonstration of the principles set out through the **Edinburgh Partnership Transformation and Improvement Programme**,
- 3.11.2 With and in response to the findings and recommendation arising from the **Edinburgh Poverty Commission Interim Review**,
- 3.11.3 Alongside and in alignment with other emerging partnership structures and programmes, including the proposed **Housing Partnership**.
- 3.12 Building on existing LOIP priority programmes, the findings of the LOIP Annual Report, and other discussions with partnership leads, it is proposed that an initial outline for this roadmap should include the following five action programmes which aim to:
- 3.12.1 **Improve core service delivery** – ensuring public services that deliver to those in greatest need are of the highest possible quality (including housing, health and wellbeing, neighbourhood, community services and others), joined up, and fit for purpose to provide a service experience that is humane, compassionate, and easy to navigate;
- 3.12.2 **Maximise incomes and minimise costs** – providing easy access to high quality money, debt and welfare advice making sure citizens are able to access all the benefits they are entitled to, reduce living costs, and manage financial pressures (building on existing LOIP 1 workstreams);
- 3.12.3 **Improve economic inclusion** – ensuring that economic opportunity in the city is available to those in greatest need and that employment is translated into income growth (building on existing LOIP 2 workstreams);
- 3.12.4 **Improve health and well-being**– targeting good physical and mental health programmes in the areas and across the communities which need them most;
- 3.12.5 **Area based anti-poverty alliances** - assembling local partnerships across Edinburgh which bring together voluntary sector agencies with key public services with the aim of providing integrated support to those



already in need, or those at risk of being in need (building on existing LOIP 3 workstreams).

- 3.13 In support of these actions, the roadmap should also incorporate cross cutting enablers needed to deliver these programmes, including:
- 3.13.1 **Strong leadership and programme management** to drive and be accountable for change at the pace needed, with clear roles and responsibilities defined and a clear, consistent approach to co-production with communities.
 - 3.13.2 As a first step towards development of the road map it is proposed that all partner organisations nominate key lead officers with capacity to form a working group to scope and report to the board with a **12 month delivery plan for actions needed in each priority area**, including identification key resource constraints, and alignment with existing work streams and funding opportunities (including Whole Family Wellbeing Fund and other programmes).
 - 3.13.3 Clear agreement of needs and priorities across all areas of the roadmap. A **Joint Strategic Needs Assessment** provides one route to provide this clarity of purpose and direct strategic programmes. Further information on work underway is provided in Appendix 2.
 - 3.13.4 A review of current approaches to **third sector funding**. Strong, responsive, and innovative third sector organisations are critical to the delivery of any poverty prevention programme and work is needed to ensure that funding provided by partners delivers the impacts needed, and supports sustainable, long term relationships with community organisations.
 - 3.13.5 A strong **financial case and evidence base** for poverty prevention action to ensure that poverty reduction can be meaningfully incorporated within partner budget decision processes.
 - 3.13.6 **Data driven innovation support** for poverty prevention programmes, including digital tools to help programmes identify early indicators that people may need help.
 - 3.13.7 **Consistent and meaningful evaluation** of the outcomes, impacts, costs, and benefits of poverty prevention programmes, designed to highlight what works and driving improvement.
 - 3.13.8 An **integrated performance management framework** that supports continuous assessment and improvement across all programmes, aligned to insights from the Joint Strategic Needs Assessment. Marmot Principles provide one approach to development of a framework. Further information on this approach is provided in Appendix 3.

Next Steps

3.14 Proposed next steps include:

- 3.14.1 A special Edinburgh Partnership Board session to be held in October 2024 as part of the Edinburgh Poverty Commission interim review,
- 3.14.2 A working group of key officers to be established, as a sub group of the LOIP Delivery Group, to develop a prevention roadmap, with clear leads and responsibilities for each priority area identified from all appropriate partner agencies
- 3.14.3 A programme of 12 month delivery plans for each priority area in the road map to be developed for approval by the partnership board.
- 3.14.4 This programme to include next step actions for delivery of a partnership wide Joint Strategic Needs Assessment, and
- 3.14.5 Further analysis needed to assess the potential for use of Marmot principles in development of future integrated performance frameworks for the partnership.

4. Contact

Flora Ogilvie, Consultant in Public Health, NHS Lothian

Lindsay Robertson, Change and Delivery Manager, City of Edinburgh Council

Chris Adams, Strategy Manager, City of Edinburgh Council

Appendix 1: Edinburgh Poverty Commission work programme

It is proposed that the commission conduct its review during Autumn 2024, with a view to publication of findings during winter 2024. In doing so, the review process and findings are intended to support the development of transformation and poverty prevention programmes currently underway within the City of Edinburgh Council and the Edinburgh Partnership.

During its review process, it the commission will:

- Assess evidence published by partners during 2020-24 including progress reports, new strategies, and budget commitments. Within this, a key element of evidence will be provided through the 2024 End Poverty in Edinburgh Annual Progress report due for scrutiny by the Partnership Board in November 2024.
- Meet and observe partnerships and delivery structures that have been developed in the city since the initial commission work was completed.
- Issue a public online call for evidence and invitation for community sector organisations to provide face to face evidence to the commission
- Conduct a short series of roundtables and evidence gathering sessions with partners, citizens, statutory bodies, and community organisations across Edinburgh, including a specific focus on organisations that support people with protected characteristics
- A key part of this roundtable series will be sessions with the Edinburgh Partnership Board
- Deliberate on the findings from these discussions in partnership with End Poverty Edinburgh and other citizen led groups, and
- Publish and launch its findings at a public in person event.

Secretariat support for the Commission will be provided by the Council's Policy and Insight team with additional support from LOIP Delivery Group members and chairs of LOIP priority groups.

Appendix 2: A Joint Strategic Needs Assessment for Edinburgh

A Joint Strategic Needs Assessment (JSNA) is a comprehensive process conducted by local councils, NHS boards and other partners to identify the current and future health and wellbeing needs of their local population.¹ It systematically gathers and analyses a wide range of data, including demographic trends, health outcomes and social determinants of health, to provide a detailed understanding of the community's needs.

This data can include statistics on prevalence of health and outcomes; prevalence of determinants of health such as poverty, employment, and housing; health behaviours; and access to services and the building blocks of health. A JSNA is critical in informing the planning and commissioning of health and social care services, ensuring that resources are allocated effectively to improve health outcomes and reduce health inequalities.

A JSNA can be completed for a whole population or specific subgroups of the population, or for a specific health or determinants of health topic.² Edinburgh HSCP has recently completed several JSNA on specific topics, including Population and Demographics; Poverty; Dementia; Population Health and Inequalities in Edinburgh; Mental Health; Carers; and Alcohol; with a Housing needs assessment currently underway.³

However, as children and young people are outwith the remit of the EHSCP these assessments have all focussed on the needs of adults. With this in mind, we have identified that a further JSNA specifically focussed children, young people and their families in Edinburgh would be beneficial to support the work of the Community Planning Partnership, particularly in relation to the Partnership ambition to address child poverty.

A JSNA process can be used to tell us:

- the level of need for public services and opportunities
- the extent of unmet need
- the pattern of supply and effectiveness of current services
- how to work towards meeting a need
- how to use resources in the most effective and efficient way

Initial scoping will be conducted with relevant stakeholders, including members of the Edinburgh Children's Partnership, to agree the focus of a Children's JSNA, recognising that a phased approach may be required. NHS Lothian's Public Health Team will lead the JSNA process, but this will require input from all relevant partners. The plan is to have a draft JSNA covering priority topics for Children and Young People completed by early 2025.

¹ <https://assets.publishing.service.gov.uk/media/5a7b88cced915d131105fdff/Statutory-Guidance-on-Joint-Strategic-Needs-Assessments-and-Joint-Health-and-Wellbeing-Strategies-March-2013.pdf>

² [Understanding needs - Reducing health inequalities - Public Health Scotland](#)

³ [Joint strategic needs assessment - Edinburgh Health & Social Care Partnership \(edinburghhsc.scot\)](#)



Appendix 3: Marmot Principles in Edinburgh

Marmot Places⁴ (Cities) are local council areas that have pledged to implement the recommendations of the Marmot Review, which was led by Professor Sir Michael Marmot in 2010.⁵ The Marmot Review highlighted strategies to reduce health inequalities based on the social determinants of health, through coordinated actions across multiple sectors such as education, employment, housing and public health.

The Marmot principles are:

- Give every child the best start in life.
- Enable all children, young people, and adults to maximise their capabilities and have control over their lives.
- Create fair employment and good work for all.
- Ensure a healthy standard of living for all.
- Create and develop healthy and sustainable places and communities.
- Strengthen the role and impact of ill health prevention.
- Tackle racism, discrimination, and their outcomes.
- Pursue environmental sustainability and health equity together.

The aim of a Marmot Place is to recognise that health and health inequalities are mostly shaped by the social determinants of health (the conditions in which people are born, grow, live, work and age) and takes action to improve health and reduce health inequalities.⁶ This work has already shaped the prioritisation of areas of focus within NHS Lothian's Public Health team.

Marmot Indicators are a set of measurements developed locally to monitor and assess the progress of areas implementing the Marmot Review principles. These indicators can cover a range of domains, including life expectancy, healthy life expectancy, early childhood development, educational attainment, employment, income inequality and housing conditions, and have already informed the development of NHS Lothian's Public Health Core Dataset.

These indicators provide a comprehensive framework for measuring health equity and aim to guide evidence-based decision making that could be used at a community planning level. Indicators can vary per place. An example set of indicators and associated monitoring tool has been developed by several cities, such as Coventry⁷. It

⁴ [Marmot Places - IHE \(instituteofhealthequity.org\)](https://www.instituteofhealthequity.org/)

⁵ [Fair Society Healthy Lives \(The Marmot Review\) - IHE \(instituteofhealthequity.org\)](https://www.instituteofhealthequity.org/)

⁶ [Marmot Places - IHE \(instituteofhealthequity.org\)](https://www.instituteofhealthequity.org/)

⁷ [How will we measure how well we are doing; summary of recommendations and indicators on a page – Coventry City Council](#)

is recognised that work to develop a Community Planning Performance Framework is ongoing as part of the Community Planning Transformation and Improvement, and that this will need to include Key Performance Indicators and Milestones for each of the Partnership Groups. An overarching set of Indicators, such as Marmot Indicators, could also help the Partnership to track overall progress in relation to the evidence-based actions that are needed to address health inequalities.