

NHS Shetland

Meeting:	NHS Shetland Board Meeting
Meeting date:	13th February 2024
Title:	Islands with Small Populations
Agenda reference:	Board Paper 2023/24/64
Responsible Executive/Non-Executive: Community Health and Social Care	Jo Robinson - Interim Director
Report Author: Community Health and Social Care	Jo Robinson - Interim Director

1. Purpose

This is presented to the Board/Committee for:

- Decision

This report relates to:

- Legal requirement
- Local policy and strategy

This aligns to the following NHSScotland quality ambition(s):

- Safe
- Effective
- Person-centred

2. Report summary

- 2.1 The Community Empowerment (Scotland) Act, 2015, places a statutory duty on community planning partners to produce a Locality Plan. This Plan needs to cover an electoral ward or an area with no more than 30,000 people. A Locality Plan should be produced in close consultation with the communities it covers.
- 2.2 Shetland's Second Islands with Small Populations – Locality Plan (hereinafter the “Second Locality Plan”), is included at Appendix 1 for approval. The relevant impact assessments are provided at Appendices 2 and 3.
- 2.3 By approving the Plan, Shetland Health Board is jointly responsible for ensuring the Shetland Partnership delivers on commitments in the Plan.

3 Background

- 3.1 The Community Empowerment (Scotland) Act 2015 (the “2015 Act”) provides a legal framework that promotes and encourages community empowerment and participation. It creates new rights for community bodies and places new duties on public authorities.
- 3.2 Part 2 of the 2015 Act places Community Planning Partnerships (CPPs) on a statutory footing and imposes duties on them around the planning and delivery of local outcomes, and the involvement of community bodies at all stages of community planning. Tackling inequalities is a specific focus, and CPPs have to produce Locality Plans at a more local level for areas experiencing particular disadvantage.
- 3.3 These Plans need to cover an electoral ward or an area with no more than 30,000 people. A Locality Plan should be produced in close consultation with the communities it covers. Locality Plans should enable communities and partners to find innovative solutions to key local challenges. They should be a ‘live’ document that belongs to the community, is signed up to by partner agencies, and is delivered together.
- 3.4 The NHS is a CPP, and as such has a duty to:
 - a. co-operate with other partners in carrying out community planning;
 - b. take account of the priorities and outcomes contained in Shetland's Partnership Plan in carrying out its functions; and
 - c. contribute such funds, staff and other resources and secure participation of community bodies throughout community planning.
- 3.5 It is now seven years since efforts were made to improve relations and working arrangements amongst the partners of the Shetland Partnership, and between the Shetland Partnership and the island communities of Fair Isle, Fetlar, Foula, Papa Stour and Skerries.
- 3.6 In late 2020, the First Plan was approved, and signed off by all statutory Shetland Partnership organisations, and all the Island communities. This drew on the work of the previous three years, setting out outcomes, a monitoring framework, actions, and case studies.
- 3.7 In 2023, an assessment of the data available at a locality level was made, to determine which, if any, localities in Shetland had significantly poorer outcomes compared to other localities. The analysis showed that inequality of outcome is as significant within a

locality, as between a locality, determining that no additional locality plans are required in Shetland.

- 3.8 It was also determined that, in the context of Shetland, the five islands covered by the First Plan continue to experience greater challenges than other communities. The evidence, particularly population and income data, demonstrated the need for a second locality plan for these particular island communities.
- 3.9 Following on from the First Locality Plan, a Second Locality Plan (Appendix 1) has been developed. This plan celebrates activity and projects achieved since the First Locality Plan was approved. It also highlights current challenges and set out aims and objectives for the next 3 years.
- 3.10 The Management and Leadership Team of the Shetland Partnership are responsible for ensuring this Second Locality Plan is delivered, in a timely manner. This includes allocating and re-deploying partner resources to support delivery, and finding ways to resolve issues and overcome challenges, alongside communities. A clear delivery plan, with detailed timeframes will be drawn up to ensure that outcomes and priorities are achieved.
- 3.11 One of the key purposes of a Locality Plan is to tackle inequalities for communities facing disadvantage compared to other areas within the Local Authority area. In the context of Shetland, the five islands covered in this Plan do experience greater challenges than other communities, due to their geographic location; this is evidenced by the demographic and income data. For this reason, Shetland's one Locality Plan focuses on improving outcomes for these five communities.
- 3.12 All partner organisations, and the communities, are now considering the Plan, and have been asked to formally sign-off the Plan.

4 Assessment

- 4.1 There has been active engagement with communities and partner agencies, since the start of the Islands with Small Populations Project commenced in 2016.
- 4.2 The five islands covered in this Plan do experience greater challenges than other communities, due to their geographic location; this is evidenced by the demographic and income data. NHS Shetland can utilise this Second Plan to design and deliver services around the specific needs of the populations of these islands.

Quality / patient care

- 4.3 Shetland Health Board provide community health services to Shetland's Islands with Small populations through the Health and Social Care Partnership. In recent years, models of provision, particularly in relation to Community Nursing provision, have been reviewed in partnership with the communities to design sustainable models of healthcare provision. Approval of the Second Locality Plan confirms the Health Board's commitment to delivery of healthcare in a method appropriate to the needs of the island communities.

Workforce

- 4.4 The NHS should ensure reasonable resources are deployed to best effect to deliver on the priorities in the plan. This will be done in collaboration with both Shetland Islands Council and the Integration Joint Board.

Financial

- 4.5 There are no direct financial implications arising from this report, and the Locality Plan will need to be delivered within existing resources or by utilising external funding.

Approval of this Second Locality Plan may require a shift in resources from those that are universally provided, to improving people's outcomes where there is evidence that current arrangements could be improved.

- 4.6 Approval of this Second Locality Plan does not in itself constitute approval of a shift in resources. However, there is a requirement on each partner to resource any adopted locality plan – it is not an aspirational list of actions and activity but an integral driver that changes how we work to support our more remote islands.

Risk assessment/management

- 4.7 The key risks around delivery of this Locality Plan will be in connection with changing the way that we work. There is a strong change in focus to increase the responsibility of communities and strengthen their remit in being able to be involved in the design of services to meet community needs, as well as holding public sector organisations to account for delivering what they set out to do.

Equality and Diversity, including health inequalities

- 4.8 Section 5 of the 2015 Act states that in carrying out functions conferred by Part 2 of the 2015 Act, CPPs must act with a view to reducing inequalities of outcome which result from socio-economic disadvantage unless the partnership considers that it would be inappropriate to do so.
- 4.9 A Social Impact Assessment has been completed by the Council for the second Locality Plan and can be seen at Appendix 2. This assessment shows that there are no negative impacts on those with protected characteristics, socio-economic inequality, human rights or children's rights.
- 4.10 An Island Communities Impact Assessment has been completed by the Council to accompany the Second Locality Plan and can be seen at Appendix 2. The purpose of the Plan is to target our more vulnerable island communities.

Communication, involvement, engagement and consultation

- 4.11 Health Board managers have liaised with communities in person and via Shetland Islands Councils Community Planning Service. The Islands with Small Populations locality plans have been developed in collaboration with the communities and other key partners.

5 Recommendation

The Board is asked to approve Shetland's Islands with Small Populations: Second Locality Plan.

6 Appendices

Appendix 1 – Shetland’s Islands with Small Populations Locality Plan

Appendix 2 - Island Communities Impact Assessment Locality Plan for Shetland’s Islands with Small Populations

Appendix 3 - Social Impact Assessment (SIA) Stage 1: Screening: Equalities, Fairer Scotland Duty, Human Rights and Children’s Rights

7 Links

The Shetland Partnership and Shetland Partnership Plan

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

Part 2 of the Community Empowerment (Scotland) Act 2015 -

<http://www.legislation.gov.uk/asp/2015/6/contents/enacted>

Part 2 Community Planning Guidance, December 2016 -

<http://www.gov.scot/Publications/2016/12/8801>

Strategic Environmental Assessment of Shetland’s Partnership Plan

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

Shetland's Islands with Small Populations: Second Locality Plan

Working together to improve the lives of everyone living in Fair Isle, Fetlar, Foula, Papa Stour and Skerries





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About This Plan

The Purpose

The purpose of this Plan is to celebrate activity and projects achieved since the first Locality Plan was approved in 2020; highlight current challenges; and set out aims and objectives for the next 3 years.

A Plan is merely a marker; it is clear that success is achieved when relationships are built, and trust and understanding are developed between those living within and those responsible for delivering services to these island communities.

It is a Locality Plan as defined under Part 2 of the Community Empowerment (Scotland) Act, 2015. Locality Plans should enable communities and partners to find innovative solutions to key local challenges. They should be a 'live' document that belongs to the community, is signed up to by partner agencies, and is delivered together.

One of the key purposes of a Locality Plan is to tackle inequalities for communities facing disadvantage compared to other areas within the Local Authority area. In the context of Shetland, the five islands covered in this Plan do experience greater challenges than other communities, due to their geographic location; this is evidenced by the demographic and income data. For this reason, Shetland's one Locality Plan focuses on improving outcomes for these five communities.

Locality planning is about agencies and communities working together to find local solutions to local challenges. Therefore, the focus is on the doing, rather than the Plan, itself. The Plan builds on a wider Partnership Plan for Shetland that has been developed by the Shetland Partnership - [Shetland's Partnership Plan 2018-2028](#), and the current [Shetland Partnership Delivery Plan 2023-2028](#).

The Content

This Plan includes:

- The vision and outcomes, as defined by communities and services in 2020;
- A summary of work, to date, including impact, illustrated through data, survey results and feedback via the workshop held in June 2023;
- Highlights of the successes and remaining challenges;
- The next steps for addressing these challenges, across the five islands; and
- A Profile and Plan, for each of the islands.

What is the Shetland Partnership?

The Shetland Partnership has led the development of this Locality Plan. The Partnership is made up of a wide range of Public Agency partners and community bodies who work together to deliver our collective vision for the future. The Partnership and key partners within it have a statutory duty to produce a Partnership Plan for Shetland and ensure that it is delivered and resourced. This duty is laid out in Part 2 of the Community Empowerment (Scotland) Act 2015.

More information about community planning and the Shetland Partnership can be found at: www.shetlandpartnership.org or get in touch at shetlandpartnership@shetland.gov.uk



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The Story So Far...

It is now seven years since efforts were made to improve relations and working arrangements between the partners of the Shetland Partnership, and between the Shetland Partnership and the island communities of Fair Isle, Fetlar, Foula, Papa Stour and Skerries.

These communities are all remote from Lerwick and all have populations of fewer than 100. The populations were generally declining and ageing more rapidly than elsewhere in Shetland, whilst service providers were finding it challenging to recruit sufficiently qualified staff.

An initial set of meetings and discussions between communities and services led to a number of service issues that the communities were facing, and had often been facing for a number of years, being resolved. This, alongside senior managers from partner organisations, taking the time to visit and understand the communities, helped to build momentum and trust.

Representatives of most of the communities were able to attend a Shetland Partnership Delivery Planning event in January 2019 – their role being to assist in island-proofing the Shetland Partnership Delivery Plan. Later that year, a long-held ambition – to bring representatives of the five communities together to share experiences, discuss priorities and look for shared priorities – was achieved.

The approach draws heavily on the Community Empowerment (Scotland) Act 2015 and the Islands (Scotland) Act 2018. The former is designed to ensure communities have greater influence and control over things that matter to them: committing government and public services to engage with, listen to and respond to communities, with communities having increased opportunities to develop and deliver services and initiatives that will have a positive impact on the outcomes of those living within the communities. The Islands Act brings in legislation to underpin the Scottish Government's objective of ensuring that there is a sustained focus across Government and the public sector to meet the needs of island communities, now and in the future.

In late 2020, the first Locality Plan for Shetland's Islands with Small Populations was approved, and signed off by all statutory Shetland Partnership organisations, and all of the Islands. This drew on the work of the previous three years, setting out outcomes, a monitoring framework, actions, and case studies to illustrate what and how progress had been made, to date.

Three years on, and this Second Locality Plan for Shetland's Islands with Small Populations demonstrates that progress has been made, but there is always more to do. It has been developed by and with the five communities – collectively and as individual communities. It was rewarding to hold a second event in June 2023, bringing islands together, with services, for a second time. The purpose was to share progress, ongoing issues and challenges and develop solutions. Thanks are extended to everyone living in these communities, particularly those who represent their communities in engaging with this work, specifically.

The Management and Leadership Team of the Shetland Partnership is responsible for ensuring that this Plan is delivered, in a timely manner. This includes allocating and re-deploying resources to support delivery, and finding ways to resolve issues and overcome challenges, alongside communities.

“This approach is place-based working, in practice, in a Shetland context.”



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Vision and Outcomes

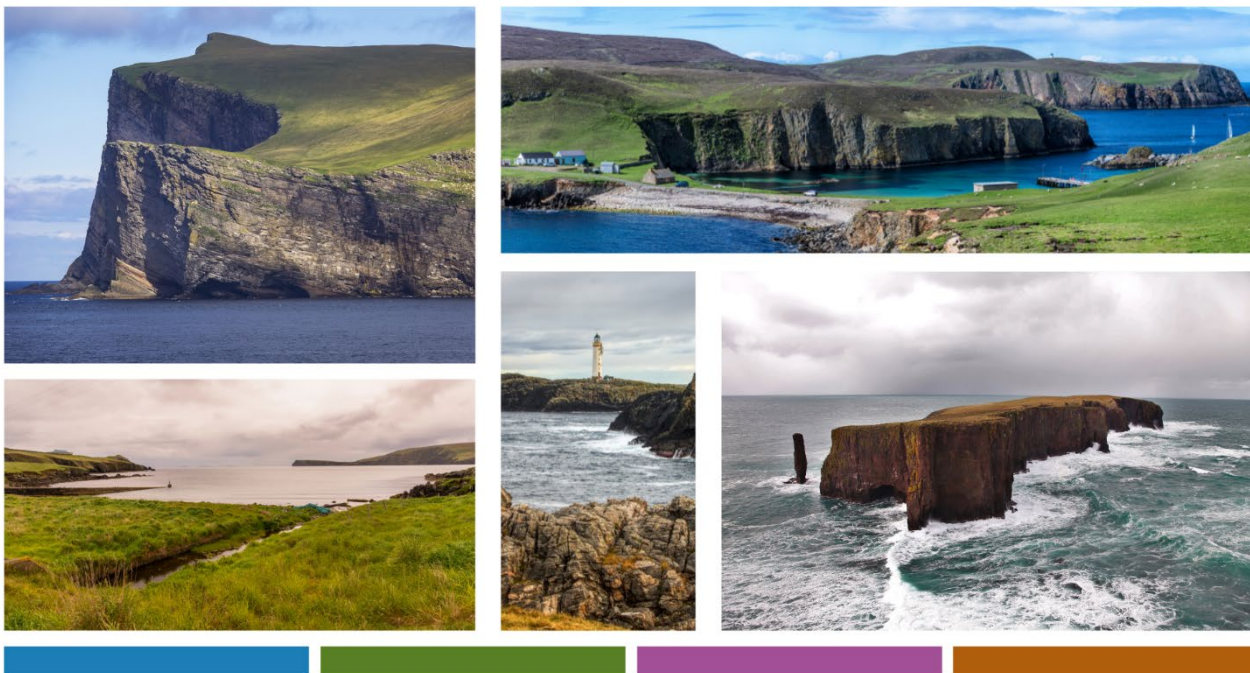
The following vision and outcomes were agreed in 2020, and remain as relevant three years later.

“The people living within Shetland’s Islands with Small Populations can thrive and are actively influencing decisions on services and the use of resources.”

The Shetland Partnership is committed to supporting islands with small populations to develop their strengths, to help local people create new opportunities and to assist, where possible, to overcome challenges posed by geographical remoteness. The Partnership recognises the unique contribution that these island communities make and that strong, resilient communities are essential to improving the wellbeing of people living on the islands and the success of Shetland as a whole. The Shetland Partnership’s aim is to build on the diverse range of resources, opportunities and skills of small population island communities, and see every community reach its full potential.

This will happen by achieving the following:

- A. Communication** between agencies and communities is clear, considerate and effective and **relationships** are trusting, such that challenges can be teased out and constructively overcome.
- B.** Issues with **operational service delivery** are resolved in a timely and considerate manner.
- C.** Communities and agencies will work together when **redesigning services**, where possible improving outcomes for communities and reducing public sector spend.
- D. Action to increase the working age population** of islands is ambitious and holistic, resulting in a step change for the islands’ sustainability.
- E.** All **national and local policy** considers the impact of implementation on Shetland’s island communities, mitigating negative impacts, where possible.



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Impact

The following performance framework is used to measure impact, with information gathered on an annual basis¹. All projects required to achieve identified actions have their own monitoring mechanisms, as necessary.

Outcome Measures

- Population Change:
 - Annual Count (July)
 - Acknowledges changes in population by week, or season
- Population Balance: age (under 16 / working age / 65+)
 - Annual Count (July)

Balancing Measures

- Median Income
- Economic Base:
 - Number of Jobs
 - Type of Jobs
 - Voluntary Positions
- Community Morale:
 - Annual Survey circulated to each household (July)

Process Measures

- Percentage of Island Communities Impact Assessments completed on new policies / service reviews
- Number of households with access to affordable 4G and Superfast Broadband (300MBps+)
 - Annual Survey circulated to each household (July)

Data on the following two pages has been gathered across the five islands. It provides an update on the baseline of 2020 and results of a community survey from the summer of 2023. It shows:

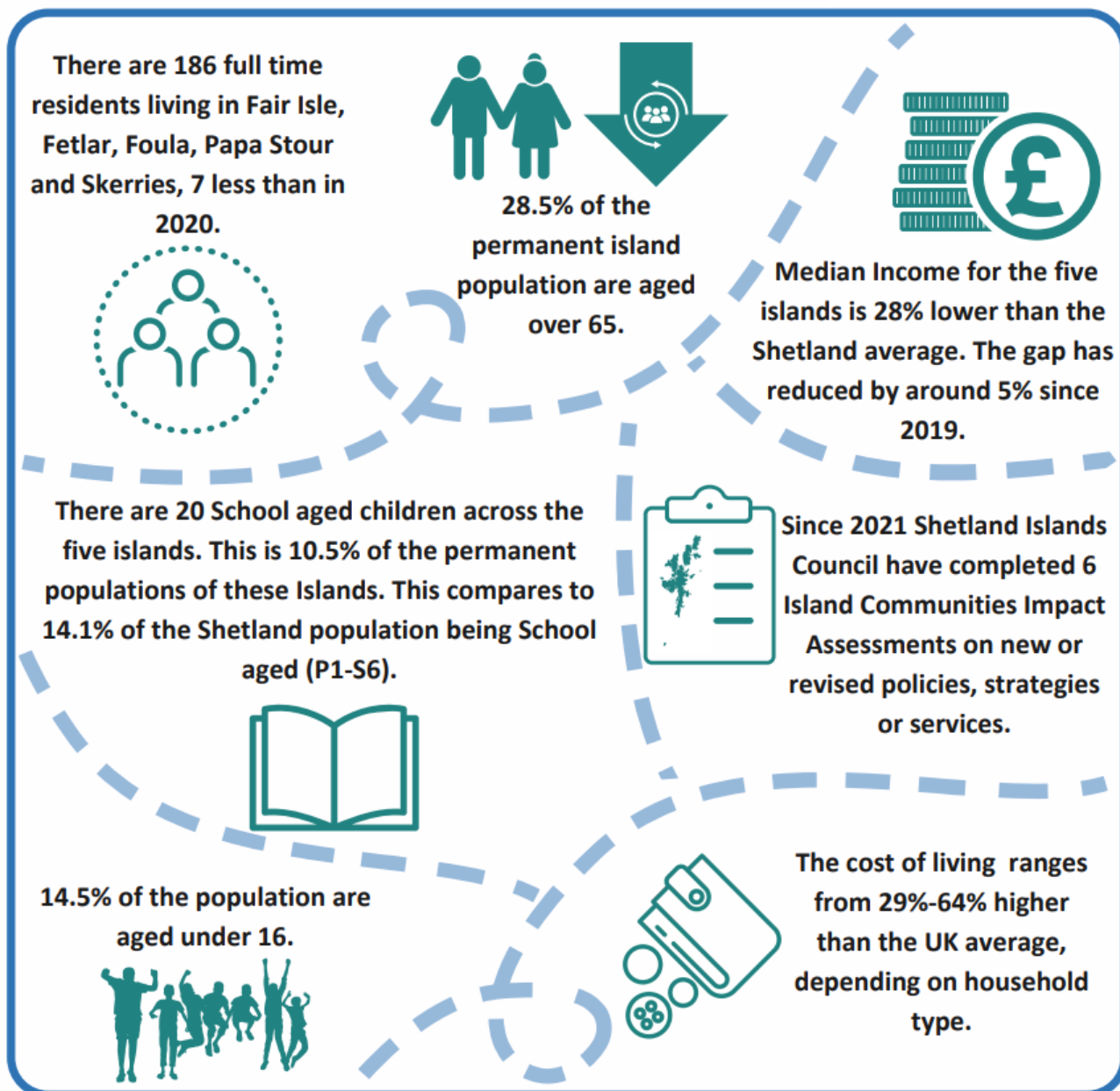
- A small decrease in population;
- There has been no substantial change in the age demographic;
- There has been a small decrease in the difference in median income between the islands and for Shetland as a whole;
- Island Communities Impact Assessments are beginning to be undertaken on new or revised policies, strategies or services;
- The majority of indicators measured by the survey have improved since 2020/21:
 - The percentage of respondents who rated their community as a 'Very Good' or 'Fairly Good' place to live increased by 17%;
 - Satisfaction with healthcare services increased by 17%;
 - Access to super-fast broadband increased by 14%; and
 - Percentage of respondents who expressed a sense of belonging to their community increased by 10%.

These statistics should be interpreted with caution due to sample size, varying sample sizes across the islands, and presenting combined statistics for all five islands.

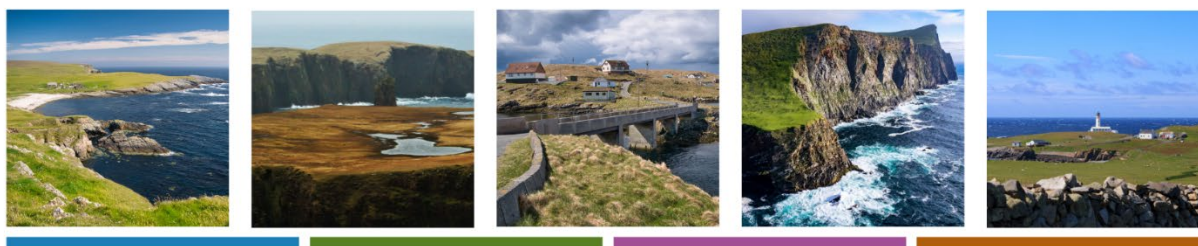
¹ Gathering data and activity is the responsibility of Community Planning and Development, Shetland Islands Council



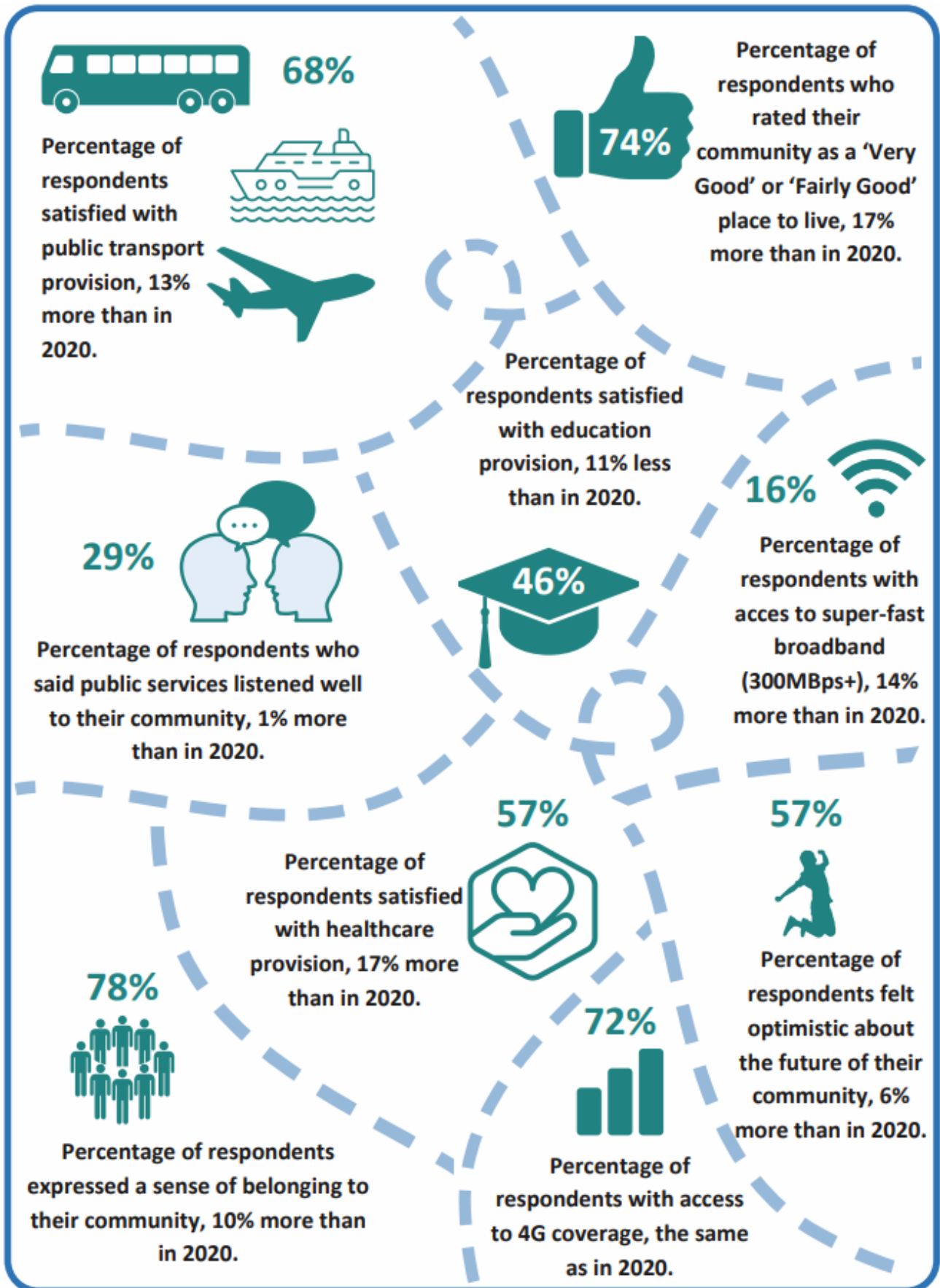
Islands Data



Data Sources: Community data is provided to the Council by each community in response to engagement with them, 2023; CACI Paycheck Data, 2019-2022; Shetland Islands Council, Island Communities Impact Assessments, 2023; Shetland Islands Council, School Rolls 2021; Highland and Islands Enterprise, MIS for Remote Rural Scotland, 2015, HIE Islands' Development Plans, 2011-2015. Caution should be taken when interpreting these figures due to the small numbers involved.



Islands Survey Data



Data Sources: Shetland Islands Council - Islands with Small Populations Community Survey (July - August 2023)



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Achievements and Learning

This section provides a summary of what has been achieved since 2020, highlighting any useful learning, to inform future work. This information was provided by island communities prior to and at a workshop held in June 2023. It is presented under each of the outcomes.

A. Communication between agencies and communities is clear, considerate and effective and relationships are trusting, such that challenges can be teased out and constructively overcome.

The following changes have happened:

- Improved lines of communication and regular meetings;
- Direct access to senior managers, and putting faces to names;
- Trusted relationships have developed; and
- Honest and frank conversations, improving understanding and potential limitations.

B. Issues with operational service delivery are resolved in a timely and considerate manner.

The following changes have happened:

- A number of service-related issues have been resolved, some of which had existed for a long-time; and
- Organisations now tend to have willingness to understand and resolve issues, with many examples of change. For example: amendments to ferry timetable for Papa Stour around the public holiday for Lerwick Up Helly Aa festival; replacement door on the Fire Station in Foula; heating issue resolved in the Fair Isle surgery; scrap runs for Skerries and Foula; and resolving water-bowser issues for Fetlar.

C. Communities and agencies will work together when redesigning services, where possible improving outcomes for communities and reducing public sector spend.

The following changes have happened:

- A number of services have been re-designed, in this way: establishment of Community Maintenance Post, for Fetlar; additional ferry run to Papa Stour; nursing model for a number of the islands;
- Some services are recognising the benefit of working in this way, for all concerned.

D. Action to increase the working age population of islands is ambitious and holistic, resulting in a step change for the islands' sustainability. This will be done by linking together Housing, Transport, Connectivity and Jobs, in order to increase the population of each island.

The following changes have happened:

- There has been improved digital connectivity for all of the islands;
- There have been some transport improvements;
- There have been increases in employment opportunities, including through tourism development and the tourism sub-group.

E. All national and local policy considers the impact of implementation on Shetland's island communities, mitigating negative impacts, where possible.

The following changes have happened:

- Introduction of Island Communities Impact Assessments, by the Scottish Government; and
- Six Island Communities Impact Assessments have been completed by the Council.



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Ongoing Challenges

This section highlights remaining challenges. These are defined as significant issues, requiring communities and a number of services or organisations to work together to overcome them. It is presented under each of the outcomes. Those issues which relate to operational change for one service, are recorded and held in an issues log for each island. This can be accessed via the Community Involvement and Development Officer.

A. Communication between agencies and communities is clear, considerate and effective and relationships are trusting, such that challenges can be teased out and constructively overcome.

The following challenges remain:

- Approach to communication and response is not consistent across all Council services and other organisations; and
- Existing structure of quarterly meetings are losing their value.

B. Issues with operational service delivery are resolved in a timely and considerate manner.

The following challenges remain:

- Some issues remain, despite them being raised at every meeting, resulting in frustration about how to resolve;
- Some services continue to retain barriers and do not seem willing to find solutions unique to each community; and
- Mainland services tend not to recognise the skills of islanders to undertake jobs in order to resolve some issues.

C. Communities and agencies will work together when redesigning services, where possible improving outcomes for communities and reducing public sector spend.

The following challenges remain:

- There is not a consistent recognition of taking this approach, across all partners;
- From the perspective of the communities, consultation still, sometimes, feels like box ticking; and
- There is a need for services to understand that island communities are changing, all of the time.

D. Action to increase the working age population of islands is ambitious and holistic, resulting in a step change for the islands' sustainability. This will be done by linking together Housing, Transport, Connectivity and Jobs, in order to increase the population of each island.

The following challenges remain:

- Retaining and attracting working age people to the islands remains a challenge. Specific actions which haven't been progressed are:
 - Community Led Housing
 - Provision of resilient digital connectivity to all households
 - Sustainable fishing opportunities
 - Promotion of the Council's Remote Working Policy
 - Strategic promotion of the islands as a place to live and work.

In terms of unlocking potential, availability of housing is the greatest barrier, at this time.

E. All national and local policy considers the impact of implementation on Shetland's island communities, mitigating negative impacts, where possible.

The following challenges remain:

- Evidence shows that the number of impact assessments is small, and only undertaken by a few Council services, to date. Understanding and capacity to do well is also limited.
- The negative impact on these island communities not being fully considered when the Short-Term Let legislation was introduced.



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Next Steps

The next steps, for each island, and across the five islands, have been developed within the context of the Shetland Partnership Plan, and the Shetland Partnership Delivery Plan; the discussions have drawn on Shetland's strategic aims, and the needs of each local community.

Collective Plan

This section sets out objectives to be achieved across the five island communities, in order to continue to deliver on the outcomes.

A. Communication between agencies and communities is clear, considerate and effective and **relationships** are trusting, such that challenges can be teased out and constructively overcome.

Objectives:

- To ensure island communities and services managers are **clear on lines of communication and responsibility for operational issues**.
- To establish **regular meetings** between individual communities and partners. This will include important information for visits and sharing information between partners.
- To enable the **five island communities to come together** to discuss priorities and agree ways of working together for shared opportunities.
- To ensure this outcome is supported by other Shetland Partnership / Partner priorities.

Actions:

- Ensure there is a consistent approach to communication, across the Shetland Partnership - developing relationships, trust and the opportunity for honest and realistic discussion;
- Hold an Annual in person-event, bringing island communities together with service providers;
- At least twice a year, a relevant senior manager will visit each island, with the Community Involvement and Development Officer and others, as required, to develop relationships and understanding (building on the Fetlar model);
- Organise themed meetings, to progress actions elsewhere in this Plan; and
- Develop Emergency Resilience leaflets.

B. Issues with operational service delivery are resolved in a timely and considerate manner.

Objectives:

- To improve the **monitoring system** for ensuring that operational issues are resolved, where possible, and that communities have a clear understanding of why certain issues cannot be resolved, with signposting to other solutions.
- To ensure this Plan does not preclude other routes of resolving service delivery issues.

Actions:

- Ensure there is a consistent approach to resolving issues, across the Shetland Partnership;
- Continue to use the Issues Log, as a means of recording issues, with the responsibility with the Community Involvement and Development Officer. Unresolved issues will be reported to the Management and Leadership Team of the Shetland Partnership to enable progress to be made;
- Share information on other routes to resolve service issues, such as Complaints Policies and Participation Requests; and
- Develop a different approach to recruitment to public sector roles, and the completion of trades work.



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C. Communities and organisations work together to **redesign services and use of resources**, where possible improving outcomes for communities and reducing public sector spend.

Objectives:

- To explore and progress, where feasible, the redesign of services and use of resources, across islands to achieve island-specific outcomes.
- To enable agencies to share plans for redesign and change in order to improve co-ordination and move towards integration.

Actions:

- Ensure all organisations approach service reviews understanding the challenges and opportunities of these islands, in order to ensure services are appropriate for each island's unique circumstances.

D. Action to increase the **working age population** of islands is ambitious and holistic, resulting in a step change for the islands' sustainability, whilst also moving towards net-zero.

It remains essential for co-ordination between Housing, Transport, Connectivity and Jobs, in order to achieve the step change required.

Objectives:

- To collaborate effectively, so that communities can achieve their individual Island Plans, with support and resources from organisations, as required.
- To remove barriers and blockages to progress.

Actions:

- Staff across partner organisations will prioritise support to each island to enable them to achieve their individual Island Plans.
- Barriers and blockages to progress will be reported to the Management and Leadership Team of the Shetland Partnership, by the Council's Community Planning Team.
- Continue to provide resilient and fit-for-purpose transport links:
 - Learn from the proposed Foula model of providing cheaper air fares for friends and family to visit the Isle;
 - Support a shift to net-zero transport links, where opportunities arise.
- Ensure each community feels resilient, through, for example:
 - Continued provision of community nursing cover, where provision currently exists;
 - Fire cover;
 - Clear understanding of what to do in an emergency.
- Continue to encourage increased resilience in the Digital Infrastructure.
- Explore and enable housing constraints to be reduced or removed, seeking opportunities to increase the quality and amount of housing available, such as:
 - Community Led Housing, including opportunities to test out living within the community
 - Re-letting of Council properties.
- Support development of well-paid employment opportunities:
 - Develop a different approach to recruitment to public sector roles, addressing succession planning, opportunities to combine different roles, and the completion of trades work;
 - Tourism, including through joint promotion of the isles;
 - Promote the Council's Remote Working Policy;
 - Maximise opportunities through the de-carbonisation and net-zero agenda.



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E. All **national and local policy** considers the impact of implementation on Shetland's island communities, mitigating negative impacts, where possible.

It is a requirement on Shetland Partnership partners to have regard to island communities in exercising their functions. In line with the Islands (Scotland) Act, 2018 a Relevant Authority must prepare an Island Communities Impact Assessment (ICIAs) in relation to a policy, strategy, or service, which in the authority's opinion, is likely to have an effect on an island community which is significantly different from its effect on other communities (including other island communities) in the area in which the authority exercises its functions.

The process of island-proofing will only be successful if those responsible for the development and delivery of policy, strategy or services have a good understanding of the issues faced by island communities. The Shetland Partnership will include information in their annual report, on the impact of island-proofing on their functions and activities.

Objectives:

- All Shetland Partnership organisations will assess the impact of their policies, strategies and services on these island communities by undertaking ICIAs;

Actions:

- Staff across partner organisations will build up their knowledge and understanding of these island communities, to ensure ICIAs are carried out in a meaningful way, and policies, strategies and services are fit-for-purpose for these communities.

Impact Assessments

A number of Shetland Partnership organisations are required to assess the impact of plans and policies in relation to a number of different statutory duties. Those duties, of relevance to this Locality Plan are:

- Equalities Act, 2010
- Fairer Scotland Duty, which came into force in 2018
- Islands (Scotland) Act, 2018
- Environmental Assessment (Scotland) Act, 2005.

A Strategic Environmental Assessment is also required.

Shetland Islands Council's Impact Assessment Tool and Process has been used to make an assessment, and adjust plans, accordingly. This includes best practice requirements for Human Rights and Children's Rights and Wellbeing. The full assessments can be found online on the Council's website.

Island Plans²

This section sets out the Plan for each Island. Each Plan includes:

- A summary of life on the Isle;
- Data covering population and population change, employment, median income and voluntary activity; and
- The community's key aim and what needs to happen in order to achieve this key aim.

² Small populations mean data should be used with caution, providing useful indicators, stimulating discussion and solutions.





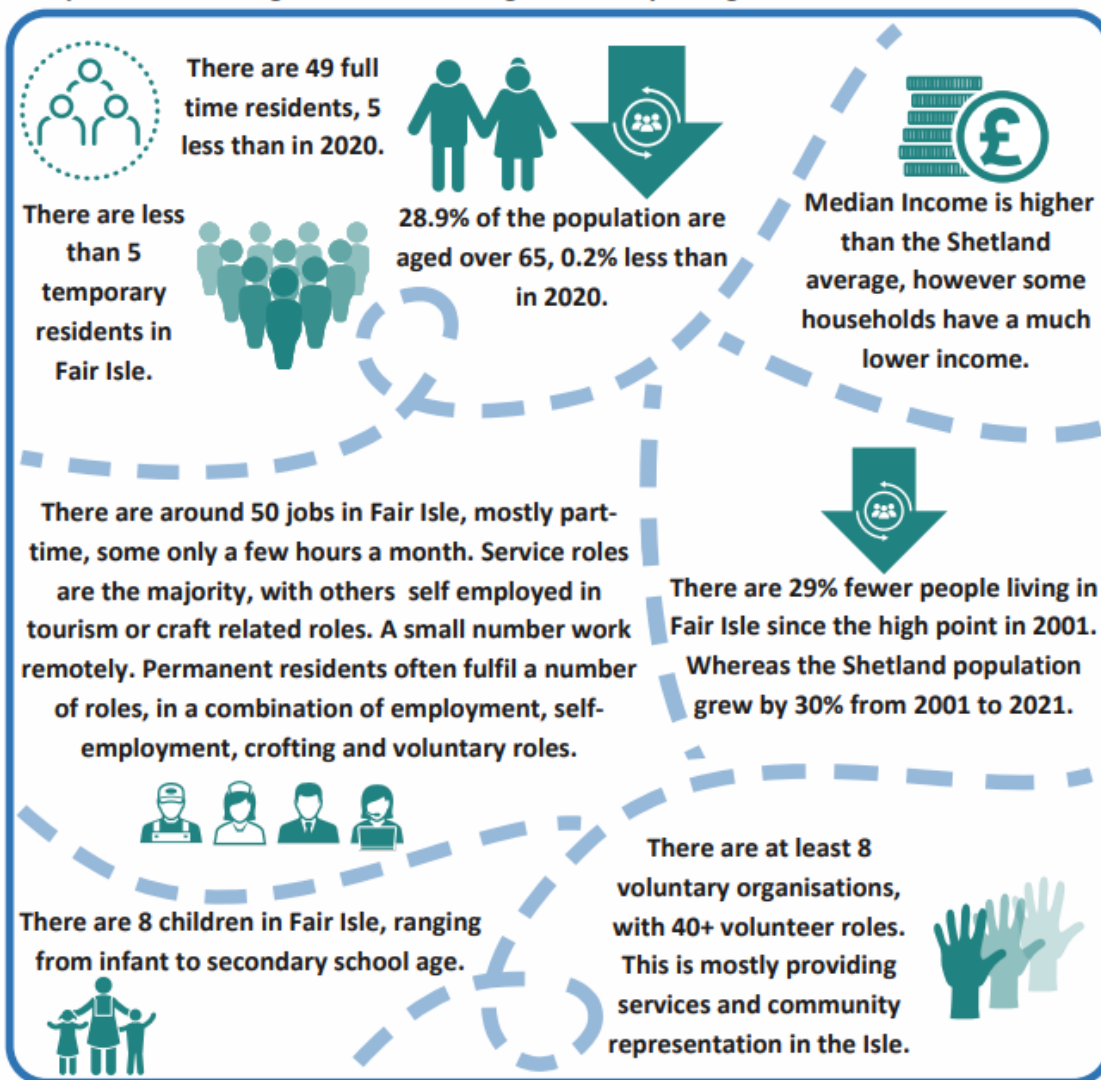
Fair Isle



Fair Isle is the most geographically remote inhabited island in the UK. The isle is owned by the National Trust for Scotland, situated 24 miles south of mainland Shetland. It is part of the Dunrossness Community Council area. Globally recognised for its dramatic landscape, traditional crafts and bio-diversity, Fair Isle Demonstration and Research Marine Protected Area has been in place since 2016.

The community has 49 permanent residents as well as some seasonal workers. Historically, agriculture was the main livelihood. 4G connectivity now supports a diverse range of employment. Service roles are undertaken by residents such as firefighting, and maintaining the energy supply, in addition to numerous committee positions.

Fair Isle has a primary school with Early Learning and Childcare, NHS surgery, harbour, airstrip, shop, post office, community hall and a museum. The island is served by both ferry and inter-island air transport links. Fair Isle generates its own off grid electricity through wind and solar.



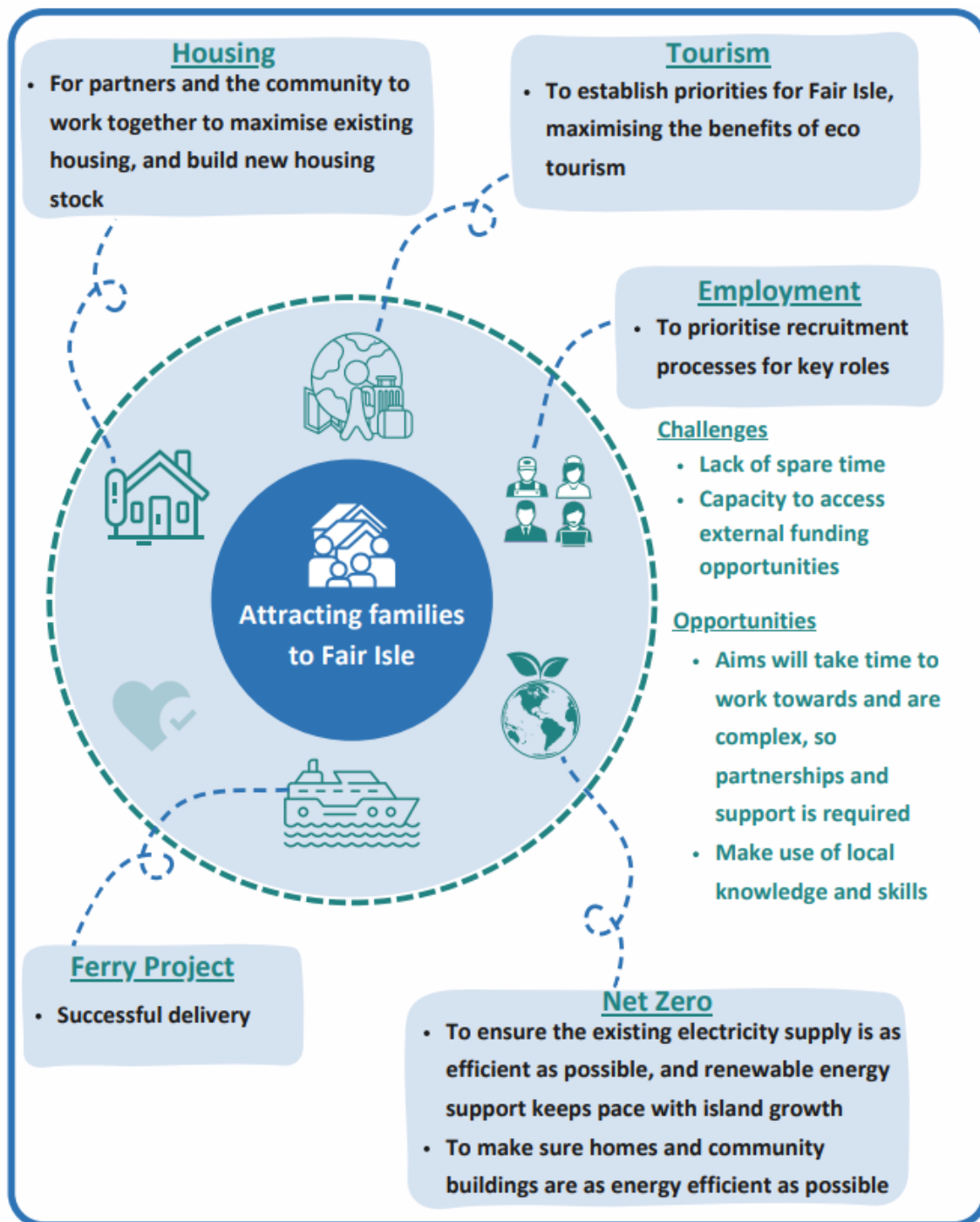
Data Sources: Community data is provided to the Council by each community in response to engagement with them, 2023; Median Income, CACI 2019-2022; Shetland in Statistics (Census data). Caution should be taken when interpreting these figures due to the small numbers involved.



Fair Isle: Aim & Objectives



These aims are shaped by the community. There is one long term aim. This can be achieved through a range of specific objectives, that if delivered can achieve the aim of “attracting families to Fair Isle”.





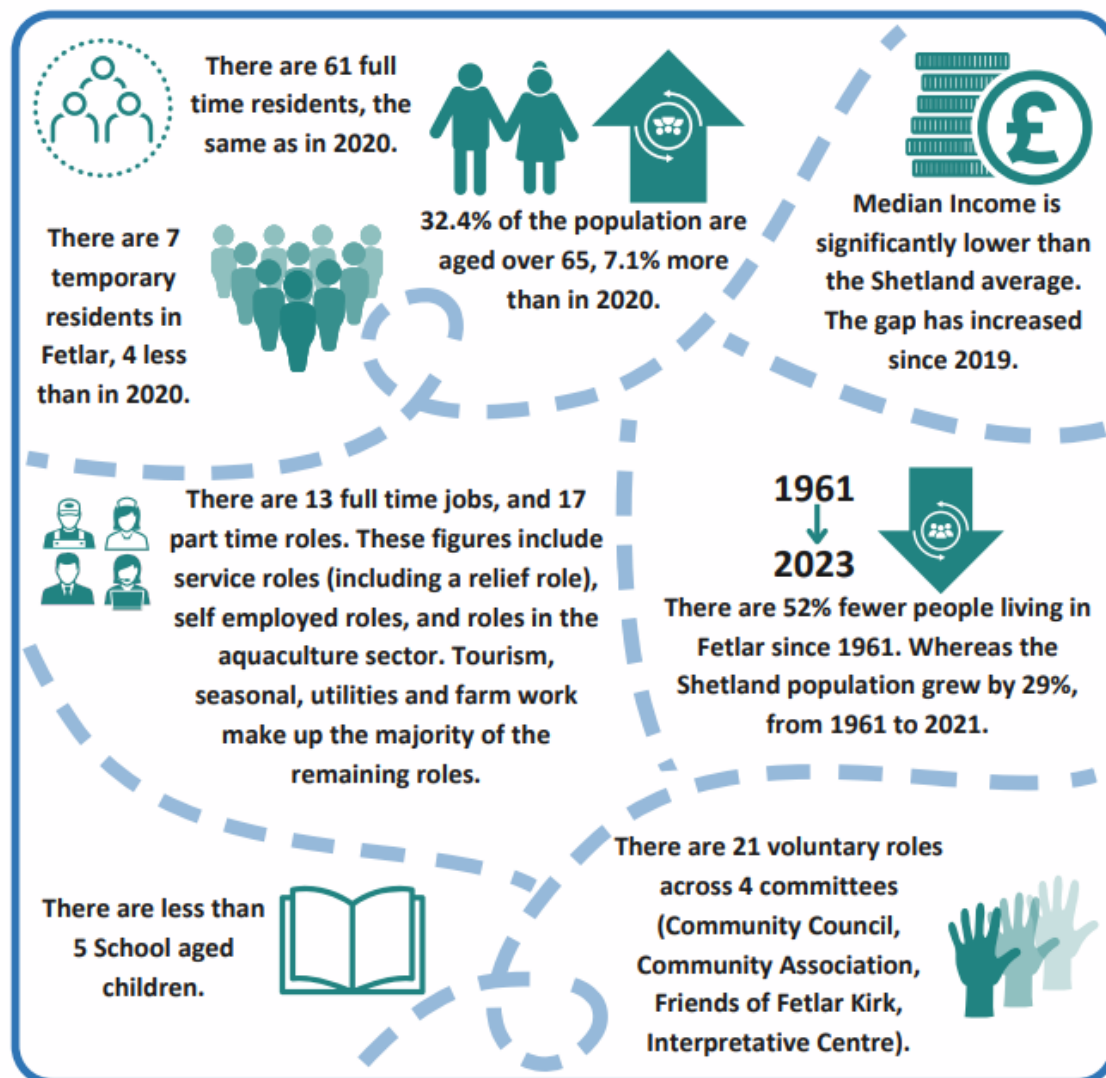
Fetlar



Fetlar is the fourth largest island in Shetland, and is part of the North Isles. It is known as the Garden of Shetland due its rich, fertile land. Fetlar is also known for its rare birdlife, including the Red-necked Phalarope, the beautiful Tresta beach and interesting geology.

Fetlar has its own Community Council. Local amenities include: Fetlar Shop and Cafe, Fetlar Community Hall (whose Committee also run community polycrubs and a caravan park), the Fetlar Interpretive Centre, and the community owned Fetlar Kirk. There is self-catering and guest house accommodation available. Fetlar is reached by ferry from Yell or Unst, and has a daily service. The trip takes around 25 minutes.

Fetlar's 66 residents run local businesses, commute to work on the neighbouring islands of Unst and Yell or work to support Fetlar's public services, including the ferry. Improved connectivity is opening up more opportunities for remote working. Agriculture can be a full time business and people also run crofts. People often volunteer, ensuring the island can continue to thrive and be a great place to live.



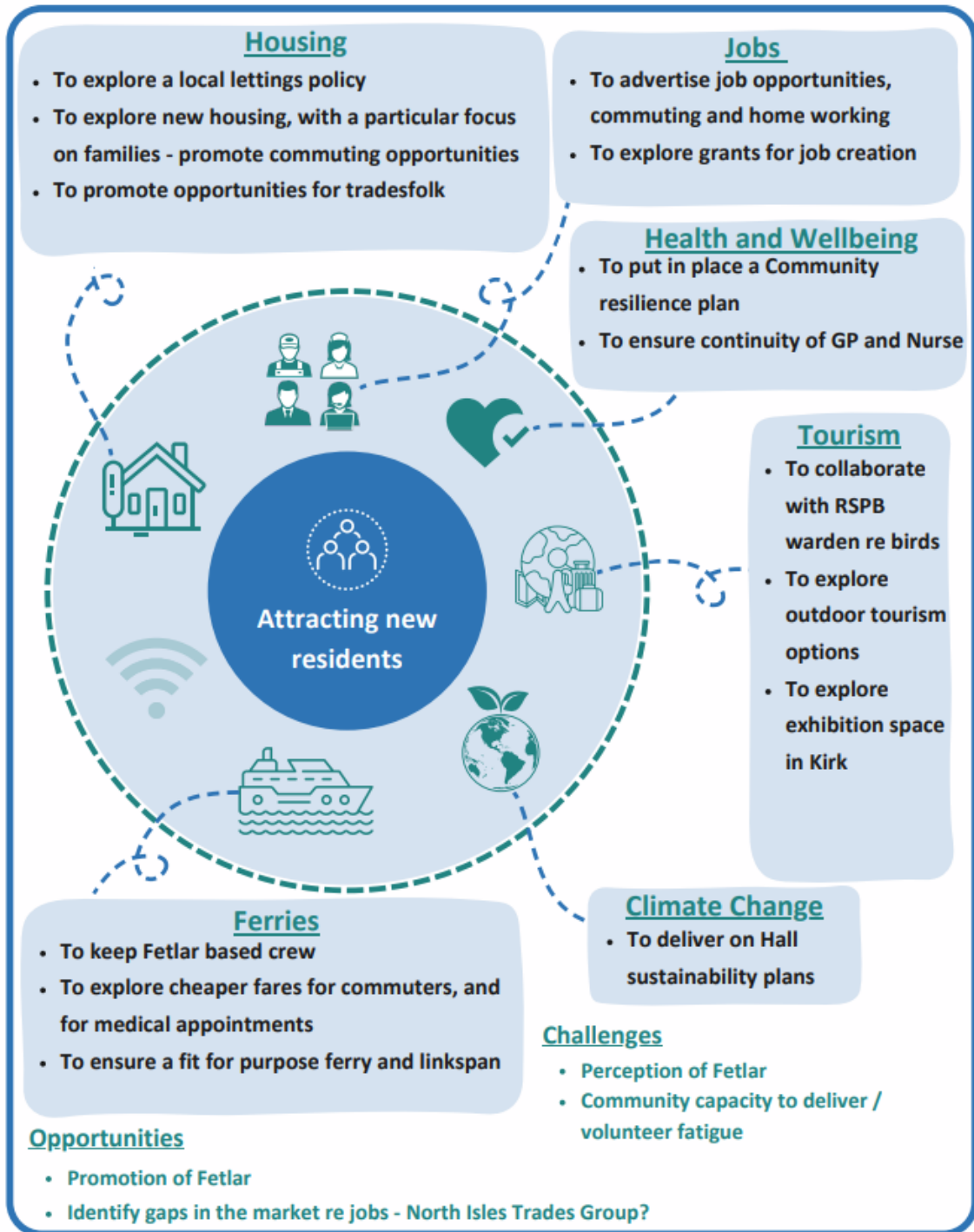
Data Sources: Community data is provided to the Council by each community in response to engagement with them, 2023; Median Income, CACI 2019-2022; Shetland in Statistics (Census data). Caution should be taken when interpreting these figures due to the small numbers involved.



Fetlar: Aim & Objectives



These aims are shaped by the community. There is one long term aim. This can be achieved through working towards a range of specific objectives, that if delivered can achieve the aim of “attracting new residents”.





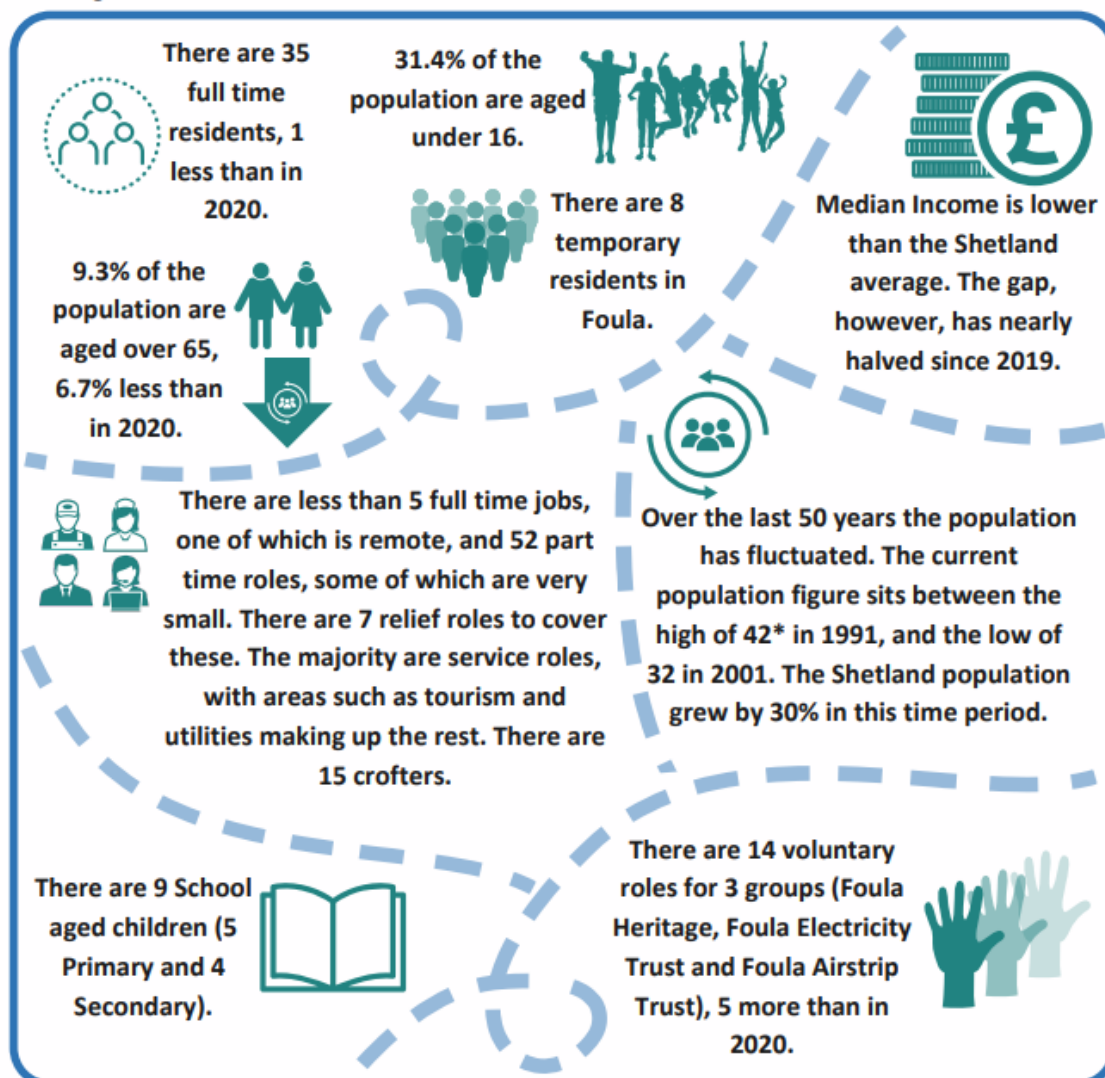
Foula



Foula, one of Britain's most remote inhabited islands, lies 20 miles to the West of the Shetland Mainland. Covering five square miles, with five distinctive peaks, it has one of the highest sheer sea cliffs in Britain – Da Kame (1,233ft). Foula is said to be 'on the edge of the world', with the main townships in the narrow eastern coastal strip.

There are thousands of birds, hundreds of hardy and colourful Foula sheep, Shetland ponies and Foula has its own sub-species of field mouse. It is an island rich with folklore and history and has a strong musical tradition. Foula is in the Sandness and Wall Community Council area, with a Primary School, Community Owned Kirk, Airstrip and Harbour. Transport links are by ferry and air, which also bring in essential supplies (as there are no shops on Foula). Flights from Tingwall Airport take approximately 15 minutes, and the ferry from Walls Pier takes roughly 3 hours.

Crofting and fishing are important ways of life for residents, complemented by business development such as textiles and tourism. There are a number of public sector paid roles. Levels of volunteering are high. Foula is an off grid island, generating its own energy through renewables run by a voluntary trust. Foula is working toward becoming Net Zero.



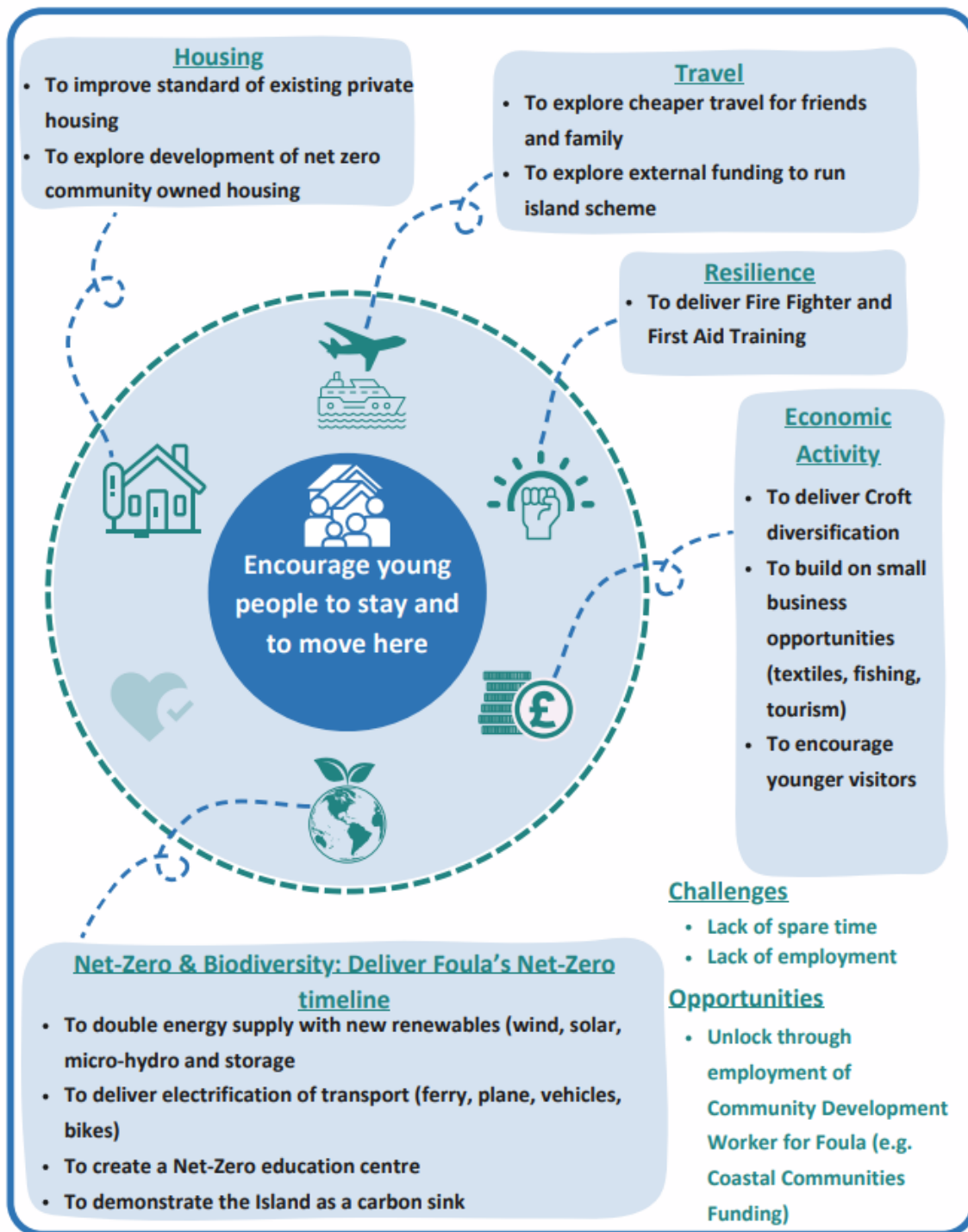
Data Sources: Community data is provided to the Council by each community in response to engagement with them, 2023; Median Income, CACI 2019-2022; Shetland in Statistics (Census data). *data from 1981 not included as it was marked as an estimate. Caution should be taken when interpreting these figures due to the small numbers involved.



Foula: Aim & Objectives



These aims are shaped by the community. There is one long term aim. This can be achieved through working towards a range of specific objectives, that if delivered can achieve the aim of “encouraging young people to stay and to move here”.



Participation



People



Place



Money



Papa Stour

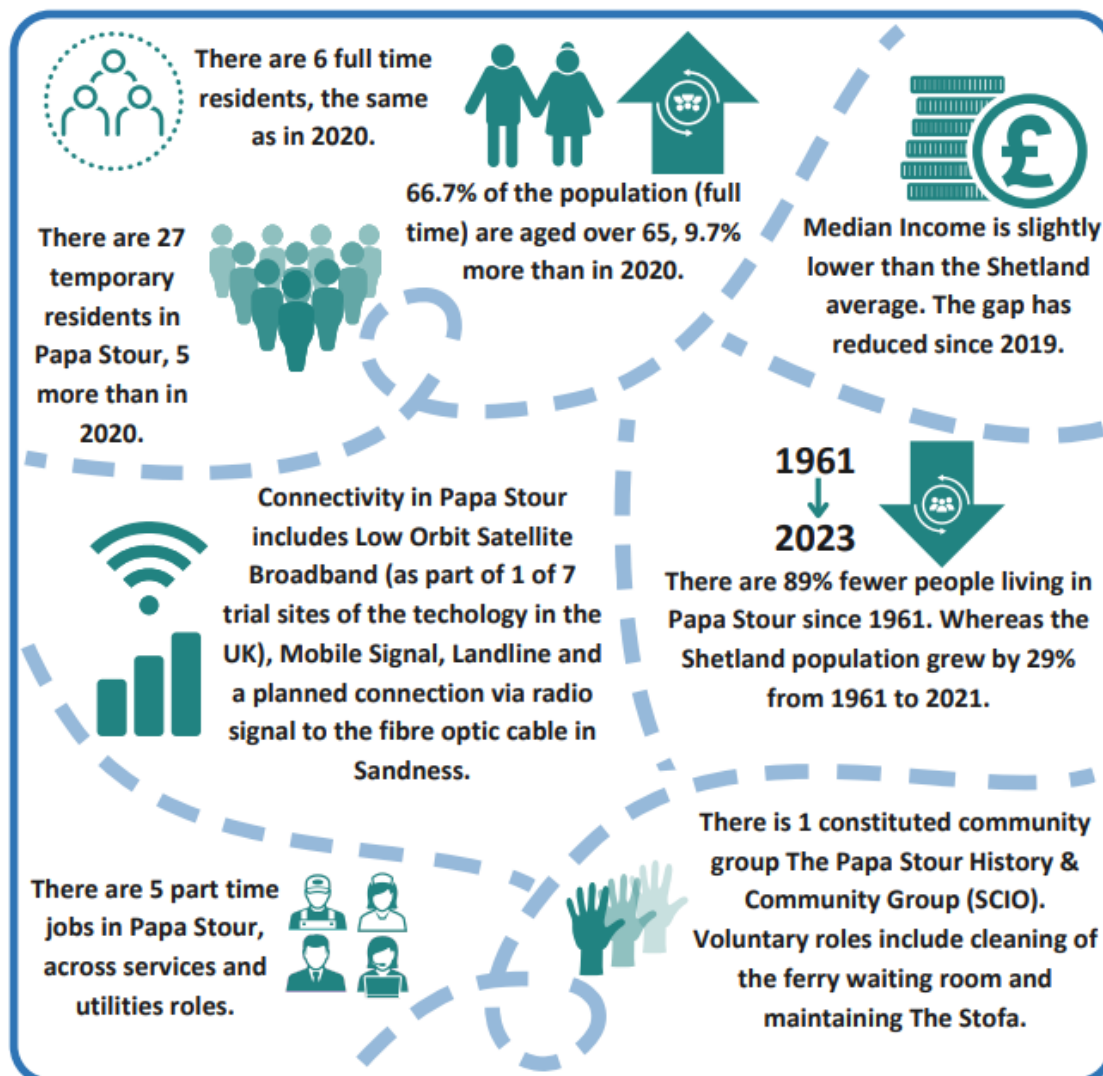


Papa Stour lies 1 mile off the west coast of the Shetland Mainland. Papa Stour’s coastline, sculpted by the Atlantic Ocean, has an unrivalled spectacle of cliff scenery, stacks, arches and caves, all supporting a range of marine flora and fauna.

Home to 6 permanent residents, the ground here is low lying and fertile. For most islanders crofting is the main way of life. Popular with kayakers and divers (with numerous shipwrecks), the island also has plentiful birdlife, wild flowers, seals, and the elusive otter.

Papa Stour is in the Sandness and Walls Community Council area and has a Community Owned Kirk, Ferry Waiting Room and Harbour. It can be reached by ferry from West Burrafirth pier, taking about 45 minutes to reach Housa Voe on the east side of Papa Stour. With no shops on Papa Stour the island is reliant on these transport links for everything.

Crofting is an important way of life for residents along with various paid roles for the public sector. Levels of volunteering are high.



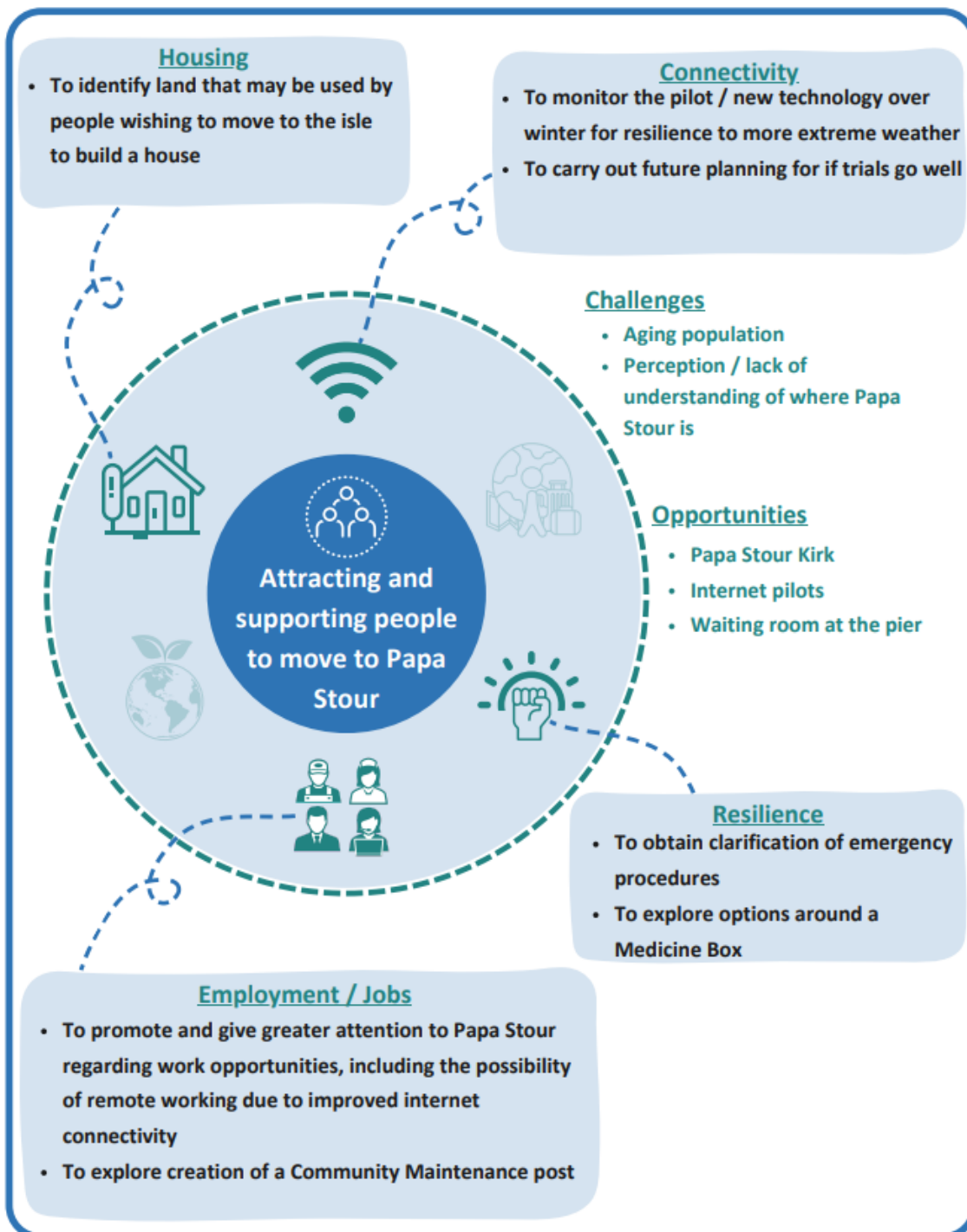
Data Sources: Community data is provided to the Council by each community in response to engagement with them, 2023; Median Income, CACI 2019-2022; Shetland in Statistics (Census data). Caution should be taken when interpreting these figures due to the small numbers involved.



Papa Stour: Aim & Objectives



These aims are shaped by the community. There is one long term aim. This can be achieved through working towards a range of specific objectives, that if delivered can achieve the aim of “attracting and supporting people to move to Papa Stour”.





Skerries

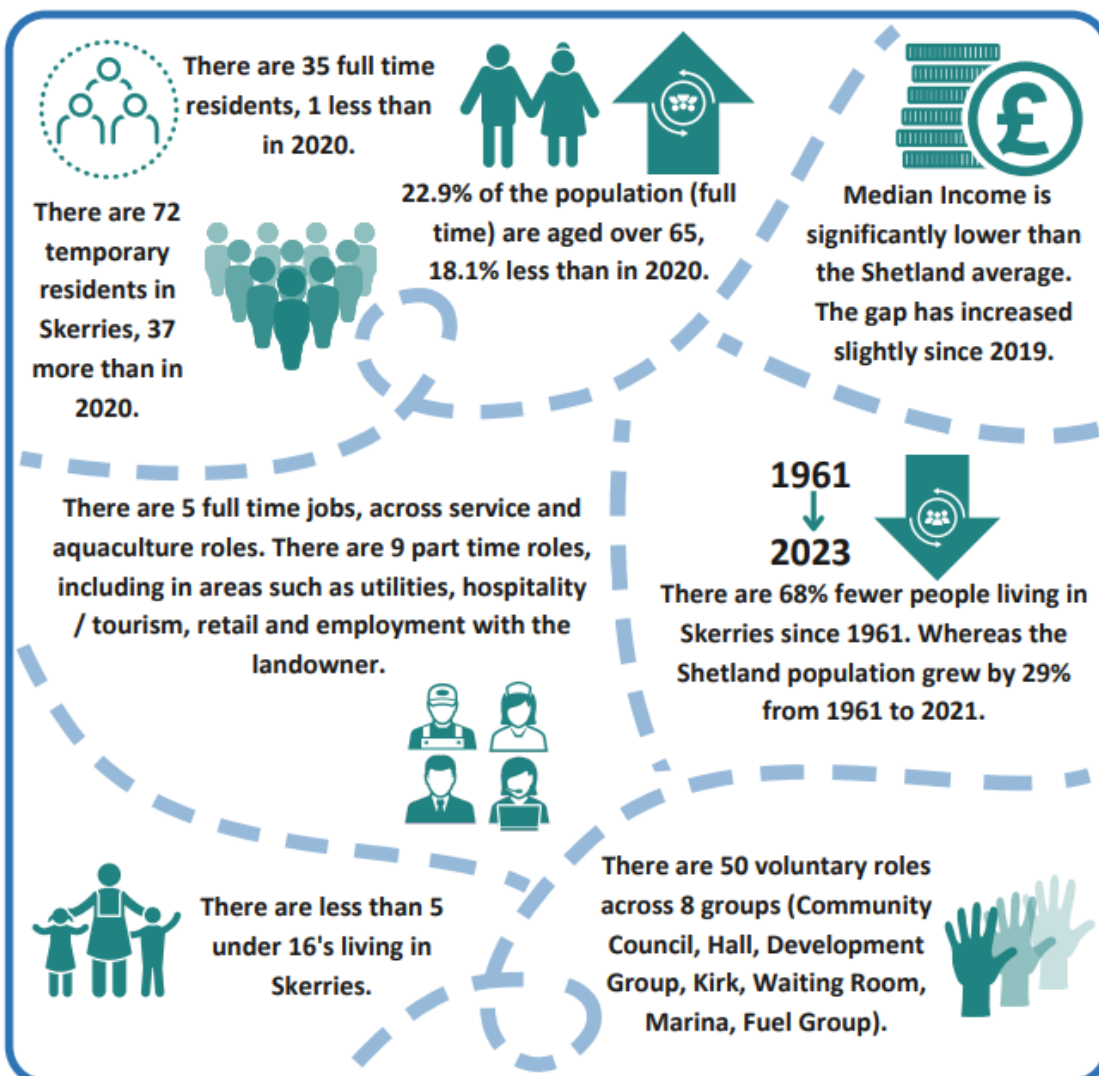


Skerries lies 24 miles northeast of Lerwick, with some of the most beautiful natural harbours in Shetland. A haven of peace and tranquillity, the island is popular with birdwatchers and visiting yachts. There are three main islands, with the populated West Isle and East Isle connected by a bridge. The third isle, Grunay, can only be reached by boat and was bombed in World War II, leading to its evacuation.

There are 35 permanent residents, who continue to offer the warm welcome and generous hospitality that Skerries is renowned for to visitors. During the School holidays the population swells as families with connections to Skerries come to enjoy all that the islands have to offer.

A Health Care Support Worker is resident in the isles, dealing with most health issues. Skerries has a Community Hall that is used for events, a Kirk and a new waiting room at the pier (built by the Skerries Development Group in partnership with Shetland Islands Council).

Skerries comes under the North Isles Council Ward and has its own Community Council. There are two shops (the Bruray Shop and Wester Shop), as well as a post office (in the Wester Shop). The isles are served by a ferry service six days a week, taking 28 passengers and 9 cars.



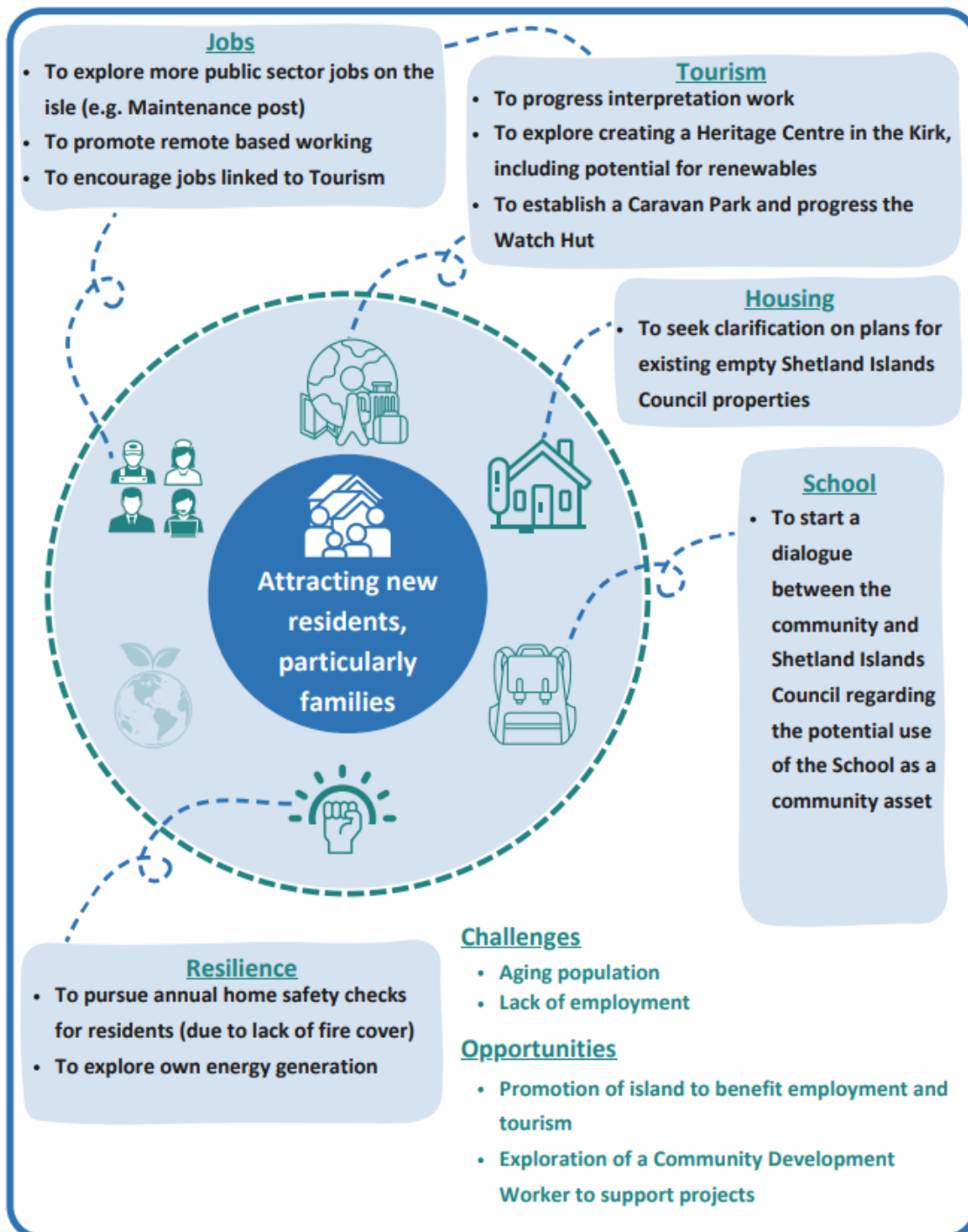
Data Sources: Community data is provided to the Council by each community in response to engagement with them, 2023; Median Income, CACI 2019-2022; Shetland in Statistics (Census data). Caution should be taken when interpreting these figures due to the small numbers involved.



Skerries: Aim & Objectives



These aims are shaped by the community. There is one long term aim. This can be achieved through working towards a range of specific objectives, that if delivered can achieve the aim of “attracting new residents, particularly families”.



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For more information please see our website or call 01595 743888



Participation



People



Place



Money

DV-45-23 Appendix 2: Island Communities Impact Assessment

Locality Plan for Shetland’s Islands with Small Populations

PRELIMINARY CONSIDERATIONS	Responses
Please provide a brief description or summary of the policy, strategy or service under review for the purposes of this assessment.	Locality Plan for Shetland’s Islands with Small Populations
STEP 1 - Develop a clear understanding of your objectives	Responses
What are the objectives of the policy, strategy or service?	“The people living within Shetland’s Islands with Small Populations can thrive and are actively influencing decisions on services and the use of resources.”
Do you need to consult?	Consultation took place at an event in June 2023, bringing together senior managers from partner agencies with community representatives. There have been ongoing conversations, and visits to island communities between that time and the report being drafted. There was a 10 day consultation period for comments on the draft Plan.
How are islands identified for the purpose of the policy, strategy or service?	Shetland’s five islands with small populations: Fair Isle, Fetlar, Foula, Papa Stour, Skerries.
What are the intended impacts/outcomes and how do these potentially differ in the islands?	<p>Collective:</p> <p>A. Communication between agencies and communities is clear, considerate and effective and relationships are trusting, such that challenges can be teased out and constructively overcome.</p> <p>B. Issues with operational service delivery are resolved in a timely and considerate manner.</p> <p>C. Communities and agencies will work together when redesigning services, where possible improving outcomes for communities and reducing public sector spend.</p> <p>D. Action to increase the working age population of islands is ambitious and holistic, resulting in a step change for the islands’ sustainability.</p> <p>E. All national and local policy considers the impact of implementation on Shetland’s island communities, mitigating negative impacts, where possible.</p> <p>Each Island:</p> <p>Outcomes will differ in each island, this has been taken into consideration with individual plans through working with the island communities. Positive outcomes should be achieved for the five islands with small populations.</p> <p>Other islands including Yell, Unst, Whalsay and Bressay have larger populations and different issues, which are addressed through the Shetland Partnership Delivery Plan. Work is ongoing to ensure that data is available for</p>

DV-45-23 Appendix 2: Island Communities Impact Assessment

Locality Plan for Shetland's Islands with Small Populations

	Bressay at an island level similar to the islands with small populations, recognising that the Bressay data is tied into Lerwick which is less helpful for the community. Island data is already available for the localities of 'Whalsay & Skerries'; 'Yell, Unst & Fetlar' and the five islands with small populations.
Is the policy, strategy or service new?	Second Plan
STEP 2 - Gather your data and identify your stakeholders	Responses
What data is available about the current situation in the islands?	Data for the islands can be found in the Plan on median income; cost of living; population, number of school children (Page 5 & 6 for all Islands together and Pages 12, 14, 16, 18 & 20 for each Island). Data comes from community representatives, CACI Paycheck data, and others as listed in the plan. It is difficult to obtain data due to the very small numbers.
Do you need to consult?	Consultation took place at an event in June 2023, bringing together senior managers from partner agencies with community representatives. There have been ongoing conversations, and visits to island communities between that time and the report being drafted. There was a 10 day consultation period for comments on the draft Plan.
How does any existing data differ between islands?	The Islands with Small Populations are all remote from Lerwick with populations of fewer than 100. Their populations are declining and ageing more rapidly than elsewhere in Shetland, median income tends to be a lot lower than the Shetland average. They all experience a higher cost of living compared to the Shetland mainland, and significantly higher than the UK mainland. Service providers are finding it challenging to recruit staff.
Are there any existing design features or mitigations in place?	The Plan is focused on Shetland's 5 islands with distinct socio-economic challenges. The first Locality Plan was a mitigation measure.
STEP 3 - Consultation	Responses
Who do you need to consult with?	Islands' Communities, Shetland Partnership Network Organisations, other relevant partners.
How will you carry out your consultation and in what timescales?	Ongoing dialogue, throughout development, including Workshop in June; direct discussion with Island Communities (September / October); and final consultation (start of November).
What questions will you ask when considering how to address island realities?	Framed questions around: achievements and challenges from First Plan / Profile Data / Issues (from Issues Log).
What information has already been gathered through consultations and	Achievements are shared on Page 7. Challenges are shared on Page 8.

DV-45-23 Appendix 2: Island Communities Impact Assessment

Locality Plan for Shetland’s Islands with Small Populations

what concerns have been raised previously by island communities?	
Is your consultation robust and meaningful and sufficient to comply with the Section 7 duty?	Yes
STEP 4 - Assessment	Responses
Does your assessment identify any unique impacts on island communities?	Yes: the Plan is targeted at Shetland’s more remote island communities. This is to address population decline and low median income.
Does your assessment identify any potential barriers or wider impacts?	None
How will you address these?	None
<p>You must now determine whether in your opinion your policy, strategy or service is likely to have an effect on an island community, which is significantly different from its effect on other communities (including other island communities).</p> <p>If your answer is NO to the above question, a full ICIA will NOT be required and <u>you can proceed to Step SEVEN.</u></p> <p>If the answer is YES, an ICIA must be prepared and <u>you should proceed to Step FIVE.</u></p> <p>To form your opinion, the following questions should be considered:</p> <ul style="list-style-type: none"> • Does the evidence show different circumstances or different expectations or needs, or different experiences or outcomes (such as different levels of satisfaction, or different rates of participation)? • Are these different effects likely? • Are these effects significantly different? • Could the effect amount to a disadvantage for an island community compared to the mainland or between island groups? 	
STEP 5 – Preparing your ICIA	Responses
In Step Five, you should describe the likely significantly different effect of the policy, strategy or service:	The Plan is targeted at these 5 islands, in order to direct more resource to them in order to address population decline and low median income.
Assess the extent to which you consider that the policy, strategy or service can be developed or delivered in such a manner as to improve or mitigate, for island communities, the outcomes resulting from it.	The purpose of the Plan is to target our more vulnerable island communities.
Consider alternative delivery mechanisms and	None required.

DV-45-23 Appendix 2: Island Communities Impact Assessment


Locality Plan for Shetland's Islands with Small Populations


whether further consultation is required.	
Describe how these alternative delivery mechanisms will improve or mitigate outcomes for island communities.	Not relevant.
Identify resources required to improve or mitigate outcomes for island communities.	See Locality Plan, for outcomes, objectives and actions (Page 9, 13, 15, 17, 19).
STEP 6 - Making adjustments to your work	Responses
Should delivery mechanisms/mitigations vary in different communities?	They do vary, depending on the best approach for each island.
Do you need to consult with island communities in respect of mechanisms or mitigations?	No, because the Plan has been built around the needs of the five islands, informed by direct consultation with the islands.
Have island circumstances been factored into the evaluation process?	Yes
Have any island-specific indicators/targets been identified that require monitoring?	Yes
How will outcomes be measured on the islands?	Existing monitoring framework (Page 4 & 6).
How has the policy, strategy or service affected island communities?	Collective and Island specific outcomes, objective, activity, and resources to support delivery.
How will lessons learned in this ICIA inform future policy making and service delivery?	To use as a good practice example.
STEP 7 - Publishing your ICIA	Responses
Have you presented your ICIA in an Easy Read format?	No
Does it need to be presented in Gaelic or any other language?	No
Where will you publish your ICIA and will relevant	On the Council's website.

DV-45-23 Appendix 2: Island Communities Impact Assessment

Locality Plan for Shetland's Islands with Small Populations

stakeholders be able to easily access it?	
Who will sign-off your final ICIA and why?	Executive Manager for lead Council service.

ICIA completed by:	Emma Perring and Leanne Gear
Position:	Team Leader, Community Planning / Partnership Officer, Community Planning
Signature:	
Date complete:	30/10/23

ICIA approved by:	Vaila Simpson
Position:	Executive Manager – Community Planning & Development
Signature:	
Date approved:	22/11/23



**Shetland
Islands
Council**

**Stage 1: Screening: Equalities, Fairer
Scotland Duty, Human Rights and Children's
Rights**

This Social Impact Assessment (SIA) enables you to assess what you're proposing against the following statutory duties on the Council:

- [Equalities](#)
- [Fairer Scotland Duty](#)
- [Human Rights](#)
- [Children Rights and Wellbeing](#)

The Screening (Stage 1) will determine if your proposal requires a Full Impact Assessment (Stage 2). Stage 2 will enable you to analyse and clarify the details of your proposals, the impact and any mitigations to be in place. The Social Impact Assessment (SIA) is a collective term that refers to both Stages.

The term 'policy' is used throughout this assessment and accompanying guidance, and applies to policies, strategies, provisions, criteria, functions, practices, budget savings and activities, including the delivery of services.

Everything we do as a Council has the potential to impact on people. Therefore a Social Impact Assessment (SIA) should not be restricted to a review of formal 'policy' documents or written action plans.

A Social Impact Assessment (SIA) should be undertaken as early as possible as this will inform the development of the policy or service review.

1.1 Details of Proposal	
<p>Title*</p> <p>Name of piece of work, for example policy, strategy or proposal (including budget proposals)</p>	Locality Plan for Shetland's Islands with Small Populations
<p>Committee name and date, if applicable</p>	SIC Policy and Resource Committee
<p>Service area (which service area and section this relates to)</p>	Community Planning
<p>Lead officer</p>	Emma Perring – Team Leader, Community Planning
<p>Other Officers/Partners involved</p>	David Ashling – Partnership Officer
<p>Is this a new or existing policy/ proposal? (include any information on previous relevant work)</p>	<p>New Locality Plan, reflecting on existing activity and projects achieved since the first Locality Plan was approved in 2020; highlight current challenges; and set out aims and objectives for the next 3 years.</p> <p>The Plan is building on a wider Partnership Plan for Shetland that has been developed by the Shetland Partnership - Shetland's Partnership Plan 2018-2028, and the current Shetland Partnership Delivery Plan 2023-2028.</p>
<p>Brief description of policy / proposal (including purpose, intended outcomes, aims, objectives and/or legislation)</p>	<p>The purpose of this Plan is to celebrate activity and projects achieved since the first Locality Plan was approved in 2020; highlight current challenges; and set out aims and objectives for the next 3 years.</p> <p>The following vision and outcomes were agreed in 2020, and remain as relevant three years later. <i>"The people living within Shetland's Islands with Small Populations can thrive and are actively influencing decisions on services and the use of resources."</i></p> <p>Intended outcomes are:</p> <p>A. Communication between agencies and communities is clear, considerate and effective and relationships are trusting, such that challenges can be teased out and constructively overcome.</p> <p>B. Issues with operational service delivery are resolved in a timely and considerate manner.</p> <p>C. Communities and agencies will work together when redesigning services, where possible improving outcomes for communities and reducing public sector spend.</p> <p>D. Action to increase the working age population of islands is ambitious and holistic, resulting in a step change for the islands' sustainability.</p> <p>E. All national and local policy considers the impact of implementation on Shetland's island communities, mitigating negative impacts, where possible. Objectives are based on the above intended outcomes and are detailed within the Locality Plan within 'Next Steps'.</p> <p>The Shetland Partnership's aim is to build on the diverse range of resources, opportunities and skills of small population island communities, and see every community reach its full potential.</p> <p>The aims for each Island are individual, please note section 'Island Plans' to see the each community's key aim and what needs to happen in order to achieve this key aim.</p> <p>Duties of relevance to this Locality Plan are The Equality Act 2010, Fairer Scotland Duty, which came into force in 2018, Islands (Scotland) Act 2005, Environmental Assessment (Scotland) Act 2005.</p>

1.2 Impact Assessment Categories
Inclusive of Equalities, including socio-economic inequalities, Human Rights and Children and Young People's Rights

Please consider the impact this proposal could have on these groups by answering yes or no to the following questions.

Will your proposal have a negative effect on those who fall into the following categories:

[Equalities – Protected Characteristics](#)

Age	Yes <input type="checkbox"/> please explain:	No <input checked="" type="checkbox"/>
Disability	Yes <input type="checkbox"/> please explain:	No <input checked="" type="checkbox"/>
Gender Reassignment	Yes <input type="checkbox"/> please explain:	No <input checked="" type="checkbox"/>
Marriage and Civil partnership	Yes <input type="checkbox"/> please explain:	No <input checked="" type="checkbox"/>
Pregnancy and Maternity	Yes <input type="checkbox"/> please explain:	No <input checked="" type="checkbox"/>
Race	Yes <input type="checkbox"/> please explain:	No <input checked="" type="checkbox"/>
Religion or Belief	Yes <input type="checkbox"/> please explain:	No <input checked="" type="checkbox"/>
Sex	Yes <input type="checkbox"/> please explain:	No <input checked="" type="checkbox"/>
Sexual Orientation	Yes <input type="checkbox"/> please explain:	No <input checked="" type="checkbox"/>

[Fairer Scotland Duty - Socio-economic Inequalities](#) Will your proposal have a negative impact on low income households?

Yes please explain: No

[Human Rights of People](#) Will your proposal have a negative impact on the basic rights and freedoms of people?

Yes please explain: No

[Rights of Children and Young People](#) Will your proposal have a negative impact on the rights and best interests of children?

Yes please explain: No

Does this proposal contribute to the [Public Sector Equality Duty](#)?

Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.	Yes <input type="checkbox"/> please explain:	No <input checked="" type="checkbox"/>
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Advance equality of opportunity between people who share a protected characteristic and those who do not.	Yes <input type="checkbox"/> please explain:	No <input checked="" type="checkbox"/>
Foster good relations between people who share a protected characteristic and those who do not.	Yes <input type="checkbox"/> please explain:	No <input checked="" type="checkbox"/>
Does this proposal contribute to the Council's Equalities Outcomes 21-25?	Yes <input type="checkbox"/> please explain:	No <input checked="" type="checkbox"/>

1.3 Evidence Base

What evidence sources have you considered when making the above selections?

Internal or existing data Please detail your sources	Data Sources as referenced within the Locality Plan: Anecdotal (Community), 2023; CACI Paycheck Data, 2019-2022; Shetland Islands Council, Island Communities Impact Assessments, 2023; Shetland Islands Council, School Rolls 2021; Highland and Islands Enterprise, MIS for Remote Rural Scotland, 2015, HIE Islands' Development Plans, 2011-2015. Shetland Islands Council - Islands with Small Populations Community Survey (July - August 2023)
Consultations with officers or partner organisations Please list your sources	Ongoing dialogue, throughout development, including Workshop (Collective) and direct discussion with Island Communities. Final consultation at start of November 2023.
Other:	

1.4 Decision Rationale

Please note for any negative impacts identified, a Full Impact Assessment (FIA) will be required (Stage 2).

Will a FIA be required for:

Equalities	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
Public Sector Duty	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
Human Rights	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
Children's Rights and Wellbeing	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>

If you have ticked 'No' to any of the above, use this section to evidence why a FIA is not required:

(please note the information provided within this section will be used for committee report evidence)

A Full Impact Assessment is not required as there are no negative impacts on those with protected characteristics, socio-economic inequality, human rights or children's rights.

1.5 Stage 1: Authorisation and Sign-off

Signed by Lead Officer	Name: Emma Perring Job title: Team Leader, Community Planning Date: 08/11/23
Authorised and approved by Executive Manager	Name: Vaila Simpson Job title: Executive Manager, Community Planning & Development Date: 08/11/23