Overview of National and Local Policy Context

Fife Council Research Team

August 2017

Local government has a direct role in delivery of many national policy areas, and a duty to work with community planning partners to deliver improved outcomes for local people. Public policy is complex. To simplify the complexity it is common to break policy down into more manageable areas – economy, health, education, transport, etc. As a result policy can become fragmented, with different policy areas working independently of each other, and reinforcing existing thinking within silos. The reality is that policy areas are interdependent and need to be considered as part of a whole systems approach that takes into account different perspectives.

The *Fife Strategic Assessment 2017* presents a challenging overview of the local context of Fife for those involved in providing services, developing strategy and drawing up policies. This builds a picture of the area, strongly grounded in verifiable research. The way in which different aspects of life in the area work together is important to understanding the area as a whole.

Policy in both Fife and Scotland is defined by the 'Scottish approach'. The 'Scottish approach' sets out a holistic vision for government, based on a set of national outcomes, with local authorities having greater discretion in balancing local priorities in the delivery of national objectives consistent with the outcomes and vision set out in the National Performance Framework (NPF) in a consensual style. This suggests that the Scottish policy context is relatively comfortable with local discretion and variations in policy outcomes.

Key principles of the 'Scottish approach' include 1) **improvement in public services**, developed locally and tailored to local circumstances, 2) a focus on **assets** rather than deficits and 3) **co-production**, services designed and delivered with service users and organisations. The *Community Empowerment (Scotland) Act* 2015 will help to empower community bodies through the ownership of land and buildings, and by strengthening their voices in the decisions that matter to them. It will also improve outcomes for communities by improving the process of community planning, ensuring that local service providers work together even more closely with communities to meet the needs of the people who use them.

The Scottish Government's Purpose is to focus government and public services on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth. Five Strategic Objectives underpin this Purpose and describe the kind of Scotland that people want to live in: a Scotland that is Wealthier and Fairer, Smarter, Healthier, Safer and Stronger, and Greener.



<u>Table 1 – Overview of Scottish Government Strategic Objectives' Aims and Key Policy Areas</u>

Objective	Aim	Key Policy Areas*
WEALTHIER & FAIRER	Enable businesses and people to increase their wealth and more people to share fairly in that wealth.	- Economy - Income and Poverty - Transport
SMARTER	Expand opportunities for Scots to succeed from nurture through to lifelong learning ensuring higher and more widely shared achievements.	 Early Years, Children and Families School Education Employability, Skills and Lifelong Learning
HEALTHIER	Help people to sustain and improve their health, especially in disadvantaged communities, ensuring better, local and faster access to health care.	- Health- Social Care- Health inequalities- Physical Activity and Sport
SAFER & STRONGER	Help local communities to flourish, becoming stronger, safer place to live, offering improved opportunities and a better quality of life.	- Crime and Justice - Sustainable Places - Housing
GREENER	Improve Scotland's natural and built environment and the sustainable use and enjoyment of it.	- Environment - Planning - Transport

^{*} Note - Based on best fit while recognising that policy areas are interdependent and cross-cutting.

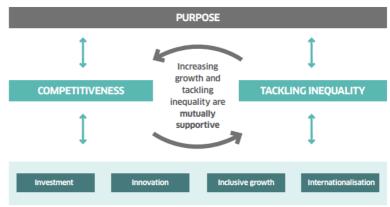
Aim		
	more people to share fairly in that wealth.	
Policy Areas	- Economy	
	- Income and Poverty	
	- Transport	
	Making Scotland wealthier and fairer will:	
Summary	- Generate more opportunities to work	
	- Make Scotland a more attractive place to live, work and	
	invest	
	- Ensure that the benefits of increased national prosperity are	
Local oversight	shared fairly across Scotland	
	- Economy Board	
	- Inequalities and Opportunities Outcome Board	

The *Economic Strategy for Scotland* is the overarching framework for the development of the Scottish economy, and sets out the agenda for public sector intervention. It focuses on two mutually supportive goals of increasing competitiveness and tackling inequality with four priorities where it is felt that action can make a substantial difference: Investing in people and infrastructure in a sustainable way; Fostering a culture of innovation; Promoting inclusive growth; and Promoting Scotland on the international stage. *Fife's Economic Strategy* mirrors this in articulating how Fife will contribute to the ambitions of Scotland's *Economic Strategy*.

Figure 1 -

Priorities for Scotland's Economic Framework and the Fife Economic Strategy

Figure E.1: Scotland's Economic Framework



Fife Economic Strategy 2017 -2027



Scotland's Agenda for Cities (2016), sets out the Scottish Government's Strategy for its cities. City Region Deals are a mechanism for encouraging local economic growth and moving economic decision making away from central government. Fife, with its proximity to both Dundee and Edinburgh, is treated as two distinct city planning areas – North Fife, and South Fife. A City Region Deal for Edinburgh and South East Scotland was agreed in July 2017. A Tay Cities Deal is still under negotiation.



Figure 2 – Overview of City Region Deals in Scotland, Scottish Parliament Information Centre

Despite improvements in the economy, Fife still faces significant economic and social challenges which must be tackled to achieve more than a pre-recession level of economic performance and economic growth which is shared more equally by all. A Fife Taskforce has been set up to respond to the closure of Longannet Power Station. The current wider national and international situation remains important. The terms under which Britain will exit the European Union are uncertain. Brexit is expected to result in lower living standards for all household types because of higher prices arising from reduced trade with other EU countries. The local economic impact of Brexit is expected to vary considerably across local authorities depending on an area's reliance on specific industry sectors. It is expected that Fife will see GVA reduce by -1.2% under a 'Soft' Brexit, and by -2.1% under a 'Hard' Brexit.

The *Fife Strategic Assessment 2017* suggests that greater focus should be given to improving the economic prospects of Mid Fife where local economic issues are seen as particularly important. Despite the lengths of time involved, these issues often relate to the demise of traditional industries and the resulting dislocation of population from more economically robust areas, particularly the bridgeheads, but also former coal mining areas. Tackling the drivers of poverty are particularly important in central Fife. These relate to the changing economy and connectivity, but also longer term issues have reduced ambition and aspiration in communities which creates considerable inertia to change.

A sustainable transport system is a key enabler of economic growth, connecting potential workforces to jobs and education. The Forth replacement crossing is Scotland's biggest project in a generation. *The National Transport Strategy, 2016*, prioritises reducing improved journey times and connections, emissions to tackle climate change, improved quality, accessibility and affordability of transport. Transport Scotland will be undertaking a review of Strategic Transport Projects. Key Strategic Transport Projects for Fife include: Re-opening the Levenmouth Rail Link, A92 Action Plan, opening Alloa-Kincardine-Dunfermline Line, Halbeath, Rosyth and Newburgh Rail Halts, and capitalising on Edinburgh Airport Expansion.

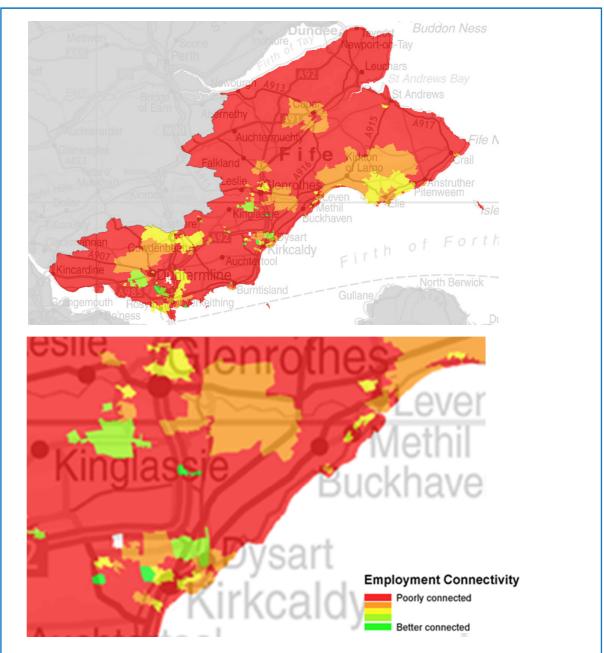
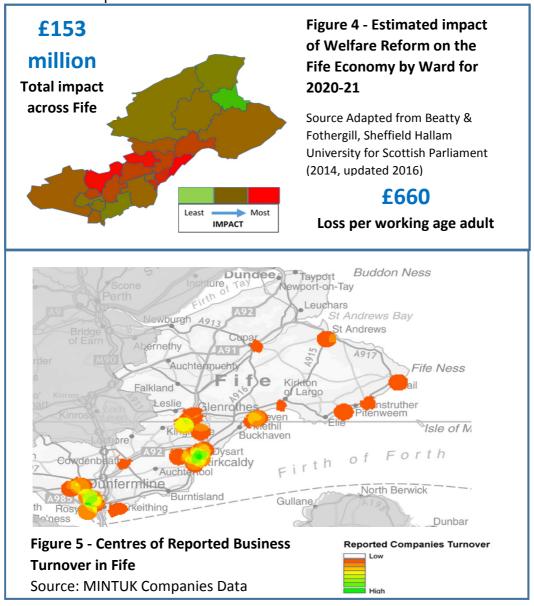


Figure 3 - Employment Connectivity - Based on average turnover and distance. The figure shows the proximity to individual businesses, adjusted for turnover and the population of datazones. The bottom map shows the key area of central Fife

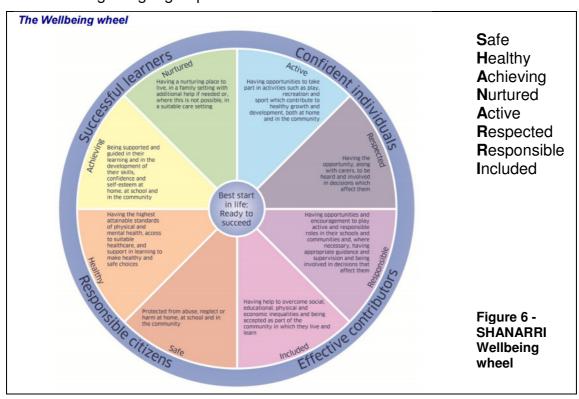
Average income levels in Fife are lower than Scotland, and 16.2% of Fife households are estimated to be living in poverty. Welfare reform changes will have substantial impact on the money available in local communities and in people's pockets. Town centres are a focus for local communities. Approaches need to reflect economic viability, the changing role of town centres, and the extent to which towns are in competition with each other.



The independent *Fairer Fife Commission* published a set of recommendations for addressing the challenges arising from poverty and inequality in Fife. Under *Fair Work* this includes commitment to the living wage, and fairness in social employment and social enterprise, and a renewed focus on Towns Deals in Fife. Other recommendations relate to keeping Fife *Connected* through access to public wi-fi and deployment of superfast broadband and *Poverty free*, by identifying a town in Fife to test and evaluate a pilot of basic income. The Scottish Government are currently consulting on introducing a socio-economic duty which will see a greater focus on tackling poverty through public services.

Aim	Expand opportunities for Scots to succeed from nurture through to lifelong learning ensuring higher and more widely shared achievements.	
Policy Areas	Early Years, Children and FamiliesSchool EducationEmployability, Skills and Lifelong Learning	
Summary	Making Scotland smarter will - Lay the foundations for the future wellbeing and achievement of our children and young people - Increase skill levels across the population - Better channel the outputs of our universities and colleges into sustainable wealth creation, especially participation, productivity and economic growth	
Local oversight	- Inequalities and Opportunities Outcome Board	

Getting It Right For Every Child (GIRFEC) is the national approach to improving the wellbeing of children and young people. Through policy and the delivery of services at both national and local level, the GIRFEC approach: puts the best interests of the child at the heart of decision making; takes a holistic approach to the wellbeing of a child (SHANARRI); works with children, young people and their families; advocates preventative work and early intervention to support children, young people and their families; and believes professionals must work together in the best interests of the child. In Fife, this is overseen via the Children in Fife group, and through locally based Getting it Right groups.



Early learning and childcare settings are all those which offer education and childcare to children up to school age. A focus on early learning and childcare emphasises that the care and education of very young children are not two separate things, and that babies and young children are learning all the time from all their experiences. *Pre-Birth to Three: Positive Outcomes for Scotland's Children and Families* is national guidance to support practitioners and students working with babies and toddlers aged 0-3 and their families. The *Children and Young People (Scotland) Act 2014* replaced 475 hours per year of free sessions of pre-school education for 3-5 year olds, with a more flexible offer of up to 600 hours early learning and childcare per year for 3-5 year olds and certain eligible 2 year olds. The 2017-18 Action Plan sets out what will be done to progress towards *A blueprint for 2020: the expansion of early learning and childcare in Scotland.*

The provision of Education in Scotland is the responsibility of local authorities who are under a statutory duty to ensure that there is adequate and efficient provision of school education in their area. The *Education Governance Review* (June 2017) sets out the next steps for empowering teachers, parents and communities to deliver excellence and equity for our children. With a clear focus on improving learning and teaching, it sets out the Government's vision of an education system led by schools and teachers.

The *National Improvement Framework* sets out four key priorities that everyone in Scottish education should be working towards:

- Improvement in attainment, particularly in literacy and numeracy;
- Closing the attainment gap between the most / least disadvantaged children;
- Improvement in children's and young people's health and wellbeing; and
- Improvement in employability skills and sustained, positive school leaver destinations for all young people







The Children and Young People Improvement Collaborative (CYPIC) brings together the Early Years Collaborative (EYC) and the Raising Attainment for All programme to deliver quality improvement throughout the child's journey.

A Curriculum for Excellence (CfE) builds on the solid foundations developed in the critical years pre-birth to three. Within CfE, children are entitled to a broad general education from age three until the end of S3. The early level of CfE for most children spans the period of time from age three until the end of Primary 1, supporting a smooth transition in learning between early learning and childcare and primary school.

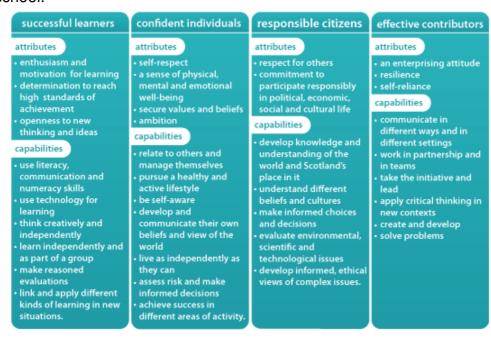


Figure 7 – Overview of Curriculum for Excellence

The purpose of the curriculum - www.educationscotland.gov.uk

Schools can make a difference to children who are disadvantaged. In Fife, *The Family Nurture Approach* in the early years focuses on closing the outcome gap through an early intervention and prevention approach. This transformational programme focuses on: improved attachment with primary carer/s; increased language and communications skills measured at P1 for reading / early literacy; building individual and community capacity through an asset based approach.

The Scottish Attainment Challenge aims to give greater priority to achieving equity in educational outcomes, with a focus on literacy, numeracy and health and wellbeing. This is underpinned by the National Improvement Framework, A Curriculum for Excellence and Getting it Right for Every Child.

Through the Scottish Government's *Pupil Equity Fund*, funding is being allocated directly to schools to be targeted directly at children most affected by the poverty related attainment gap. £9.8 million funding is being provided directly to head teachers to address the poverty attainment gap in Fife schools.

The Child Poverty (Scotland) Bill is currently going through the Scottish Parliament. It will place new duties on Councils and their partners to report on their activity to tackle child poverty in their local area.

Developing the Young Workforce (DYW) is a seven-year programme (2014-2021) that aims to better prepare children and young people from 3–18 for the world of work. It is based around CfE. It aims to reduce youth unemployment by 40% by 2021.

16+ Learning Choices and Opportunities for All support young people into positive and sustained destinations, through participation in post-16 learning, training or work. Working for Growth sets out the wider employability framework for Scotland. In Fife, a range of providers support work with people to progress through different stages of the employability pipeline depending on far they are from the labour market.

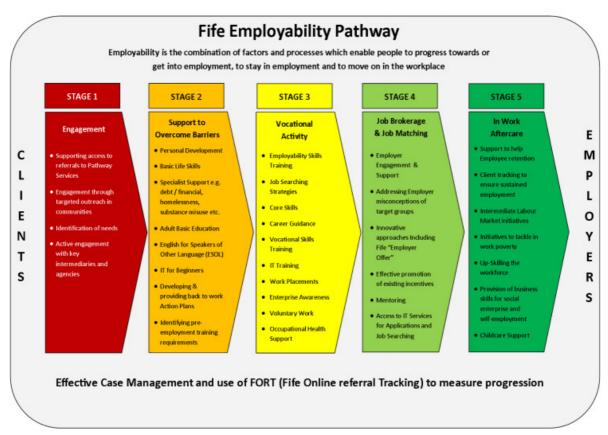


Figure 8 – Fife Employability Pathway

Fairer Fife recommendations in relation to a skilled Fife focus on improving attainment, parent led childcare, investing in apprenticeships, volunteering and supporting the development of digital skills, working with the business community to support skills development particularly for those at risk of marginalisation and rebalancing employability provision for those facing physical and mental health challenges.

HEALTHIER

Aim	Help people to sustain and improve their health, especially in
	disadvantaged communities, ensuring better, local and faster
	access to health care.
	- Health
Policy Areas	- Social Care
	- Health inequalities
	- Physical Activity and Sport
	People living in Scotland should enjoy the best physical and
	mental health they can, free from preventable illness and
	disability, and tackling health inequalities.
Summary	Making Scotland healthier will:
	 Raise healthy life expectancy Increase the productivity of Scotland's workforce
	- Reduce absenteeism
	- Improve public sector efficiency
Local oversight	- Increase participation in the labour market by reducing
	the number of people on incapacity benefit.
	- Integrated Joint Board for Health and Social Care Integration
	- Inequalities and Opportunities Outcome Board
	- Quality of Life Outcome Board

NHS Fife and Fife Council are working together to progress Scottish Government aims to achieve greater integration between health and social care services. Social care services include those that support people to live their daily lives and help them with basic personal care like washing, dressing and eating. Demographic change continues to be a major strategic challenge, particularly over 75's and the declining ratio of working age people who support the wider population economically and otherwise. Older people make more use of Health Services than the rest of the population. Integration is seen as a way of improving both the outcomes for individuals and the efficiency of services, for example, reducing unnecessary admission to hospital and delayed discharge.

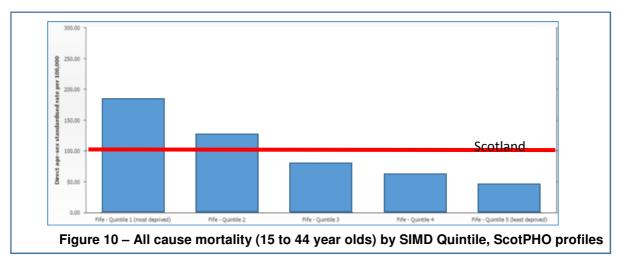
Locally, this has been reflected in the creation of an Integrated Joint Board for Health and Social Care in Fife, which includes adult and older people's social work coming together with NHS community health services.

In Fife, the Localities for Health and Social Care Integration – the basis on which services will be planned - are the same as for Local Community Planning.



HEALTHIER

Life expectancy in Scotland has stalled and could go backwards. Long term monitoring of health inequalities highlights that health inequality in our communities continue to be a cause for concern. *Equally Well*, the Ministerial Task Force on Health Inequalities recommended eight headline indicators around its priority areas for long-term change. These included healthy life expectancy, premature mortality, mental wellbeing and low birth weight, as well as specific causes for specific age groups ie under 75, Coronary heart disease (CHD), Cancer, Alcohol and All-cause mortality (aged 15-44 years).



People experiencing disadvantaged life circumstances are more likely to develop a long term condition at an earlier age, experience more health problems during their lives and have shorter lives. Our health behaviours contribute significantly to our health outcomes and play a key role in the development of a range of both acute and chronic or long term conditions.

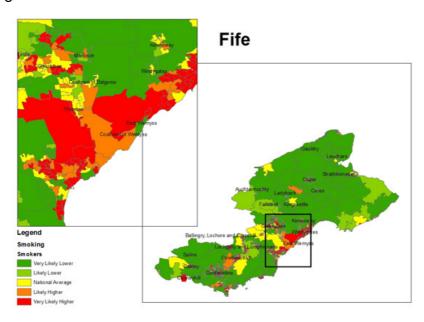


Figure 11 – Small area estimates of Smoking prevalence (Source: Scottish Survey Core Questions, Scottish Government, data in development, 2016)

HEALTHIER

Fairer Health for Fife 2015-2020 promotes evidence-based ways of working to reduce health inequalities across organisations in Fife. It sets out areas where there is a need to narrow the gap between those achieving the best and poorest health, including: vulnerable women, children and families; people experiencing difficult life circumstances; older people; local community initiatives; outdoor and community spaces; and an increased organisational focus on reducing inequalities as a way of working.

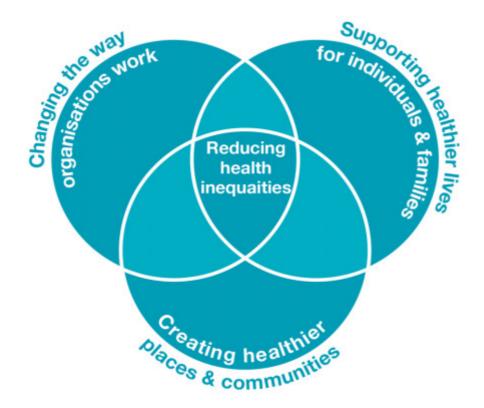


Figure 12 – Three themed approach to health inequalities, Fairer Health for Fife

SportScotland is the national agency for sport in Scotland who see a Scotland where sport is a way of life, where sport is at the heart of society, making a positive impact on people and communities. In addition to the health benefits of Sport and Physical activity, there has been a Scottish Government aspiration to encourage people to be more physically active as a key legacy from the Commonwealth Games.

In relation to a Healthier Fife, *Fairer Fife* recommends a clear focus on health and employment, and maximising the potential impact of the collective workforce in Fife to carry out simple interventions ie income maximisation.

SAFER AND STRONGER

Aim	Help local communities to flourish, becoming stronger, safer	
	place to live, offering improved opportunities and a better quality	
	of life.	
Policy Areas	- Crime and Justice	
	- Sustainable Places	
	- Housing and Regeneration	
Summary	Making Scotland safer and stronger will	
	- Enable communities to thrive and become better places	
	to live and work, through	
	 Improving housing and neighbourhoods 	
	- Reducing crime and the fear of crime	
Local oversight	- Quality of Life Outcome Board	

The Scottish Government's *Building Safer Communities Programme* sets out a framework and national evidence base to shape how Fife continues to work in reducing the number of victims of crime, provide improved victim support and reduce the risk of unintentional harm. Both this and the *Fife Community Safety Strategy* have a strong focus on prevention meaning that we recognise the need to take action at an early stage – supporting people in changing their behaviours and reducing risk, and working closely with individuals and communities to help them find solutions to local problems, whether this is in relation to keeping people safe from fire, reducing antisocial behaviour, reducing violence against women, reducing reoffending or ensuring that fewer people are killed to seriously injured on Fife's roads.

The Community Justice (Scotland) Act 2016 places a statutory duty on a number of community justice partners to work together in local authority areas to reduce offending and reoffending. From 1 April 2017, Community Justice Scotland, a new non-departmental public body, replaced the 8 Community Justice Authorities, including Fife and Forth Valley Community Justice Authority. The Fife Reducing Offending and Reoffending (ROAR) Group works collaboratively to reduce offending and reoffending by addressing the needs of people affected by community justice.

Housing Services provides people in Fife with the opportunity to access good quality, affordable housing appropriate to their need. Fife Council is the 2nd largest Scottish local authority social landlord with around 30,000 homes and other non-housing assets generating income of approximately £111 million per annum. This is ring-fenced by legislation to be used for services to Council tenants, including letting empty homes; improving houses and keeping them safe and in good repair; supporting tenants' rights; and ensuring they meet their responsibilities such as rent payments and being a good neighbour. Social housing landlords are governed by the Scottish Housing Regulator through the Scottish Social Housing Charter (Housing (Scotland) Act 2010). The Charter covers all the major areas of service delivery including housing quality & maintenance; access & support; rents & service charges; neighbourhood & community; and tenant satisfaction, on which the Council is required to report annually. The Local Housing Strategy 2015-2020 provides the framework for the housing contribution to other strategic programmes in Fife, including the Health & Social Care

SAFER AND STRONGER

Strategic Plan and Fairer Fife. A Public Social Partnership is in place to deliver services to prevent homelessness; offer advice and support to homeless people; and provide temporary housing. The Council's strategic role includes working with home owners and other landlords to improve private housing conditions and ensure a safe, well-managed private rented sector.

Figure 13 - Local Housing Strategy - Housing Priority Areas

Prevention of homelessness	5. New housing supply
2. Access to housing	6. Private sector housing condition
3. Healthy heating and poverty	7. Sustainable places
4. Housing, health and social care	8. Home energy

The *Housing (Scotland) Act 2001* sets the context for strategic housing services, requiring Fife Council to understand of housing need demand and conditions; provide a Local Housing Strategy to prevent homelessness, address fuel poverty; improve private housing conditions; and consult with tenants around decisions that will affect them in their homes. Other specific housing legislation drives strategic and operational housing services, including *Housing (Scotland) Acts* of 1987 for housing tenants' rights, 2006 for the improvement of private sector housing; and 2014 for social housing allocations.

National housing policy drivers currently include the Scottish Government's 50,000 affordable homes target to be delivered by 2022. Fife Council and its partners have committed to contributing a 'Phase 3' affordable housing programme of around 750 homes from 2017-2019, 30% of which will be built to wheelchair or amenity standard. The need for new homes is coupled with a need for investment in existing Council homes to maintain the Scottish Housing Quality Standard; address issues in houses of non-traditional construction; meet the Energy Efficiency Standard for Social Housing by 2019; and regenerate housing in areas such as Fraser Avenue, Inverkeithing.

A re-emerging national priority centres on homelessness, particularly the number of children in homeless households; the quality of outcomes to homeless people; and potential increases in homelessness arising from welfare reforms. This includes the shared room rate for people under 35 years and rent capping to the Local Housing Allowance rate. The direct payment of Universal Credit to mainstream tenants is also of concern to social landlords, with the impact of rent arrears following roll-out of Universal Credit likely to severely limit investment opportunities.

Fairer Fife recommendations in relation to an *Empowered* Fife advocate local control for public services, including the use of participatory budgeting, while *Affordable* recommendations relate to the living rent, and the establishment of a Community Development Finance Initiative (CDFI).

GREENER

Aim	Improve Scotland's natural and built environment and the	
7 (1111	sustainable use and enjoyment of it.	
Policy Areas	- Environment	
	- Planning	
	- Transport	
Summary	Making Scotland Greener will	
	 Improve Scotland's natural and built environment, and 	
	sustainable use and enjoyment of it	
	 Facilitate transition to a low carbon economy 	
Local oversight	- Environment Outcome Board	

When adopted, *FIFEplan*, the local development plan for Fife, will replace the existing local plans: Mid Fife Local Plan; St Andrews & East Fife Local Plan; Dunfermline & West Fife Local Plan; and the Fife Minerals Subject Local Plan. This sets out a spatial strategy for how Fife should develop between now and 2026. This includes areas to focus on for employment and growth, transport, energy and green networks. A sustainable transport system remains a key enabler of economic growth, improving journey times, and reducing emissions to tackle climate change.

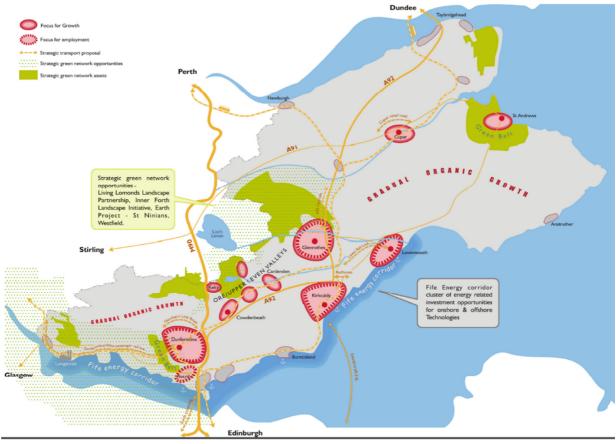


Figure 14 - The Fife Spatial Vision, FIFEPlan

GREENER

Climate change remains the main environmental challenge, with the risk from flooding being a major concern. The *Climate Change (Scotland) Act* sets out public bodies duties and targets. This includes mandatory reporting of Council and Fifewide climate change mitigation and adaptation. The *Climate Change Plan* will be the Scottish Government's formal plan for the near total decarbonisation of Scotland by 2050. This is currently in draft and at the call for evidence stage, and will be put out for formal consultation in the second half of 2017. Through *FIFEplan*, there are policies which encourage low carbon development through building design and energy generation. The *Carbon Reduction Commitment (CRC) Energy Efficiency* scheme – a UK government charge for building energy used, is to be replaced by a *Climate Change levy* in April 2019.

The Scottish Government is currently consulting on a range of energy related policy: on *Heat and energy efficiency Strategies and regulation of District Heating*, *Scotland's Energy Efficiency programme*, *Scottish Energy Strategy*, and *Unconventional Oil and Gas*, and *Onshore Wind Policy*. Responses to these are planned or in development. The *Fife Council Energy Strategy* is to be redrafted, with priorities set to 2020 or beyond as required. Coal fired generation of energy has been phased out. Prior to the closure of the Longannet in 2016, the Power Station delivered 16% of Scotland's electricity.

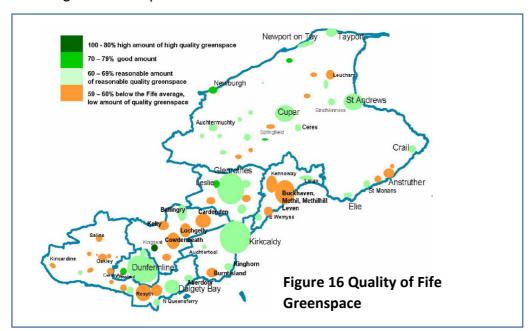
Scotland's Zero Waste Plan (2010) sets out ambitious targets for recycling. Waste (Scotland) Regulations 2012 set out a number of requirements around separate collections of key recyclables to households and commercial and industrial sectors, material specific landfill bans, and a ban on landfilling of separately collected recyclables. The current focus is on making preparations for the landfill ban on municipal solid waste from January 2021. Making things last: a circular economic strategy for Scotland (2016) sets out a framework for waste prevention, reuse, remanufacture, high quality recycling, and a Waste Charter. The Household Recycling Charter is aimed at providing more consistent recycling and waste collections across the country and delivering high quality recycling outputs as a result. The Fife Zero Waste Strategy and Action Plan is currently undergoing a review to ensure that Fife meets the requirements of the legislation and policies. A prioritised programme of projects will be developed alongside the revised strategy.



GREENER

There has recently been a consultation on the future of the Scottish Planning System to make it more inclusive and collaborative. In relation to the Built environment things have changed recently with respect to the historic environment. While retention and enhancement is still the primary objective there is now also a focus on the promotion of Fife's historic environment both from the economic context (Tourism) and the social context (for the community's benefit). *Making Fife's Places* sets out local guidance on creating well designed and integrated communities.

Green networks have moved up the natural environment agenda. There is also a stronger push now to integrate 'natural features' into development more than them being seen as a 'bolt on' e.g. sustainable urban drainage systems. The *Fife Greenspace Strategy* sets out a framework for enabling access to good quality greenspace across Fife. The *Fife Access Strategy 2006-2016* provides the strategic framework for the development and management of access in the Kingdom, including the development of Fife's Core Path Network.



The 2020 Challenge for Scotland's Biodiversity, sets out government ambition to protect and restore biodiversity. The Local Biodiversity Action Plan (LBAP) sets out nature conservation priorities and projects for Fife for 2013-2018, to improve the condition of habitats and protect species, contribute to restoring and enhancing landscapes, and involve people in the enjoyment and conservation of their environment. The natural heritage of Fife is a significant asset. Stunning landscapes and interesting wildlife are a key driver of a significant portion of tourism. Making better use of assets is seen as a key opportunity to improve outcomes, this includes for tourism and various public assets.

Report contact

Coryn Barclay, Research Consultant, Research Team coryn.barclay@fife.gov.uk