

# West Lothian Regeneration Framework 2013-2034

This is a framework for delivering effective and targeted community regeneration which supports, and should be read with, the Economic Strategy.



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# 1 Overview

## 1.1 Foreword

The theme of the West Lothian Community Plan and Single Outcome Agreement 2013-2023 is 'Tackling Inequality', and a key element in that is increasing support to those who most need it. We will work together to make sure that West Lothian is the best place possible to live, work and do business in – for everyone. The new Single Outcome Agreement is a 10 year plan, with agreed outcomes, indicators and activities that will be delivered now and that will have impact on the short term, medium and longer term – ensuring sustainability and transformational change. The focus on prevention and early intervention will enable us to shift resources and prevent negative outcomes.

The Regeneration Framework is identified as a multi-agency strategy in the Community Planning Partnership (CPP) strategy map, and will also be linked to the West Lothian Economic Strategy. This document sets out the principles underpinning our twenty year plan to reinvigorate and invest in our communities. It provides a long term plan for targeted action to improve the life chances of those living in our most disadvantaged communities. It will give fresh impetus and greater clarity for the targeting of interventions to address deprivation and economic exclusion within specific areas and communities. It seeks to:

- set out the initial phase of a twenty-year plan with the emphasis on preventative actions and spend in tackling economic and social challenges whilst maximising the development potential of West Lothian;
- focus efforts of the council and partners on target communities and localities in a consistent way;
- build community capacity by identifying and building on community assets and supporting potential "community anchor" third sector organisations that operate in target areas;
- support bids or proposals for additional external funding streams;
- ensure that planned settlement growth benefits the entire community;
- reduce costs to CPP Partners by reducing "failure demand" ie demand for public services that would not arise had public services been designed around preventative actions that tackle underlying causes of social disadvantage instead of being focused principally on the symptoms of disadvantage.

The framework will be implemented and monitored at a local level through community owned Regeneration Plans, based on priority areas with clusters of datazones in the worst 20% in West Lothian, which will detail how specific actions will be taken to identify and address needs in these individual communities. Aggregated updates on these will be reported to the Partnership and Resources Policy Development and Scrutiny Panel (P&R PDSP) annually. Ward Action Plans will continue to be developed and reported to Local Area Committees, which will be strengthened. Progress will be reported to the CPP and the input from partners and the local community and voluntary sector will be crucial to effective implementation and delivery of the framework.

The framework, including performance indicators and targets, will be reviewed and updated following the publication of every Scottish Index of Multiple Deprivation; the last of these was

in 2012. These are currently prepared on a three year cycle. The framework will therefore be reviewed and updated every three years, with the first review in 2015-16, reporting to both the Community Planning Partnership and the Economic Forum (through the Economic Strategy). There will also be regular reports to the Partnership & Resources PDSP.

## 1.2 Context

Across a range of high level indicators West Lothian has similar levels of economic and social problems and issues to Scotland as a whole. West Lothian does not have the high concentrations of deprived areas found in peripheral estates of cities or large towns in other parts of Scotland. However, within West Lothian there are distinct differences between and within communities.

Headline levels of disadvantage including unemployment, financial exclusion, poor health and lower educational attainment tend to be higher in south-west West Lothian – Armadale, Blackburn, Bathgate, Boghall, Fauldhouse and the Breich Valley and Whitburn along with parts of Livingston. The SIMD (Scottish Index of Multiple Deprivation) 2012 results provide an analysis of relative deprivation at a fine grain, small area level. SIMD 2012 tells us that:

- Overall, there has been a reduction in the number of datazones within West Lothian in the most deprived 15% category for Scotland.
- In SIMD 2012, 13 West Lothian data zones are in the 15% most deprived datazones in Scotland, compared to 19 in 2009 – and the total population living in datazones in most deprived 15% has fallen from 15,000 to 9,000.
- Although West Lothian has very few data zones in the most deprived decile, a large proportion of datazones are found in the second, third, and fourth deciles (towards the more deprived end of the distribution). This is similar to the pattern observed for SIMD 2009.
- Looking at a slightly broader most deprived 20% category, the number of West Lothian data zones has decreased from 39 in 2009 to 33 in 2012.

In a more ‘dispersed urban’ area such as West Lothian, SIMD can provide a rough guide to the distribution of clustered deprivation across the area. Although Scottish Government tends to emphasise targeting of actions on the most deprived 15% of Scottish datazones it is more appropriate in a West Lothian context to focus on the most deprived 20% of West Lothian datazones. The distribution of deprived datazones across West Lothian (when extended to include the most deprived 20%) generally follows the pattern evident in 2009.

Livingston’s growth and development over the last 50 years has been a major achievement. However, deprivation and poverty levels significantly exceed the West Lothian and Scottish average in Craigshill and parts of Livingston on either side of the A899 “spine” road.

There is strong evidence that residents of the worst 20% data zones have significantly worse life outcomes across a range of indicators than the average, and that this was true not just for Scotland but for smaller geographical areas. There is, therefore, a genuine justification for focussing specific programmes and initiatives in and around the worst 20% of datazones.

However, area based analysis of deprivation does not tell the full story. The majority of individuals living in “deprived areas” do not consider themselves as deprived. Population

growth and in-migration can mask core levels of deprivation experienced by individuals and households.

There are also other spatial development issues and opportunities that are not specifically linked to tackling deprivation, specifically:

- The importance of strong town and village centres as hubs for services, shops, leisure opportunities and jobs.
- Distinct issues associated with rural areas and villages in terms of access to services and limited transport provision.

Some issues eg youth unemployment, are not concentrated in, or limited to, a small number of defined neighbourhoods. Therefore the West Lothian Regeneration Framework includes a mix of area-focused and client group targeted measures.

The current economic, financial and fiscal environment is uncertain and challenging. The consequences of the Vion (Halls of Broxburn) closure with the loss of 1700 jobs and the local impact of benefit changes could further marginalise individuals and communities. Therefore, any long term framework needs to be able to be agile and responsive to change and external threats.

The life stages model of service delivery has been developed based on acute targeting, early intervention and preventative actions. The model recognises that the outcomes being pursued may only come to fruition in the long term – 15 to 20 years. The West Lothian Regeneration Framework recognises the long term nature required to bring about significant improvements and this will be the first iteration of a continually updated long term delivery plan.

### **West Lothian Regeneration : Challenges and Opportunities**

West Lothian has a long track record of delivering innovative and targeted regeneration activities and outcomes through partnership working. These include:

- Enabling and co-ordinating housing and community growth across West Lothian;
- Responding proactively to economic change;
- Delivering renewal of outmoded housing areas;
- Investing in town centres and enabling the growth of Livingston Centre into Scotland's 5<sup>th</sup> largest retail centre;
- Focusing on achieving specific outcomes including, for example, a significant improvement in the number and proportion of positive outcomes for young people on leaving school;
- Enhancing and enabling community capacity and cohesion in areas including Boghall, Craigshill in Livingston and Mayfield / Mount Pleasant in Armadale; and
- Making our communities safer through joint planning by Community Planning Partners including Fire and Rescue Scotland, Police Scotland and West Lothian Council.

There are clear challenges around measuring outcomes and the impact of investing in enhancing community capacity and social capital, but best practice demonstrates that involving local communities in a positive way in the development and delivery of

regeneration activity has a positive impact on addressing these challenges. In addition, there have been significant inroads into demonstrating the value of regeneration activity through logic modelling, the increased understanding of the longer term benefits of preventive action and earlier interventions and improved focus at national level on the value of partnership working and co-production to deliver positive change.

By developing a flexible and agile regeneration plan, we are able to respond to the changing environment, economy and our own diverse communities and needs.

There is an opportunity to develop what works best for West Lothian, to identify examples of best practice from further afield and adapt that to our well evidenced local priorities.

### 1.3 Development of the Framework

The Scottish Government's Regeneration Strategy – *Achieving a Sustainable Future*, (December 2011), followed on from the Regeneration Discussion Paper - *Building a Sustainable Future* (February 2011), and linked to the updated Scottish Economic Development Strategy.

The Scottish Government's Regeneration Framework defines regeneration as, “*the holistic process of reversing the economic, physical and social decline of places where market forces alone won't suffice.*” The web link to this is:

<http://scotland.gov.uk/Publications/2011/12/09110320/0>

#### Main Principles

*Achieving a Sustainable Future* focuses on:

- Reforming how mainstream resources are used to support vulnerable communities - the strategy emphasises the need to target resources and efforts on regenerating the most disadvantaged communities/areas;
- Community led regeneration – local people and voluntary sector working in partnership with the public sector to identify regeneration issues and opportunities; deciding solutions and being responsible for delivering actions that will make a difference;
- Funding and other support mechanisms to realise the economic potential of Scotland's communities; and
- Targeting efforts to regenerate the poorest areas, whilst recognising that regeneration also extends to supporting town centres, tackling problems in vulnerable rural communities as well as ensuring that residents of poor communities benefit from economic opportunities in more prosperous areas.

#### Key Outcomes

Key Outcomes emerged from the initial Discussion Paper and these have shaped the development of *Achieving a Sustainable Future* as follows:

- The need for a clear direction and vision for regeneration policy is required;
- Clarifying roles and responsibilities for organisations delivering regeneration;
- Recognition that a co-ordinated approach at local level and across public services to tackle area-based disadvantage;
- The importance of community led regeneration;
- Recognition of the constraints on public sector finance and the requirement for grant support and innovative funding;
- The importance of place-making to support successful communities; and
- Support for town centres as a central part of community life.

### Key Themes for West Lothian

Five themes have been identified as core for the West Lothian Regeneration Framework:

- Employability and Employment;
- Early Years and Family Learning;
- Health and Wellbeing;
- Economic Development; and
- Community Capacity and Cohesion

Further information on these is given in Section 3 below. Educational attainment is a key element within each of these themes and this is reflected in the Performance Indicators.

The Community Planning Statement of Ambition and Guidance for Developing a new Single Outcome Agreement, both published by the national Community Planning group in 2012, have re-emphasised the importance of “Understanding and planning for place” and a renewed vigour in improving and delivering outcomes with communities.

## 1.4 Ownership and Scope of the Framework

This framework is very much a work in progress and will need further work in future to develop and progress priorities and interventions. This is a multi-agency Community Planning Partnership strategy.

Implementing the West Lothian Regeneration Framework further will involve:

1. Establishing a core project group drawn from relevant council services and partner agencies.
2. Developing our analysis of intelligence and information on the current pattern of deprivation within West Lothian, building on the work undertaken for the Strategic Assessment exercise.
3. Agreeing a process for further developing the partnership’s capacity for analysis of key information and trends.
4. Mapping the current regeneration interventions that are in place and presenting these spatially.
5. Developing a better understanding of how we measure and monitor change in communities.

6. Reviewing the existing relevant West Lothian strategies to ensure coherence
7. Developing six to nine community owned Regeneration Plans, based on clusters of datazones in the worst 20% in West Lothian, which will detail how specific actions will be taken to identify and address needs in these individual communities.
8. Ensuring Regeneration Plans complement the current Ward Action Plans which will continue to be reported to Local Area Committees.
9. Identifying anchor community organisations that are operational within target areas.
10. Discussing the draft framework with partners and communities

Governance		
Group	Governance/Scrutiny Role	Reporting Frequency
Community Planning Partnership Board	Partnership strategic alliance responsible for driving direction of travel.	Annually
Community Planning Partnership Steering Group	Partnership steering group responsible for scrutiny, performance management, measurement and setting direction of travel	Quarterly
Economic Partnership Forum	Reviewing and updating the framework and associated action plan on behalf of the Community Planning Partnership	Annually
Partnership and Resources PDSP	Reviewing and updating the framework and associated action plan on behalf of West Lothian Council	Annually
Local Area Committees	Developing and monitoring ward action plans	Quarterly

## 2 Council and Community Planning Priorities

### 2.1 Council Priorities

The council has set eight priorities in the current Corporate Plan (2013/19) in consultation with the local community, partners, stakeholders and staff. These priorities, along with the three enablers, represent all the vital activities that the council will undertake in order to achieve better Outcomes for West Lothian.

Figure 1 illustrates where the Regeneration Framework will *directly* contribute to a council priority or enabler. However, it is recognised that regeneration actions, through addressing underlying problems in disadvantaged communities, will also contribute to outcomes under other priorities.

Council Priorities	Regeneration Themes
1. Improving the employment position in West Lothian	Outcome A : Employability and Employment Outcome D : Economic Development
2. Improving attainment and positive destinations for school children	Outcome B : Early Years and Family Learning
3. Delivering positive Outcomes and early intervention for early years	Outcome B : Early Years and Family Learning
4. Improving the quality of life for older people	
5. Minimising poverty, the cycle of deprivation and promoting equality	Outcome E : Community Capacity and Cohesion
6. Reducing crime and improving community safety	Outcome E : Community Capacity and Cohesion
7. Protecting the built and natural environment	
8. Delivering positive Outcomes on health	Outcome C: Health and Wellbeing
<b>Council Enablers</b>	
Financial planning	
Corporate governance and risk	
Modernisation and improvement	
<b>Community Planning Partnership Enablers</b>	
Prevention Plan	
Community Engagement Plan	

Figure 1: Council priorities and the Regeneration Framework key themes

## 2.2 Community Planning Priorities

The aim of the West Lothian Community Plan and Single Outcome Agreement 2013-2023 is to tackle inequality, and the Regeneration Framework will contribute to this through the key themes as detailed in section 3 below. The Single Outcome Agreement is the delivery mechanism by which the partnership will deliver the vision and aspirations set out in the Community Plan, Towards 2020, which are given below:

- Strengthening the economy;
- Caring for an ageing population;
- Reducing health inequalities;
- Making our communities safer;
- Balancing increasing development with protecting the environment; and
- Increased learning

Partners are clear that this Single Outcome Agreement represents West Lothian's 'Plan for Place'. It sets out the long term outcomes we want to achieve in West Lothian and describes how the Partnership will plan and deliver on these outcomes. It is based on a shared understanding of our communities which has been developed through a rigorous process of data analysis.

The table below maps the key themes for the Regeneration Framework against the SOA priorities and outcomes.

National Policy Priority	West Lothian Priority	West Lothian SOA Outcomes	National Outcome	Regeneration Outcome
Early years	Maternal & Child Health	Our children have the best start in life and are ready to succeed	5	Outcome B : Early Years and Family Learning
Employment	Adult Literacy & Numeracy; Raising Attainment; Financial Stability; and Security for our communities	We are better educated and have access to increased and better quality learning and employment opportunities	2,3,4	Outcome A : Employability and Employment
Economic recovery & growth	Diversify West Lothian's economy	Our economy is diverse and dynamic, and West Lothian is an attractive place for doing business	1,3	Outcome D : Economic Development
Safer & stronger communities, and reducing offending	Building Strong Communities Protecting People at risk	We live in resilient, cohesive and safe communities. People most at risk are protected and supported to achieve improved life chances	9,11,13 8	Outcome E : Community Capacity and Cohesion
Outcomes for older people		Older people are able to live independently in the community with an improved quality of life	15	
Health inequalities & physical activity	Health Life expectancy & Physical & Mental Wellbeing	We live longer, healthier lives and have reduced health inequalities.	6	Outcome C: Health and Wellbeing
	Waste Education - Greener	We make the most efficient and effective use of resources by minimising our impact on the built and natural environment.	12, 14	

*Note: National outcomes 7, 10 and 16 are considered to be cross cutting and will be achieved by more than one of our local outcomes.*

### 3 Key Themes and Outcomes

Five key themes have been identified as the core of the Regeneration Framework, as indicated below. The framework has sections on each of the five key themes and these include purpose, approach, activities and performance indicators. These will be refined and reviewed as the framework is implemented; recognising both that different communities have different needs and these will change over time.

- A. Employability and Employment:** Increasing employment rates and incomes across West Lothian by both encouraging investment into areas of high unemployment and targeting those most in need within areas of high unemployment. Residents require engagement in employability provision to provide them with the skills to secure and sustain a positive destination. In addition to engagement with individuals, investment in local businesses is a key strand of activity both in terms of growth and provision of employment opportunities.
- B. Early Years and Family Learning:** A major element in any strategy to improve life chances in disadvantaged communities must be to increase the ability of children in poorer families to participate successfully in nursery and primary school. There are a range of interventions with a proven history of doing this, and the gains for individuals, families and communities over the longer term are significant.
- C. Health and Wellbeing:** A cross-cutting outcome which is particularly important in areas of significant deprivation where life chances are significantly worse than the Scottish average. The recent Audit Scotland report “Health Inequalities in Scotland” recommended that community planning partnerships involved communities in activities which are aimed at reducing health inequalities.
- D. Economic Development:** Economic development provision by local authorities and community planning partners is principally concerned with providing support that will help the economy to grow, develop and become more competitive. In relation to the Regeneration Framework it is likely to be focussed on areas of greatest disadvantage, often characterised as towns and villages where a previously significant industry or employer is in serious decline or is no longer active. There are positive opportunities arising from the Core Development Areas and other significant developments.
- E. Community Capacity and Cohesion:** All the evidence available indicates that getting the active involvement of those most affected by regeneration initiatives is vital to their success. There needs to be a more structured approach to building and sustaining the capacity of those experiencing disadvantage who may not be involved in any local groups and who may not see the benefit of getting involved. Community development trusts, for example, offer the potential to become successful “community anchor” organisations combining a voluntary sector ethos with an enterprise approach to support the establishment and development of local organisations and initiatives.

Interventions will be targeted at individuals, families and communities living in the areas of greatest disadvantage, and will be a combination of existing and new activities. Across and within all of these themes increasing attainment is also a key priority for the Regeneration Framework as highlighted by the performance indicators.

Potential performance indicators are given for each outcome in the sections below. The focus of the Regeneration Framework is to improve the life chances of the most disadvantaged. The table below shows the percentage of people who are income deprived in each of the five quintiles (from worst to best) compared to the West Lothian average, with the proportion in the worst 20% being seven times the proportion in the best 20%, and almost double the West Lothian average.

The target setting rationale is to half the gap between those in the worst 20% of datazones and the West Lothian average. For example, the current difference in the proportion of people who are income deprived is currently 11.0% (worst 25% is 23.9% and average is 12.9%) so the target is 23.9% minus half of 11%, which gives 18.4%. The target would be the percentage of the average, rather than a fixed value, and should contribute to both “raising the bar” and “closing the gap”.

Indicator	Worst	Q2	Q3	Q4	Best	WL	Target
Income deprived	23.9%	18.0%	12.8%	8.3%	3.4%	12.9%	<b>18.4%</b>

## Outcome A: Employability and Employment

### Purpose

The West Lothian Economic Partnership has set a target for reducing the core level of worklessness in West Lothian by 1,000 by 2015. This would bring the numbers claiming key out of work DWP benefits down from about 15,240 in November 2011 to about 14,200 in November 2014.

West Lothian’s Economic Growth Plan aims to build an entrepreneurial culture, supporting business start-ups and early stage company growth to increase the overall stock of businesses and generate 3,000 new employment opportunities over the period 2013-15.

### Approach

The key characteristics of the West Lothian client group are low skills levels, little or no work experience, low confidence, health issues (particularly mental health) and often they are challenging to engage. Experience indicates that engagement in the local community, through a range of interventions including door knocking and the provision of a localised service, is the key to clients sustaining engagement and progressing. This principle will underpin activity within the framework. Often this provision is delivered through a partnership approach rather than individual services level; an example of this is the delivery model at Fauldhouse Partnership Centre.

Increasingly clients are presenting with multiple, complex barriers that require a range of interventions. This level of demand will be further increased over the next few years as changes to the welfare system and impact of universal credit affects jobless clients in West Lothian.

A key focus of employability interventions is the provision of opportunities for young people. It has been proven that early intervention leads to long term savings. West Lothian has made a significant investment in the provision of modern apprenticeships, wage subsidies for Small and Medium Sized Enterprises (SMEs), West Lothian Jobs Fund places and Graduate Work Experience Programme opportunities. These are available until 2017/18 to address key challenges with the client group.

## Activities

The main activities that will be undertaken in 2013/19 to achieve this priority theme are:

- Implement the Steps n2 Work programme aimed at creating modern apprenticeships, wage subsidies with SMEs, West Lothian Jobs Fund places and Graduate Work experience opportunities for 16 – 24 year olds.
- Through the “Working Together West Lothian” partnership proactively identify opportunities to co-locate and deliver employability provision in areas of high unemployment.
- Maximise all community benefit opportunities that are obtained through West Lothian Council’s community benefit from procurement policy, for example potential employment opportunities obtained from the 1000 Houses project.
- Access2employment to engage with 1400 unemployed residents each year and supporting at least 700 of these into a positive destination.
- Support the delivery of activities to address the implementation of Welfare Reform by offering support to use employment as a route out of the impact of the reforms.
- Continue to develop further the mechanism used for engaging harder to reach clients groups such as door knocking and localised service provision.
- Provide a single point of access for local employers through the West Lothian employer offer.
- Through the Business Gateway proactively support start-ups with significant growth potential.

In relation to school leavers and the young unemployed the main activities that will be undertaken in 2013/19 to achieve this priority Outcome are:

- Continue to provide tailored support to young people requiring More Choices, More Chances to maximise positive destinations for school leavers.
- Ensuring that a skills pipeline of high quality and tailored training and employability programmes is in place to prepare young people for the world of work linked to the recruitment needs of growing businesses.
- Targeted action to support other individuals with barriers to employment – complementing programmes delivered by national agencies.
- Maximise the contribution of the council and, if possible, community planning partners as employers in providing apprenticeship, placement and training opportunities.

## Performance

The following performance indicators will be used to monitor progress in this theme for the life span of the framework:

Regeneration Indicator	Worst	Q2	Q3	Q4	Best	WL	Target for worst
Employment deprived	22.5%	17.3%	11.9%	8.1%	4.0%	12.3%	<b>17.4%</b>
School leavers achieving a positive destination	84.0%	86.4%	90.4%	93.5%	93.5%	89.6%	<b>86.8%</b>
S4: Average tariff score	162.1	187.1	207.3	220.2	247.3	206.5	<b>184.2</b>

*Target setting rationale:* to reduce the gap between the worst 20% and the West Lothian average by half over 20 years)

The related SOA indicators are:

SOA Indicator/s	Baseline	Target 2013/14	Target 2016/17	Long Term Target 2023
Percentage of adults in receipt of key out of work benefits	74%	74%	75%	78%
Percentage of school leavers entering a positive destination	89.9%	92.0%	92.0%	95%
Percentage of the resident, working age population qualified to SVQ4 and above	33.9%	34%	35%	36%

## Outcome B: Early Years and Family Learning

### Purpose

Early interventions, including interventions to improve the lives of our youngest citizens and their families, offer great benefits to those involved, to their wider families, and to our communities.

### Approach

Principles underpinning the design and development of potential interventions originate from a determination to ensure that children and young people will be provided with the best possible opportunities to achieve the four capacities of Curriculum for Excellence (CfE) which are Successful Learners, Confident Individuals, Responsible Citizens and Effective Contributors, and to then utilise acquired skills to progress beyond school onto a positive destination beyond school.

The benefits to be gained from a preventative and early intervention approach have been recognised for some time in West Lothian. In 2008 West Lothian CPP pioneered the development of a preventative outcomes based approach to service delivery through the Life Stages model. Life stages had an initial focus on early years, as there is overwhelming

evidence that investing in children and their families at a much earlier stage will bring massive benefits.

Such interventions will be innovative, research-led and will be supported by a substantial body of evidence which demonstrates a strong likelihood of positive impact from their implementation. Delivery of the interventions will be informed by available evidence but customised and adapted to suit local circumstances and sufficiently flexible to meet the needs of children and young people and other key stakeholders such as parents.

Any 20-year, sustainable approach to improving the early years for our children requires a focus on population-level change fuelled by targeted interventions for families and communities most in need. These interventions must build on a foundation of joined-up, community-based, universal services developed and delivered as a joint programme with communities. We are using a 'progressive universalism' approach that embeds change in schools, health services, policing, and other statutory services while targeting additional investment where it is most needed to reduce the inequalities in our communities.

Appropriate partners will collaborate actively on the design of the intervention, on its evolution and development, on its joint delivery and on the evaluation of its impact. Partners will agree the respective contributions of their service areas to the intervention and will identify targets and systems for tracking and monitoring progress with implementation.

### **Activities**

West Lothian's Early Intervention Programme is the suite of activity that will deliver progressive universalism, and our Early Years Collaborative is the delivery mechanism for that joint programme with communities. Early intervention is transforming the high level principles set out in GIRFEC and the Early Years Framework into practical actions in our communities.

The Early Years Collaborative addresses gaps between programme promises and practice by focusing on implementation and improvement across lifestages (pre-conception to age 8).

To illustrate how the Collaborative works with communities, a scoping event was held to explore the drivers for stillbirth and infant mortality and poor developmental outcomes for 3 year olds in high-need communities. Health Promotion gave an insight into the complex factors surrounding stillbirth and infant mortality. Further input was provided by Community Regeneration, who contributed input from the Early Years Action Groups in Armadale, Boghall, Blackburn and Craigshill. One critical issue identified was the gap between referral for stop smoking support during pregnancy and uptake. Colleagues in Health Promotion are currently working with workers from our Stop Smoking Service, and with key workers in the Young Mothers Initiative to improve uptake.

A second critical issue was the need to help parents support their child's developmental needs and engage with the 27 to 30 month health check. As a result, we are piloting a community based, joint 1<sup>st</sup> birthday party for children and their carers in Armadale (provisional). The "party" will celebrate children, offer resources to families like Book Bug and parenting classes, and link attendees with domestic abuse and other cross-cutting

services with other children in that area. This would build upon community assets and help parents to engage with services in a relaxed, non-threatening environment.

Examples of current interventions that demonstrate this approach in practice are free breakfast provision and adaptive tests as detailed below.

#### ■ **Free Breakfast Provision**

The children and families subgroups design and develop interventions for children and their families. One such example is the free breakfast provision which is managed through the school age group. Partners involved in free breakfast provision include schools, Area Services, Health Improvement Team and will involve interface with the Children and Young People Team to identify vulnerable families who will be targeted to attend breakfast clubs. Implementation will include:

1. Free school breakfasts provision will be available for all primary school children who wish to access this service from August 2013.
2. Free school breakfast provision will be available for all secondary school students who are entitled to free school meals.
3. The Breakfast Club and Food in Schools Group will continue to implement and monitor the action plan designed to increase the uptake of breakfast by children and young people entitled to free school meals

#### ■ **Adaptive Tests – Closing the Gap**

Adaptive Tests provide a wealth of information at pupil, class and school level. They highlight pupils' strengths and weaknesses and determine what pupils know and can do, which can inform teacher planning and target setting. They provide age-related scores and diagnostic information to facilitate personalised learning.

Establishing Adaptive Tests in key stages in primary schools will therefore enable schools to identify effective interventions related to individual pupil needs, which may take the form of additional support or more challenging learning experiences.

Adaptive Tests will also empower schools to set meaningful, realistic and achievable targets for individuals, classes and the school as a whole, by combining attainment data, measures of ability, and powerful predictions. Adaptive Tests will facilitate the comparison of pupils' performance with that of pupils of similar characteristics elsewhere.

Early analysis of available data from Adaptive Tests has confirmed a relationship between levels of deprivation (by SIMD Decile) and attainment. Overall, attainment increases as levels of deprivation decrease. An indicator of relative attainment can be measured by the gap between the actual age of a pupil at Test and the 'age equivalent score' achieved from the Test e.g. Reading Age. A key indicator of Adaptive Testing as an effective intervention would be therefore a narrowing of the gap between the 'age equivalent score' and the actual age.

Some examples of other new activity to support this approach include the following:

- **Families Included Service** works intensively and holistically with families who have multiple and complex needs. The service operates an evidence-based whole family intervention model which has been proven to successfully assist families to effect positive and sustainable change.
- **Positive Parenting:** Increased delivery of proven parenting programmes as part of the national rollout of the Psychology of Parenting Project (PoPP) implementation.
- **Young Mothers Services:** Family Nurse Partnership (NHS Lothian) and Young Mothers' Service (West Lothian Council) providing intensive key working support to young and vulnerable mothers up to age 25.
- **Armada Community Early Years Resource:** Provision of a hub for partnership delivery of early years support services and programmes in the Mayfield area of Armadale.

## Performance

The following performance indicators will be used to monitor progress in this theme for the life span of the Regeneration Framework:

Regeneration Indicator	Worst	Q2	Q3	Q4	Best	WL	Target for worst
Percentage babies breastfed at the First Visit	33.8%	40.2%	46.8%	56.6%	66.1%	47.8%	40.8%

*Target setting rationale:* to reduce the gap between the worst 20% and the West Lothian average by half over 20 years)

The related SOA indicators are:

SOA Indicator/s	Baseline	Target 2013/14	Target 2016/17	Long Term Target 2023
Percentage babies exclusively breastfed at 6-8 weeks	22.9%			32.7% (national)
Percentage of children in Primary 1 with no obvious dental decay experience (NDIP)	65.7%			n/a
Percentage of children in poverty (HMRC/DWP)	18%			WL remains below Scottish average
Percentage attendance rates at nursery stages (WLC, Annual)	91.9%			95%

Average tariff scores of the lowest attaining 20% ( <i>Scottish Government, annual</i> )	86			90
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The following Performance Indicators will be used to monitor progress toward target for adaptive tests:

Indicator	Baseline Gap (Primary 7, 2013)	Target
Primary Schools: Assessment: Gap between Age Equivalent Score and Chronological Age for Deciles 1 and 2: P7	Reading = 0.8 years General Mathematics = 1.3 years Mental Arithmetic = 2.0 years	Narrowing of gap over plan lifespan. Precise targets will be developed based on actual information as it becomes available.

## Outcome C: Health and Wellbeing

### Purpose

There is a significant correlation between economic status and health, with the poorest in our society much more likely to experience physical and mental ill-health and to live shorter lives. There are a range of regeneration interventions such as housing improvements, creating employment, enhancing environments and offering opportunities to generally be more involved and active in social activities which increase health and well-being and improve life chances.

### Approach

The overall principles and approach that will be taken in designing and developing interventions to improve health and well being will follow the principles of integration set out in the Public Bodies (Joint Working) (Scotland) Bill 2013 with the stated policy objective “to improve the quality and consistency of services for patients, carers, service users and their families; to provide seamless, joined up quality health and social care services in order to care for people in their homes or a homely setting where it safe to do so; and to ensure resources are used effectively and efficiently to deliver services that meet the increasing number of people with longer term and often complex needs, many of whom are older”

Principles of Integration
[Public Bodies (Joint Working) (Scotland) Bill 2013]
Integrated from the point of view of recipients
Takes account of the particular needs of different recipients
Takes account of the particular needs of recipients in different parts of the area in which the service is being provided
Is planned and led locally in a way which is engaged with the community and local professionals
Supports anticipation, early intervention and prevention
Maximises use of the available facilities, people and other resources

The underlying principle is that Health Boards and Local Authorities must take joint and equal responsibility for the delivery of nationally agreed outcomes for health and well-being of:

- Healthier living
- Independent living
- Positive experiences and outcomes
- Support for Carers
- Services are safe
- Engaged workforce
- Effective resource use

The positive changes in life expectancy and population increase, particularly in the older population, point towards the need for local services to respond to demographic change by supporting people to lead more active and independent lives to ensure good health in later life.

Our approach centres on:

- Prevention, early intervention and collaborative working;
- Ensuring services are planned, co-ordinated and evaluated on the delivery of outcomes; and
- Ensuring resources are targeted to achieve the greatest impact on those most in need.

The Reshaping Care for Older People Programme is a good example of this with partners from NHS, West Lothian Council, Voluntary and Independent sectors all involved in the development of services and joint commissioning plans. The programme is focussed on early intervention, prevention and anticipatory care; managed care pathways around the person; integrated teams and systems; and delivery of seamless frontline services. The programme board (made up of members from the NHS, West Lothian Council, Independent Sector and Voluntary Organisations) agree the priorities for Older People service developments and are responsible for the governance of the programme.

Within the Community Planning Partnership the West Lothian Health Improvement and Health Inequalities Alliance (HIHIA) leads on actions to improve the health and well-being of those who live and work in West Lothian and to reduce the gap between those with the best health outcomes and those with the poorest health outcomes.

Health inequalities are systematic unfair differences in the health of the population that occur across social classes or population groups. Health inequalities activities can encompass proportionate targeting of health and social care to match needs as well as actions seeking to address the underlying causes of inequality. No single approach is sufficient to reduce health inequalities, and concerted efforts are required across the community planning structure.

## Activities

- Ensuring mainstream services are accessible by and appropriate for all groups in the population – using tools like impact assessment and equity audit.
- Providing additional support and targeted services for disadvantaged groups whose needs cannot be fully met by mainstream services – for example the homelessness and health team.
- Working with partners to realise their potential to contribute to health and to address underlying causes of health inequalities.
- Providing training and support in the use of a community development approach in order to take a prevention approach in all areas of mainstream service provision across West Lothian
- Working with strategic partners to ensure that strategies and actions across community planning structures are best directed towards reducing health inequalities.
- Promoting mental well-being focusing on work on children and young people's mental well-being.
- Supporting specific key areas of work: oral health, sexual health, food and health, physical activity, mental well-being, health of children and young people and of older adults.
- Develop a cross-cutting West Lothian Health Policy to be adopted by the Community Planning Partnership

## Performance

The following performance indicators will be used to monitor progress in this theme for the life span of the framework:

Regeneration Indicator	Worst	Q2	Q3	Q4	Best	WL	Target for worst
People being prescribed drugs for anxiety, depression or psychosis (2007)	16.8%	14.9%	14.8%	12.8%	12.6%	14.3%	15.5%
Emergency admissions - both sexes - all ages - number (2011)	14.2%	13.7%	11.5%	9.3%	6.9%	11.0%	12.6%
Life expectancy at birth (males)	73.4	n/a	n/a	n/a	76.7	76.2	74.8
Life expectancy at birth (females)	76.9	n/a	n/a	n/a	80.2	79.7	78.3

*Target setting rationale:* to reduce the gap between the worst 20% and the West Lothian average by half over 20 years)

The related SOA indicators are:

SOA Indicator/s	Baseline	Target 2013/14	Target 2016/17	Long Term Target 2023
Gap in life expectancy of the most deprived 15% and the average life expectancy in West Lothian Source GROS	3.3			Reduce gap by 10%
Percentage of adults needing care receiving personal care at home or direct payments for personal care	92.7%			To be set once guidance received
Percentage of community care service users feeling safe	94%			96%
Percentage of community care service users satisfied with opportunities for social interaction	85%			95%
Percentage of carers who feel supported and able to continue in their role as a carer	66%			90%

## Outcome D: Economic Development

### Purpose

Economic Development involves targeting regeneration interventions on communities and areas with the greatest need - including areas of multiple deprivation and rural and isolated communities, whilst attracting investment and promoting development in those areas with potential. This area of work also requires a high degree of involvement by partners. The challenge is to promote development including jobs in a diverse range of sectors and enable residents to progress into sustainable employment.

### Approach

In West Lothian current and future developments including housing, associated community infrastructure and employment will proceed in a balanced way with Core Development Areas (CDAs) focusing growth in Armadale, Calderwood and Gavieside around Livingston and East Calder and Winchburgh. By design, this approach aims to support regeneration by focusing development in or adjoining areas with higher levels of deprivation eg the Heartlands development adjoins Whitburn which is the area in West Lothian with arguably the highest levels of deprivation.

Economic development is principally concerned with providing support that will help the economy to grow, develop and become more competitive. This includes promoting the area for investment and attracting jobs and visitors. Vibrant town centres are also critical to quality of life, and economic vitality of communities.

Despite the current economic climate and recent job losses, it is worth noting that the long-term trend has been one of jobs growth across West Lothian. This applies to all of West Lothian including the Armadale, Whitburn and Breich Valley area (see table below).

<b>Total employment</b>	<b>1991</b>	<b>2011</b>	<b>Jobs growth</b>	<b>% change</b>	<b>Manufacturing change</b>
Linlithgow	4,160	5,218	1,058	25%	-942
SW West Lothian(i)	16,069	22,106	6,037	38%	-2,132
Livingston and Broxburn area (ii)	28,618	45,691	17,073	60%	-3,955
<b>TOTAL West Lothian</b>	<b>48,847</b>	<b>73,015</b>	<b>24,168</b>	<b>49%</b>	<b>-7,029</b>

- (i) SW West Lothian defined as the Bathgate, Armadale and Blackridge, Whitburn and Blackburn and Fauldhouse and Breich Valley Multi-member wards
- (ii) Including three Livingston Wards and Broxburn and Uphall

Despite this jobs growth, specific communities and neighbourhoods still experience higher levels of joblessness. This indicates that there is a mismatch between job candidates and employers.

Volume manufacturing, which was the staple employer of residents in these communities, has declined. Those jobs that remain in manufacturing and distribution are often lower paid and less secure. Competition for all jobs has increased, with employers widening their recruitment pool. Growing service sector employment often requires communication, IT and customer skills. This phenomenon is not unique to West Lothian.

The key issue for West Lothian and areas of multiple deprivation is not about a lack of jobs, but the mismatch between some jobless residents and the expectations and requirements of employers. The challenge is therefore to encourage and support development and investment in a range of sectors and break down the barriers to jobs for local residents.

## Activities

The following actions are proposed to address the economic development themes:

- Promote/support investment in core development areas and Heartlands – to ensure that a diverse range of job opportunities are secured with a mix of skill sets.
- Target business start-up support initiatives and aftercare so that individuals, community groups and potential enterprises in disadvantaged areas have the best chance of success with their business proposals.
- Targeted investment to improve the fabric and functioning of town centres and village centres.
- Engage with and support/incentivise businesses to recruit additional employees from target communities and groups.
- Deliver additional training initiatives to up-skill residents in target communities including;
  - a) Core employability-skills - literacy, numeracy, IT and customer service.
  - b) Programmes to prepare individuals for specific opportunities using the sector based workforce academy model.

- c) Vocational skills provision for schools which enable young people to compete for jobs across central Scotland.

## Performance

The following performance indicators will be used to monitor progress in this theme for the life span of the framework:

Regeneration Indicator	Worst	Q2	Q3	Q4	Best	WL	Target for worst
Employment deprived	22.5%	17.3%	11.9%	8.1%	4.0%	12.3%	17.4%
Income deprived	23.9%	18.0%	12.8%	8.3%	3.4%	12.9%	18.4%

*Target setting rationale:* to reduce the gap between the worst 20% and the West Lothian average by half over 20 years)

The related SOA / Economic Strategy indicators are:

SOA Indicator/s	Baseline	Target 2013/14	Target 2016/17	Long Term Target 2023
Business stock per 1,000 residents	302	304	306	310
Employment rate (census)	74.3%	74.0%	75.0%	78.0%
Town centre occupancy	92.4%	92.0%	92.0%	92.0%
Unemployment level (JSA rate)	3.4%	3.0%	2.0%	2.0%
Joblessness level (key out of work benefits)	13.7%	13.0%	12.0%	11.0%

## Outcome E: Community Capacity and Cohesion

### Purpose

There is a considerable body of evidence that inequalities in society create difficulties for the whole society and not just those with the lowest incomes. However, those in the most disadvantaged areas have significantly poorer life choices and chances. We will therefore seek to improve the circumstances of those most in need through a range of activities and interventions, both at an individual and community level, to increase capacity and resilience within the community and local organisations.

### Approach

There is significant evidence that engaging, involving and empowering communities improves the outcome from regeneration initiatives. One of the conclusions from the Scottish Government's "Government Urban Regeneration Practice: Review of UK Evidence" published in February 2011 was that:-

“Community Engagement has been found to be an essential part of regeneration; evidence of positive engagement and knowledge of different methods has grown, but the way the engagement is conducted remains key.”

The same report highlighted a JRF (Joseph Rowntree Foundation) study which identified some key principles for successfully involving people, as follows:

- Conventional bureaucratic and managerial 'top-down' approaches to participation have very limited success (powerlessness is central to people's experience of poverty and disadvantage).
- People are much more likely to get involved if they have a strong sense that something tangible and worthwhile will come out of it.
- Capacity building to develop people's confidence, self-esteem and understanding supports their empowerment and participation (particularly helpful in encouraging diverse involvement).
- Supporting independent organisations which people themselves develop and control, at local level and beyond, is a vital building block for effective participation.

The general approach which will be taken to increase community capacity and cohesion will be to engage with the community as a partner which brings knowledge, experience and skills to the table. Current best practice is to take an assets based approach which is based on the view that many aspects of community planning, including community regeneration, community safety and community-led health improvement can best proceed based on a sound understanding of the structures, make-up, assets, deficits and general 'health' of communities.

We would therefore seek to work with local communities to establish a robust and authoritative understanding of the balance of assets and deficits in neighbourhoods and communities, and this is where asset mapping has a key role to play. The mapping exercise will include those individuals and groups already involved in community life but will also look beyond those to informal networks and arrangements. A broader view of assets will be taken, and this could include some or all of Financial, Built, Social, Human, Natural, Cultural, Political and Narrative assets.

The approach would engage both staff and community members and be seen in itself as a capacity-building and social-capital building exercise, given that it should enhance the skills, knowledge and understanding of all parties, respecting the purpose of community engagement as set out in the National Standards (for Community Engagement).

The outcomes from the asset mapping, including assets which can be utilised and deficits which require to be addressed, would inform local regeneration plans.

### Activities

The main activities that will be undertaken in 2013/19 to achieve this priority outcome are:

- Undertaking “asset mapping” exercises with and within target communities to identify assets that can be built on and used to address local challenges.

- Targeting public sector resources to support individuals, families and communities most in need.
- Providing high quality advice and support to all those claiming benefits to ensure that their incomes are maximised.
- Focussing employability and other community based regeneration efforts on areas with highest needs.
- Building community capacity in our most disadvantaged communities to enable local people to lead change and improvement.
- Supporting the creation and development of “community anchor organisations” such as Community Development Trusts.
- Organising and/or supporting a range of activities which engage and involve people in community life.

## Performance

The following performance indicators will be used to monitor progress in this theme for the life span of the framework:

Regeneration Indicator	Worst	Q2	Q3	Q4	Best	WL	Target for worst
Income deprived	23.9%	18.0%	12.8%	8.3%	3.4%	1.9%	18.4%
SIMD Crimes 2012 per 10,000 total population	651	538	364	224	82	362	503

*Target setting rationale:* to reduce the gap between the worst 20% and the West Lothian average by half over 20 years.

The related SOA indicators are:

SOA Indicator/s	Baseline	Target 2013/14	Target 2016/17	Long Term Target 2023
Percentage of residents stating they are satisfied with their neighbourhood	80%	88%	90%	92%
Percentage of residents that feel safe walking in their local neighbourhood after dark	46%	35%	40%	45%
Percentage of residents who feel we have an inclusive society	52%	59%	63%	68%
Percentage of people who feel they can influence decisions	43%	40%	43%	47%

## 4. Conclusions

Regeneration is a long-term process which attempts to bring about transformational change to improve the lives of individuals, families and communities. This framework highlights key challenges to be tackled, actions that can be undertaken in the short to medium term and key indicators measuring change. It is not a panacea for all ills but a commitment to make the changes we can.

The overarching outcome in the West Lothian Single Outcome Agreement of “Tackling Inequalities” is also the key aim of much regeneration activity and the outcomes in this framework are similar to many of those in the SOA. There is an obvious focus on partnership working, a shift to prevention, evidence based interventions and actively involving individuals and communities in developing and delivering solutions.

West Lothian already has a commitment to a range of positive interventions such as town centre improvement, core development areas, rural villages strategy and ongoing work in targeted areas and with specific groups. All this contributes to overall regeneration activity. We have already seen the benefits to communities from these and other initiatives and expect these to continue to bring about positive change.

The framework seeks to support more active involvement of local communities in regeneration, with a starting point of identifying with communities the assets they have, and can bring to the process, rather than the deficits they are perceived to have. The “assets based” approach has proved successful elsewhere and is in keeping with the SOA commitment to involving people and communities in building on positives to design solutions to problems.

There remains a need for “the more fundamental socio-economic and political measures which reduce the gaps in income and power” which NHS Health Scotland identified as necessary to address health inequalities. However, at the local level the West Lothian Regeneration Framework identifies and brings together a range of interventions and activities which will contribute significantly to tackling inequality across a range of life chances.

***The West Lothian Regeneration Framework was approved by  
the Community Planning Partnership Board on 3 February 2014  
and West Lothian Council Executive on 4 February 2014.***