Environment, Finance & Communities Scrutiny Committee

Due to Scottish Government guidance relating to Covid-19, this meeting will be held remotely.



Tuesday, 2 November, 2021 - 10.00 a.m.

AGENDA

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1.	APOLOGIES FOR ABSENCE	
2.	DECLARATIONS OF INTEREST – In terms of Section 5 of the Code of Conduct Members of the Committee are asked to declare any interest(s) in particular items on the agenda and the nature of the interest(s) at this stage.	
3.	MINUTE – Minute of meeting of Environment, Finance & Communities Scrutiny Committee of 31 August 2021.	3 - 4
4.	EMPLOYABILITY ACTIVITY IN FIFE: NO ONE LEFT BEHIND PROGRESS AND NEXT STEPS – Report by the Head of Business and Employability	5 - 22
5.	TACKLING POVERTY - FUNDING ANALYSIS – Report by the Executive Director - Communities	23 - 36
6.	COMMERCIALISATION PROGRAMME - PROCUREMENT TRANSFORMATION PROJECT – Report by the Head of Revenue & Commercial Services	37 - 43
7.	AGENCY WORKERS AND OVERTIME – Report by the Head of Human Resources	44 - 50
8.	LANDFILL SITES - ODOUR ISSUES – Report by the Head of Assets, Transportation and Environment.	51 - 57
9.	ENVIRONMENT, FINANCE & COMMUNITIES SCRUTINY COMMITTEE FORWARD WORK PROGRAMME	58

Members are reminded that should they have queries on the detail of a report they should, where possible, contact the report authors in advance of the meeting to seek clarification.

Lindsay Thomson Head of Legal and Democratic Services Finance and Corporate Services

Fife House North Street Glenrothes Fife, KY7 5LT

26 October, 2021

If telephoning, please ask for: Elizabeth Mair, Committee Officer, Fife House Telephone: 03451 555555, ext. 442304; email: Elizabeth.Mair@fife.gov.uk

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THE FIFE COUNCIL - ENVIRONMENT, FINANCE & COMMUNITIES SCRUTINY COMMITTEE - REMOTE MEETING

31 August 2021 10.00 a.m. – 11.45 a.m.

PRESENT: Councillors Tim Brett (Convener), Neil Crooks, John Docherty,

Linda Erskine, Ian Ferguson, Derek Glen, Mick Green, Andy Heer, Rosemary Liewald, Lea McLelland, Ross Paterson, Fay Sinclair,

Ryan Smart, Darren Watt and Jan Wincott.

ATTENDING: Eileen Rowand, Executive Director, Finance & Corporate Services;

Nigel Kerr, Head of Protective Services, Lisa McCann, Service Manager, Environmental Health (Food & Workplace Safety),

Economy, Planning & Employability Services; Anne-Marie Cardle, HR Service Manager, Human Resources; Sharon Douglas, Community Investment Team Manager, Zahida Ramzan, Policy Co-ordinator (Equalities), Communities and Neighbourhoods; Elizabeth Mair,

Committee Officer, Legal & Democratic Services.

ALSO Councillor Ross Vettraino (for Paragraph 56) and Kenny Murphy, Chief

ATTENDING: Executive, Fife Voluntary Action.

54. DECLARATIONS OF INTEREST

No declarations of interest were made in terms of Standing Order No. 7.1.

55. MINUTE

The committee considered the minute of the meeting of the Environment, Finance & Communities Scrutiny Committee of 1 June 2021.

Decision

The Committee agreed to approve the minute.

56. ENVIRONMENTAL HEALTH

The Committee considered a report by the Head of Protective Services providing an overview of the functions, responsibility and current challenges for Environmental Health in Fife.

The meeting adjourned at 11.00 a.m. and reconvened at 11.20 a.m.

Decision

The Committee agreed:-

(1) to note the information in the report, including the impact of the Covid19 Pandemic on the Environmental Health activities and the current resource difficulties;

(2)/

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- (2) to note that the Head of Protective Services, in consultation with the Head of Human Resources and Head of Finance, would undertake a review of the staffing levels within Protective Services required to fulfil the Environmental Health statutory functions, giving cognisance to age profile, recruitment difficulties, salary, student training and succession planning;
- (3) to ask for a report to come back to the next Scrutiny Committee on the managing change exercise and the review of staffing levels; and
- (4) to express concern to the Administration on the current Environmental Health staffing levels, ask them to ensure that this was given a priority within the Council and to request that the Council leaders raise this nationally to support the focus on this area.

57. FIFE COUNCIL'S RELATIONSHIP WITH THE THIRD SECTOR

The Committee considered a report by the Head of Communities and Neighbourhoods providing an update on actions agreed previously to strengthen the relationship between Fife Council and Fife's third sector.

Decision

The Committee agreed to note the contents of the report.

58. COMMUNITY ASSET TRANSFER - UPDATE

The Committee considered a joint report by the Head of Communities and Neighbourhoods and the Head of Assets, Transportation and Environment providing an update on initial feedback received from community organisations on their experience of the community asset transfer process.

Decision

The Committee noted:-

- (1) the contents of the report; and
- (2) that a further report would be submitted to the next meeting of this Committee.

59. ENVIRONMENT, FINANCE & COMMUNITIES SCRUTINY COMMITTEE FORWARD WORK PROGRAMME

The Committee noted the Environment, Finance & Communities Scrutiny Committee Forward Work Programme which would be further updated as appropriate.

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12 October 2021

Agenda Item No. 4



Employability Activity in Fife: No One Left Behind Progress and Next Steps

Report by: Gordon Mole, Head of Business and Employability

Wards Affected: All Fife

Purpose

This report presents an update from the Opportunities Fife Partnership on employability activity in Fife delivered through Employability Pathway activity, No One Left Behind and Fife Council's internal delivery.

Recommendation(s)

Committee is asked to:

- 1. Note and comment on the employability pathway activity being delivered throughout Fife, across the different funding strands.
- 2. Recognise the direction of travel regarding employability delivery in line with emerging national frameworks.
- 3. Note and comment upon the roll out of Employment Recruitment Incentives in line with the Fife Job Contract single portal approach, exploring the inclusion of additional jobs and apprenticeships within the Fife Council jobs market and those of partner organisations such as the NHS and Third Sector.

Resource Implications

Allocations awarded by the OFP was noted by the Economy, Tourism, Strategic Planning & Transportation Sub-Committee in March 2021 as the final year of a three-year period of activity (2019-2022). Allocation was awarded as part of a partnership agreement with each delivery partner and is used, with additional match brought by the delivery partners as leverage for European Funding. These partners were selected after a competitive Challenge Fund process, carried out in October 2018, to deliver services between 1st April 2019 and 31st March 2022.

The full Scottish Government No One Left Behind allocation for each local authority area was confirmed in June 2021. All funding allocated by Scottish Government is given as a total commitment over the life of the No One Left Behind programme. These funding allocations are reviewed and agreed on an annual basis and may be subject to change. The allocation offer of £3.5m for Young Person's Guarantee and £1.7m for Parental Employability Support Fund were received in August and September 2021 respectively. The allocation is substantial, but will have to be spent prior to March 2022, with the roll-over only applicable for allocation linked to Employer Recruitment Incentives, that have been committed over a period of time to support a young person in employment. For example, to support a young person over a 25-week period, even if the young person only entered employment in March 2021, the funding could be carried over and used for the duration of the agreement with the Employer.

Legal & Risk Implications

There are no legal implications associated with this report. All awards are recommended for support subject to compliance with Fife Council's Monitoring and Evaluation Framework which requires that they are reviewed on an annual basis as part of the Council's ongoing commitment to ensuring organisations are meeting the terms of their Service Level Agreement. The terms and conditions of funding for the Parental Employability Support Fund, Young Person's Guarantee and No One Left Behind have been agreed in 2020/2021 with Legal Services and Finance, and are not anticipated to change for future years delivery.

Impact Assessment

No impact assessment is required for this report as it relates to programme performance. The No One Left Behind Fife delivery model has been developed using a Human Rights Based approach to ensure that delivery is inclusive of all groups with protected characteristics and those at greater disadvantage in the labour market. The challenge fund framework was developed in line with the Scottish Approach to Service Design and in line with Scottish Government strategy on Halving the Disability Employment Gap, Reducing the Gender Pay gap, Reducing the Race Pay Gap, and Tackling Child Poverty.

The Fairer Scotland Duty, which came into force on 1 April 2018, requires the Council to consider how it can reduce inequalities of outcome caused by socioeconomic disadvantage when making strategic decisions. Both the Plan for Fife and Fife's Economic Strategy align with this Duty in their commitment to working towards achieving inclusive growth and economic growth, which is shared by all. The grants provided by Fife Council, as detailed in this report, provide specific support to reduce inequalities and support inclusive growth in Fife.

Consultation

The Head of Finance and Head of Legal & Democratic Services have been consulted in the development of this report.

The Opportunities Fife Partnership, as the local employability partnership provide the strategic direction for this activity and monitor the progress and performance of the delivery partners for both Employability Pathway and NOLB.

Service Monitoring Officers have been involved in the preparation of this report.

1.0 Introduction

- 1.1 This report sets out the approach that the Opportunities Fife Partnership has taken to deliver employability services starting with our current European Programme and expanding that to include new No One Left Behind activity. The report will provide information on the governance of these activities, the commissioning principles, our progress to date and next steps for refreshing the commissioning framework.
- 1.2 The Opportunities Fife Partnership (OFP) is Fife's Local Employability Partnership, currently chaired by Gordon MacDougall, Head of Region for North East Scotland at Skills Development Scotland. The OFP is a strategic decision making body that reports to the Community Planning Partnership. It has responsibility for delivering on key aspects of the Plan 4 Fife, specifically with regard to Inclusive Growth and Jobs, but also linked to Opportunities for All.
- 1.3. The OFP's mission is to influence and drive innovative approaches to skills and employability services that reflect the current and future needs of individuals and employers.

- 1.4 The OFP structure comprises of full Partnership Board, an Executive Group and is supported by four delivery groups with responsibility for supporting:
 - Adult Employment (chaired by Department of Work and Pensions)
 - Youth Employment (chaired by Fife College)
 - those with Health and Disability Issues (chaired by Fife Voluntary Action)
 - Employer Engagement (chaired by Fife Council)
- 1.5 The OFP has had responsibility for the delivery of Fife's Employability Pathway programme. This programme is in its final phase and will be concluding in March 2022. Activity delivered through the Opportunities Fife Partnership's (OFP) Employability Pathway is funded through a combination of OFP allocation, delivery partner match funding and allocation drawn down though European Structural and Investment Funds. The value of this employability pathway activity is £2.9m for 2021/22; which is the final year of a programme totalling £8.4m between April 2019 and March 2022.
- 1.6 Activity on the Employability Pathway was commissioned through a Challenge Fund, with a commitment to support the increased capacity of third sector organisations and promote partnership working. Activity on the pathway supports those with complex, multiple barriers to employment, and has a geographical focus on those living in Mid-Fife. The priorities for the OFP revised in 2018 were heavily focused on those living in employment deprived communities, those with health and disability issues, particularly those whose mental health was a barrier to employment, youth employment and we were beginning to look at in-work poverty as an issue.
- 1.7 Even during the pandemic, working under restrictions these delivery partners continued to offer support, skills training and access to those employment opportunities that were available, in line with the Leading Economic Recovery Action Plan, agreed by Policy & Co-ordination Committee. Delivery partners have done excellent work to ensure vulnerable clients were engaged, linked into additional support services and continued to provide an extremely high level of engagement. Appendix One provides a snapshot of the performance of the Employability Pathway from April 2015 March 2022.
- 1.8 European Funding will come to an end in March 2022 and as a replacement the UK Government has outlined a plan to implement a UK Shared Prosperity Fund (UKSPF). Full details of the UKSPF are awaited at the time of this report. Should it be possible, the OFP intend to use this fund as match for delivery of employability activities going forward. The Department for Work & Pensions (DWP) will be the responsible department for UKSPF as it relates to employability spend. Having the strategic oversight of employability allows the partnership to develop activity that will compliment No One Left Behind, reduce duplication, promote partnership working and target innovative programmes at those that are most in need.
- 1.9 Employment recruitment incentives represent a significant opportunity to support our priority clients and employers. They provide a vehicle to implement large scale investment in jobs and apprenticeships that support the broader economic recovery plans in Fife. We have successfully developed a single portal approach for all job funding programmes that now provides a high-quality service with significant scope to scale-up the approach to include further activity within the private, public and third sector employers. Including, priority sectors, recovering sectors and those clients with priority characteristics who without support would not achieve positive destinations. This approach can build upon the successful implementation of the Fife Job Contract, Kickstart, Developing the Young Workforce and Workforce Youth Investment models with sustainability of outcomes central to the approach.

2.0 No One Left Behind

2.1 Policy Context

- 2.1.1 No One Left Behind outlines a new approach to funding and delivery of employability services. It signals a shift from a top-down programme approach, where target groups and provision are set out at a national level, to one where local areas have the flexibility to use funding in line with the needs of their local community.
- 2.1.2 On 5th December 2018, the Scottish Government (SG) and the Convention of Scottish Local Authorities (COSLA) signed a Partnership Working Agreement for Employability. This aims to drive co-operation, integration and alignment between national and local employability services in Scotland, establishing a joint commitment to deliver the objectives of No One Left Behind. The Partnership Working Agreement places both Local and National Government as being jointly accountable for delivering this system change.
- 2.1.3 Reflecting the multiple sectors involved in delivering employability services, the development and delivery of No One Left Behind requires a partnership approach. The workstreams and products being developed to support local partnerships in delivering No One Left Behind, including the framework, are being developed collaboratively involving public, private and third sector partners.
- 2.1.4 The No One Left Behind commitments, including a requirement to align and streamline data collected across services, are set out in the following publications:
 - No One Left Behind: next steps for employability support gov.scot (www.gov.scot)
 - No One Left Behind: review of employability services gov.scot (www.gov.scot)
- 2.1.5 These commitments are designed to support services and local partnerships to create a framework based on the following principles:
 - Dignity and respect, fairness and equality and continuous improvement
 - Provides flexible, and person-centred support
 - Is straightforward for people to navigate
 - Integrated and aligned with other services
 - Provides pathways into sustainable and fair work
 - Driven by evidence including data and experience of others
 - Support more people to move into the right job, at the right time.

2.2 Governance:

- 2.2.1 Initially a No One Left Behind Fife Working Group, formed of representatives of strategic organisations drawn from the Opportunities Fife Partnership, including DWP, Skills Development Scotland, Fife Council, Fife College, Fife Voluntary Action and NHS Fife, worked together to develop a framework of support for those with barriers to accessing and sustaining employment.
- 2.2.2 Once activity was commissioned this group was reconfigured into an Oversight and Scrutiny Group, with responsibility for overseeing the commissioned activity and ensuring that delivery partners are working together to meet the projects aims. No One Left Behind as a programme is moving away from just traditional outcomes linked to jobs and skills progressions, but placing more focus on charting the clients' individual journey and how they are progressing against their own goals.

- 2.2.3 Projects are co-ordinated through the Opportunities Fife Partnership team, who are responsible for the monitoring and management of the programme. A No One Left Behind Co-ordinator has been appointed to support co-ordination and delivery of the programme and came into post in May 2021. Fife Voluntary Action, through their existing service level agreement provide support to the delivery organisations as well as strategic advice to the programme. Fife Centre for Equalities provides specialist expertise on equalities monitoring and engagement. The monitoring and performance management is fed back to the Oversight and Scrutiny Group and reported to the Opportunities Fife Partnership, as part of the wider monitoring and reporting of employability activity in Fife.
- 2.2.4 Nationally, the No One Left Behind programme is managed by the Improvement Service, with input from local authorities via SLAED. Fife Council has provided input into the delivery process nationally through this route. Each local authority is able to design NOLB provision according to local need.

2.3 Challenge Fund Framework:

- 2.3.1 A commissioning framework for NOLB was produced in October 2020, based on the principles already implemented through the European Programme, and linked heavily to the Scottish Approach to Service Design. The framework was based on the findings of 16 collaborative conversations, with 120 individuals and over 124 responses to an online survey.
- 2.3.2 This process included the voices of frontline staff, those who have used and are currently using employability services, including people with disabilities, community organisations, drug and alcohol dependency service users, those with experience of the criminal justice system, members of Fife's LGBTQ+ community, and those drawn from each of the seven local area committee areas. This was supplemented in the design of the NOLB Challenge Fund by available data on these equalities factors, and alignment with the Plan 4 Fife.
- 2.3.3 The Scottish Government's No One Left Behind Delivery Plan was launched in December 2020 and set out the key principles for delivery of No One Left Behind provision. These strongly accord with the principles and approach defined through the development of the No One Left Behind Fife challenge framework, as set out below. Fife Voluntary Action represented No One Left Behind Fife (NOLB Fife) on the Scottish Government's Service Design working group in the development of the design principles for the national delivery plan. These are as follows;

Equal and fair: people accessing the service will be treated as equals, they will feel respected, trusted and listened to.

Strengths-based: provision will focus on helping people to identify and grow their own strengths rather than solving problems for them. This also means giving people responsibility and allowing them to make mistakes and take risks.

Non-judgemental: people will feel able to open-up without risk of judgment, staff will bring humility and an open mind to understand peoples' individual situation and challenges

Discreet: services will be provided in a way that respects people's need for privacy and the vulnerability associated with accessing support services

Collaborative: services will work together to ensure people get the support they need when they need it. This includes warm handovers or working alongside one another, with clearly identified progression options and support pathways.

Time unlimited and progressive: services will balance consistency and dependability with energy, momentum and challenge at a pace that works for the individual and which maintains momentum towards improved employability

Continuously improving: services will actively gather feedback from people who use their services, reflect on delivery and demonstrate a willingness to adapt and learn.

Hopeful: provision will hold the hope for everyone who comes through the door, (and those who don't), and support people to recognise, voice and progress their individual hopes. Knowing that the right work is out there for them, and we are all on a journey

- 2.3.4 The voice of the lived experience group was instrumental and innovative in developing the new provision in Fife. By involving people who use employability services, frontline staff and employers in the service planning, design and delivery was crucial to developing services which are inclusive, responsive and relevant. This included targeted efforts to engage with people affected under the Equalities Act (Scotland) 2010. This is in line with the Scottish Human Rights PANEL principles of: Participation, Accountability, Non-Discrimination, Engagement and Legality.
- 2.3.5 The No One Left Behind commissioning process and provision was subject to a research/evaluation process by the National Institute for Health Research, which has identified an interest in the health and wellbeing outcomes of programme design. NIHR has co-produced its reporting with Fife Council and Fife Voluntary Action to evaluate a citizen-informed design of employment support in Fife. The first phase of this activity has concluded and evaluated the commissioning process. The findings will be used to inform the refresh of the commissioning process for 2022/2023. The second phase will evaluate NOLB provision and is expected to commence in November 2021 and conclude by February 2022.
- 2.3.6 NOLB funding is currently allocated through the Challenge Framework on an annual basis, which is in line with Scottish Government funding requirements. By not having the funding allocated to local authorities on a three- or four-year basis, this does not give the local authority partnerships the scope to develop longer term interventions or provide a continuity of employability services for the clients. This cannot be resolved until there is clarity on the Scottish Government funding allocation for NOLB, which will involve the decentralisation of the Employability Fund and Community Jobs Scotland allocation.
- 2.3.7 The NOLB Fife Oversight and Scrutiny Group met on 7th September 2021 to discuss possible options regarding the commissioning of NOLB activity for 2022/23 and beyond. The decision was made that the Commissioning Framework needed to be updated with regards to the policy drivers and statistics regarding key target groups. There would also be an added focus on partnership working with delivery partners. There would be flexibility within the commissioning process to trial activity that would be short-term and is responsive to identified need. It was agreed by the Oversight and Scrutiny Group that awards should be based on a 1 year, with a possible one or two year funding clause, which would enable a continuity of delivery, should the budget be available and that delivery partners be performing to an acceptable standard. If the Scottish Government provides Fife Council with a proposed allocation over a longer term, three- or five-year period, the intention would be to commission longer term interventions, but without budget certainty the option of continuing activity that was performing well would be a suitable compromise and in line with the ambitions of the Plan 4 Fife (Inclusive Growth & Jobs).
- 2.3.8 A revised and updated Commissioning Framework will be published in November after consultation and approval from the OFP and the NOLB Oversight and Scrutiny Group. Applications will be requested before Christmas and a scoring team will evaluate bids in January. Recommendations will be made to OFP in February and a paper brought to Policy and Co-ordination Committee on Thursday 3 March 2022.

3.0 Performance

3.1 Challenge Fund Activity

- 3.1.1 Delivery of the No One Left Behind programme commenced on 30 April 2021. Six projects were commissioned comprising of:
 - one project for adult delivery,
 - · two youth projects,
 - two projects to support vulnerable and disadvantaged families and
 - one specialist provision for health and disabilities, as set out in Appendix Two to this report.

The total value of these projects is £1.9m. The projects are supported by a NOLB Fife Infrastructure programme including ongoing staff training and development, marketing, equalities monitoring and evaluation.

- 3.1.2 Adult Provision is delivered by Fife ETC and is called Spring Forward, which provides employment support for people aged 25 years and older. This is a partnership approach involving BRAG enterprises, Kingdom Works, Citizens Advice and Rights Fife (CARF), Clued Up, Fife Voluntary Action (FVA) and Frontline Fife. Their registration target for 21/22 is 280 and at the time of the report (24 September) they have achieved 77 registrations, which is 29%. The project has a personal outcomes target of 140 and presently they have achieved 34 which equates to 24% and 60 employment outcomes of which have achieved 6 so far which is 10% Of these six, all have secured full time employment.
- 3.1.3 In relation to youth provision, two programmes were commissioned that target the 16-18 year old age group and 19-24 year olds as distinct provision delivered by Fife Council's Employability Services and third sector delivery partners respectively.
 - The Council's provision, Employability Access and Support for Young People (EASYP) is an employability pathway for young people transitioning from Education (aged 16-18) or disengaged from Education facing difficulties engaging with mainstream programmes such as Foundation & Modern Apprenticeships, Fairstart, Further Education or open labour market. EASYP is a partnership involving Fife Council Education, Employability and Communities & Neighbourhood services. This partnership is strengthened through People and Place Leadership Teams in each of the 7 localities with enhanced reach provided through collaborations Children & Families, Criminal Justice and Care Experienced Young People's Teams, Housing, HSCP partners, DWP, SDS, Fife College and third sector specialist provision. EASYP are currently working with 83 young people, with a registration target of 300, this is 28% so far.
 - BRAG Enterprises run the 'Brighter Futures' programme in partnership with Clued Up and APEX which focusses on longer term unemployed young people with low attainment levels, a lack of skills, potential drug or alcohol misuse issues, engagement with social work or community justice. The nature of this proposal was more linked to the 19-24 bracket with activity focussed on community engagement and outreach work to identify and engage with these young people with these characteristics. Their registration target for 21/22 is 340 and so-far they have registered 97 young people (29%). The project has a personal outcomes target of 170 and presently they have achieved 43 which equates to 25%. The project has 51 employment outcomes and they have achieved 10 which is 20%. Out of the ten, eight have secured full time employment. One person has secured part-time employment and one person has registered as self-employed.

- 3.1.4 Specialist provision has three projects delivering activity:
 - Fife Employment Access Trust (Out to Work) are delivering a service for clients whose mental health is a barrier to them accessing employment. This activity will support 68 individuals this year and after an initial set up phase have registered their first client.

The other two aspects of specialist provision are both family support services:

- BRAG Enterprises running the Square Start Programme which will support 44
 families from the South West, Dunfermline and North East areas. Currently
 23 families are engaged in the project. The project has achieved 8 out of 22
 personal outcomes which is 36% and includes accreditation where the
 children taking part in activities and working towards an accredited SQA award
 such as the High 5 Award, Dynamic Youth Award or Bronze level Youth
 Achievement Award.
- Fife Gingerbread (Making it Work in Fife) are running the final piece of delivery, supporting 83 families in the "mid-Fife" area which includes Cowdenbeath, Kirkcaldy, Glenrothes and Levenmouth. At this time 28 families are engaged, against a target of 83, which at present is 34%. Within this project Fife Gingerbread have managed to attract 19 volunteers and their target is 30 which equates to 63%. Twelve families have engaged with CARF and their target was 30. As such they are at 40% towards this outcome. Three family members have managed to secure part-time employment which equates to 25% of the target of 12 employment outcomes.

3.2 Fife Council Directly Delivered Activity:

3.2.1 Phase 1 No One Left Behind

NOLB phase 1 activity commenced in 2019/20 and consisted of two delivery strands.

- 16+ aged client group provision, which previously had been activity agreements providing support to young people who did not have a positive destination upon leaving school.
- An employment recruitment incentive run through the Fife Job Contract (FJC) to create additional jobs and apprentices.

The phase one 16+ activity was affected by the Covid crisis and as a result 80 clients were carried forward to the new commissioned activity, due a lack of onward opportunities during the pandemic.

3.2.2 NOLB Phase one activity met all the targets expected and the impact that COVID-19 had on performance was reported to Scottish Government. Although progression opportunities were more limited due to furlough and the nature of restrictions on full time education, job outcomes were encouraging despite the challenges faced.

The following table provides a summary of the outcomes from phase 1 activity:

NOLB Pha	se 1	Registrations	Employment	Additional Outcomes**	MAs*
2040/20	16+	295	19	115	
2019/20	FJC	75	75	38	13
2020/21	16+	52	4	28	
	FJC	52	52	2	16
	Totals	474	150	183	29

^{*} Modern Apprenticeships

^{**} Includes progression to FE and training

3.3 Employment Recruitment Incentives (Fife Job Contract)

- 3.3.1 Fife Council has simplified the multiple funded employment incentives under one overarching Programme. The Fife Job Contract is the single portal approach for all employers to access all age funding to create additional jobs and apprenticeships. Employers can apply for the funding available through NOLB, YPG and DWP Kickstart Gateway. Through this approach we can provide employers with the most appropriate funding for them whilst "hiding the wiring" and providing additional signposting to other business support available. Support includes action planning, access to training, support with advertising jobs and assistance to claim the funding. We priorities employers from key and recovering sectors providing help for those clients who without support would not achieve a positive destination.
- 3.3.2 Employers can access this service through contacting fic@fife.gov.uk
- 3.3.3 The table below provides a summary of FJC outcomes:

Fife Job Contract Programme End of Q2 21/22								
Funding	Jobs to Date 21/22	Total Planned 21/22	% Against Target	Comment				
Kickstart (DWP)	214	280	214%	Originally 100				
YPG (SG)	34 of which (23MA)	180	18%	Significant uplift expected Q3+4 based on jobs in approval process.				
NOLB (SG)	12 of which (2MA)	60	20%	Target to be met and to include uplift in adult places.				

3.3.4 Summary of Ongoing FJC Priorities:

- Continue to roll out the FJC Model within the wider partnership of third sector and public sector stakeholders. Maximising the jobs and apprenticeships in Fife for young people and adults.
- Continue to priorities those clients with barriers who without support would not achieve a positive destination.
- Implement sustainability interventions to support clients with the Kickstart scheme to retain/sustain employment.
- Implement sectoral academy responses to support sectors such as hospitality, tourism and transportation.
- Deliver motivational programmes aimed at those individuals who require additional support to make the first step towards employment.
- Implementation of Intermediate Labour Market approaches where priority clients can access training and support whilst earning a wage working on locally identified community priorities such as environmental works and amenity improvements.

4.0 Conclusions

- 4.1 There is a wide range of activity being delivered in Fife through the Opportunities Fife Partnership linked to both ESIF and No One Left Behind funding. Governance and oversight of this activity is key from a partnership point of view to ensure that projects compliment each other and allocation can be maximised and targeted at those groups (both social and geographic) that need it most.
- 4.2 Fife's process for engagement with stakeholders and especially the third sector and the voice of lived experience to co-develop and co-design a commissioning framework has been recognised as innovative and has been used as an exemplar by the Improvement Service.

- 4.3 The OFP is committed to this approach as the partners feel it is the best way to promote community engagement and give the widest range of support for the most vulnerable. The approach would be greatly enhanced by longer term budget certainty for NOLB. This would facilitate the commissioning of longer-term interventions and promote consistency of service for more complex clients.
- 4.4 Fife has benefitted from significant investment through the European Programme and lack of clarity around UK Shared Prosperity Fund as a replacement to ESIF will result in uncertainty from delivery partners, and an increased emphasis on NOLB activity to support greater numbers, once the European Programme finishes in 2022.
- 4.5 Significant lessons have been learned through the effective implementation of employment recruitment services through our single portal approach. The opportunity exists to scale-up this approach in partnership with internal Council Services, partner public sector bodies and the Third Sector.

List of Appendices

Appendix One: OFP Performance Highlights April 2015 – March 2022. Appendix Two: Summary of NOLB Fife's Commissioned Project Delivery.

Appendix Three: Summary of Fife Council Employability Services Activities linked to No

One Left Behind

Background Papers

The following papers were relied on in the preparation of this report in terms of the Local Government (Scotland) Act, 1973:

None

Report Contacts

Gordon Mole
Head of Business and Employability
Fife House, North Street, Glenrothes
Telephone: 03451 55 55 55 ext: 446540
Email – gordon.mole@fife.gov.uk

Adam Dunkerley
Opportunities Fife Partnership Manager
Business & Employability
Fife House, North Street, Glenrothes
Telephone: 03451 55 55 ext: 440327
Email: adam.dunkerley@fife.gov.uk

Mike Crosbie
No-one Left Behind Co-ordinator
Employability
Fife House, North Street, Glenrothes
Telephone: 03451 55 55 55 ext: 460681
Email: mike.crosbie@fife.gov.uk

Appendix One:

Opportunities Fife Partnership – Employability Pathway Performance Highlights April 2015 – March 2022

Table 1: Registrations and Jobs, per year, across two phases of the Pathway. (2021-22 includes figures from April – 30 September)

_	Phase 1					Phase 2			Project Total	
Activity	2015-16	2016-17	2017-18	2018-19	Total	2019-20	2020-21	2021-22	Total	
Registrations	3351	2569	1844	1917	9681	2484	1834	593	4911	14,592
Jobs	909	1101	772	863	3645	671	513	248	1432	5,077
	27%	43%	42%	45%	38%	27%	29%	42%	29%	35%

Chart 1:

Registrations by locality: 69% of registrations are coming from Mid-Fife

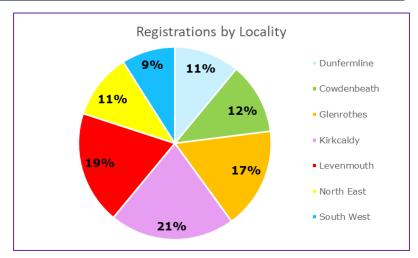
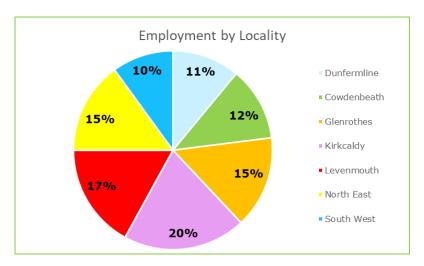


Chart 2:

Employment by locality: 64% of jobs are coming from people living in Mid-Fife.



Appendix Two:

Summary of NOLB Fife Project Delivery

Adult Provision:

Project Name: Spring Forward

Delivery Organisation: Fife-ETC (consortium bid)

Summary: A Fife wide employability project supporting adults 25 and over into good sustainable jobs which will improve their life and in turn improve the employability and life chances of their children and generations to come. Incorporating 7 delivery partners operating together as one unit we support in all stages of the programme from engagement through to in work support.

Including but not limited to:

- Key workers
- 1-2-1 support
- Courses
- Barrier resolution
- Accredited training
- Peer mentoring
- Work placements
- Volunteering
- Job brokerage & In Work Support

Funding allocated: £248,000

Youth Provision:

Project Name: Brighter Futures

Delivery Organisation: Brag Enterprises

Brag's youth service will have a particular focus on the Adverse Childhood Experiences (ACEs) group of young people. Brag will provide end to end key worker support across the full 5 stage pathway including a unique job brokerage offer. Accessible to all with options of delivering out with normal working hours, ensuring that our service is available to young people at a time that suits their needs. Key workers will facilitate a programme of activities for at each stage of the pathway, using a personcentred, strengths-based approach, whilst providing support and continuity throughout their journey. Our partners Clued-up and Apex Scotland both bring added value to the project, providing specialisms and focused support to young people who have experienced ACEs.

Funding allocated: £375,391

Note: This project will deliver outcomes for 19-24 year olds, representing 35% of youth programme provision.

Project Name: Employability Access & Support for Young People (EASYP)

Delivery Organisation: Fife Council

A strength-based employability pathway for young people transitioning from Education and up to 18 years of age, facing difficulties engaging with mainstream programmes such as Foundation & Modern Apprenticeships, Fairstart, Further Education or open labour market. Diagnostic assessment and action planning will identify individual circumstances, strengths, disadvantages /barriers, training & skills needs and work aspirations to inform a tailored multi-option offer such as employability & digital skills training, personal & motivational development, sectoral academies, accredited training leading to paid work through our engagement with employers with 121 support provided end to end.

Our extensive employer network and access to financial incentives offers access to tailored and open labour market vacancies that young people will be supported to secure and sustain.

Funding allocated: £624,409

Note: This project will deliver outcomes for 16-18 year olds, representing 65% of youth programme provision.

Specialist Provision:

Project Name: Out to Work

Delivery Organisation: Fife Employment Access Trust (FEAT)

A personal development, self-management and early employability programme for young people and adults experiencing severe mental health issues leading into focused jobsearch and in-work support through the IPS Model. The initial engagement programme has two separate strands, one outdoorbased provision "Grow your Mind" and one indoor/online provision "Employ your Mind". Additional provision of training to other frontline service staff.

Funding allocated: £79,468

Project Name: Families - Square Start

Delivery Organisation: Brag Enterprises

A fully inclusive service for families including lone parents across Fife. Concentrating on the makeup of the family and ensuring all are supported to provide increased aspirations and outcomes. Working with a blend of 1-2-1 and group work all designed to:

- Break down barriers either perceived or actual
- Digitally include families
- Reduce social isolation
- Improve mental wellbeing
- Increase confidence in children
- · Increase confidence in adults parenting

Funding allocated: £130,754

Note: This provision will be for the three areas of Dunfermline, South & West Fife and North East Fife

Project Name: Making it Work for Fife

Delivery Organisation: Fife Gingerbread

Making it Work for Fife will enhance the current provision being delivered for lone parents.

Fife Gingerbread and Citizens Advice & Rights Fife will expand our current resource to include dedicated project staff and volunteers to deliver early engagement (reducing barriers to registering with mainstream provision) and in work support (engaging working families to sustain and better their employment).

This will build upon our experience of supporting lone parents in Fife and our established partnership approach. Lone Parents are a particularly vulnerable family group — more likely to be isolated, more likely to be surviving poverty and more likely to be stuck in low paid work. This proposal will provide targeted support to in and out of work lone parents.

Funding allocated: £242,429

Note: This provision will be for the four Mid Fife areas of Cowdenbeath, Glenrothes, Kirkcaldy and Levenmouth.

Appendix Three:

Summary of Fife Council Employability Services Activities linked to No One Left Behind

Young Person's Guarantee

There are multiple strands of activity outlined to support job creation and support for young people with NOLB characteristics to supplement and build upon existing activity.

This includes:

Kickstart Sustainability Funding: The UK Government's Kickstart Scheme, launched in October 2020 to give unemployed young people aged 16-24 and on Universal Credit, a paid placement for up to 6 months to build their skills and experience in the workplace to improve their chances of finding long-term work and kickstart the careers of those who could otherwise be left behind as a result of the pandemic. This scheme is administered by the Department for Work & Pensions (DWP).

Fife Council's Business & Employability Service are an approved Kickstart (KS) Gateway provider. The Employability team supports Fife Council directorates and external employers to access KS funding from DWP for young peoples' Kickstart placements at a rate of NMW for 25 hours for 26 weeks and offer an end-to-end key worker service for every young person who applies for a KS placement whether they are successful or not in gaining a job. The Council adds value to the Kickstart approach in Fife through an investment of our staff, their employability expertise and knowledge of internal supplementary funding to maximise the outcomes achieved in creating long term outcomes for young people who are successful in securing a KS placement. Our KS offer is further enhanced by its administration through the highly successful Fife Job Contract portal, thus ensuring that employers who are not given approval for KS funding, may access FJC funding or other sources of funding that can support job creation for people of all ages. The Employability team has supported the creation of 210 KS jobs and are providing end to end support for 97 young people in work and 32 young people who are still seeking a suitable KS or open employment placement.

We embed sustainment planning from the outset through the review process. Successful sustainment occurs when the young person transitions to a permanent paid job on the employer's establishment, college, university or further education, an MA or a permanent job with another employer. We aim to provide additional funding through the YPG to the employer where the following conditions are met:

- Transitioning the young person to a Modern Apprenticeship (MA)
- Young person may source paid with an alternate employer already funded via FJC
- Young person finds a potential job within an emerging or challenged business sector
- Young person has faced additional challenges during the placement and requires more time to show their potential
- Employer is prepared to offer a substantive paid job for the K employee and take on an additional young person for six months
- Employer is prepared to offer training or work placements or work opportunities that would benefit other individuals on an employability pathway

To build on the success of our Kickstart offer and long established high performing FJC offer, we plan to utilise further available YPG funding for the creation of Employer Recruitment Incentives that are wholly subsidised, temporary and supernumerary to the establishment, do not displace or substitute existing jobs, are for at least six months (if not an MA or Traineeship) with sustainability potential – e.g. provision of in-house accredited and non-accredited training, embedded wrap around support, sustainability action planning. Priority funding will be also be given to job creation that brings additional community value; meets workforce investment commitments for health, social care, early learning and childcare; provides opportunity within green/net zero jobs, environmental, Town Centre Developments, renewables, energy efficiency, capital and infrastructure or digital investments.

Employer Recruitment Incentive

Employer Recruitment Incentive for current youth provision funded under the NOLB Fife framework. This is focussed on a client driven approach to boost sustainable outcomes for young people furthest removed from the labour market who are most at risk of being left behind at a time when disadvantaged youths are disproportionally affected in an adverse economic climate caused by COVID challenges. This incentive will be used to "tailor" job creation that allows disadvantaged young people to gain a foothold in the labour market, boosting the young person's chances of securing promotion to a permanent vacancy within the employer's establishment or to increase their prospects whilst already in work of finding a sustainable job as the wider economy recovers. Key workers involved in the youth provisions will provide end to end employability support and depending on the clients in-work support needs, engage with prospective employers to negotiate flexibility, accommodations and adjustments to create jobs that help the young person enter employment and sustain the job.

ERIs are targeted at Anchor institutions with particular emphases on; creating Modern Apprenticeship Opportunities, Traineeships and entry level roles for recovering and emerging sectors and sustainable paid placement creation to develop diverse workforces that are more resilient and can respond more effectively to future crisis situations.

From the outset, the employer will be expected to link with an employability officer to support the recruitment and selection of candidates who are most at risk of not gaining a foothold in work without support, where this is possible. To this end, a wrap-around support package will be on offer to increase employer's capacity to recruit, train and sustain a diverse workforce through flexibility in work practices and creating and sustaining a mentally healthy workforce. We will engage with these employers and where required support the design of Academies that offer real work experience in these sectors and routeways to work for candidates who complete relevant training and certification.

ERIs targeted to provide jobs for young people with disabilities and health conditions. These young people will be engaged and supported through the provision of the Scottish Government Supported Employment Framework and through Fife Council's Specialist Supported Employment Service. This will provide diagnostic assessment and holistic action planning; direct engagement with anchor institutions and employers to negotiate accommodations and reasonable adjustments to tailor supernumerary paid jobs for young people; prepare young people to train and upskill on paid placement with the aim of progressing towards existing vacancies, wrap around support for the young person and the employer to promote sustainment in the job and an Employer capacity building package that provides training and support in the Recruitment, Selection and Retention of People with disabilities and health conditions, Creating and Sustaining a Mentally Healthy workplace, Equality and Diversity in the workplace.

In addition to the ERIs outlined we also plan to utilise available funding directly for the benefit of the young person as set out below:

Young people living in poverty are at a greater risk of poor academic achievement, school drop-out, abuse, neglect, behavioural and socioemotional problems and physical health issues. People living in poverty are more susceptible to health problems because of poor nutrition, strain and stress of family situation, relationship issues, substance misuse, debt, housing issues leading to chronic disease and poor mental health. Poverty has a negative impact on young peoples' views of themselves, their aspirations, future direction, confidence, self-esteem and ability to plan for a positive future. Our Young Person's Employability Funding provides funding that can be invested in:

- 121 Motivational and personal development supports to challenge self-limiting beliefs and support young people on the path to positive planning for their future plus mentor support to engage with DWP and employability provision
- Transformational funding for the young person such as appropriate clothing, digital resources, personal funding for hairdresser/personal products

- Discretionary funding to pay for proof of ID- e.g., birth certificate, Citizens' card, travel/food vouchers
- Funding of Academies that meet client's skills gaps and employer's recruitment needs

Funding is also available to increase job creation for adults within Public and Third sectors that will supplement FJC funding already available across all sectors and for all ages. To support this offer we have engaged with Fife Council and NHS workforce directorates initially (with 3rd sector engagement pending) to discuss our approach and have gained their commitment in principle to create opportunities for adults by building on the lessons learned and good practice already in existence and continuously improved within our FJC and Kickstart offer.

The investment will support those aged 25+ experiencing LTU (defined as 12 months out of work) who would, without significant investment, struggle to secure employment.

Our intention is to provide a case management approach whereby every participant is provided with wrap around support to encourage sustainment and progression to substantive opportunities. We will supplement available funding with additional funding streams to pay for certified training, additional hours etc. This would be negotiated on an individual basis.

For all the ERIs outlined, we will promote Fife's Job Creation opportunities, available funding and how to access funding to relevant stakeholders such as Employers, Employability Organisations, Key Workers, Clients and Opportunities Fife partners.

Supported Employment Services and support for disabled young people

Fife Council's Supported Employment Service is one of Scotland's largest local authorities and locally based provision of specialist employability support for disabled people and the main provision of pan disability employment support operating in Fife.

They are core and externally funded for an all-age provision. All programmes adopt recognised supported employment practice for people with disabilities or disadvantages in the labour market as advocated by the Scottish Government and COSLA approved Supported Employment Framework and in line with the person centred and strength-based practice highlighted within Fife's NOLB commissioning framework.

Supported Employment Services and support for disabled young people

Fife Council's Supported Employment Services are also involved in the delivery of the following programmes:

Core funding:

- End to end key worker support through application of a five stage employability pathway for young disabled people age 19-24 (excludes support for young people with mental health issues). This plugs external funding gaps of ESIF and NOLB funding streams.
- Autism profiling for people of all ages- to support people with ASD to develop coping strategies
 and mechanisms that help them understand their social challenges/idiosyncrasies and
 increases entry to and sustainment within employment.
- Prescription to Work and Retention Support: in-work support for people struggling to sustain
 their jobs because of disability or ill health, early intervention for people currently off sick from
 work, a social prescribing model in partnership with GP surgeries in some localities that aims
 to reduce repeat visits to surgeries and engages individuals in meaningful planning and
 employability support that improves their mental wellbeing
- Supported Employment Training: work-based activities and development of transferrable employability skills with the aim of helping progress people to work readiness and build action plans that help individuals progress effectively into employment

- Accessible Fife: pre-work/apprenticeship academy for young disabled people that links available funding to meet their work aspirations and negotiates accommodated apprenticeships and opportunities with suitable employers
- Employer Engagement and Capacity building: FCSES have a lead role in engaging with employers and supporting them to improve their capacity to employ and retain disabled people. This is achieved through delivery of Disability and Disability Specific Awareness Training, lead in design and promotion of Just Ask Listen Talk, a toolkit for employers to support the creation and sustainment of mentally healthy workplaces, Recruitment, Selection and Retention of Disabled People guidance and Individual Risk Assessment for Accommodations and Adjustments in the Workplace.

External funding:

- Special Schools Project: working alongside all special schools in Fife to design and deliver a
 tailored employability programme for senior phase students predominantly with learning
 disabilities, and developing employer connections to encourage the offer of work experience
 and potentially, paid employment for young people leaving education as an alternative to
 college Adult Learning Programmes
- Better Engaged/Works Better: End to end key worker employability support for young people age 16-24 who experience mental health issues.
- EASYP: Employability Access and Support for Young People. FCSES are the lead partner in supporting young people with disabilities and health conditions age 16-18 as outlined in section 3.1.3 and through the application of the supported employment methodology for young people who experience multiple barriers to work.
- Positive Pathways for Adults: Supported Employment adult provision for adults with disabilities, health conditions and mild to moderate mental health issues.
- Positive Pathways for Parents: End to end employability support for parents of children of all
 ages- including grandparents supporting adult children with childcare or care, that also offers
 remote short employability course to develop digital and transferrable work skills.

Performance Summary for current year:

	Target Registration	Registrations	Positive outcome	Employability Outcome/ Training, certification, course	Voluntary experience/ work experience	Paid work	Completed
SES (16-24)	100	169	315	14	3	41	
EASYP	100	24	48	23	1	1	
Special Schools	5 schools 40 students	5 schools 23	30	23	0	0	
Positive Pathways	225	82	155	23	8	12	
Positive Pathways parents	40	50	44	40	1	4	
Works Better	45	18	29	18	1	3	
Autism profiles		33					30
SET	24	13					10
Retentions		14	28			14	

Environment, Finance and Communities Scrutiny Committee



2nd November 2021 Agenda Item No. 5

Tackling Poverty – Funding Analysis

Report by: Michael Enston, Executive Director

Wards Affected: All

Purpose

To present an update on the anti-poverty spending impact requested by the committee in April.

Recommendation(s)

The committee is asked to -

- 1. consider the requested update report;
- 2. note that the Tackling Poverty and Preventing Crisis Delivery Board will take forward work on data and impact.

Resource Implications

There are no immediate resource implications, although the report itself is about the impact of allocated funding.

Legal & Risk Implications

There are no legal and risk implications.

Impact Assessment

An EqIA is not required as the report does not propose any changes to existing policies and practices.

Consultation

Consultation throughout the process of preparing this report has been undertaken directly with project managers.

1.0 Background

- 1.1 The Committee has requested an update to the report presented on 13th April 2021. The original work on anti-poverty spending was undertaken to inform review of the Plan for Fife, especially the tackling poverty and crisis prevention element. Since the last report, the Plan for Fife has been reviewed and an updated Plan, focussing on the priorities and changes to the way we work post-Covid has been agreed, along with the new governance arrangements required to deliver this. The Tackling Poverty and Preventing Crisis Delivery Board has been tasked with taking forward work on data requirements and measuring impact for poverty spending.
- 1.2 The report provides a highly summarised overview of the likely impact of spend on poverty outcomes. The report itself is Appendix 1. To ensure consistency, the same analysis methodology has been used, applied to the 2020/21 dataset of anti-poverty spend.

2.0 Issues and Options

- 2.1 As with the previous work, the report is not a perfect snapshot of anti-poverty spending and does not purport to be. In particular this is not a budget exercise; figures are self-reported project spends rather than budgeted spends or actual outturns. It provides insight into how anti-poverty spending is undertaken.
- 2.2 The self-reporting from project managers has highlighted the inconsistent recording of data which created some difficulty in determining the potential impact of anti-poverty spend. Some information was not available.
- 2.3 The Covid pandemic response means that the information may not reflect 'typical' spending patterns.

3.0 Conclusions

- 3.1 The analysis has demonstrated results largely similar to those in 2019/20, with the bulk of spending being on crisis management.
- 3.2 Since the last report, the Plan for Fife review has been undertaken and the Tackling Poverty and Preventing Crisis Delivery Board will progress the anti-poverty agenda. It would be worthwhile considering options for systematic data and evidence collection which can give assurance to the scrutiny committee that activities are having a meaningful impact on poverty. In particular, this should help answer the four questions previously posed to the committee;
 - 1. How do we achieve greater knowledge of actual spending on specific antipoverty efforts?
 - 2. Can we be sure that all of the initiatives which we operate achieve a meaningful impact or even that they are capable of doing so?
 - 3. Local impact can be difficult to measure and even at a large scale, the manner in which we target effort can result in any impact being difficult to see; how should we measure anti-poverty impact?
 - 4. Is our balance of spending across anti-poverty initiatives the most effective it could be?

3.2 The use of data could play an increasing role in designing, delivering and transforming our public services to improve outcomes and drive efficiencies within current financial constraints. However, the fundamental systems are not yet in place to enable this.

List of Appendices

1. Anti-Poverty Spending Analysis Update Report, October 2021

Background Papers

The following papers were relied on in the preparation of this report in terms of the Local Government (Scotland) Act, 1973:-

Tackling Poverty – Funding Analysis. Report to Environment, Finance and Communities Scrutiny Committee, 13th April, 2021

Report Contact: William Penrice, Research Manager

Author Name: Lynn Reilly Author's Job Title: Project Manager

Workplace Rothesay House (working from home at present)

Telephone: 03451 55 55 55 + VOIP Number 445134 (use teams during current stay at

home restrictions)

Email: Lynn.reilly@fife.gov.uk

William.penrice@fife.gov.uk

Equality Impact Assessment Summary Report

Which Committee report does this IA relate to (specify meeting date)?
Environment, Finance and Communities Scrutiny Committee, November 2021
What are the main impacts on equality?
None
What are the main recommendations to enhance or mitigate the impacts identified?
N/A
If there are no equality impacts on any of the protected characteristics, please explain.
The report is designed to provide an update on spending regarding poverty. It does not make specific policy recommendations as it is background for the development of policy.
Further information is available from: Name / position / contact details:
Lynn Reilly
Project Manager
Lynn.Reilly@fife.gov.uk

APPENDIX

Anti-Poverty Spending Analysis Update Report

October 2021

CONTENTS

- 1. Introduction
- 2. COVID-19
- 3. The Importance of evidence
- 4. The impact of the anti-poverty budget

1. Introduction

In 2020 research work was commissioned by the Tackling Poverty and Crisis Prevention Project Group to consider the impact of spending on anti-poverty. This report was produced in October 2020 and widely used to generate discussion including member working groups, scrutiny committee and as an input to the Fife Strategic Assessment.

This report is an update of that work undertaken at the request of the Environment, Finance and Communities Scrutiny Committee. As in the previous paper, this report gives a highly summarised overview of the likely impact of spend on anti-poverty.

The report concentrates on the work undertaken in the year 2020/21 in an attempt to understand the impact of our spend on anti-poverty work. It should be noted that information on spend is directly provided by the project managers and has not been reconciled to the actual budget expenditure. This would not have been possible in any reasonable timeframe. The analysis has used the same methodologies as the previous exercise.

The anti-poverty budget is approximately £32m and of this approximately £20.5m was analysed, excluding the Pupil Equity Funding which is more constrained in how it can be used, the breakdown is shown in table 1.

Area		Amount anlysed	Funded by Scottish Government	Temporary
	£(000's)	£(000's)		
<u>COMMUNITIES</u>				
Anti Poverty strategy Cowdenbeath	270	206		
Anti Poverty strategy Dunfermline	135	116		
Anti Poverty strategy Glenrothes	135	0		
Anti Poverty strategy SWF	135	80		
Anti Poverty strategy Kirkcaldy	270	218		
Anti Poverty strategy Leven	270	98		
Anti Poverty strategy NEF	135	123		
Scottish Welfare Fund - Fife Council Top Up	150			
Scottish Welfare Fund - Scottish Government Funding	4,327	3,400	Yes	
CARF Support Referrals	30	30		
Fife Law Centre	50	50		
Training Frontline staff	30	30		
Credit Union Expansion	40	30		
Welfare Reform	636	636		
Hardship Fund (HRA)	1,000	1,023		
Area Locality (HRA)	403	403		
Holiday Hunger	400	400		
Free Access to Sanitary Products	217	328		
COMMUNITIES TOTAL	8,633	7,171		
	-,	,		
EDUCATION AND CHILDREN'S SERVICES				
Schools Support project	162	52		
C&F Grants/Payments to individuals	198	198		
Education - Breakfast Cafes	150	227		
Education - Holiday provision	300	1		
Clothing Grant	1,333	1,411	Yes	
Free School Meals (School Catering)	3,802	4,451	100	
Free Access to Sanitary Products	148	148	Yes	
Education - Pupil Equity Funding (until 2021/22)	9,880	0	Yes	Yes
Education - Scottish Attainment Challenge Funding (until 2021/22)	1,004	0	Yes	Yes
C&F Scottish Attainment Challenge Funding for Looked After Children (until 2021/22)	0	0	Yes	Yes
EDUCATION AND CHILDREN'S SERVICES TOTAL	16,977	6,488		
ENTERPRISE AND ENVIRONMENT				
Fife Employability Intevention Programme	200			
Fife Youth Jobs Contract	1,099	783		Yes
National Assistance Burials	63	63		
Fairer Fife Funding	0	0		Yes
Opportunities Fife - Gingerbread	60	60		Yes
ENTERPRISE AND ENVIRONMENT TOTAL	1,422	906		
FINANCE AND CORPORATE SERVICES				
DHP and Welfare Reform Administration	0			
		5,859	Vaa	
Discretionary Housing Payment	4,635			
FINANCE AND CORPORATE SERVICES TOTAL	4,635	5,859		

Table 1 Summary of anti-poverty budget and elements analysed

2. Context

The timeframe of this updated report covers the period of the initial Covid 19 lockdown and a period where normal service delivery was disrupted, spending patterns may therefore have been different to normal. The pandemic has brought unprecedented challenges for both people and society. It has had a profound impact on our health, economy and society, with damaging impacts on the way of life and wellbeing of people in Scotland.

In particular, lower income households are more concerned about their financial situation. This is driven by reduced income as a result of job loss, reduced working hours and furlough, and with unemployment predicted to rise in the medium term, this insecurity may accelerate. Personal debt has also escalated during the crisis, potentially trapping households in unmanageable debt and poverty in the future.

"The weight of evidence suggests that the pandemic may widen inequalities in income and wealth over the medium term, as well as being likely to make unequal outcomes more severe in a range of other areas initially trapping households in unmanageable debt and poverty in the future" Scotland's Wellbeing: The Impact of Covid-19 (Scottish Government December 2020)

In Fife, this is evident with the introduction of Council-led and supported food provision. This level of provision was initially developed as a direct result of the pandemic but is now continuing because of demand from local residents. In the 3-month period from January to March 31st 2021 alone, an average of 2000 meals, parcels and shopping vouchers were distributed via Community food providers on a weekly basis (please note that this does not include the shielding boxes and hardship food provision distributed from the area hubs during the lockdown).

There has also been an increase in Scottish Welfare Fund crisis spend, from £3.1m in 2019/20 to £3.4m in 2020/21 although perhaps not as much as expected considering a total budget of £4.5m (includes an additional £1.5m COVID fund).

Area budgets, in the main, were underspent for 2020/21 with many planned projects and services cancelled or reduced due to the pandemic and underspend has been carried forward to the 2021/22 financial year. However, this does indicate that there may be areas of unmet need for residents across Fife.

3. Importance of data/evidence

An essential component of our efforts to determine whether or not anti-poverty spend is having appositive impact, is the presence of relevant, accurate and timeous data. Without it, it is difficult to know if the work we are doing in our communities is making a difference to those who need it most.

The data collection and analysis exercise for the anti-poverty budget has been, in some cases, complicated by several factors:

- 1. The Covid pandemic leading to changed focus and ways of working
- 2. Absence of systematic data/evidence collection
- 3. No mechanism to collate data centrally
- 4. Fife-wide projects operate differently in areas with no standard monitoring or data collection
- 5. Lack of information about who manages budgets at project level
- 6. Lack of focus on using data to evidence or improve the work we do

From a total spend of almost £20.5m, requested information was available for £19.25m of spending (95%). It is therefore likely that the work provides a good general overview of spending for the specific budgets listed in table 1.

Communities	Fife	Citizens Advice and Rights Fife		30,000.00
		Support Referrals		
Communities	Fife	Training Front Line Staff	£	30,000.00
Communities	Fife	Free Access to Sanitary Products	£	328,000.00
Communities	Glenrothes	Area projects*	£	135,000.00
Communities	Cowdenbeath	Area projects*	£	53,000.00
Communities	Dunfermline	Area projects*	£	16,000.00
Communities	Kirkcaldy	Area projects*	£	52,000.00
Communities	Leven	Area projects*	£	2,500.00
Communities	SWF	Area projects*	£	4,000.00
Communities	NEF	Area projects*	£	25,000.00
Education and Children's Services	Fife	Grant/Payments to individuals	£	198,000.00
Education and Children's Services	Fife	Breakfast Cafes	£	227,000.00
Education and Children's Services	Fife	Free Access to Sanitary Projects	£	148,000.00
			£ 1	.,248,500.00

^{*}Amount is made up of several smaller projects

Table 2 Projects with limited data

4. The impact of the anti-poverty budget

The same methodology used previously has been applied to updated data which was manually collated by contacting project leads for 159 projects. Data has been categorised both by the 'benefit of spend', to give an indication of how effective spending is in preventing poverty and by 'type of spend' to give insight on how the funds are used in a more practical sense.

Pupil Equity and Attainment Challenge Funding has again been excluded from this analysis as there is less discretion on spending.

Benefit of spend

The spending values were applied to published categorised benefit ratios, adapted for use in Fife, to give an indication of the benefit of spending. Similar to 2019/20, it was shown that, within the budgets analysed, the bulk of spending was on crisis management (figure 4.1), however, looking at the benefit ratio (figure 4.2) we see that 55% of the benefit is derived from 4% of the spend, which is on creating employment infrastructure projects. It should be borne in mind that no attempt was possible to identify if all of that spend resulted in positive outcomes. It does however give insight into the intent of the spending and the likely benefits sought.

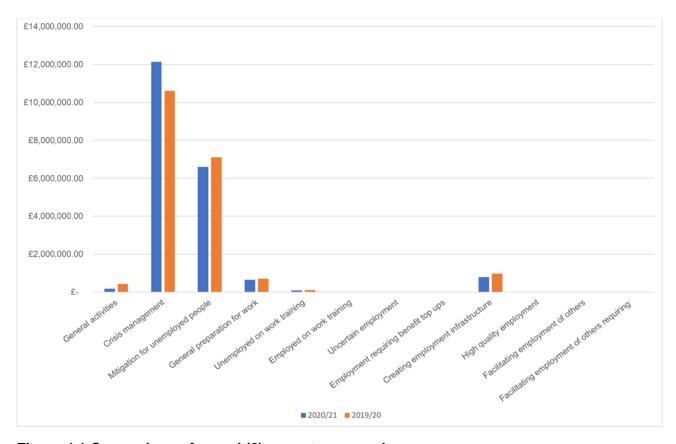


Figure 4.1 Comparison of spend (£) per category and year

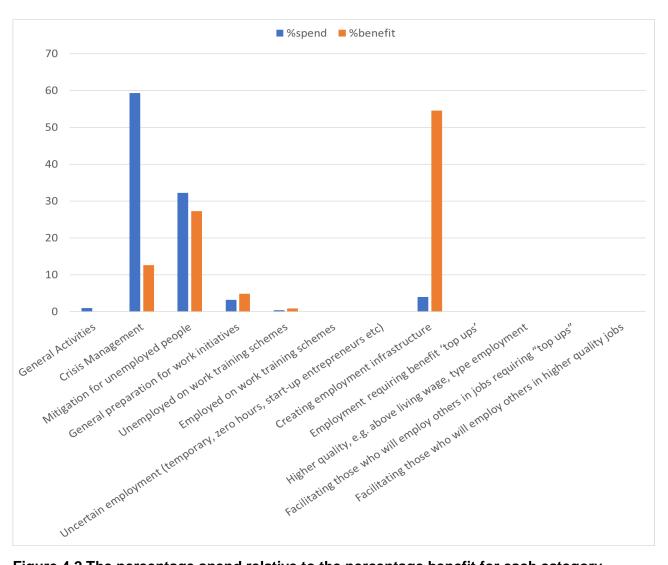


Figure 4.2 The percentage spend relative to the percentage benefit for each category (2020/21).

Types of spend

The projects were assigned to intuitive categories to demonstrate more specifically the types of projects funded, with an additional category added for specific activities directly responding to COVID-19.

The largest category (54%) related to financial assistance in time of crisis. Along with crisis spending, 2 categories make up over 80% of all spending, notably food poverty (26%).

It is perhaps no surprise that crisis spending has increased, and this has been aided by additional Scottish Government COVID-19 funding of £1.5m. While spending on food poverty appears to have reduced, this can be attributed to the reduced number of free school meals and breakfast cafes due to school closures; and no available data from the Glenrothes area. Council-led and supported food provision during the pandemic was separately funded by the Scottish Government. It is likely that, without COVID-19, the figures would be comparable to 2019/20.

	2020/21	l	2019/20			
Category	£ Spend	% Total	£ Spend	% Total		
Financial Assistance – crisis	£ 11,000,000.00	54%	£ 9,100,000.00	44%		
Food Poverty	£ 5,300,000.00	26%	£ 6,500,000.00	32%		
Clothing Poverty	£ 1,400,000.00	7%	£ 1,300,000.00	6%		
Employment Opportunities	£ 800,000.00	4%	£ 1,000,000.00	5%		
Job Clubs/Getting Ready for						
Work/Welfare Support	£ 600,000.00	3%	£ 600,000.00	3%		
Period Poverty	£ 500,000.00	2%	£ -	<1%		
Advice and Support	£ 400,000.00	2%	£ -	<1%		
Other	£ 400,000.00	2%	£ 2,000,000.00	10%		

Table 3 Categories greater than 1% of spending, excluding Pupil Equity Fund (£ spend rounded to nearest £100,000)

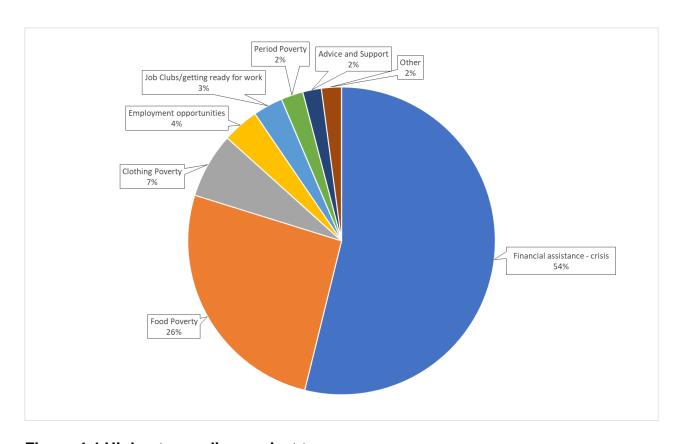


Figure 4.4 Highest spending project types

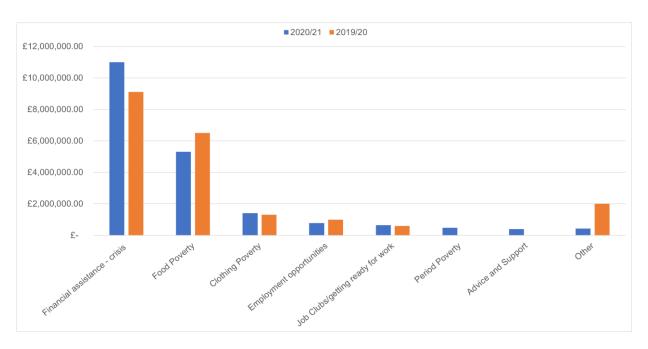


Figure 4.4a Highest spending project types – comparison between 2020/21 and 2019/20

Environment, Finance & Communities Scrutiny Committee

2nd November 2021 Agenda Item No. 6



Commercialisation Programme - Procurement Transformation Project

Report by: Les Robertson Head of Revenue & Commercial Services

Wards Affected: All

Purpose

The purpose of this report is to provide the Environment, Finance & Communities Scrutiny Committee a progress report of the "Transforming Fife Council's Procurement Service" project as part of the Commercialisation Programme and wider Changing to Deliver Programme.

Recommendation(s)

Members are asked to: -

- Note the Transforming Procurements Projects outcomes identified in the original Procurement business case have now been met.
- Note, the return on investment delivered as a result of this agreed programme of change.
- Note the improvement in procurement skills and capabilities.
- Note, all Programme follow on activity is now embedded and forming part of Procurement business as usual.
- Note, this is the final report as all procurement project activity has moved into business as usual. Future governance will be reported through the annual Procurement report to Policy & Coordination Committee.

Resource Implications

There are no resource implications as a result of this update report.

The transforming procurement programme targeted benefits of £16 million. Delivery of the procurement programme outcomes were contained within current resources agreed.

Legal & Risk Implications

There are risks associated with any change activity, particularly when undertaking transformational change of this scale. Officers mitigated these risks through effective risk management and project assurance being in place.

The procurement benefits detailed in this report, are verified by finance staff to ensure that the benefits comply with the relevant statutory guidance on reporting procurement benefits issued by the Scottish Government in March 2019.

Impact Assessment

There is no requirement for an impact assessment as this report does not affect any policy decision nor likely to have any impact on equality groups.

Consultation

Key stakeholders have been consulted and contributed to the preparation of this report.

1.0 Background

- 1.1 The EFCS Committee requested regular reports from the Commercialisation Programme following their meeting on the 4.2.20 to show what progress was being made within the Transforming Procurement project. The Procurement Business Case was approved by the Policy and Coordination committee on the 12th of April 2018.
- 1.2 The background to the procurement project is well documented in that Fife Council is seeking to transform the Council's procurement service through partnership working with Scotland Excel at a cost of £910,000 to Fife Council.
- 1.3 The procurement project commenced on September 2018 and ran for three years, with two years being supported by Scotland Excel who are a public body and Centre of Procurement Expertise for Local Government in Scotland. Scotland Excel exited from Fife on the 24th of September 2020.
- 1.4 13 specific projects were undertaken with Scotland Excel to ensure two key outcomes where delivered. To:
 - Improve Procurement Skills & Capabilities across the Council
 - Identification of £16m Savings & Benefits
- 1.5 The estimated £16 million savings figures were broken down into three distinct budget areas:
 - £ 6 million from revenue expenditure
 - £ 6 million from capital expenditure
 - £ 4 million from Housing Revenue Account (HRA) expenditure
- 1.6 The Commercialisation Programme reported on a two-monthly basis to the Commercialisation Board chaired by the SRO for this project, Eileen Rowand, Executive Director of Finance and Corporate Services. The SRO was supported by a dedicated programme manager from Fife Council.
- 1.7 The Commercialisation Programme also reported as part of the larger Change to Deliver programme to the corporate leaderships Financial Change Board.

2.0 Current Status (Past 8 Months)

- 2.1 The formal closure report for the Commercialisation Programme was taken to the Commercialisation Board on the 24th of March 2021. Following a period of consideration and feedback by the Board the <u>Programme Closure Report</u> was approved by board members on the 9th of April 2021.
- 2.2 A <u>communication</u> was prepared and issued to CLT, ECLT and published on the Fife Council Intranet to reaffirm the corporate message from the Commercialisation Programme on the type of work we must continue to advance.
- 2.3 With all 13 procurement projects closed and moved into business as usual the focus was placed on supporting the procurement services to embed the new policy, processes and practices developed.
- 2.4 The final procurement project milestone of 100% of Programme Total Savings Target identified (£16m) was due for the 2nd of August 2021. This was met in Sept 2020. Future financial reporting of procurement benefits will continue to be carried out on a quarterly basis by Finance Service on behalf of the individual Directorates as per agreed Benefits tracking process.

3.0 Update - Improved Procurement Skills & Capabilities

- 3.1 As stated in the Programme Closure Report, (Section 2), procurement competencies were based on the Scottish Governments Procurement Development Framework with benchmarks created for each job role type i.e., Buyer, Procurement Officer and Category Manager. This was replicated for the Delegated Procuring Areas (DPA).
- 3.2 The Programme Closure Report shows there has been an increase in competencies overall over Years 1 & 2 of the programme. In August 21 a further review of the development framework was undertaken by the Procurement Service with competencies showing further increases across the majority of areas.

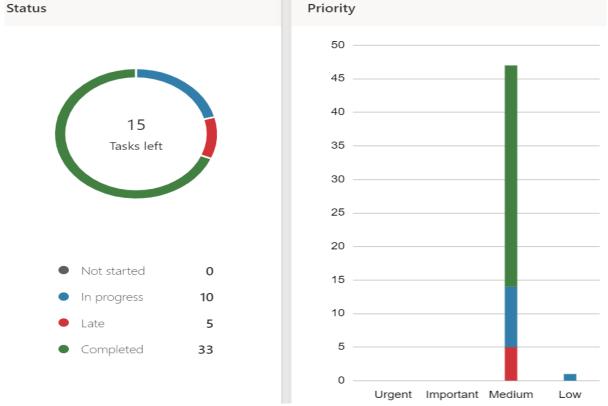
<u>Table 1 – Procurement Competency Results (extract)</u>

Procurement Competency	2019 (% above benchmark)	2020 (% above Benchmark)	2021 (% above benchmark)	% Improvement (from 2019)
Negotiation	35%	57%	61%	26%
Sustainable Procurement	29%	32%	35%	6%
Project & programme Management	79%	91%	83%	4%
Risk Management	82%	82%	78%	(-4%)
Market & Supply Chain Analysis	86%	86%	89%	3%
Legislation	75%	77%	100%	25%
Contract Law	82%	86%	100%	18%
Commercial Acumen	39%	61%	83%	44%
Tenders	92%	95%	96%	4%
Procurement Tools & Systems	82%	95%	95%	13%
Contract Management	61%	64%	74%	13%
Supplier Management	82%	91%	94%	12%
Procurement Strategy & Policy	79%	91%	94%	15%
Performance Management & Measure	71%	77%	76%	5%

- 3.3 A full list of the competencies and results for 2021 is available <u>Development Reviews</u>. 24 of the 33 competencies reported show 80% of the Procurement Service are now on or above the benchmark figure for this competency.
- 3.4 It should be noted that COVID19 did limit access to people and information for Scotland Excel and the Procurement service over 2020. Also benchmark levels may go up or down year on year depending on exposure to relevant procurement activity being available over any given year e.g., Project & Programme Management, as well as any applicable staffing movements within the teams.
- 3.5 Within the Project Closure Report, follow on actions were identified to assist procuring areas with embedding the outcomes from the programme. This work was taken forward by the Procurement Teams through nominated leads/working groups or delivered as part of business as usual activity to help embed and firm up any improvements. An update on this activity is provided in Figure 1 below:

3.6 The Programme Closure Report (Section 2) shows business as usual progress up to 17.3.21. The table below provides a further update on progress up to 8:10.12 to confirm that progress is still being met: -





3.7 The 10 tasks in progress relate to ongoing delivery of Procurement opportunities, and the continual development of competencies such as Contract and Supplier Management (CSM) and embracing new technology. Of these 10 tasks, 5 late tasks relate to ongoing opportunity identification and delivery work that were put on hold to respond to COVID related emergencies and capacity constraints.

4.0 Update on Financial Benefits Achieved

4.1 <u>Baseline Performance</u>

The aim of the transforming procurement project was to achieve £16 million in savings and benefits over the three years of the project. To measure improvement the baseline for these benefits was set as detailed in the 2017-18 annual procurement report at £1.421 million.

4.2 Benefits Tracking

To capture the procurement savings the central procurement team maintains a benefit tracking log of all realised savings. At the end of each quarter, the tracker is then passed to finance colleagues who carry out a verification process on these savings and attribute these to individual Directorate areas and split between cashable and non-cashable benefits (not all procurement savings are deemed as cashable for example cost avoidance where inflation has been mitigated).

Summary tables are broken down below into savings and benefits delivered each year of the Programme up to 2020-21.

4.3 Savings Achieved 2018-19

The total verified procurement financial benefits for 2018-19 amounted to £3.384m million as detailed in the Annual Procurement Report which was presented to Policy and Coordination Committee. This does not included £1.060m of previously agreed savings.

Table 2 – Procurement Savings and Benefits 2018-19

Fife Council	Revenue	Capital	HRA	H&SC	ALEO	Total
	£m	£m	£m	£m	£m	£m
Delivered	1.210	0.007	0.048	0.326	0.003	1.593
Delivered - Non Cashable	0.255	0.190	0.199	1.048	0.099	1.791
TOTAL DELIVERED	1.464	0.197	0.247	1.374	0.102	3.384

4.4 Savings Achieved 2019-20

The total verified and delivered procurement financial benefits for 2019-20 amounted to £3.596m. Due to COVID19 not all benefits were logged in the savings tracker prior to closing down Q4. These were captured in Q1 of 2020-21 figures.

Table 3 – Procurement Savings & Benefits 2019-20

Fife Council	Revenue	Capital	HRA	H&SC	ALEÓ	Total
	£m	£m	£m	£m	£m	£m
Delivered	0.748	0.086	0.469	0.055	0.040	1.398
Delivered - Non Cashable	0.411	0.332	1.235	0.258	0.000	2.235
TOTAL DELIVERED	1.159	0.418	1.703	0.313	0.040	3.633

4.5 The 2019-20 table has changed by £0.037m from the 4.2.21 Scrutiny Report as an outstanding Service Change Plan (SCP) saving had not been made yet and therefore should not have been in the 2019-20 figures.

4.6 Savings Achieved 2020-21

The total verified and delivered procurement financial benefits for 2020-21 amounted £10.018m.

Table 4 – Procurement Savings & Benefits 2020-21

Fife Council	Revenue	Capital	HRA	H&SC	ALEO	Total
	£m	£m	£m	£m	£m	£m
Delivered	2.037	0.527	0.005	0.951	0.088	3.608
Delivered - Non Cashable	2.644	2.291	1.469	0.003	0.004	6.410
TOTAL DELIVERED	4.681	2.818	1.474	0.954	0.092	10.018

4.7 Benefit delivery as at March 2021 (Q4) is £26.361m, made up from savings and benefits delivered (£17.034m) and savings and benefits identified (£9.326m). Table 5 provides a breakdown of these figures across different funding streams.

Table 5 – Programme Financials Summary Table Mar 21 (Q4)

Fife Council	Revenue	Capital	HRA	H&SC	ALEÓ	Total
	£m	£m	£m	£m	£m	£m
Delivered	3.994	0.619	0.522	1.332	0.131	6.599
Delivered - Non Cashable	3.309	2.813	2.902	1.308	0.103	10.436
TOTAL DELIVERED	7.304	3.433	3.424	2.640	0.234	17.034
Delivery Plan/Pipeline	6.303	0.013	1.722	1.312	-0.024	9.326
TOTAL DELIVERED/PIPELINE	13.607	3.446	5.146	3.952	0.210	26.361

- 4.8 As of the 2nd of August 2021 the Commercialisation Programme reported verified savings and benefits over the past 3 years to the Council of £17.034m which has surpassed delivery plans and expectations.
- 4.9 All members of this committee (as well as members of the Standards & Audit Committee) have been issued with a comprehensive breakdown of the financial benefits achieved by this programme to give a better understanding of the scale of the procurement benefits achieved over the last few years.

5.0 Conclusions

- 5.1. The Commercialisation programme had 2 main outcomes
 - Outcome 1 Improved Procurement & Commercial Skills & Capabilities across the Council
 - Outcome 2 Identify £16m Savings & Benefits.

<u>Programme Outcome 1 – Improved Procurement & Commercial Skills & Capabilities across the Council</u>

- 5.2. The Non-financial benefits were designed to deliver an advanced procurement and commercial skills capability to help establish a model of commercial excellence across Fife Council.
- 5.3. Following the closure of the 13 Projects and SXL's exit from Fife the Procurement team have continued to improve competencies and capabilities evidenced through maturity assessment in both year 1 (baseline) and over years 2 & 3 of the programme.
- While there is still room for improvement these results are further supported through the positive Service stakeholder feedback in the form of statements such as "better connected service delivery", "increased knowledge", "improved communications", "enhanced professional image both in and out the Council" As evidenced in Scotland Excel Year 2 Report.
- 5.5 The continued application and development of these new procurement and commercial skills will be fundamental to Fife Council in its ability to achieve its current and future priorities. The need to make reductions from our third party spend along with considering the economic changes that impact the way Local Authorities are funded make it increasingly more important for councils to think and act more commercially.

<u>Programme Outcome 2 - £16m Savings & Benefits Identified by 2nd of August 2021</u>

- The final programme milestone of 100% of Programme Total Savings Target identified (£16m) was set for the 2nd of August 2021. This was met in Sept 2020. Through the now embedded Savings and Benefits tracking process the Commercialisation Programme has verified procurement savings and benefits delivered of £17m 2020-21 with £9.3m of further opportunities in the delivery pipeline being worked upon.
- 5.7 Having an increased awareness of how procurement and commercial skills can be applied and developed will assist and improve Council services and achieve further savings and benefits from third party spend.

List of Appendices

None

Background Papers

The following papers were relied on in the preparation of this report in terms of the Local Government (Scotland) Act, 1973:

Scottish Publicly Funded Sectors – Procurement Benefits Reporting Guidance March 2019.

Environment, Finance, Communities Scrutiny Committee Report 25.08.20 - Commercialisation Programme - Procurement Transformation Project

Environment, Finance, Communities Scrutiny Committee Report 4.02.21 - Commercialisation Programme - Procurement Transformation Project

Report Contact

Les Robertson Head of Revenue and Commercial Services Fife House, Glenrothes. Telephone: 03451 55 55 55 442346 Ext No 443932

Email – <u>les.robertson@fife.gov.uk</u>

Environment, Finance & Communities Scrutiny Committee



2 November 2021 Agenda Item No. 7

Agency Workers and Overtime

Report by Sharon McKenzie, Head of HR

Wards Affected: None

Purpose

The purpose of this report is to provide the annual update on the spend attributable to Agency Workers and Overtime and the work being undertaken to ensure the use of agency workers and overtime is appropriate and kept to a minimum.

Recommendation(s)

Members are asked to:

- Note performance against the agreed upper limit of 0.5% of the Council's total annual staffing budget.
- Agree if any further work or scrutiny is required, and its scope.

Resource Implications

None.

Legal & Risk Implications

The report provides information on spend relating to the use of agency workers and overtime, both of which play a key role in maintaining critical service delivery. Activities continue with the aim of minimising use, and to mitigate any unnecessary costs and associated risks.

Impact Assessment

An EQIA has not been completed and is not necessary as this paper mainly provides an update.

Consultation

Services are responsible for the management of agency workers and overtime. Work will continue with key stakeholders within services as we continue to monitor and improve the Council's approach. JNCF will be updated as required.

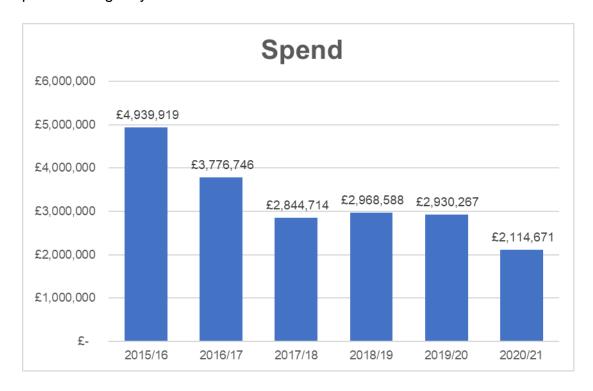
1.0 Background

- 1.1 In October 2020, Scrutiny Committee considered a report which provided information on the costs attributable to overtime and agency workers for the period 2019/20. The paper showed in 2019/20 that the spend on Agency Workers had decreased on 2018/19 and equated to approximately 0.5% of the Council's staffing budget. The spend on Overtime increased on the previous year and equated to approximately 0.7% of the Council's staffing budget. This was due to an increase in Temporary Overtime and Public Holiday Working.
- 1.2 The report also informed Scrutiny Committee about the context of that expenditure as well as progress towards the aim of having a cost-effective, efficient and consistent approach to the use of agency workers and overtime and ensuring that their use is appropriate and kept to a minimum.
- 1.3 This report updates Scrutiny Committee on performance for the year 2020/21 and introduces Covid related Overtime spend.

2.0 Overview of Performance and Evidence

Agency Worker Spend

2.1 The spend in 2020/21 is shown in the graph below. This shows a decreased spend on the previous year and represents circa 0.3% of the total staffing budget for 2020/21. This was mainly due to the pandemic response and the availability and mobilisation of employees from areas of service closure to areas of need, thereby reducing the need for agency workers. 2020/21 was therefore extraordinary and it is unlikely that the pattern of Agency Worker use will remain at this level.



2.2 The three highest spend Directorates continue to be the Health and Social Care Partnership (HSCP) 82%, Enterprise and Environment 10% and Education and Children's Services 7% of all spend.

The distribution across the Directorates is:

Directorate	2015-16	2016-17	2017-18	2018-19	2019-20	2020/21
Education & Children's Services	£1,731,858	£834,554	£644,835	£810,042	£699,504	£143,115
Communities	£2,299	£129,931	£5,674	£6,507	£23,435	£12,155
Enterprise & Environment	£281,315	£366,564	£347,077	£270,151	£283,902	£204,870
Finance & Corporate Services	£31,994	£-	£-	£-	£13,132	£22,671
Social Work**	£2,892,453	£2,445,697	£1,847,128	£1,881,888	£1,910,294	£1,731,859
Total Agency	£4,939,919	£3,776,746	£2,844,714	£2,968,588	£2,930,267	£2,114,671

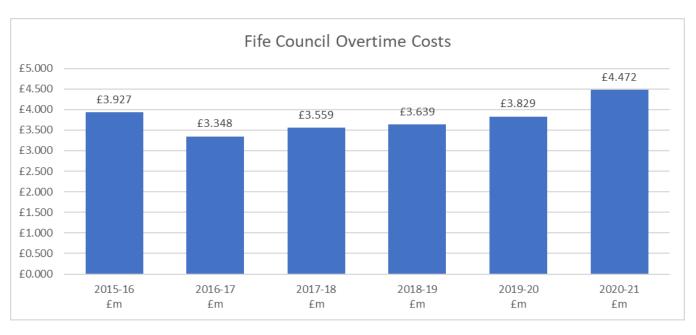
^{** (}Pre 1/10/14 - incl Children and Families (now ECS) and Adult Services (now HSC)

Reason for Agency Worker Use

- 2.3 HSC accounted for 82% of all agency worker spend in the Council. The reasons for Agency Worker spend in this Directorate are captured via the preferred provider's booking system and they are:
 - Staff Shortage (38%)
 - Increased Workload more dependent clients (28%)
 - Sickness (20%)
 - Holiday Cover (13%)
 - Various (1%)

3.0 Overtime Spend

3.1. The spend in 2020/21 is shown in the graph below. This shows an increase in spend on the previous year and represents circa 0.7% of that year's total staffing budget.



^{*** 2020/21} figures include ERP Adjustments that were a result of the transfer from ERP to Oracle Cloud, these could relate to other years not just 2020/21.

3.2. The distribution across the Directorates is:

Directorate	2015-16 £m	2016-17 £m	2017-18 £m	2018-19 £m	2019-20 £m	2020-21 £m
Education & Children's Services	£0.182	£0.165	£0.188	£0.195	£0.184	£0.216
Health & Social Care	£1.227	£1.147	£1.173	£1.196	£1.210	£1.689
Enterprise & Environment	£2.152	£1.654	£1.887	£1.941	£2.083	£2.041
Communities	£0.124	£0.154	£0.134	£0.165	£0.186	£0.236
Finance & Corporate Services	£0.169	£0.143	£0.100	£0.100	£0.120	£0.241
HRA - Housing Revenue Account	£0.073	£0.085	£0.077	£0.042	£0.046	£0.049
Total Overtime	£3.927	£3.348	£3.559	£3.639	£3.829	£4.472

^{*} figures are for all overtime, including hours coded to Covid-19 overtime

3.3. Most overtime spend was in two areas:

46 % of all spend was in Enterprise and Environment - mainly due to winter gritting and a snow event (Storm Darcy), two major flood events (August & February) and emergency repairs. There was also some weekend working to catch up on missed domestic waste collections (not all covid –related) and to cover staff shortages at Bus Stations for the implementation of Covid-19 measures.

38% of all spend was in the Health and Social Care Partnership. The overtime was due to maintaining critical service delivery over public holidays and maintaining statutory staffing levels to meet increased service user needs/demands.

- 3.4. The increase in FCS overtime spend was mainly associated with the Oracle Cloud project, specifically double keying required for parallel payroll running and inputting work patterns into the system.
- 3.5. Overtime due to COVID accounted for 5% (£0.216m) of all overtime spend. Nearly half (49%) of all COVID overtime was in Health and Social Care Partnership, followed by 40% in Enterprise and Environment and arose from the need to maintain critical service delivery.

Reasons for Overtime (excluding COVID overtime)

Directorate	Contractual Overtime	Temporary Overtime	Public Holiday	Total
Education & Children Services	£0.058m	£0.099m	£0.058m	£0.215m
Health & Social Care	£0.000m	£0.772m	£0.812m	£1.584m
Enterprise & Environment	£0.057m	£1.571m	£0.326m	£1.954m
Communities	£0.000m	£0.175m	£0.054m	£0.229m
Finance & Corporate Services	£0.000m	£0.221m	£0.004m	£0.225m
HRA – Housing Revenue Account	£0.000m	£0.020m	£0.029m	£0.049m
Total	£0.115m	£2.858m	£1.283m	£4.256m

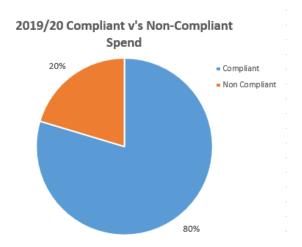
COVID Overtime

Directorate	Temporary Overtime	Public Holiday	Total
Education & Children Services	£0.001m	£0.000m	£0.001m
Health & Social Care	£0.073m	£0.032m	£0.105m
Enterprise & Environment	£0.080m	£0.007m	£0.087m
Communities	£0.002m	£0.005m	£0.007m
Finance & Corporate Services	£0.016m	£0.000m	£0.016m
HRA – Housing Revenue Account	£0.000m	£0.000m	£0.000m
Total	£0.172m	£0.044m	£0.216m

4.0 Cost Effective and Consistent Approach

- 4.1. In terms of agency workers, National Frameworks are in place via Scotland Excel and Procurement Scotland which potentially offer better rates and as a result, a more cost-effective service than those not on the framework.
- 4.2. In 2017, only 30% of agency worker bookings were with "on framework" suppliers and this was for a variety of reasons:
 - Unable to meet demand, especially in rural areas
 - Unreliable service from the agency (don't turn up)
 - Unable to book a worker out-with standard office hours
 - Word of mouth (specific agency is recommended)
- 4.3 For some years now, Procurement and HR have been working with Services to overcome barriers and improve compliance. In 2020/21 average compliance decreased to 75% from 80% in 2019/20. This was primarily as a result of the pandemic when preferred providers were not able to supply workers resulting in some last resort, off framework requests to meet Service needs.





2020/21 chart excludes ERP adjustments made

4.4 Regarding overtime, Services, supported by their Finance Business Partner, monitor spend and in the case of temporary overtime, managers consider options and costs as part of the pre-approval process.

5.0 Update on Priorities

5.1 Through data analysis and close working with services the shared priorities for 2020/21 were to strive to achieve improvements across six areas. Progress is noted below:

Remove barriers to agency framework compliance	Covid -19 and the current period of recovery have brought fresh challenges. Procurement engage with Providers and participate nationally with Scotland Excel to provide a voice for the Council.
Continue to actively participate at National Procurement level to ensure the agency worker frameworks are fit for purpose and maximise value for the Council.	This continues via Procurement with a view to releasing further savings via commercialisation.
Ensure the availability of more accurate and up to date reports on overtime and agency workers that include reasons for use.	Agency Workers – reason for use is input by the service at time of booking to enable reporting against the main supplier, ASA. Overtime – reasons for overtime are now captured in Oracle as part of the approval process. Reports are in development.
Encourage and if appropriate challenge services to investigate a business case around alternatives to overtime	This continues. While overtime was still necessary in some areas, it became more crucial in 2020/21. 2020/21 saw the rapid mobilisation of employees within and across services to ensure the delivery of critical frontline services as an alternative to overtime.
Reduce reliance on non-framework agencies especially in rural areas	This continues via joint working between the service, Procurement and the main suppliers. Discussions continue and solutions sought from preferred suppliers around meeting demand.
Introduce supply messaging for social care workers	Business case submitted. No defined timescale at present.

6.0 Conclusions

- 6.1. Agency Workers and overtime have a key role to play in enabling the uninterrupted delivery of essential services. The cost of each of them is borne by services and against their staffing budget.
- 6.2. HR and Finance monitor the use of agency workers and overtime and work proactively in partnership with Services to find longer term solutions where viable. The aim is to ensure that their use is cost-effective, appropriate and kept to a minimum.
- 6.3. In 2020/21 the spend on Agency Workers decreased on 2019/20 and equated to approximately 0.3% of the Council's staffing budget. The spend on Overtime increased on the previous year and equated to approximately 0.7% of the Council's staffing budget. The latter was due to an increase in Temporary Overtime and Public Holiday Working.

List of Appendices

None

Background Papers

The following papers were relied on in the preparation of this report in terms of the Local Government (Scotland) Act, 1973:-

None

Report Contacts

Anne-Marie Cardle - Agency Worker queries HR Service Manager Human Resources anne-marie.cardle@fife.gov.uk

Jacqui Laing – Agency Worker Framework Provider queries Category Manger Corporate Procurement jacqui.laing@fife.gov.uk

Tracy Hirst
Finance & Corporate Services Business Partner - Financial Queries
tracy.hirst@fife.gov.uk

Environment, Finance & Communities Scrutiny Committee



2nd November 2021

Agenda Item No. 8

Landfill Sites - Odour Issues

Report by: Ken Gourlay, Head of Assets, Transportation and Environment

Wards Affected: 1 – West Fife & Coastal Villages and 16 – Howe of Fife & Tay Coast

Purpose

The purpose of this paper is to advise the committee of the works completed to date and the future works planned to mitigate the odour issues at Lochhead and Lower Melville Wood Landfill Sites.

Recommendation(s)

It is recommended that the committee note the content of the report.

Resource Implications

There are no resource implications associated with this report.

Legal and Risk Implications

There are no legal and risk implications associated with this report.

Impact Assessment

An EqIA has not been completed and is not necessary as the report does not propose a change or revision to existing policies and practices. There are not considered to be any implications under the Fairer Scotland Duty.

Consultation

The Chair of Fife Resource Solutions was consulted in the preparation of this report.

1.0 Background

- 1.1 Lochhead Landfill Site is located to the north of Dunfermline and has been operational since circa 1974. It is permitted to accept non-hazardous household, commercial and industrial wastes. It can also accept stable non-reactive hazardous waste, specifically cement bonded asbestos.
- 1.2 Lower Melville Wood Landfill Site is located to the north-west of Ladybank and has been operational since circa 1981. It is permitted to accept the same wastes as its Lochhead counterpart.
- 1.3 Since September 2020, Lochhead has experienced odour issues associated with its landfill activities, whilst Lower Melville Wood has done so since 2016.
- 1.4 Fife Resource Solutions LLP (FRS) have been in regular communication with the Scottish Environment Protection Agency (SEPA) throughout these periods. SEPA informed FRS that the complaint numbers for Lochhead have reduced from 80-90 per month to fewer than 10-15. For Lower Melville Wood, that number is lower at 3 during the summer months. It should be noted that SEPA have yet to substantiate any complaints at Lochhead, which is probably due to a combination of their operating practices during the early to mid-stages of the pandemic lockdown and now as a consequence of the short-lived nature of gas releases, e.g. they have arrived at the site and visited the affected area within an hour of receiving the complaint and not detected any odour. During the summer months, they were not able to substantiate any complaints at Lower Melville Wood, but had done so previously. They assess the odour in accordance with the FIDOL principle:
 - frequency;
 - intensity;
 - duration;
 - offensiveness; and
 - location.

2.0 Landfill Gas

- 2.1 Landfill gas is generated through the decomposition of biodegradable waste. The kerbside waste recycling service offered by Fife Council does provide a route for the majority of biodegradable waste to be diverted from landfill, but waste compositional analysis shows that some biodegradable wastes are still being placed within the landfill residual waste bin. It is recognised that some rural properties do not have a bin for their food waste. The Waste (Scotland) Regulations 2012 also assist in reducing the amount of food waste within the commercial waste stream, but not everything will be diverted.
- 2.2 The composition of landfill gas is approximately 40-50% methane, 50-60% carbon dioxide and 1% trace gases. Oxygen ingress can also be an issue in terms of the effectiveness of the gas capture controls.
- 2.3 Contrary to popular belief, methane in its pure form is odourless, although it will readily adopt the odour of any substance or gas around it. However, methane's specific gravity is approximately half that of air, so it is very buoyant and will vent to atmosphere very quickly.

- 2.4 Some of the trace gases carry sulphides, which are malodorous, and these are the source of the odour. The specific gravity of the trace gases is slightly heavier than that of air, which is why their odour impact is greater during colder temperatures. When the temperature drops, the trace gases will sink and be more difficult to disperse. Wind direction and strength, proximity to site, topography, temperature and barometric pressure are the main factors that will determine the level of impact landfill gas will have on neighbouring areas.
- 2.5 Under the Pollution Prevention and Control Permits, as issued by SEPA, FRS, on behalf of Fife Council (as the landfills are council assets, and the council holds the permits) are duty bound to collect the landfill gas, which is then conveyed to the site engines that are designed to run on methane. This generates electricity, which is fed into the national grid, and the by-product of heat is used as part of the local district heating system (only Lochhead has the district heating system), which provides heat to the Broomhead high-rise flats and several public buildings. The operation and maintenance of the engines and ancillary equipment are undertaken by YLEM Energy Ltd.

3.0 Initial Works - Lochhead

- 3.1 A full infrastructure survey of the site's gas collection system was carried out by YLEM Energy Ltd at the onset of the issues, and any maintenance/repair issues identified were addressed. FRS then discussed installing additional gas wells with YLEM Energy Ltd, and they came back to them with a proposal.
- 3.2 On receipt of the proposal, three drilling contractors were contacted and asked to submit costs for the installations, which required a site visit to allow them to accurately cost the works. A similar exercise was followed to appoint an engineering firm that would carry out the connecting works to join the new wells to the existing gas collection infrastructure.
- 3.3 Another company was appointed to compile a Construction Quality Assurance (CQA) Plan, which would be submitted to SEPA. The plan outlines the proposal and the specification of the pipework and materials. Their role also included supervising the works and finally submitting a CQA Report to SEPA, which confirms that the work was carried out in accordance with the proposal and details any deviations from it and the reasons why.
- 3.4 This resulted in the addition of 11 gas wells and 5 leachate wells being installed, with the latter also acting as gas wells. These works were completed late January/early February 2021. Post-installation, the gas field was balanced over the next few weeks to maximise gas capture, and oxygen ingress points were identified. Oxygen ingress is a serious issue, as it can have a major detrimental effect upon the gas engines, so this is an ongoing process, and remedial action is taken to address any such identified points. As a result of these works, the electricity output from the engines increased by circa 50%.

4.0 Cell Construction - Lochhead

4.1 Further gas mitigation work was not possible due to ongoing infilling of waste into the active cell and as such were dependent upon the new landfill cell being completed and infilling to cease within the existing cell. However, during the intervening period; monitoring, maintenance and servicing of the gas collection infrastructure continued. It should also be noted that the full benefit of all the new gas wells hasn't yet been realised, as a minimum of three were not connected due to the ongoing infilling activity within the older existing cell.

- 4.2 On 29 June 2021, the construction of the new cell was completed, and the first waste deposits were made. The base of the landfill cell consists of 500mm of suitable clay (it needs to meet specific permeability standards), a HDPE liner (which is fuse welded), a HDPE protector and a layer of gravel, which also incorporates the leachate collection pipework and sump. Delays were incurred as gravel supplies became scarce, so a different grade needed to be sourced, although this now seems to be common for a range of construction materials.
- 4.3 The first waste deposits must be of "soft" waste, so it doesn't pose a puncture threat to the basal liner and the internal flanks. These deposits are known as a "fluff" layer, and operationally this meant that the older cell needed to be maintained for infilling to accept waste that may contain bulky items.
- 4.4 At the end of July 2021, the fluff layer was sufficient to allow infilling to cease within the older cell. Capping operations commenced as a matter of urgency.

5.0 Capping - Lochhead

- 5.1 Prior to the new cell being completed, discussions were initiated with a lining company to draw up a capping plan for the active cell. This was to ensure that as soon as the infilling ceased within the active cell, preparation works for capping could begin.
- 5.2 A capping plan (see Appendix 1) was compiled and submitted to SEPA for comment. The plan identifies 9 different areas, although the sequencing may change to suit circumstances, e.g. soil availability.
- 5.3 Preparation has commenced at area A (see Appendix 1), which is the most complex, as this is where the majority of the gas collection pipework is concentrated. All of the relevant gas well pipework has been disconnected and capped, but this does increase the possibility of point source emissions until these are all reconnected. A sub-soil crown has been emplaced on the top of the redundant cell; which is the highest point of the site. There will be a liner and additional soil added to the crown, but any further height increase will be negligible, and it will reduce in height through settlement as the waste degrades, although this will take several years.
- 5.4 Installation of a drainage system for leachate to collect any breakout from perched (temporary trapped in a horizontal layer) levels to prevent pressure build-up from behind the liner has been completed. Preparation of the slopes for the liner by removing all vegetation and emplacing soils is also complete. These works were dependent upon weather conditions and soil availability, although we did have enough soil to finish off this first area.
- 5.5 The lining works for this area have been completed, including installation of the netting, which assists in securing the liner in place.
- 5.6 New leachate and gas pipework is currently in the process of being reconnected. These works will take 1-2 weeks to complete, likely to be in mid to late October 2021, but are not weather dependent. Once completed, the full benefit of the additional wells that were installed in January/February 2021 will be realised, as at least 3 couldn't be connected as they were located in the operational cell at that time.
- 5.7 The above steps will be repeated for the remaining 8 areas. Realistically, these works will not be complete until summer 2022, although soil availability will be crucial to this. The other areas will be simpler with regard to disconnecting and reconnecting gas wells, so the likelihood of point source emissions will be reduced. The feasibility of installing additional gas wells will continue to be explored, although their zone of influence will need to be considered to guard against them cancelling out each other.

- 5.8 It may be possible to line the crown areas (D, E and F see Appendix 1) during the winter months with a geosynthetic clay liner, although as ever this will be weather dependent.
- 5.9 Approximately **100,000 tonnes** of suitable sub-soil will be required to allow the lining to be undertaken on the flanks and crown, with another **150,000 tonnes** needed to fully cap the flanks. The former figure refers to the emplacement of a suitable subsoil base for the liner to sit on, which is smooth and profiled to allow the liner to be fuse-welded with little issue. The latter figure relates to the sub-soil that is placed on top of the liner and netting. FRS continues to obtain sub-soils from a variety of sources to ensure work can commence as soon as weather permits.
- 5.10 All of these works are designed to improve gas capture, but there is no guarantee that it will fully address the issue. However, from our experiences gleaned from Lower Melville Wood Landfill Site, we do know that capping along with a robust gas collection system achieves the best results.

6.0 Lower Melville Wood Landfill Site

- 6.1 There have been fewer issues at Lower Melville Wood Landfill Site in terms of odour over the last 18 months, with only a handful of complaints reported by SEPA.
- 6.2 The existing operational cell is likely to be the last landfill cell for biodegradable waste at this site. The main gas mitigation measures carried out this year was the capping of the older cell in April.
- 6.3 However, additional gas collection infrastructure is being installed, with a layer of horizontal gas wells already in place (to be connected soon). The flanks of the existing operational cell were prepared for lining, and the lining/netting works are now complete. A CQA Plan is in the final stages of being drawn up to submit to SEPA for the installation of 5 additional vertical gas wells. Once the vertical gas wells are in place, the horizontal wells will be connected. A further layer of horizontal wells will be installed, and these will be connected once a sufficient layer of waste has been emplaced to guard against oxygen ingress.
- As the infilling continues, capping of the flanks will be progressed and, if feasible, additional gas wells will be installed. Once infilling is complete, the remaining uncapped flanks and crown will be capped. Thereafter, it will be a case of monitoring and maintaining the gas collection infrastructure and repairing/replacing, where necessary. Odour surveys are carried out on site using a Flame Ionisation Detector to identify emission sources, particularly on capped areas and at leachate/gas wells.

7.0 Landfill Future

- 7.1 On 31 December 2025, the Scottish Government ban on landfilling biodegradable municipal (household and commercial) wastes will take effect.
- 7.2 During the intervening period, the two arrangements FRS have in place with Energy from Waste providers will come into play; with Earlsgate, Grangemouth likely to become active in late 2021/early 2022 and Westfield in 2024. This will see a significant volume of material being diverted from landfill.
- 7.3 The likelihood is that Lower Melville Wood will have stopped landfilling some time before the ban is implemented, although the timescale is difficult to forecast, it may have sufficient void to last between 18-24 months.

- 7.4 Lochhead should have enough void to last until the ban is implemented and there is potential to create another small landfill cell, should void availability become critical, as at some point this will become the only landfill option within Fife.
- 7.5 Gas mitigation measures will be implemented as these last landfill cells are infilled, with full capping occurring once landfilling ceases.

8.0 Conclusion

- 8.1 Plans are in place for each site to improve the landfill odour issues. These additional gas mitigation measures, as previously described, have been discussed with SEPA.
- 8.2 The complaint numbers supplied to us by SEPA would suggest that the mitigation measures installed to date have had a measure of success, and this level of success will grow as more are installed.
- 8.2 FRS representatives regularly meet with SEPA to discuss progress on installation of control measures and any other relevant issues, e.g. soil availability. The increased frequency of meetings and site visits with SEPA will continue until the regulator is satisfied that the matter is under control.

List of Appendices

1: Appendix 1 – Capping Plan

Background Papers

The following papers were relied on in the preparation of this report in terms of the Local Government (Scotland) Act, 1973:

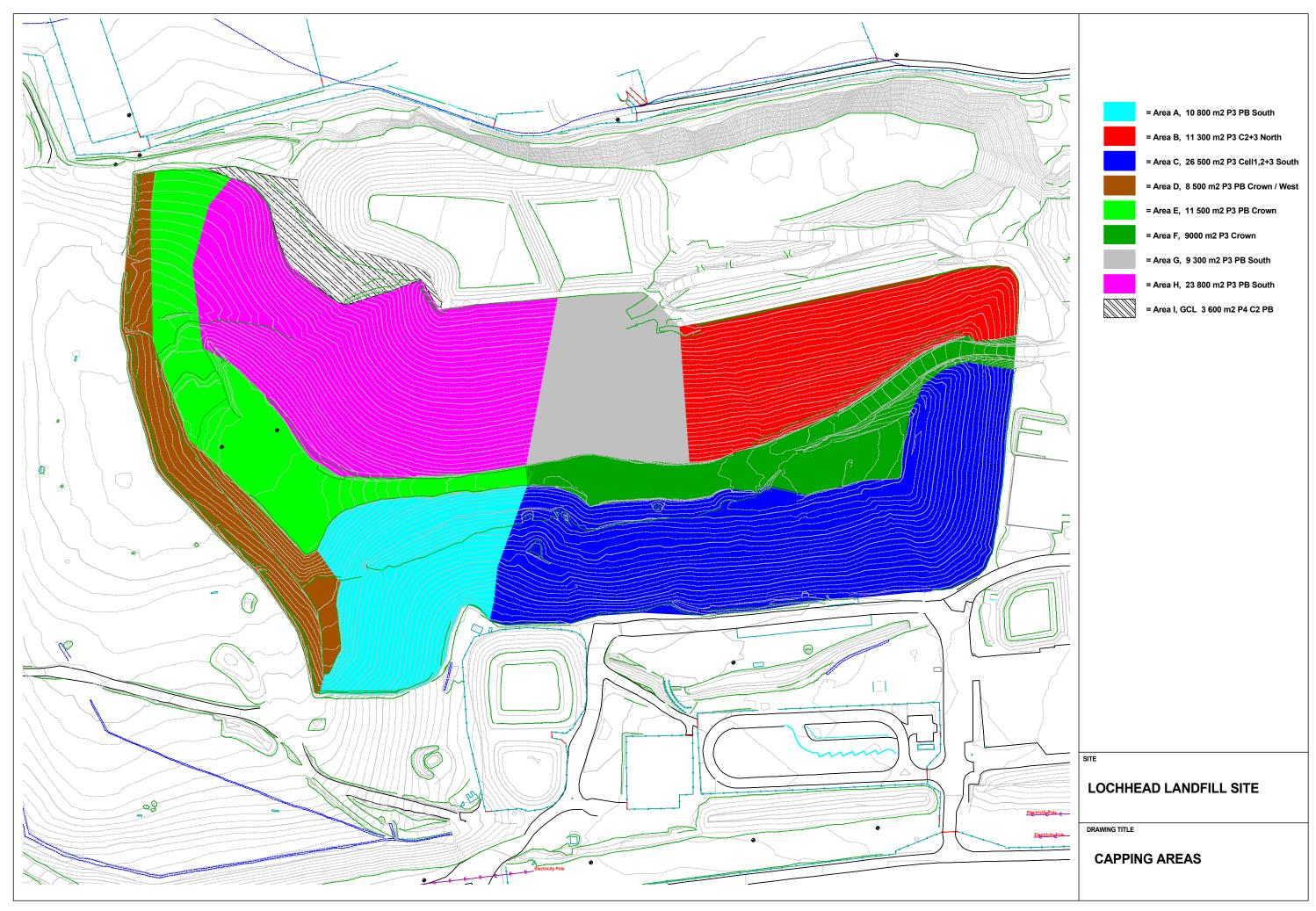
None

Report Contact

Ken Gourlay
Head of Assets, Transportation & Environment

Telephone: 03451 55 55 55 ext. no. 440473 Email: Ken.Gourlay@fife.gov.uk

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Environment, Finance & Communities Scrutiny Committee

Environment, Finance and Comm	Environment, Finance and Communities Scrutiny Committee of 1 February 2022					
Title	Service(s)	Contact(s)	Comments			
Community Asset Transfer - Update	Communities and Neighbourhoods Service / Assets, Transportation and Environment	Tim Kendrick				
Managing for Health, Wellbeing and Minimised Absence (Post Corporate Absence Project)	Human Resources	Barbara Cooper				
Parks, Streets & Open Spaces Savings 2013-2021 - Update	Assets, Transportation and Environment	John Rodigan				
Contact Centre and Pandemic Response Review Update	Communities	Diarmuid Cotter				
Update on Managing Change Exercise and Staffing Levels in Environmental Health	Protective Services	Lisa McCann				

Unallocated			
Title	Service(s)	Contact(s)	Comments
Climate Change Update	Assets, Transportation and Environment	Ross Spalding	
Pressures on Roads & Transportation Services	Assets, Transportation and Environment	Derek Crowe	Agreed at meeting 13/4/21 - update prior to May 2022.
Digital Progress in Local Government - Update on Fife Position	Business Technology Solutions	Charlie Anderson	Update report in 12 months - agreed at meeting 1/6/21
Oracle Cloud/Altair Pensions System (Provisional Item)	Finance and Corporate Services	Elaine Muir	