

## Education Scrutiny Committee

Committee Room 2 (FHM05.002), 5th Floor, Fife House, North Street, Glenrothes (**Blended Meeting**)



Tuesday, 24th January, 2023 - 10.00 a.m.

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### AGENDA

Page Nos.

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 in particular items on the agenda and the nature of the interest(s) at this stage.
3. **MINUTE** – Minute of Meeting of the Education Scrutiny Committee of 15th November, 2022. 5 – 9
4. **REPORT ON THE EDUCATION LED TEST OF CHANGE – NEURODEVELOPMENTAL PATHWAY UPDATE** – Report by the Executive Director - Education and Children's Services. 10 – 35
5. **EARLY LEARNING AND CHILDCARE – SCOTTISH GOVERNMENT DEFERRAL PILOT** – Report by the Head of Education & Children's Services (Early Years and Directorate Support). 36 – 42
6. **STRATEGIC HEALTH AND WELLBEING APPROACHES – CHILDREN & YOUNG PEOPLE** – Report by the Executive Director - Education and Children's Services. 43 – 56
7. **SCHOOLS WORKFORCE PLANNING: ACADEMIC SESSION 2022/23** – Report by the Head of Education and Children's Services. 57 – 68
8. **EDUCATION SERVICE REVENUE BUDGET 2022-23: PROJECTED OUTTURN** – Joint Report by the Executive Director - Finance & Corporate Services and the Executive Director - Education and Children's Services. 69 – 75
9. **EDUCATION SERVICE CAPITAL INVESTMENT PLAN 2022-23: PROGRESS REPORT** – Joint Report by the Executive Director - Finance & Corporate Services and the Executive Director - Education and Children's Services. 76 – 81
10. **EDUCATION SCRUTINY COMMITTEE FORWARD WORK PROGRAMME** 82 – 84

**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.**

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17th January, 2023

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## **BLENDED MEETING NOTICE**

This is a formal meeting of the Committee and the required standards of behaviour and discussion are the same as in a face to face meeting. Unless otherwise agreed, Standing Orders will apply to the proceedings and the terms of the Councillors' Code of Conduct will apply in the normal way

For those members who have joined the meeting remotely, if they need to leave the meeting for any reason, they should use the Meeting Chat to advise of this. If a member loses their connection during the meeting, they should make every effort to rejoin the meeting but, if this is not possible, the Committee Officer will note their absence for the remainder of the meeting. If a member must leave the meeting due to a declaration of interest, they should remain out of the meeting until invited back in by the Committee Officer.

If a member wishes to ask a question, speak on any item or move a motion or amendment, they should indicate this by raising their hand at the appropriate time and will then be invited to speak. Those joining remotely should use the "Raise hand" function in Teams.

All decisions taken during this meeting, will be done so by means of a Roll Call vote.

Where items are for noting or where there has been no dissent or contrary view expressed during any debate, either verbally or by the member indicating they wish to speak, the Convener will assume the matter has been agreed.

There will be a short break in proceedings after approximately 90 minutes.

Members joining remotely are reminded to mute microphones and switch cameras off when not speaking. This includes during any scheduled breaks or adjournments.



**THE FIFE COUNCIL - EDUCATION SCRUTINY COMMITTEE – REMOTE MEETING**

15th November, 2022.

10.00 a.m. – 1.30 p.m.

**PRESENT:** Councillors Kathleen Leslie (Convener), Lynn Ballantyne-Wardlaw, Aude Boubaker-Calder, Patrick Browne, John Caffrey, Ian Cameron, Colin Davidson, Dave Dempsey, Sean Dillon, Linda Erskine, Alycia Hayes, Louise Kennedy-Dalby, Lea McLelland (substituting for Councillor Mowatt), Sarah Neal and Daniel Wilson; and religious interest representatives – Mr. Brian Blanchflower, Ms. Mary Caldwell and Mr. Alastair Crockett.

**ATTENDING:** Carrie Lindsay, Executive Director, Maria Lloyd, Head of Education and Children's Services (Secondary Schools and Specialist Support), Angela Logue, Head of Education and Children's Services (Primary Schools and Improvement Support), Shelagh McLean, Head of Education and Children's Services (Early Years and Directorate Support), Stuart Booker, Quality Improvement Officer, Pamela Colburn, Quality Improvement Officer, Murray McBain, Policy Co-ordinator and Zoe Thomson, Quality Improvement Officer, Education and Children's Services; Alison Binnie, Finance Business Partner and Diane Barnet, Committee Officer, Finance and Corporate Services.

**APOLOGY FOR ABSENCE:** Councillor Lynn Mowatt.

**15. DECLARATIONS OF INTEREST**

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

**16. MINUTE**

The Committee considered the minute of the Education Scrutiny Committee of 28th September, 2022.

**Decision**

The Committee agreed to approve the minute.

**17. STAFF WELFARE REPORT - EDUCATION SERVICE STAFFWISE SURVEY 2022**

The Committee considered a report by the Executive Director, Education and Children's Services providing an analysis of the Staffwise survey undertaken across all educational establishments and centrally based services/teams in February 2022. Detail and an analysis of key results was provided, as well as identification of recommendations and future plans.

**Decision/**

**Decision**

The Committee:-

- (1) noted the results and analysis of the survey;
- (2) noted the comparisons between the 2022 and 2019 results;
- (3) noted the conclusions and proposed actions as outlined in the report;
- (4) requested a progress report for this Committee's consideration on the Staff Wellbeing Strategy in 6 months' time; and
- (5) agreed that an invitation be extended to the Joint Secretary of Education Trade Unions or their nominated representative to attend this Committee to contribute to future discussion relating to staff surveys.

**18. SENIOR PHASE STAGE-BASED OUTCOMES**

The Committee considered a report by the Head of Service, Education and Children's Services providing an update on current progress in improving attainment in the senior phase of secondary schooling (stages S4 – S6).

The report provided an overview and brief commentary on the outcomes for Fife for 2022 for cohorts of learners and for specific groups of learners. The report analysed these outcomes in relation to the 5-year attainment trends for Fife and provided further analysis of Fife outcomes in relation to National attainment. The report also described the ongoing work in improving outcomes for learners in the Senior Phase of Secondary school.

**Decision**

The Committee:-

- (1) noted the senior phase attainment for session 2021/22 in the context of Fife's 5-year attainment trends;
- (2) acknowledged the next steps identified for Session 2022-23;
- (3) agreed to encourage local elected members to meet with Secondary School Headteachers to discuss their individual school's 2021/22 attainment outcomes and their approaches to improving attainment; and
- (4) requested an update report in 6 months' time on improvement for this Committee's consideration to ensure that the next steps were working.

*Councillor Caffrey left the meeting during discussion of the above item.*

*The Committee adjourned at 11.40 a.m. and reconvened at 11.55 a.m..*

**19./**

**19. ATTAINMENT SCOTLAND FUND 2021-22**

The Committee considered a report by the Executive Director, Education and Children's Services outlining the progress made in the use of the Attainment Scotland Fund (ASF), which encompassed the Schools Programme, Pupil Equity Funding and the Care Experienced Children and Young People Fund, during session 2021/2022.

The report provided an update on the work of schools and teams to address the challenge of Closing the Poverty Related Attainment Gap and to support families by reducing the Cost of the School Day.

**Decision**

The Committee:-

- (1) noted the progress made by Fife's schools and teams in the use of the Attainment Scotland Fund to positively impact on the educational outcomes of children and young people;
- (2) noted the work of schools in developing approaches to reduce the Cost of the School Day;
- (3) agreed to seek updates on the impact of approaches and interventions on improving educational outcomes for children and young people locally, through individual schools and via Area Committee reports or workshops; and
- (4) requested an update report on spending of the Attainment Scotland Fund for this Committee's consideration, following scheduled discussion with Schools.

**20. NATIONAL HEALTH & WELLBEING CENSUS**

The Committee considered a report by the Executive Director, Education and Children's Services relating to the arrangements in place for Fife Council to undertake a Survey of Young People's Health and Wellbeing in Fife, based on the Scottish Government National Health and Wellbeing Census, and to respond to the decision of Fife Council by providing information on the proposed content and processes associated with implementation, requiring a decision.

**Motion**

Councillor Erskine, seconded by Councillor Davidson, moved to recommend to the Cabinet Committee that the Council reject the entire survey, i.e., the Council does not undertake any part of the survey.

**Amendment**

Councillor Hayes, seconded by Councillor Neal, moved as an amendment to recommend to the Cabinet Committee:-

- (1) considering the range of age-appropriate questions that children and young people would be asked, the approval of Fife undertaking the survey; and
- (2)/

## 2022 ES 10

- (2) to include the current set of census sexual health questions in the Fife Young People Health and Wellbeing Survey.

### **Roll Call Vote**

#### **For the Motion - 9 votes**

Councillors Aude Boubaker-Calder, Patrick Browne, Ian Cameron, Dave Dempsey, Colin Davidson, Dillon, Linda Erskine, Kathleen Leslie and Mr. Crockett, religious interest representative.

#### **For the Amendment - 6 votes**

Councillors Lynn Ballantyne-Wardlaw, Alycia Hayes, Louise Kennedy-Dalby, Lea McLelland, Sarah Neal and Daniel Wilson.

The motion was accordingly carried.

### **Decision**

The Committee:-

- (1) noted the reasons for implementing a Survey within Fife on the Health and Wellbeing of Young People;
- (2) noted the Data Protection arrangements and that data about children and young people would be collected for statistical and research purposes only, as part of Fife Council's duty as a local authority to plan for children's services in our area;
- (3) noted the overall range of key themes included within the questions; and
- (4) notwithstanding the above, agreed to recommend to the Cabinet Committee that the Council reject the entire survey, i.e., the Council did not undertake any part of the survey.

*Mr. Blanchflower left the meeting during consideration of the above item, prior to the roll call vote being taken.*

## **21. EDUCATION SERVICE REVENUE BUDGET 2022-23: PROJECTED OUTTURN**

The Committee considered a joint report by the Executive Director, Education and Children's Services and the Executive Director, Finance and Corporate Services providing an update on the forecast financial position for the 2022-23 financial year, for the areas in scope of the Education Scrutiny Committee.

### **Decision**

The Committee:-

- (1) considered the current financial performance and activity as detailed in the report; and
- (2) noted the projected outturn position and the relevant areas of projected over and under spend in the Service.



**22. EDUCATION SERVICE CAPITAL INVESTMENT PLAN 2022-23: PROGRESS REPORT**

The Committee considered a joint report by the Executive Director, Education and Children's Services and the Executive Director, Finance and Corporate Services providing information on the overall progress of the Education Service capital programme for the current financial year 2022-23, including information relating to progress on major projects.

**Decision**

The Committee:-

- (1) noted the financial position as detailed in the report; and
- (2) noted that the budget had been revised to reflect the outcome of the Capital Plan review undertaken in February 2021 and the subsequent re-phasing exercise carried out in May 2022.

**23. EDUCATION SCRUTINY COMMITTEE FORWARD WORK PROGRAMME**

The Committee considered the Education Scrutiny Committee draft Forward Work Programme.

**Decision**

The Committee noted the Education Scrutiny Committee draft Forward Work programme which would be updated as required, including:

- Staff Wellbeing Strategy progress report (Para. 17 (4) above refers).
- Senior Phase Stage-Based Outcomes update report (Para. 18 (4) above refers).
- Attainment Scotland Fund 2021-22 update report (Para. 19 (4) above refers).

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24 January 2023

Agenda Item No. 4

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## Report on the Education Led Test of Change – Neurodevelopmental Pathway Update

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Report by: Carrie Lindsay, Executive Director, Education and Children’s Services

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Wards Affected: All

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### Purpose

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This report provides an update on the progress made since the report presented on February 2022, to the Education and Health and Social care Scrutiny committee [Public-Agenda-Pack-ECS-HSC-8th-Feb-2022.pdf](#). This report outlines the work of the Multi-agency Strategic Oversight Group Focus: Neurodevelopmental Pathway.

The Terms of Reference and purpose of the group are outlined in the initial Committee report [Agenda and Papers Education and Children’s Services Health and Social Care Scrutiny Committee 9th February 2020](#).

This report will mainly inform the Committee of the progress to date of the ‘Test of Change’ (ToC) which although is in partnership with the NHS, it is being led by Education. There will be references to the other 2 Tests of Change that are also being overseen by the Oversight Group. More details of these are given in **Appendix 2**.

### Recommendation(s)

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The Education Scrutiny Committee is asked to:

1. Scrutinise the progress of the education-led test of change
2. Review and analyse the areas for consideration and possible next steps outlined in the report
3. To review a further report on the ongoing progress on the implementation of the neurodevelopment pathway by education, within six months of the completion of the ToC.

### Resource Implications

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The Strategic Oversight Multi-Agency Group has met formally many times since the September 2021 Committee report. Group members continue to meet informally to discuss or complete tasks. The group discuss the key challenges of the 3 Test of Change and issues that need to be addressed and consider solutions or actions to be taken.

## Legal & Risk Implications

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Whilst there are some common themes across all age groups, the legislative and organisational context is quite distinct for adults of all ages and Children's Services. In Children's Services priorities are set within the wider framework and context of Getting it Right for Every Child (GIRFEC). This supports the planning and provision for children and young people with additional needs, as described within the Education (Additional Support for Learning) (Scotland) Act 2009. For all adult age groups, the key legislation is:

- Equalities Legislation
- Adult with Incapacity (Scotland) Act 2000
- Mental Health (Care and Treatment (Scotland) Act 2003
- Adult Support and Protection (Scotland) Act 2007
- Social Care (Self Directed Support) Scotland Act 2014

## Impact Assessment

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At this stage, an EqIA is not required as there is no current plan to change or revise current policies or practice. When we move forward to upscale the work that has taken place within the Test of Change in Education, we will be required to monitor the improvements being made to support children, young people and families. If there is a risk of inequalities increasing across Fife, it will be important to focus on this and ensure this is addressed.

## 1.0 Background

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- 1.1 There has been much ongoing discussion around the implementation of the Neurodevelopmental (ND) pathway as it is a new way of working and does cover learning disability and Autism and Attention Deficit Hyperactivity Disorder (ADHD).
- 1.2 It is understood that learning disability or intellectual disability affects 3% of the population, whilst 1-2% is affected by Autism and 5% by ADHD. Neurodevelopmental conditions also include Foetal Alcohol Syndrome, Tourette's Syndrome, Developmental Language Disorder, Dyslexia, Dysgraphia, Epilepsy and Dyscalculia.
- 1.3 Autism assessment is included as part of the ND pathway, a lifelong developmental disorder more commonly referred to as autism spectrum disorder (ASD). ASD affects people differently with some individuals being able to live independently. Others will need very specialist support.
- 1.4 Waiting lists for diagnosis in Fife for ASD were around 1200 at the height of the pandemic, which is below the average 1500 for other Health Boards in Scotland. Covid affected the ability to carry out face to face assessments during this time. The waiting list for diagnosis was one of the main drivers for the establishment of the Strategic Oversight Group by the Committee. This year i.e., 2022/23, the range of project interventions has significantly reduced the waiting list with the current figure at around 900, despite a general increase in referral rates year on year. The details of this pertain more to one of the other ToC being led by the NHS (**ToC1 - Appendix 2**).

- 1.5 Fife's current ASD diagnostic pathway is based on SIGN guidance with either a community-based assessment, Autism Assessment Pathway (AAP) or more specialist assessment model for children and young people with significant complexities delivered via Fife Autistic Spectrum Team (FAST). Children and young people are referred on to the FAST Team where there are complex issues and behaviours or where it has been difficult to provide a clear diagnosis at the initial stages at AAP.

Currently, children could be referred to several different neurodevelopmental services for assessment or advice for example ADHD or Tourette's in addition to ASD. Referrals are generated by a number of organisations - schools, GPs and sometimes by other professionals.

We know from research and Fife data that a child may display developmental symptoms associated with different conditions which can be confusing for parents and professionals. Multidisciplinary assessment often means one child has multiple appointments with different professionals for one assessment. If a presentation is unclear or indicates more than one condition, multiple assessments with different teams may be required, leading to replication of information gathering and also delays in diagnosis. In order to deal with this replication, the Fife Neurodevelopmental Questionnaire (F-NDQ) was designed as a single record of developmental history and has been adopted by other health board areas. This is a comprehensive questionnaire to provide health staff with the child's developmental history from birth.

For many children it may be unclear initially which service is the most appropriate, or even whether referral to a neurodevelopmental service, as opposed to other services, such as CAMHS for example, is necessary. This can lead to families either waiting for unnecessary assessments or multiple referrals being made. Going from one pathway to the next potentially wastes valuable time for families and resources.

## 1.6 **Neurodevelopmental Pathway**

Overarching aims with the new pathway are to:

- Streamline the process for targeted, holistic, specialist multiagency assessment.
- Improve experiences for children, young people and families.
- Recognise co-morbidity as the norm rather than the exception.
- Reduce waiting lists for diagnosis.

A multi-agency Strategic Oversight Group, (Neurodevelopmental pathway) initially focused on Autism, has been established and has been operating effectively since March 2021. The current composition of the group includes representatives from across the Education and Children Services (E&CS) Directorate, Health and Social Care (H&SC), an NHS representative who is the Lead Clinical Psychologist for Fife, Team Manager for Skills Development Scotland and a senior leader from Fife College. This group is currently chaired by the Head of Service for Education and Children Services.

- 1.7 The main task of the Oversight Group now is to oversee the implementation of the neurodevelopmental pathway in Fife and address ongoing issues in service areas through three Tests of Change (ToC). These ToC, when completed, will allow for

decisions to be made around next steps and resources needed to further implement ND project implications.

The other two tests of change are being supported by Education, but Education is not leading on these. They are funded via different routes and report to other Committees or Boards.

- 1.8 It is acknowledged that the successful implementation of a ND Pathway requires a culture change across professions and especially with parents and carers. The importance of considering the needs of each child/young person and their families and greater awareness of neurodiversity is an important shift as we move forward allowing a move away from a culture of diagnosis as the only important factor. This shift is needed in order to ensure planning for the appropriate support is considered and implemented as early as possible and is not dependant on a diagnosis.

Neurodiversity is the term that references the range of different ways that people's brains work and interpret information. Evidence suggests that one in seven people are 'neurodivergent' meaning their brains are structured or function in different ways from the wider population and some of these individuals have identifiable conditions.

- 1.9 Such neurodevelopmental conditions are complex to both identify and diagnose in children. For some, the observable 'symptoms' are more obvious but often the challenges faced by children with such conditions are subtle and can be masked by the child's ability to adapt to social/environmental and intellectual challenges or by the ability of the setting (e.g., school) to adapt to the needs of the child successfully. We also know that children's brain development and subsequent behaviours are highly influenced by their home circumstances, relationships, life experiences, health and emotional wellbeing. Neurodevelopmental conditions have also been shown to frequently occur alongside one another, meaning a child can have two or more neurodevelopmental conditions simultaneously, a situation known as 'co-morbidity'.
- 1.10 Diagnostic assessment of neurodevelopmental conditions has previously focused on diagnostic presentations one at a time via separate referral pathways. Within Fife, there were multiple assessment pathways and children would be referred onto one, or multiple, pathways for assessment of specific conditions (e.g., autism, ADHD). This system required a particular condition to be identified by the team working with the child at the point of referral, which would then be examined further through the relevant assessment pathway process. The waiting lists for these pathways varied in length and a potential outcome of one assessment could have been to refer the child on to another assessment pathway.

Due to waiting list pressures, there was no early screening of referrals, all were accepted and generally no early intervention offered at the point a referral was received. Referrals for autism assessments were accepted from schools or any NHS professional, but often there was no established multi-agency collaboration – those professionals who knew the child best or worked with them most often, were not always providing information for the referral.

- 1.11 The clinical services who assess autism within NHS Fife report to receive 2-3 times more referrals than what would be expected based on the 1.03% rate of diagnosed autism in the Scottish population (The Microsegmentation of the Autism Spectrum Report), Scottish Government 2018). This rate of referral equated to an historic average of 42 cases per month for paediatric autism assessment in Fife with a positive diagnostic rate for autism which currently stands at 85-90%, so once referred, a positive diagnosis was the most likely outcome of assessment. The

national ADHD population rate is currently 4-6% of the population ADHD Guidance, NICE (2018). Taking both the ASD and ADHD figures together, we would anticipate that combining the assessment for these conditions into a single pathway will have an increased knock-on impact on the demand for ND assessments and consequent professional time.

- 1.12 In response to the high number of children and young people awaiting autism assessment in Fife, and the acknowledgement that more needed to be done to support families at an earlier stage, a cross-council and health working group was established in February 2021 (Multi-agency Oversight Strategic Group). This group's ongoing role is to identify and respond to key priorities related to autism in Fife and to support the implementation of [The Specification](#).
- 1.13 Across Scotland, there is now recognition of the need for a neurodevelopmental, rather than a single condition, approach to assessment (Children's Neurodevelopmental Pathway Guidance, NAIT, 2021). In Fife, we have sought to develop, and pilot, a new single point of access for assessment which will eventually replace the existing pathways for neurodevelopmental conditions including ASD, ADHD, Foetal Alcohol Syndrome Disorder (FASD) and Learning Disability (LD). The exact reasons behind referrals for autism assessment in Fife being so high are unclear but it is understood that multiple assessment pathways waste time and force early decisions about which separate neurodevelopmental conditions should be assessed. Joint education and NHS Fife guidance and referral paperwork for the autism and ADHD Pathway had not been reviewed since 2018 and staff training was dated. This was contributing to the uncertainty around roles and responsibilities of different professionals in the process and variability in how the pathways and associated guidance were being used.

## 2.0 Funding and the Education Led Test of Change

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It is worth noting that specialist Education staff involved in this project (EPs, ASIST, LS and pupil support staff), have competing demands which involve supporting pupils with a wide range of wellbeing concerns other than neurodevelopmental ones. In order to facilitate this test of change we needed to release staff by using additional funding to employ more staff to lead this. Especially to deliver quality training to staff to meet learners needs without the need for diagnosis.

- 2.1 Through engagement with Scottish Government, specifically the Children and Young People's Mental Health and Wellbeing Programme Board, Education, alongside NHS partners, were successful in their bid for £205K to support the delivery of Test of Change 2, as outlined in this report, see **appendix 1**. This funding expires in March 2023.
- 2.2 The objectives of this multi-agency ToC and the new Fife Neurodevelopmental Pathway have been designed to streamline the assessment and referral process and focus on thorough, early contextual assessment and evidence gathering. A key priority of the approach is to ensure children, young people and their families are appropriately supported at all stages of the assessment pathway. This ToC is currently implementing and assessing the new pathway process in a small cluster of schools (two secondary schools and their feeder primary schools plus a special school) in the west of Fife where NHS data has consistently shown there is the greatest demand for neurodevelopmental assessment. The pilot is running for the period - October 2021 to March 2023 ahead of a wider roll-out of the pathway

beyond these schools, assuming the outcomes of the pilot are positive, and funding is secured.

This ToC is very much focused on the initial stage of the Pathway which involves education services and does not incorporate the further stages involving the diagnostic process in health. Therefore, all Neurodevelopmental conditions are not yet fully integrated into the process and separate pathways for diagnosis in health still exist. The reason for this situation is simply that resources have had to be channelled into dealing with the backlog of 900 or so autism assessments. Once this backlog has been cleared, staff will be able to concentrate resources on early intervention and support.

- 2.3 The introduction of a neurodevelopmental assessment pathway will allow for a broader consideration of a child's profile at an early stage in the assessment process, which takes account of our knowledge of these conditions and their relative impact on a child's development and understanding of the world.

**The Education Test of Change summary of objectives are: -**

- a) Development of a new Neurodevelopmental Assessment Pathway (NDP)
  - I. Implement a new neurodevelopmental assessment pathway process that aligns with principles of the Children and young people - national neurodevelopmental specification: principles and standards of care. (The Specification).
  - II. Improve the quality of assessment information prior to a request for specialist neurodevelopmental assessment, which will support efficient and effective decision-making and reduce the number of inappropriate or unnecessary referrals.
- b) Implementation of supports at Universal and Additional level to more confidently meet the needs of children with neurodevelopmental differences
  - I. Provide staff involved in the ToC with training and support to understand neurodevelopmental conditions and neurodiversity.
  - II. Develop consistency of practice around assessment and intervention being person-centred and based on an understanding of wellbeing in a child's current context, as well as focused on tackling needs early and needs-led rather than diagnosis dependent.
  - III. Promote the use of the existing Fife Child Wellbeing Pathway process to enable those who require additional support for their neurodevelopmental needs to access this through universal services and encourage opportunities for discussion and collaboration with families and multi-agency partners at the earliest opportunity.
  - IV. Review existing tools, materials, support opportunities, and pilot new ones to enhance the use of strategies and advice and signposting for children and families across a continuum of support. For example, the ongoing development of the Moodcafe website / resource hub ([Mood Cafe | Home](#))
- c) Enable learning, sharing of practice, and evaluation to support a wider implementation of a process that supports children, young people, and families

- d) Learning from the pilot will be used to inform recommendations and establish an implementation plan to extend a sustainable process throughout the rest of Fife.
- e) We will provide timely updates and seek to collaborate with partners across key identified areas impacting children and families with neurodevelopmental conditions, such as post-school transitions. We will do this both locally (e.g., key links across Health and Social Care through the Fife Multi-agency Oversight Strategic Group) and nationally (e.g., local authorities involved in other ToC areas). See **appendix 1** for full details of the bid.

## 3.0 Outcomes to Date

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### 3.1 Pathway Referrals

The activities carried out by Education staff during this period is outlined in **Appendix 3- Programme of activities for this ToC**. The new referrals were invited from the schools in the West after the October school holidays 2021 and the figures we are reporting, comprise those referrals received using the correct ND pathway paperwork and evidence, as required by the new process. There were additional referrals received by NHS Fife during this period which are noted but not counted in the final figures since they could not evidence having followed the agreed process within the Child Wellbeing Pathway.

**Based on historic referral rates we anticipated 58.5 referrals over the thirteen-month period, but the actual number of referrals was 48, representing an 18% reduction overall.** This anticipated figure was based on ASD referrals alone and does not include any other ND conditions (including ADHD) which would be included in the ND pathway pilot.

There were 23 additional referrals which were not counted as ND referrals since the professionals did not follow the correct referral procedure by making a single agency referral, which do not include a full evidence profile and wouldn't meet the objectives set out in the introduction.

### 3.2 Virtual Consultations

Following the initial training for stakeholders and the commencement of the NDP pilot, virtual consultation sessions were offered to school staff. These sessions took place fortnightly between April 2022 and June 2022, and then again in September and October 2022. The purpose of the sessions was to allow key education staff the opportunity to seek early intervention advice and discussion around specific children and young people being considered for ND referral. The sessions were coordinated and run by staff from the Educational Psychology Service, the Autism Spectrum Information and Support Team (ASIST) and NHS Fife Clinical Psychology.

Key themes emerging from these sessions to date include detailed discussion of more complex neurodevelopmental presentations, clarification of the required assessment evidence for referral and problem-solving around communication difficulties between agencies. The feedback from school staff who attended these sessions has been positive. Staff note that it has been helpful to discuss particular cases with a multi-agency team and to seek clarification and reassurance about the assessment information they have gathered.



In one particular example, we were able to discuss the presented case with a clinical colleague who was able to make a specific recommendation not to refer onto the ND pathway at that point due to the presenting evidence and another example of a case discussed which was advised to a specific health team for further consultation.

Health partners have expanded the range of group interventions accessible via [www.accesstherapiesfife.nhs.scot](http://www.accesstherapiesfife.nhs.scot) for children with/without a diagnosis of a neurodevelopmental conditions and their parents/carers. These include emotional regulation support and behavioural supports.

### 3.3 Focus Group Feedback (school staff) and Evaluation of Training

Both positive aspects and challenges were identified by school staff. Positive aspects of the ToC included the prospect of a unified referral approach for all ND conditions to simplify the process in the future, the Dimensions Tool as a helpful support to both identify appropriate cases and signpost those less suitable for specialist ND assessment, and support offered by specialist education staff on challenging cases via Virtual Consultations or link educational psychologist.

Significant workload challenges were identified by school staff which included the increased demand for Wellbeing Meetings and Child's Plans for pupils identified by Health staff as potentially having ND conditions but not presenting at that level of concern for school staff. School staff indicated that the number of pupils being identified for possible ND pathway referral was leading to backlogs within education as meetings and paperwork were coordinated. The Dimensions Tool was reported to take significant amounts of professional time which required Support for Learning (primary) and Guidance/Pupil Support teachers (secondary) to support families to complete the questions together.

There is evidence of a shift of workload and professional demand as part of the process of locating assessment and referral routes within the Child Wellbeing Pathway from Health colleagues to Education staff in schools. This is an area which has historically attracted a large number of informal and formal parental complaints to Health around waiting times and processing referrals which we anticipate will focus more on Education staff, even with the more streamlined pathway in place. Examples of additional workload cited by school-based staff are the volume of referral documentation, the development of child's plans solely for the purpose of making a ND referral and the completion of the dimensions toolkit which can take 1-2 hours of professional time. This is particularly evident where schools have multiple pupils awaiting wellbeing meetings and referral paperwork being completed.

The feedback from school staff who attended the virtual consultation support sessions has been positive. However, the uptake of these sessions has been less than we anticipated. We are unclear at this point if this indicates that there is not a high demand for support or if potential factors related to accessibility and availability of the sessions is in part to blame. It is also possible that the initial training, additional support materials (e.g., FAQ document) and advice from school link EPs has provided staff with sufficient understanding of the requirements of the new process. The ToC team will fully evaluate this at the end of the pilot in March, by seeking feedback from school staff involved.

The evidence we have gathered from participating education staff to date indicates that there will be significant staff development and workload implications of adopting the new ND referral pathway process. The training and staff support provisions would require to be scaled up from the current pilot schools to all schools in Fife

ahead of full roll out, and we anticipate ongoing roles for specialist staff to monitor rates of referral and to support schools directly with the consequent workload demand until the model becomes more embedded.

## 4.0 Analysis

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This section is divided into two brief sections, the first one examining areas which were important in the development of the ToC and the second covers some initial challenges which we encountered, each of which carries with it a series of tasks and pressures on Education staff.

### 4.1 Areas developed:

- Clear and shared objectives and outcome indicators from the outset have been helpful – all professional stakeholders need to understand what we are trying to achieve and why.
- Relationships between agencies need to be close, with an active, regular check-in process to make progress.
- A Process-Mapping exercise to highlight the existing pathways and referral points in the initial stages of the pilot would have been supportive
- Understanding barriers and gaps for staff in schools and creating resources to address these gaps has been important (e.g., FAQs).
- Requirement for ongoing support for school staff (consultations, support from Educational Psychologists (EPs)) and being able to check in with EPs around casework is seen as a supportive step.
- Learning from the training which has been delivered to create more effective and efficient future training which is sustainable e.g., online modules or sessions.
- Offer of ongoing consultation around cases has been welcomed by frontline staff (virtual consultation sessions).
- The pilot schools have been familiar with the Child Wellbeing Pathway rather than having to adapt to a new assessment model – the pilot has reinforced the need for schools to continue to follow this Pathway and embed it in practice.
- Having clear baseline data around referrals per month, per school cluster would be ideal if it could be obtained/shared by Health. Health do not have a dedicated member of staff to undertake this analysis, which is time-consuming and referral rates are so high. A benefit however of the education ToC going forward is that it now does provide such data.

### 4.2 Challenges of this Test of Change:

- Shift of referral workload away from Health to Education staff
- New workload demands for education staff
- Moderating/managing demands from Health staff requesting education staff to initiate Wellbeing Pathway processes ahead of potential ND referral for children who wouldn't otherwise have met wellbeing concern thresholds in school
- Establishing a shared understanding of the pre-referral priorities and how to quality-assure referrals
- Sustaining the old/existing referral pathways whilst piloting the new one has been challenging for staff and communicating to all staff across agencies is time consuming. This has led to the production of new sets of guidelines within Health to better inform the differences between the old and new pathways

- Some schools still making inappropriate referrals, with limited information, despite the new process in place, however these are being followed up with the school.
- Communication around the ND pathway is excellent with Clinical Psychology partners but still in development across related NHS services who are stakeholders in this area – (e.g., CAMHS, Paediatrics, Speech & Language Therapy, Clinical Psychology)
- Access to health referral data – cross-agency sharing of data has been complicated by multiple referral points in Health and reliance on staff compliance with criteria/process
- Establishing shared aims across all multi-agency partners in the process has been a challenge
- Enabling professional behaviour-change to happen quickly is effortful and places responsibility on management systems/professionals
- Post-covid/lockdown landscape may have impacted on a range of factors impacting on children’s presenting behaviour and cognitive development. There is strong anecdotal evidence of a rise in demand for specialised children’s services post-pandemic which may impact this particular project. Already there has been a considerable increase in referrals for ASD assessment and CAMHS support this year – impacting on those clinicians who are also involved in diagnostic assessment
- Pressure from parents to seek diagnosis / diagnosis culture still in evidence with perceived link to extra help and resources. Challenge of balancing a family’s ‘right’ or ‘entitlement’ to specialised ND assessment versus the need to be able to evidence that pre-referral

4.3 The referral data we have received so far indicates that the new process has led to an initial reduction in referrals, lower than would have been anticipated using the historic rate for autism referrals as a guide. **The figure at the thirteen month point of the ToC is indicating a narrowing of the gap between the historic ASD referral rate and the new pathway referral rate, with the new pathway currently tracking at 18% fewer referrals than anticipated.** The ToC team will continue to gather data until the funding runs out, in order to assess whether this trend continues. A further priority is to work with NHS Fife colleagues to qualitatively look at how the assessment evidence at the point of referral is supporting efficient and effective decision-making at triage.

## 5.0 Considerations and possible next steps

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Next steps within our wider Scottish Government evaluation, will be influenced by the points in this section, contingent on ongoing funding for additional educational staff.

5.1 Discussion during the virtual consultation sessions and feedback from EPs has indicated that there are case examples where the Team Around the Child have not progressed with a referral to the ND pathway when they previously would have done so. Our leading hypothesis for this would be that the ToC is supporting a shift in focus towards support for the child’s needs and away from diagnosis (‘what can I do now to help this child?’). Families are being supported to recognise that the services around the child are as important as a diagnostic assessment. Referrals for specialist neurodevelopmental assessment will continue to be made, possibly in higher numbers as neurodevelopmental conditions other than autism are routed to the new pathway. With more time and care being taken to thoroughly gather and analyse

assessment evidence about a child's wellbeing beforehand, the increased focus on early intervention and improved quality of evidence should impact positively. The ToC lead will act on feedback from the recent focus group.

- 5.2 Key documents developed so far, have been electronically shared with primary Headteacher and secondary Depute Headteacher colleagues for wider school dissemination. We are in the process of negotiating which of the documents produced can be made available on a refreshed Fife GIRFEC website. Going forward, this will offer a 'one-stop' location and will support accessibility for school staff. Further evaluative feedback will be sought to explore what school staff feel they need next in terms of additional training and support. This will inform how we best arrange support opportunities, including virtual consultation sessions going forward. The structure and delivery of training to staff beyond the initial pilot schools will also be an important consideration.
- 5.3 A key priority in the next stage of our action research will be to ensure that the children, young people and families that seek to access assessment, support and diagnosis, are fully supported to be meaningfully engaged in the process. Support materials are in development with thought around how to best make these available for service users. Using the NAIT Neurodevelopmental Pathway leaflet templates for parent/carers and young people, Fife local resources have been created. Additionally, draft video scripts have been developed which aim to explain neurodevelopment and support parents/carers with aspects of the Fife ND Pathway process (completing the F-NDQ). Focus group research and case study mapping would also enable evaluation of the experience of neurodevelopmental assessment and support as reported by individuals and families currently going through the pathway.
- 5.4 Our preliminary findings are providing us with cause for cautious optimism around the current rate of ND referrals when compared to what would have been expected using previous autism referrals as a broad guide. Over thirteen months, the 48 referrals received equates to an 18% reduction on what we anticipated. The original estimate of 58.5 referrals did not include the numbers of referrals which we could have anticipated from other referral pathways (e.g., ADHD & LD), as these did not have accurate referral rates to use as comparisons. Therefore, our actual percentage reduction of referrals may be more significant over time, taking account of the other conditions which weren't factored into our estimated predicted referral rate. We would have expected a higher number of referrals at this point in the project implementation.
- 5.5 If this trend were to continue this has the potential to positively impact on the available professional time to support children and families at an earlier stage and, significantly, impact positively on the current waiting lists for diagnosis. Conversely, if the rate of ND referral continues to increase over time, we may have to consider how that rate would be supported, particularly by key education staff, given the increasing level of demand for referral activity moving from Health to Education as the new pathway model requires.
- 5.6 The test of change was facilitated based on receiving funding from the Scottish Government. Without securing ongoing funding (**see table below**), Education would be unable to maintain, or meaningfully geographically expand its current support for this test of change.

This funding is separate from Fife Council's current recurring investment of £100k for ToC 3 which supports the impact of neurodevelopmental conditions on children's

mental health at the present time is used to support the One Stop Shop (OSS). The Oversight Group will be discussing this funding at a future point (see **Appendix 2**).

Funding Options	Outcome	Risk
<p>1. No additional funding</p>	<p>ND pathway processes within the test of change could not be developed beyond end of March 2023 – revert to original pre-pilot multiple referral pathways.</p> <p>Signpost professionals to support by using updated support materials and website</p> <p>Some staff training will continue via e-modules</p>	<p>Possible increase in the number of children and young people on the waiting list who may be inappropriate</p> <p>Lack of accurate information from those who know the child/young person best</p>
<p>2. Funding as existing within the bid (see Appendix 1). This includes 1fte teacher and 1fte Educational Psychologist (EP)</p> <p>£205k</p>	<p>Sustain and improve the current West Fife Test of Change to include other ND conditions, to allow further staff training and to address any other issues</p>	<p>This could lead to a two-tier model across Fife for a longer period of time</p>
<p>3. As (2) above with an <b>additional</b> 1fte teacher (£57k) within ASIST, and 1fte EP (£82k)</p> <p>£205k + £139k = £340K</p>	<p>Sustain and expand Test of Change work across further identified areas in Fife (based on evidence of greatest need/readiness for change data)</p>	<p>Recognising the workload impact on school staff on an ongoing basis.</p>
<p>4. As (3) above with an <b>additional</b> 5fte teachers (£285k) and 1fte EP (£82k)</p> <p>£340k + £367k = £707k</p>	<p>Development of a ND team within Education, co-ordinated as a 'ND taskforce' to support early intervention, referrals, training and liaison across Fife</p>	<p>Ongoing deployment to best meet needs across all settings.</p>

## Glossary of Terms

AAP	Autism Assessment Pathway
ASD	Autism Spectrum Disorder
ASIST	Autism Spectrum Information Support Team (part of the Education Supporting Learners Service)
CAMHS	Child & Adolescent Mental Health Service
EP	Educational Psychologist
LS	Learning Support
FAST	Fife Autistic Spectrum Team
FTE	Full time equivalent
GIRFEC	Getting it Right for Every Child
ToC	Test of Change
NDP	Neurodevelopmental pathways
NAIT	National Autism Implementation Team
SIGN	Scottish Intercollegiate Guidelines Network

## List of Appendices

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1. Proposal for Test of Change Funding
2. Summary of the 3 Tests of Change
3. Programme of Activities for this Test of Change

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## **Appendix 1: Test of Change Proposal**

### **National Neurodevelopmental Specification for Children and Young People: Principles and Standards of Care**

#### **Fife Education Service Proposal for Test of Change Funding – October 2021**

**(Updated January 2022)**

### **Background**

In Fife, since February 2021, a cross council working group including key partners from the NHS (Multi-agency Oversight Strategic Group) has been meeting to identify and take forward issues initially related to Autism in Fife, and to develop approaches regarding the understanding of neurodiversity. This is in response to the high numbers of children and young people on waiting lists for autism diagnosis (over 1250 referrals) and to acknowledge that we need to do more to support them and their families. The Microsegmentation Study (2018) quotes prevalence rates of autism in the Scottish population as 1.03%. but Fife autism assessment services receive 2-3 times more. Despite attempts to establish why referrals are so high, we remain unclear, hence the focus on thorough, early contextual assessment and referral in the Test of Change proposed.

Using the [National Neurodevelopment Specification: Principles and Standards of Care](#) by the Children and Young People's Mental Health and Wellbeing Joint Delivery Board (JDB) in April 2021, we as a group identified areas to improve and collectively are actioning these.

As we progress, we realised a Test of Change approach, led by Education in conjunction with NHS, would be needed to support this and to help implement the standards. The approach is being adopted looking at a number of priorities.

### **What this Test of Change would focus on?**

This test of change would operate within a small cluster of schools for the period of one year from January 2022 to December 2022. The focus would be to pilot a new pathway which streamlines the assessment and referral process and expands into other neurodevelopmental conditions such as ADHD and Intellectual Disability, in keeping with the national guidelines.

This test of change would also assess the initial wider roll-out of the pathway beyond the pilot schools.

The test of change, methodology, involvement of stakeholders, data use and outcomes are described in Appendix 1. An interim report on the progress of each area could be made available in June 2022.

The approach will include schools in West Fife, initially within two high school clusters (this would be two Secondary schools and a number of feeder Primary schools) and would link to where the greatest demand for neurodevelopmental assessment is, identified and agreed by NHS partners.

In summary, the West Fife Test of Change would include:

- Training to all pilot school staff – in neurodevelopment, pathway process and professional practice initially
- The roll-out of universal training to all school staff in the area, with additional and intensive training as required following the pilot phase
- Assessment of existing early interventions and support approaches and capacity

- The development and piloting of resources and materials for families including Fife and school websites
- Launch of new, regular online neurodevelopmental consultations from specialist staff directly to school staff within the pilot
- Piloting a new neurodevelopmental pathway which would replace the current multiple NHS child assessment pathways.

### **Purpose of Test of Change in Fife and Intended Outcomes**

Primarily, the main areas this Test of Change will address in relation to outcomes will be to:

- Support understanding of demand for neurodevelopmental services in the context of the specification principles and standards by services.
- Support understanding of where further development, support and/or investment is required for the standards to be met and sustained across Fife including education, transitioning into adult settings and within the NHS.
- Support understanding of potential local models of implementation, recognising that these will vary dependant on both need and local landscape.
- Enable learning, sharing internal practice and insights from test of change sites as they seek to embed the principles.
- Share our learning nationally with other Local Authorities and partners and/or sharing any processes we already have in place – training materials, lessons learned, systems reviews, staff feedback, family engagement materials, key findings, case studies etc from across the different areas of the ToC.
- Families from the West of Fife feel more supported through this process than before.
- School staff in the West of Fife feel more confident in meeting learners needs across the NDP Referrals for neurodevelopmental assessment from the West of Fife are appropriate and include relevant detail to inform consideration and efficient decision making.
- Signposting and communication with families is improved via this ToC in the West of Fife.
- The work can be easily extended through Fife with the learning being used from this pilot.
- There are already key links in the Oversight group with Health and Social Care colleagues which the tests of change will build on. The intention would be to share timely information on young people who are entering adult services to anticipate transition support needs and generate early involvement of services to maintain engagement.
- Convene 'Education – Post-school Transitions Working Group' to focus on key areas impacting on families of young people impacted by ND conditions – to produce a briefing/options paper for the oversight group to enable action. We hope to seek consultation support from NAS as part of this multi-agency group.
- Families will not see services across Fife as distinct, but as a continuum and connected to meet the needs of children and young people
- Robust information will be shared across services to support families
- More learners' needs will be met in schools
- Better communication across services in Fife due to a more joined up approach?
- Decreased diagnosis waiting times
- Parents able to recognise the services around the child as just as important/possibly more important than a diagnostic assessment



## **Previous Fife Model used**

Prior to the development of a single assessment Pathway, all children referred in Fife would either join a waiting list for autism assessment or possibly ADHD which had 2 distinct processes and variable waiting times. ASD assessment was undertaken in accordance with SIGN guidelines. Potentially, a child could end up being assessed for one condition then joining the waiting list for another assessment. In addition, all autism assessments had open access therefore a parent could present to a GP with concerns about their child, this could result in a referral whether the child was familiar to the GP or not and school would be contacted for background information. No early screening would be done due to waiting list times and limited resources, no additional early intervention would generally be offered at this point, and a child could be placed on a long waiting list when it was not appropriate to do so. The new Neurodevelopmental Pathway is designed to ensure children and young people when referred into services are seen by the most appropriate service for their needs. This would ensure a focus on neurodiversity and understanding need rather than always progressing to a medical diagnosis. The importance of considering the needs of the child/young person and neurodiversity is an important shift to make across the board to move away from a culture of diagnosis is the only important thing. Other potential causes for a child's presentation must be considered and rejected prior to ASD being postulated. Using the principles of GIRFEC the needs of children and young people should be met by including them in the conversations about their health and wellbeing and what is important to them at the time.

## **Community Mental Health & Wellbeing Framework**

The plan for Community Health and Wellbeing is a significant part of the action plan for the Multi-agency Strategic Oversight group in Fife. This work is fully embedded in what we are doing, and the lead person is fully involved in the work. It is intended as we move forward with this ToC that locality commissioned services connected to that framework will link into this work. They will join the multi-agency training planned, and work closely with colleagues from CAMHS, Paediatrics and Primary Mental Health Workers.

## **How children, young people and families are involved in the local plans for improvement**

Parents and young people affected by neurodevelopmental issues were key contributors to the Multi-agency Strategic Oversight group action plan in January 2021 which identified a shortfall in direct support and advice to families at both an early stage in their lives but also at key transition points, for example, leaving school. Our plan is to build on those initial insights with our proposal to provide enhanced, direct input to families and school staff when neurodevelopmental issues begin to emerge, to continue to engage with multi-agency partners to address the concerns about transition points for families and, finally, to build a mechanism into our neurodevelopmental project (reference group or focus group) to ensure that our early intervention plans and the approach to the neurodevelopmental assessment pathway clearly take account of the experiences of and feedback from children, young people and families.

## **How the proposal has been informed by the views and voices of children, young people and their families**

In addition to the feedback referenced in the previous question, using information from both the Health helpline, Scottish Autism research and the knowledge of Professionals working with schools, we have identified that this is an area that families would like us to address, as well as to focus on training school staff on key aspects of neurodevelopment, to better meet the needs of all at an early stage in our educational settings. A range of children and young

people will be part of the ongoing evaluation of the work we are doing across Fife. This will include speaking to some children and young people who have a diagnosis already and asking what worked for them, as well as those waiting on a diagnosis and what they need. An important part will also be to talk to those children and young people who did not ask for a diagnosis and to learn what has helped them. This will inform any changes we make as the ToC continues and also contribute to final evaluations. We also intend to gather case studies in the form of chronologies of support. This information will help us design a service and can be shared across Fife and nationally.

### **Data collection and use**

With regard to the specific areas of the Test of Change, this is included in Appendix 1, however more generally, our specialist education services (Educational Psychology and Autism Spectrum Information and Support Team (ASIST) services) currently use the 'FORT' management system. Here information is retained and managed, on children and young people identified with an ASL need who currently or have in the past, been supported by one of the Education support services. The system is accessed by education professionals only, who can refer to specific cases and produce a variety of reports, including school/individual specific as well as at locality/service level.

In the NHS, information on autism diagnosis referrals during the last calendar year, was collated for the three geographical areas of Fife – North East, West and Central. The West area has the largest population density and also the highest diagnostic figures, hence the focus for the proposed test of change. However, the 3<sup>rd</sup> sector support for ASD in terms of Scottish Autism ('One Stop Shop') is less well embedded in this area.

Data was also gathered by area for 3–18-year-olds. In terms of referrals for diagnosis for ASD from the NHS for last year, this totalled 689 referrals. For the education-based Autism Information and Support Team (ASIST), new Requests for Assistance (RfAs) from August 2020 – August 2021, a total of 162 referrals were made. The table below outlines these figures by area:

The information from FORT and from the NHS told us the following information for last year (Aug 20 – Aug 21): -

<b>Area</b>	<b>NHS Totals</b>	<b>ASIST Referrals from schools</b>
<b>West-Carnegie/Lynebank</b>	<b>288</b>	<b>66</b>
<b>Central - Kirkman</b>	<b>203</b>	<b>52</b>
<b>North East - Playfield</b>	<b>198</b>	<b>44</b>

### **Following the test of Change**

- Establish from both NHS and Education perspectives, if referral numbers have reduced in the West area of Fife
- Establish the numbers of staff trained, the quality of this training and to identify other development needs
- Confirm consultation inputs, which will be logged by Educational Psychology and ASIST, including time taken and age when discussed and outcome of the consultation (this will be a 'no-names' consultation)
- Determine what additional data, particularly around impact on children/young people and families supported that we will be gathering, how FORT can be adapted if required and to advise schools what they can do to ensure more accuracy in reporting/recognising autism and other neurodevelopmental conditions in Fife

- Explore the quality of the information provided by schools when making referrals for diagnostic assessment and the interventions implemented beforehand
- Record and track the multiagency professionals involved in the journey of a child who meets the criteria for a Neurodevelopmental condition

### **What are the anticipated results of the test of change?**

- Giving feedback on the aspects of the National Neurodevelopmental Specification for Children and Young People: Principles and Standards of Care, and how it works in practice within the West of Fife.
- Identifying any other gaps via the Oversight Group action plan already underway, including the need to re-distribute current resources or look at gaining other resources via grants.
- Supporting the change of culture to meeting needs rather than emphasising diagnosis or implementing a disability model. This would be done through promoting early, transparent and clear support and signposting to parents/carers and children and young people rather than reinforcing an assumption that a diagnostic assessment will lead to support being put in place.
- Improving how we acknowledge and report on support being received by families in the paperwork related to GIRFEC and referrals. We would do this by building on the Child Wellbeing Pathway work already strong in Fife.
- Closer working with communities especially around mental wellbeing for all.
- Developing confidence in staff in schools in their universal understanding of the Neurodevelopmental needs of children as they grow and embracing neurodiversity rather than disability.
- Evaluating the training material used and plan roll-out based on our training model.
- Developing better resources both in paper and online to help signpost parents/carers for support advice and help them to feel more confident in their own approaches. This work could be shared or developed in conjunction with, other Local Authorities and partners once key contacts are identified. This would capitalise on best practice and expertise across the participating agencies as well as generating a consistent and tested bank of resources.
- Parent/carers will have a greater awareness of what support they are already receiving in schools.
- Measuring if this process reduces the number of referrals made to NHS for diagnostic assessment from the schools identified over the duration of the Test of Change.
- Evaluating the potential of roll-out of this into other clusters/areas including cost, time, effectiveness, and specification.
- Establishing the model used to create a broad-based neurodevelopmental assessment and intervention plan to be rolled-out across Fife over coming years and to share nationally.

### **Monitoring and evaluation of the test of change in Fife 16**

- Head of Service for Education and Child Services will be responsible overall for this work as the Co-Chair of the Multi-agency Strategic Oversight Group.
- An initial report on progress will be via this Oversight Group reporting back to the Scrutiny Committee within Fife Council and to Council Executive Team and other Committees as deemed appropriate.
- An early progress report will be done in June 2022.
- The full evaluation, at the conclusion of the ToC, will be shared with the Education and Children's Services Directorate, the Council Leadership Team, Health and Social Care Partnership, Scottish Government, other Local Authorities and other multiagency Services.

- Ongoing learning will be noted, discussed, and shared at appropriate forums as this work progresses.
- Updates on progress will also be provided to our multiagency partners, the Scottish Government and our Councillors via a workshop and briefings.
- Voice of children and young people would be monitored by the Children in Fife partnership and the One Stop Shop and built-into our intervention planning as highlighted earlier.
- The Child Wellbeing Pathway is a well-established assessment process within the Children's Partnership in Fife and changes made through this Test of Change process would feed directly into that group.
- Evaluation of this West Fife Test of Change will also be written up by the Educational Psychology Service and submitted as a journal article for a peer-reviewed publication such as Educational Psychology in Practice or Educational and Child Psychology.
- Determine how resources can or should be re-allocated to support neurodevelopment work going forward either in a certain geographical location or for cohorts/age groups
- The Executive Director of Education and Children Services in Fife and the HSCP Director will convene a meeting to gather outcomes from the ToC and help to influence next steps.
- Reports will include information on an evaluation of the learning from the previous model in place prior to the ToC.

### **Anticipated issues**

- We might raise expectations of staff during this process or that of families, where we are promoting the use of a more streamlined pathway.
- We may also see an initial rise in referrals for diagnosis.
- Staff may be reluctant to engage in an approach that is more located within school responsibilities
- Hiring staff in a timely manner can be an issue and the existing workloads of specialist staff are high.
- Changing the language used, to move away from the need for diagnosis as the starting point for getting support, to ensuring the right support is in place based on assessment, will take time and will be difficult for some to accept given prevailing views about medical diagnoses being tied to resources/interventions.
- Re-allocation of resources could be challenging for staff and for Councillors as there are always competing demands.
- Relatively low case referral numbers within the West Fife clusters and timescale of ToC will not allow a full analysis of cases from referral to assessment conclusion. Results will reflect identification and referral data.

### **What is Fife's commitment to this ie resources?**

- We already have the Multi-agency Oversight Strategic Group who regularly report to the Scrutiny Committee in the Council, who are supportive of this area of work. This group which will continue have developed a robust action plan across H&SC, Education and Children's Services in Fife.
- We already have a Service Level Agreement (SLA) with 'One Stop Shop' in Fife through our Health & Social Care (H&SC) partners to help support us and have increased the SLA by £100,000 to focus on mental health support for families affected by Autism in the first instance. These funds are also being used to reinstate a helpline for families waiting for assessment as well as providing psychological interventions for those children with a diagnosis (provided by another partner, Autism Network Scotland, ANS). The helpline provided by speech and language therapy and Clinical Psychology partners was so

successful during lockdown. This, linked to adult services, will allow for families to be supported no matter the age. 17

- In addition, once learning from this pilot took place, we would intend to redeploy current staff to prioritised areas of Fife to support reducing waiting lists. Our staff would commit to the training required to upskill them. Education Service staff within Educational Psychology, and our Additional Support for Learning teams are committed to the development of the test of change and will retain an overview and monitoring role of its implementation and activity, in addition to their existing responsibilities.
- Our partnership working is already strong with colleagues in Lead Clinical Psychology roles in the NHS in Fife, and this would be developed further. NHS work in collaboration with schools delivering early intervention, therapies and as part of the training and resources model described.
- Education will enhance support provision in West Fife by 2 PSAs from the SG additional funding (at a cost of £65,000 with oncosts) to support the work of the ASIST team which would enhance their offering and also help with supporting children and young people to access their services quicker. We will also provide from the SG additional funding, an additional teacher to enhance the ASIST team (cost of £55,000 with oncosts, as well as a highly specialist clinical psychologist (cost of £18,000 with oncosts)

### **How does the Fife Test of Change link to some of the key National Neurodevelopmental Standards?**

We believe the standards below would be addressed by this Test of Change in Fife.

- Publish information in a clear, accessible format about who the neurodevelopmental services are for and how children, young people and their parents/carers can access them.
- Provide support and personalised, meaningful signposting to the child/young person and their family/carers, with informed consent, to access other services within the children and young people's service network, in cases where families' needs are best met elsewhere.
- Ensure that a single child or young person's plan is in place for all children and young people receiving support from all services delivering the neurodevelopmental specification.
- Ensure single child or young person's plans; are coordinated across agencies (using the GIRFEC principles), teams and disciplines, are clearly written, identify the case holder/care coordinator, are developed in collaboration with children/young people and families and carers (e.g., The Triangle of Care).
- Provide copies of the child/young person's plan to children, young people, and their families/carers, and, with informed consent, those professionals in other agencies working with the child, young person, and families/carers such as social work, schools and children's services providers and primary care (e.g., GPs).
- Build on and contribute to other parts of agreed multi-agency care pathways, i.e., including health, education, and social work.
- Agree through a process of shared decision making the goals of the child and family and regularly review those interventions and progress towards the goals.
- Based on the principle of early intervention and responding to early indications that children, young people and their parents and carers may need support. Early intervention can happen at any age.
- Ensure that the rationale for formulation and diagnosis, evidence considered, and decisions made will be fully documented. This will be shared with the child/young person and parent/carer in writing as appropriate. Share and involve the child, young person, and family/carers in the information to be shared with other agencies e.g., that the assessment has taken place and recommendations within the care plan.

- Ensure that informed consent issues around both sharing of information within the family and with other agencies and around interventions/treatment are clearly explained and documented.
- Ensure that all service developments and/or redesigns are undertaken using best standards of engagement, involvement of children, young people and their families including co-production.
- Offer creative and acceptable alternatives to face to face work where the children and young people live at a distance from staff locations e.g., the use of approved technology like Attend Anywhere or advice to a local professional who is working with the child, young person and their family. This is particularly relevant during the Covid-19 pandemic, however families who struggle to access digital services should not be disadvantaged.
- Ensure that Transition Care Plans provide children and young people with continuity of care and that any risks and child and adult support and protection concerns are clearly identified and documented.
- Develop leaflets, websites, social media, and other communications aimed at children, young people and/or families/carers in partnership with them, taking into account the any barriers to communication.

### **Current costs incurred in kind by Fife council and NHS:**

- Range of officers to attend Oversight group and preparation of the bid for ND.
- Initial PPT and training materials already developed between NHS and Educational Psychologists
- Additional time from officers to prioritise this work.
- Extension to OSS contract to deliver aspects already committed to £90,000 spend
- Helpline manned by NHS and psychoeducation groups for families and children with ASD (including employing those with lived experience to deliver some of the training), already committed to for £10,000.

### **Resources we would need to make this test of change happen in Fife Impact**

The test of change would be resourced in such a way that capacity would not be an obstacle from achieving outcomes as described above, with robust evidence being gathered and available throughout the duration of the pilot and period of system improvement. There would be additional evidence on the appropriate future allocation or realignment of resources to ensure support is improved for children and young people.

### **RESOURCE**

<b>Description</b>		<b>Cost – 6 Months</b>	<b>Cost – 12 Months</b>
1 FTE Educational Psychologist	Key link to NHS and pilot schools, to offer the virtual consultations and coordinate this work including delivering training. Carry out the evaluation that would include views of partners/carers and pupils. Write up of interim and closing evaluative reports, during and at the end of this process. A journal article would also be written and shared with the TES and other sources to seek getting published	£35,000 including oncosts	£70.000 including oncosts

<b>Description</b>		<b>Cost – 6 Months</b>	<b>Cost – 12 Months</b>
1 FTE Experienced Teacher specialising in Autism	To focus on working with the pilot schools which would increase the capacity of the ASIST team and to develop in-house strategies with staff and pupils.	£27,000 Including oncosts	£55,000 including oncosts
0.2FTE Band 8b Clinical Psychologist	To focus on training and building upon the consultation approach, as well as more forensic interrogation of case data and approaches Existing NHS services will offer 0.2 'in kind'	£8822.90	£17645.80 Including oncosts
1FTE Administration / technical support	To support planning - set up and support training sessions, prepare training materials and family resources, collate, and analyse data, support report preparation and liaising with partners as required. They would also update the website for Fife to ensure training materials are accessed and that the information for parents/carers is up to date.	£17,500 including oncosts	£35,000 including oncosts
Web design and update of materials	Professional support for design (graphics, posters/leaflets/website/social media), technical advice, IT requirements and procurement.	£12,000	£24,000
<b>Total Resource Bid</b>		<b>£100,323</b>	<b>£201,646</b>

## **Appendix 2 Summary of the 3 Tests of Change**

### **Test of Change 1 (Assessment - NHS lead and focus)**

The focus of this ToC involved NHS staff exploring methods of increasing the number of assessments undertaken within the current process. Health colleagues continue to follow the Scottish Government's National Autism Implementation Team (NAIT) guidance on remote assessment. From the permanent monies received there are 7 new posts being advertised at a senior level for a combination of Speech and Language and Clinical Psychologists.

### **Test of Change 2 (Referral – Neurodevelopmental Pathway- Education and NHS Lead)**

This Test of Change focused on developing a new pathway to capture all requests for specialist health assessment where neurodevelopmental concerns have been identified. The new process involves using the Child Wellbeing Pathway to gather contextual evidence to complement new assessment and referral formats. Part of the test of change is to slow the desire to seek diagnosis ahead of quality assessment and intervention, which should always come first.

### **Test of Change 3 (Mental Health - One Stop Shop with H&SC lead and ANS)**

Due to the additional funds allocated to Neurodevelopment area by Fife Council in April 2021 to H&SC of £100,000, a ToC has been developed with One Stop Shop (OSS). This ToC focused on improving mental health, which is seen by Scottish Autism and others as a key area to address.



### **Appendix 3 - Programme of activities for this test of change**

The following provides an outline of the work completed by the Educational Psychology team with NHS partners funded via the ND project allocation each month since October 2021.

#### **October 2021**

- Regular meetings and discussion with core NHS Fife and education staff team involved in the Neurodevelopmental Pathway (NDP) pilot to agree a referral process.
- NDP pilot process created and aligned with Fife Child Wellbeing Pathway - Identification of schools to be involved in the ToC.
- Creation of supporting documents – e.g., referral form, pathway process flowchart, guidance notes all designed by multiagency staff.
- Creation of training input for school staff in pilot schools with an overview of neurodiversity and neurodevelopmental conditions as well as information on NDP process.
- Delivery of multi-agency training input to approx. 100 staff across education and NHS Fife.
- Creation and dissemination of feedback forms to training attendees.

#### **November 2021**

- Frequently Asked Questions (FAQs) guidance document created, taking on board feedback and questions from school staff during training sessions and subsequent trouble shooting queries.
- Communication with Educational Psychology (EP) colleagues to problem solve case-based issues.
- Further communication to schools in pilot and non-pilot areas drafted, finalised and disseminated to support understanding of the changes and following of the correct processes.
- Project update provided to all EPs at service development day.

#### **December 2021**

- Test of Change proposal updated.
- Audit/mapping of current training offered to education staff completed.

#### **January 2022**

- Weekly NDP Test of Change team meetings commenced
- Implementation plan updated
- Fife Community Wellbeing Framework SOG meeting (attendance and ongoing liaison)

#### **February 2022**

- Aims and Objectives of the NDP pilot updated.
- Initial discussions about early intervention support for schools – what might this look like, how would it work, what could we support with?

#### **March 2022**

- NDP pilot virtual consultations agreed – to support early intervention. Information leaflet publicising virtual consultations drafted, finalised and disseminated to schools.
- Updating of FAQs document.
- Fife Human Resources (HR) education team training.
- Neurodevelopmental parent and carer support - Fife Community Framework meeting.
- Update provided to Education Autism Strategy Group.

### **April 2022**

- Virtual consultation sessions begin – 1 this month. Also included health staff supporting and advising.
- NDP pilot supporting documents finalised and published online for school staff to access (flowchart, referral form, FAQs documents, virtual consultation flyer).
- Discussions with NHS Fife colleagues and EPs about confusion about the NDP process in non-pilot areas – guidance note drafted.
- Project update provided to all EPs at service development day.

### **May 2022**

- Continuation of virtual consultation sessions for pilot school staff – 2 this month.
- Attending the SG Ministerial visit to discuss the ND pilot. Education and NHS Fife representation.
- NDP team meet with NHS Fife Lead to discuss referral data & processes to date (and problem solving around this).
- Update provided to Education Autism Strategy Group. Website meeting – agreement to locate key documents on Fife GIRFEC website – working alongside QIO (ASN)
- Interim report started

### **June 2022**

- Continuation of virtual consultation sessions – 2 this month.
- Joint health (Paediatrics) and education online presentation briefing to Fife GP LMC
- Follow up discussion with team and health colleagues re: referral data.
- Analysis of all referrals to date by health as a first stage
- Analysis of data from health re: referrals.
- Completion of interim report.

### **July/Aug 2022**

- Planning for focus group and Forms questionnaire for staff
- Planning for continuation of Virtual Consultation sessions in Autumn school term
- SCERTS EP network established – decision to convene Fife-wide multi-agency network
- Website location for supporting documents and training materials – discussions with ESM

### **September 2022**

- Review and discussion of Gov ND spec documents
- Liaison with ESM around strategy for staged training for staff
- Mtg with Health colleagues to review referral data & discuss 'rejected' referrals
- Mtg with website coordinator to develop ND 'tiles'
- ND Oversight group mtg
- Initial discussion around proposal to develop ASD assessment in school locations to increase NHS capacity

### **October 2022**

- Draft Training Plan started
- Information update on SALT/CP recruitment – from Dec, full capacity of 3 clinics per week
- Venue and questions established for Focus group – early Dec date
- Date established and agenda formed for SCERTS multi-agency mtg next month
- Agreement for 2 Fife EP reps to join the National Autism Toolkit working group

- Website material redrafted and split into two sections

### **November 2022**

- Mtg with Health colleagues around establishing 12-month database figures
- Attend 'Task and Finish' group to report on progress/hear about January LA reportage process
- Writing final evaluation report
- Multi-agency SCERTS meeting held
- Multi-agency mtg to progress ASD assessment in school – proposal tabled, and next steps agreed

### **December 2022**

- Focus Group with Education staff involved in the ToC
- Meeting with Health colleagues to look at updated referral database
- Meeting with ND Health Oversight Group

Project 'products' (documents available on request):

- a) Initial training PowerPoint slides
- b) NDP flowchart
- c) ND referral form
- d) FAQs guidance document
- e) Virtual consultation sessions and data tracker
- f) NDP referral data tracker

24 January 2023

Agenda Item No. 5

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## Early Learning and Childcare – Scottish Government Deferral Pilot

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**Report by:** Shelagh McLean, Head of Education and Children’s Services

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**Wards Affected:** All

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### Purpose

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To provide members of the Committee with details of the impact of Fife Council participation in the Scottish Government pilot scheme to extend the automatic right to receive an additional year of funded ELC to all children eligible to defer entry into Primary 1, providing details of those children accessing a deferred year of Early Learning and Childcare during session 2022/23.

### Recommendation

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Members are asked to examine the information regarding children accessing a deferred year of Early Learning and Childcare during session 2022/23 and the impact of participation in the deferral pilot on the numbers of children accessing this.

### Resource Implications

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A funding package to support the deferral pilot, for session 2022/23, has been allocated by the Scottish Government.

### Legal & Risk Implications

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There are on-going risks associated with this development. There is a requirement for increased staffing to ensure legal adult: child ratios are maintained in all ELC services.

When private or voluntary sector services cannot support deferral requests in line with their own admissions processes this may result in an increase in applications for deferral in local authority settings.

### Impact Assessment

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An EqIA has not been completed and is not necessary because this report does not propose a change to existing policies.

### Consultation

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- Engagement with Headteachers
- Engagement with Managers of private and voluntary sector services and childminders.

- Engagement with Parents/carers of deferred children with birthdays between August and December.

## 1.0 Background

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- 1.1 Children who are five years old at the start of the school session in August must start school in August. Alternatively, parents/carers can decide to home educate their child.
- 1.2 Children usually start primary school in August of the year preceding or during which they have their fifth birthday. This means that children are usually aged between 4½ and 5½ years when they start school.
- 1.3 When a child does not start school at the anticipated August start date for their year group, it is called deferred entry to primary school. In such cases, legislatively and currently, only children born in January or February have the automatic right to receive an additional year of funded ELC.
- 1.4 In February 2021 Fife Council agreed a motion, to request a report from the Education & Children's Services Directorate advising on the possibility that all children who are under the age of 5 at the start of a school term can automatically be funded for an additional year of nursery.
- 1.5 In May 2021 the Education & Children's Services Sub-Committee agreed, from August 2022, that funding should be allocated to allow the Education Service to agree a discretionary deferral, where it was agreed this was in the best interests of the child, funded through a partner provider, where requested. The Committee also requested a report, within 6 months, detailing the deferral process - from the initial application through to decision.
- 1.6 In November 2021, the Education & Children's Services Sub-Committee noted the action taken in response to a Scottish Government invite for notes of interest in the P1 Deferral Pilot and agreed that officers progress with the work required to deliver the pilot, as Fife Council had now been invited to become a funded pilot authority for 2022-23; and noted the P1 deferral process, from the initial application through to decision.
- 1.7 On 2 December 2021 the Fife Council meeting considered the question: - *Given the impact of Covid on Children's education will the administration reconsider its position on P1 deferrals and support the 'give them time' campaign call for the full funding of automatic deferral in 2022 ahead of the P1 automatic deferrals planned for 2023.*
- 1.8 This was responded to as follows:

*In October 2020, the Scottish Government committed to introducing legislation to ensure that all children who are not yet five on the first day of school are able to receive funded Early Learning and Childcare (ELC) if parents choose to defer entry into Primary 1. This legislation is planned to be implemented for academic session 2023-24 and a funding package associated with this change has still to be agreed. In May, the E&CS Sub Committee agreed, from August 2022, that funding should be allocated to allow the Education Service to approve a discretionary deferral, where it was agreed this was in the best interests of the child, funded with a partner provider, where requested. Subsequently, Scottish Government wrote to Directors of Education, in September, inviting volunteer Local Authorities for the Second Year ELC Deferral Pilots, 2022-23. Fife Council noted interest in piloting the ELC Deferral process. The outcome of this submission was received on 22 October 2021, inviting Fife Council to become a funded pilot authority for 2022-23. The E&CS Sub Committee of 9 November noted the action*

*taken in response to the Scottish Government invite for notes of interest in the P1 Deferral Pilot and agreed that officers progress with the work required to deliver the pilot.*

- 1.9 Therefore, from 17th August 2022, Fife Council has been able to offer an additional year of Funded ELC to all children eligible, whose parent(s)/carer(s) apply to defer entry to Primary School. From August 2022 Fife Council has been part of a Scottish Government pilot scheme to extend this automatic right to receive an additional year of funded ELC to all children eligible to defer entry into Primary 1.
- 1.10 From August 2023 it becomes a legal right for all children eligible to defer entry to Primary 1 to benefit from an additional year of funded ELC.
- 1.11 Parents can apply to defer their child in a local authority nursery class or school, private and voluntary sector setting or with childminders. Parents may also apply for blended placements for their child.

## **2.0 Impact**

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### **2.1 Admissions**

- 2.1.1 Appendix 1 provides information on the number of deferrals by birth month. Prior to session 2022-23, deferral requests for those children with August to December birthdays were at the discretion of the local authority. From session 2022-23 deferral applications for August to December birthdays have been automatically approved as part of the admissions process.
- 2.1.2 The number of January and February deferrals over the past three years has been consistent. (The birth months for children who were deferred prior to session 2020-21 are no longer available.) The number of August – December deferrals has shown a significant increase in the past year, with the numbers of children rising in line with when they have their fifth birthday.
- 2.1.3 Appendix 2 provides a further breakdown of this information, detailing the SIMD quintile and sex for those children accessing a deferred ELC place. For session 2022-23 there is an even application rate across each SIMD quintile. (The SIMD data for those parents who could have applied for a deferred place for their child for session 2022-23, but chose not to, is not available.) It should be noted that prior to session 2022-23 all children with an August – December birthday who were approved for a deferred place will have had an additional support need.

### **2.2 Reasons for Deferral and Application Process**

- 2.2.1 Parents of children with an August to December birthday, who had applied for a deferred year of funded ELC, were invited to complete a short survey once the academic session 2022-23 had commenced.

[Deferred Entry to Primary 1 Parent Survey \(office.com\)](#)

- 2.2.2 Of the 42 parents who responded, most had children who had their fifth birthday in December 2022. Parents cited the main reasons for deferring their child as follows:
  - My child was not ready socially or emotionally to attend school
  - I believe children should start school later than they currently do in Scotland

2.2.3 Parents were also given the opportunity to provide further information regarding their decision to defer their child's start to school. A selection, detailing the main types of responses, is as follows:

- I want my child to be better prepared for school both academically and emotionally. I hope that we will both feel more confident and prepared to deal with the challenges that school can sometimes bring. We are using this extra time to spend time with family, play and develop without any pressure. There is plenty of pressure and structure to come. I do feel that there is a misconception that deferring entry will automatically be beneficial, and it is often compared to other countries. However, I know from research that these 'other countries' have a very different set up and most children are in a full-time system by this point too. This was a difficult decision for us to make. I have no idea what the future will hold, I hope that I have done what is best for my child. I guess being the oldest will also have its own challenges at times too.
- My child was just beginning to grow in confidence at his childcare settings but still can be unsure of new adults, possibly an effect of isolation during Covid. I thought another year would help his confidence further.
- In many ways socially my child was ready, however he struggles with transition and had not shown any interest in picking up a pencil or letters. I felt he would benefit starting school a wee bit older when he had time to develop skills in this a bit more.
- Child was born premature and should have been due in January. Was always going to defer anyway.

2.2.4 Parents also provided feedback on how easy or difficult they found it to make a deferral application. Whilst most parents who completed the survey found the process quite easy, a small number found it more challenging. This feedback has supported the early years team to review the communication with headteachers, managers and childminders about the importance of sharing information concerning deferral applications as part of the wider admissions process with relevant parents.

2.3 Parents were also asked for any other feedback and a selection of responses is as follows:

- We did not realise until very late on that it was an option to defer so the decision was made more quickly than we would have liked. Both the nursery and primary school was very supportive in helping us make our decision. We feel we have made the right decision to defer as our child still really enjoys nursery. The nursery does a great job in challenging our child and helping them develop emotionally and academically in preparation for school.
- Whilst by Aug he had developed further, and may have been okay at school, he is very happy at nursery and learning skills and independence is far more appropriate in the nursery setting for him.
- The initial process was quite stressful as we thought that an assessment would have to take place. This would not have been of use to us as we know, as parents, what works best for our son and knew that any assessment outcome would more than likely reflect LA policy. The process became much more straightforward however once the assessment element was removed and the LA became one of the authorities offering automatic deferral. This enabled an automatic deferral for our son which was easy and straightforward.

- Research indicates that children should ‘have more time’ in early years, which is a play-based learning experience. This is strongly supported and evidenced in other countries. I am happy with the decision I made and believe it has eliminated unnecessary pressure that she would have been under at age 4 should she have started primary school.
- As a teacher it would be welcome if the advice coming from Council's and early years settings reflected the social and emotional readiness of 4-year-olds for school. Nursery and P1 can be very different settings and the struggle to adjust to routines and rules can prove challenging for many. Giving children more time to mature and be truly ready for school can only benefit them in the long term.

## 3.0 Conclusions

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- 3.1 Fife Council has been part of the Scottish Government’s deferral pilot since August 2022. This has resulted in an increase in the number of children with August – December birthdays having an extra year of funded ELC.
- 3.2 The P1 pilot deferral process is followed by our schools and nurseries, as well as private nurseries and playgroups and childminders in partnership with Fife Council, to deliver funded ELC.
- 3.3 From August 2023 the pilot project will be replaced by the legal right for all children eligible to defer entry to Primary 1 being able to benefit from an additional year of funded ELC.
- 3.4 The funding package for this policy change has yet to be confirmed.

### List of Appendices

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1. Number of deferrals by child’s birth month
2. Number of deferrals by sex and SIMD quintile of the household

### Background Papers

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

- [A Blueprint for 2020: The Expansion of Early Learning and Childcare](#)
- [Early learning and childcare access in a deferred year: joint implementation plan - gov.scot \(www.gov.scot\)](#)
- [Children and Young People \(Scotland\) Act 2014](#)

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Appendix 1

Session	Total No of Deferrals in Session  (Aug-Feb)	No of Deferrals in Session  (Aug-Dec)	No of Deferrals in Session  (Jan-Feb)	Number of Deferrals by Child's Birth Month							Type of Setting		
				Aug	Sep	Oct	Nov	Dec	Jan	Feb	Continued funding in Council run settings	Continued funding in PVI settings (incl. Childminder)	Continued funding for split placements
				No. of Deferrals	No. of Deferrals	No. of Deferrals	No. of Deferrals	No. of Deferrals	No. of Deferrals	No. of Deferrals	No. of Deferrals	No. of Deferrals	No. of Deferrals
2022/23	534	244	290	12	24	51	58	99	141	149	471	63	42
2021/22	348	50	298	2	3	10	14	21	141	157	296	52	11
2020/21	329	49	280	2	1	7	15	24	133	147	285	44	7
2019/20	295												
2018/19	310												
2017/18	268												

Appendix 2

Session	Number of deferrals by child sex		Number of deferrals	Number of deferrals by SIMD quintile of child household				
	Male	Female		SIMD1 (most deprived)	SIMD 2	SIMD 3	SIMD 4	SIMD 5 (least deprived)
<b>Session 2022/23 - Total</b>	343	191	534	115	99	116	107	93
2022/23: Aug-Dec	162	82		51	42	51	63	38
2022/23: Jan-Feb	181	109		64	57	65	44	55
<b>Session 2021/22 - Total</b>	225	123	348	71	62	66	66	67
2021/22: Aug-Dec	34	16		4	14	13	10	6
2021/22: Jan-Feb	191	107		67	48	53	56	61
<b>Session 2022/23 - Total</b>	187	142	329	54	65	67	79	72
2020/21: Aug-Dec	32	17		10	10	11	10	8
2020/21: Jan-Feb	155	125		44	55	56	60	64

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## Strategic Health and Wellbeing Approaches – Children & Young People

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**Report by:** Shelagh McLean, Head of Education and Children’s Services

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**Wards Affected:** All

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### Purpose

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This report outlines progress with the strategic approaches in place, coordinated through the Education Service, for supporting children & young people’s Health & Wellbeing.

### Recommendation(s)

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Members are invited to:

- (1) examine the current context relating to Fife young people’s health and wellbeing
- (2) review the strategic approaches being implemented
- (3) consider the next steps outlined in the report and provide feedback on areas that could be addressed within the Health & Wellbeing Strategy

### Resource Implications

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Our Minds Matter (Fife Council funding): Since its introduction in May 2017 the OMM framework has been supported through annual revenue funding of £286,048, as part of the Fife Council budget.

School Counselling Services: In financial year 2019/20 the Scottish Government allocated Fife Council its share of £12 million, to implement School Counselling Services. This amounted to £738,000. This increased to a share of £16 million in 2020/21, namely £1m. That figure continued for 2021/22 and 2022/23 and is now to be baselined into the Local Government Settlement as permanent funding.

Community Mental Health and Wellbeing Supports and Services Funding: In 2020/21 Fife Council was allocated £261,750 of Scottish Government funding to begin work to establish a Community Health and Wellbeing Supports and Services Framework. In April 2021 a figure of £1.047m was confirmed for the 2021/22 financial year, to continue the work of that framework. This funding has continued for 2022/23 and will for 2023/24.

### Legal & Risk Implications

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New approaches and ways of supporting young people’s wellbeing can take time to embed and become established into our broad, general practice. The Covid-19 context has impacted upon everyone’s way of life, leading to potential societal health issues.

### Impact Assessment

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An EqIA has not been completed and is not necessary for the following reasons: no change or revision to existing policies is proposed.

Impact assessments for children and young people in Fife with protected characteristics, (including those supported through Child Well Being meetings and Belonging to Fife), and their pathways through supports, will be undertaken to further inform the validity of approaches and spend. These will also give cognisance to the expectations set out within The Promise: for services to work together, through early intervention and preventative measures, to make sure children can stay with their families and families are actively supported to stay together

## Consultation

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Consultation with young people and the adults around them is a constant feature of Health and Wellbeing work. Activity has included:

- inquiry-based workshops with focus groups of young people, which gathered views on useful supports for emotional wellbeing
- pupil surveys (e.g. through the Pupilwise Survey mechanism)
- discussion with a wide range of focus groups (young people and adults)

## 1.0 Context

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### 1.1 Introduction

- 1.1.1 The prevalence of mental ill-health and poor emotional wellbeing across Scotland's children and young people has incrementally increased over the past ten years, with all services which support children and young people experiencing year-on-year increases in presentations and complexity.
- 1.1.2 Support requirements have continued to grow following the COVID-19 Pandemic and are likely to be compounded by other societal factors such as economic constraints and world issues, which can cause worry and anxiety to adults and children alike.

### 1.2 Fife

- 1.2.1 The Health & Wellbeing survey will help us to promote and/or improve the wellbeing of children and young people in Fife, which is a specified duty within the Local Government in Scotland Act 2003. The results of the survey will help us to better understand the specific wellbeing and needs of children and young people in Fife and will inform our work to improve services for children and families. Gathering this information will help us to form an accurate picture of young people's wellbeing after the pandemic and help us to plan to support their recovery.
- 1.2.2 This information about children and young people will help us to:
  - plan and deliver better policies for the benefit of Fife's children and families, or specific groups
  - better understand some of the factors which influence the outcomes for children
  - target resources better
  - enhance the quality of research to improve the lives of people in Fife
- 1.2.3 Implementation of this survey will begin in January 2023, with results analysis May/June 2023.
- 1.2.4 In 2021 all pupils in P7, S2 and S4 were invited to take part in the online Schools Health Improvement Research Network (SHINE) Mental Health Surveys, with 87% uptake from P7 pupils, and 42% uptake from S2 and S4 pupils. This helped to identify key themes

impacting on Fife young people's mental health, which were: poor body image; low mood; emotional difficulties; loneliness and difficult peer relationships.

- 1.2.5 This year, the same cohort of pupils has been invited to complete the survey again, as they transitioned from S1, S3 and S5 to S2, S4 and S6 respectively. This has allowed us to measure and track any progress from last year and to continue to inform school and cluster improvement plans with Health and Wellbeing data. All eighteen secondary schools participated between April and June 2022.
- 1.2.6 The data is seen as an overview and a snapshot in time. As there has been a difference in the numbers participating over both years, we cannot make direct comparisons and instead have opened discussions, and facilitated conversation, around mental health within school communities and across the Local Authority.
- 1.2.7 The SHINE data tells us that pupils are significantly happier at school than they were a year ago (by 21%). From this year's data, the key themes which are emerging, where young people need support, are similar to the previous themes. These are:
- Low mood, with 47% of pupils across the year groups scoring as low in mood, with a fifth at risk of depression.
  - Unhappiness in relation to appearance for all ages and for both boys and girls. This appears to peak for S4 girls, where 41% reported being unhappy with their appearance.
  - Self-harm, with more than a quarter of all pupils who took part in the survey stating that they have hurt themselves on purpose at some point, with a further 18% preferring not to say. This appears to be more of an issue for girls and for S4 and S6 pupils.
  - Lack of self-confidence in all pupils, particularly in girls. Every cohort scores lower than the Scottish average and this is significantly worse in girls than boys, across all ages.
  - Emotional Regulation and symptoms such as regular headaches and stomach-aches, worrying a lot, feeling unhappy and tearful, feeling fearful/easily scared and nervous in new situations and low in confidence (taken from the Strengths and Difficulties Questionnaire) is a particular concern amongst S4 girls.

## 2.0 Strategic Approaches

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### 2.1 Prioritising Health and Wellbeing improvement

2.1.1 The E&CS Directorate Priorities state:

- We will work to support the mental health of children, young people and families
- We will work to support the mental and physical health of staff
- We will work to promote the physical activity of children and young people

2.1.1 It is recognised that mental and physical health do not exist separately. It is therefore important that, as we move forward, we further recognise, in our strategic frameworks, the connections across wider aspects of health. This aspect is recognised in identified next steps.

## **2.2 Effective Use of Data**

2.2.1 A Children's Services Data Working Group has been introduced to develop a Joint Strategic Needs Assessment for Children's Services and to inform development of an updated Children's Services Plan for 2023-26. The group is to identify ways in which arrangements for tracking and monitoring key data, on children's services, can be improved and is to support the development of a partnership approach to implementing the Quality Improvement Framework for Children and Young People in Need of Care and Protection.

## **2.3 Development of Clear Guiding Frameworks**

2.3.1 Fife's 'Our Minds Matter' Framework is a reference for everyone who supports Young People's mental wellbeing. It is founded on the following key principles:

- Recognition that children and young people need support from the broad pastoral care around them, through solution focused approaches, and a means of identifying and providing additional help if they experience difficulties.
- Emotional health does not sit separately to general health and wellbeing and must be seen in the context of wider needs. It is recognised widely that young people face many challenges growing up and so some caution should be exercised in labelling young people with 'mental illness' diagnoses or medicalising the normal growing up process.
- Responsibility for children and young people's health lies with the wide range of supporters around them – families, friends and professionals.
- Through Getting it Right for Every Child (GIRFEC), staged intervention approaches provide a common language and structure to understanding how support can be planned and joined across services.

2.3.2 In early 2020, the Community Mental Health and Wellbeing Supports and Services Framework was produced by the Children and Young People's Mental Health and Wellbeing Programme Board, jointly chaired by Scottish Government and COSLA officers.

2.3.3 The Community MHWB Framework was implemented across Fife with the aim of enhancing and extending community supports and services that target mental wellbeing and emotional distress. It supports an approach based on prevention and early intervention, enhancing provisions of additional (targeted) supports for young people aged 5-24 (up to 26 if care experienced) and their families, to support their mental health and wellbeing, reducing the need for intensive interventions from the likes of CAMHS.

2.3.4 This framework addresses the development of community supports and services that target issues of mental and emotional distress and wellbeing rather than mental illness. Mental illness is normally more appropriately met through CAMHS. The Fife Framework supports an approach based on prevention and early intervention which sits firmly within the aims of The Promise and GIRFEC.

2.3.5 This framework specifies its aims as:

- To set out a clear broad approach for the support that children and young people should be able to access for their mental health and emotional wellbeing within their community.
- To assist local children's services and community planning partnerships with the commissioning and establishment of new local community mental health and wellbeing supports or services or the development of existing supports and services, in line with this framework.
- To facilitate the enhancement or creation of services that can deliver support which is additional and innovative wherever these are best placed

## 2.4 Effective and Integrated use of Additional Resource Allocations

- 2.4.1 The Scottish Government has allocated £1.0m revenue funding, which is to be baselined into the Local Government Settlement as permanent funding, to deliver School Counselling Services.
- 2.4.2 The aims of this funding are to provide, in partnership with national government:
- access to counselling through schools, enabling locally provided support for children and young people towards positive mental health and wellbeing.
  - high quality and effective counselling support, as part of a range of support available locally to children and young people.
  - counsellors who are accredited and working to an agreed standard across Scotland
  - access to counselling through primary, secondary and special schools, ensuring consistently high-quality services available locally, for pupils aged 10 and over.
- 2.4.3 Drugs Alcohol and Psychotherapies (DAPL) are commissioned for a three-year period, via short-term grant funding, to provide school-aged children aged ten and above, across Fife, with:
- a) One-to-One counselling services, accessed through the GIRFEC wellbeing pathway; and
  - b) a Schools' Digital 'Drop-in' Service.

## 3.0 Progress

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### 3.1 Prioritising Health and Wellbeing improvement

#### 3.1.1 We will work to support the mental health of children, young people and families.

- ❖ *Increasing the capacity within Education and communities to support young people to maintain positive mental health and reducing the need for Intensive interventions.*

This work has centred on capacity building around universally available early intervention practices which have been designed to centre upon what our knowledge of Fife young people's mental wellbeing needs relating to key themes is. The progress with this work is as set out below.

Unhappiness in relation to appearance – Small test-of-change activities have been carried out with primary schools, to develop resources which schools can confidently use around this topic. A campaign is being planned with young people and community partners to promote positive body image.

Self-harm – Curricular resources have been devised for use with S2/3 pupils, which explore some of the stigma and myths that surround self-harming behaviour and encourage young people to speak to someone if they, or one of their peers are self-harming. Pupil workshops have been developed with colleagues in Health Promotion, based on the 'Ask, Tell' animations, and these facilitate discussions with young people about self-harming and suicidal thoughts. These are being piloted with S3/4 pupils in Fife schools this session.

Self-Confidence - Peer Mediation training and ongoing support is being rolled out across all primary schools in Fife, in partnership with Scottish Mediation. This programme encourages young people to develop and sustain healthy relationships and to develop the skills needed to resolve conflict in a positive way. It builds confidence, self-esteem

and improves communication skills in the peer mediators and will benefit the wider school communities as a result.

De-stigmatisation and Discrimination: The 'See Me – See Change' programme is being promoted across all Fife Secondary Schools, to challenge mental health stigma and discrimination and to provide a whole school approach for pupils, staff and the wider school community.

Looking after our own Emotional Wellbeing: We promote five key ways of talking and thinking about our mental wellbeing – Be Active, Take Notice, Give, Learn and Connect. These Five Ways to Wellbeing are now widely used across Fife by young people, school staff and partners and community members.

Curricular Learning on Mental Health: School pupils from P7 to S3 have access to a curricular Mental Wellbeing resource. 'Branch-Out' has been designed in Fife in partnership with Health colleagues and aims to develop young people's knowledge and understanding of mental health, promoting positive emotional wellbeing and providing coping strategies they can use.

Access to Mental Health Information: We work to ensure that key messages and sources of support and information are accessible to young people and that young people are regularly consulted to find out their views of how best to communicate with them. Social Media is heavily used, and the OMM Wakelet, with signposting and information for young people, has been viewed more than 2500 times in the past year.

Promotion of Pupil Leadership of Mental Health: We have worked to empower young people to lead strategic improvement and to have authentic ownership of their mental and emotional wellbeing through The See Me, See Change Programme Peer Mediation training, Gender-based Violence programmes and resources such as Mentors in Violence Prevention (MVP) and Equally Safe at School.

❖ *Providing targeted interventions for young people to support their emotional wellbeing*

Schools offer targeted, additional support to individuals and groups of children, often aimed at providing opportunities for children to share their worries, supporting emotional literacy and building resilience. Sometimes there is a need for more themed, focused supports for individuals and groups of children. Through the work in this area, supports in place include:

Anxiety, Depression and Low Mood: A broad range of staged supports are available to respond to children and young people's levels of need and what might help them. In December 2022 we confirmed investment in the Shout text messaging service to offer free, confidential mental health support to young people living in Fife who are experiencing distress. The service can be accessed by simply texting the word 'Fife' to 85258. The service is free from all major UK mobile network. Shout's volunteers are available 24 hours a day, 7 days a week and can help with issues such as anxiety, bullying, depression, loneliness, money worries, self-harm, stress and suicidal thoughts or feelings.

Bereavement and Loss: As a result of the Covid Pandemic there has been a particular focus on extending supports for children around Bereavement and Loss. Seasons for Growth peer support groups for children and young people who have experienced Bereavement, Loss or Change are now widespread. In September 2022, eighty companions attended an in-person event to build capacity and confidence in practitioners and encourage networking. At the time of writing, there are now more than two hundred



and fifty active seasons companions throughout Fife, including staff from primary, secondary and pupil support, as well as community partners and volunteers. Three hundred and nine young people attended ninety-five Seasons for Growth groups within schools last session (2021-22). The plan is to continue funding for annual training to ensure sustainability.

### **3.1.2 We will work to support the mental and physical health of staff.**

#### *❖ Support and Development for Adults who Support Young People.*

This work has centred on:

Seasons for Growth: Within communities we are focusing on building the capacity and confidence of staff, parents, and carers in supporting children and young people with their mental health and emotional wellbeing, bereavement, loss and change. The aim of this is to equip the people closest to the young person to support early intervention. We are working to provide training across Fife community partners to deliver Seasons for Growth workshops to young people aged 18 and under. By May 2023, all community partners (commissioned services) will be trained to deliver Seasons for Growth parent and carers workshops, to build knowledge and confidence in supporting their young person at home. Community staff will also be trained to deliver workshops for adults, aimed at young people over 18 years old. All the above workshops will be adapted to support young people and their families living with neurodiversity.

Positive mental health programmes: Co-developed with CAMHS early intervention service, these are being delivered within the community with the aim of improving knowledge and awareness of mental health and how to use self-help strategies to support emotional wellbeing. These programmes are being delivered for both young people and parent/carers.

OMM workshops: For E&CS Directorate and community staff and volunteers, these workshops were delivered over the summer period, with the aim of increasing knowledge and understanding of mental health and emotional wellbeing issues in children and young people.

Decider Skills: Community and E&CS Directorate staff have been trained in the use of a Cognitive Behavioural Therapy based model, 'Decider Skills.' Workshops for young people and parent and carer workshops are being delivered within the community to support young people with these skills. Evidence suggests this is most successful when the whole family are using these skills. By May 2023, commissioned community professionals will be trained to deliver 'Decider Skills' as a professional development opportunity across Fife.

#### *❖ Support Schools to develop and implement effective 'Promoting Positive Relationships and Behaviour' Policies.*

Recent developments include a resource pack to support schools to develop the ethos and culture and relationships and behaviour in schools, which encourages consistency across all Fife schools while allowing for schools to tailor policy and strategy to their specific context. Included within the resource pack are:

- De-escalation pack (significant update)
- Physical Intervention
- Risk Assessment and Management of Pupil Behaviour
- Time out approaches

- Promoting Positive Relationships and Behaviour
- Weapons in school guidance

Core approaches, through professional learning, have been made available for all schools and central staff, covering key topics linked to relationships and behaviour. Topics include;

- Trauma Informed Practice
- De-Escalation
- Investigating Officer Training

### **3.1.3 We will work to promote the physical activity of children and young people.**

- ❖ *Reducing inactivity across the authority through a comprehensive understanding of the participation levels both in school and in the community.*

Currently 4 instructors have been recruited and are carrying out intervention work in 16 identified schools, working directly with inactive pupils. Participant surveys are being used to track participant wellbeing indicators aligned to the Active Scotland Outcome Framework.

- ❖ *Leading and influencing the strategic planning carried out across the Active Schools team, ensuring the use of data, mapping and consultation inform cluster and locality provisions.*

Assistant Active Schools Co-ordinators have produced community maps for locality provisions, and an additional support for learning mapping exercise has been used to inform practice and collaborative work alongside partners such as Active Communities and Disability Sport Fife. A Young People lead area group has included the integration of pupil voice, consultation & engagement in their lead area delivery plan. Consideration has been given to role of platinum Young Ambassadors beyond initial training and support and how these influential young people can grow sport & physical activity in Fife.

- ❖ *Ensuring a proactive approach to reducing P1 obesity levels alongside a new approach to improving P1-3 physical literacy is developed throughout the authority. Active Schools to raise awareness and collaborate more closely with services who work within early years.*

A new Community Connector post was recruited within Levenmouth, working alongside the health promotion team (NHS), to support the roll out of the new 'Play Away' resource. A Workforce lead area group was tasked with developing a new physical literacy approach for P1-3 stages and this is being rolled out across all clusters, in alignment with activity data.

- ❖ *Improving Active Schools capacity to deliver provision, centred around equality, diversity and inclusion (EDI) understanding and awareness of broader wellbeing, to ensure service delivery is impacting all facets of wellbeing.*

A revised staffing structure allowed for increased time and a change of remit for one Active Schools Co-ordinator to prioritise an equality, diversity and inclusion role, focused on key areas of directorate focus (attendance, attainment & positive destinations). A training programme was organised for the Active Schools team, delivered by NHS & commissioned services. Training included: Emotional Regulation, Attachment, Teenage Brain, Anxiety & Stress and Trauma Informed Practice. Targeted programmes were delivered across Fife, based on consultation and data:

- ActivEat : Dunfermline, Kirkcaldy, Glenrothes & Levenmouth
- Hub Connect: Dunfermline, Kirkcaldy, Glenrothes & Levenmouth
- Inclusive Clubs: Dunfermline, Cowdenbeath, Glenrothes & Levenmouth
- Together We Can

These programmes included participant surveys used to monitor pre & post intervention impacts.

The development of a new Methil / Methilhill project, aimed at reducing inequalities through sport and physical activity, with a primary focus on key life transitional stages (new parents/pre-school aged children, school leavers and people of retirement age), progressed with the recruitment of a community connector post.

There has been continued development of Be Active, working collaboratively within each locality, responding to local needs by delivering additional and targeted support for young people's mental health, incorporating physical activity offers suited to individual / group interests, centring support on Be Active whilst bringing in other '5 Ways' as appropriate.

- ❖ *Empowering young people to lead strategic improvement and have authentic ownership of their wellbeing. Raise awareness and profiling on improving YPs emotional wellbeing through physical activity and sport.*

Pupil led See Me, See Change action plans, across all secondary schools, to create a whole school approach to tackling stigma and discrimination, have been implemented, alongside training delivered to Active Schools staff in Sept 22 and See me, See change training delivered to YP / Wellbeing Ambassadors in Oct 22.

- ❖ *Leading on Fife's physical activity & sport strategy alongside key partners / colleagues from within Active Fife (Active Communities, Physical Activity & Outdoor Education), facility providers (FSLT & CUS) & NHS Fife.*

Active Schools and other Education & Childrens Services staff are integrated into physical activity and sport area groups aiming to:

- encourage and enable the inactive to be more active
- encourage and enable the active to stay active throughout life
- develop physical confidence and competence from the earliest age
- improve our active infrastructure – people and places
- support wellbeing and resilience in communities through physical activity and sport
- improve opportunities to participate, progress and achieve in sport
- raise awareness of the benefits of physical activity
- develop health improvement programmes within sport and leisure facilities and in local communities
- further develop work with key partners and health professionals
- identify and develop opportunities to work in partnership to support and deliver local and national initiatives

### **3.2 Effective Use of Data**

- 3.2.1 The improved use of data is key as it provides an understanding of current evidence across services for children, young people and families in Fife, as well as the context within which families live. It also provides an overview of key quantitative evidence (including data on outcomes, processes, and perceptions) and representative qualitative evidence about experiences of children, young people and families (including feedback, and case studies).

3.2.2 The data working group has identified the following additional benefits of improving data recording:

- being informed by relevant, connected datasets
- capturing information on key themes
- providing a baseline for understanding future changes in outcomes, experiences, and the impact of changes in service delivery and social context.
- ensuring that monitoring data is available regarding the outcomes and experiences of key groups of children, young people and families (e.g. care experienced children and young people, lone parents, homeless families, children with – and living in households with – disabilities, etc).
- maximising the use of key, relevant, currently available data.
- identifying ways of collecting and gathering further data that are proportionate and manageable.
- identifying suitable formats, tools, platforms, for data that will enable key, current evidence to be shared across children’s services.

3.2.3 The use of health and wellbeing data is now integrated into wider Wellbeing Indicators for Education & Children’s services and will be assisted with the results of the Health & Wellbeing Survey.

### **3.3 Development of Clear Guiding Frameworks**

3.3.1 Since the launch of Our Minds Matter, our framework for supporting young people in Fife’s mental wellbeing has centred upon:

- strengthening provision at the Universal and Additional levels of practice to reduce the instances of young people’s needs escalating to an intensive level.
- working to develop equity of core, quality provision across Fife in terms of young people’s access to support.
- developing a distributed leadership model for emotional wellbeing development work, with an ‘across-partners, shared’ approach wherever possible

3.3.2 Our Minds Matter Educational Psychologist Leadership and Support: Three Educational Psychologists (EPs) work to support targeted mental wellbeing practices. They provide supports for training, analysis, evaluation and inquiry projects to promote continuous improvement. Information was gathered between February and April 2022, via individual online interviews with all Depute Headteachers (DHTs) with a remit for support from all Secondary Schools. All DHTs were asked to complete a mapping document of the universal, additional and intensive supports currently in place in their school prior to the interview, to inform the discussion. Content analysis was used to extract themes, commonalities and differences in the data. A summary report was produced and the findings fed back to the Our Minds Matter Steering Group. On recommendation from this group, an audit tool was produced for secondary schools to identify and further develop their spectrum of Emotional Wellbeing supports. Several further recommendations / next steps were outlined in the report, and these will be prioritised in terms of action.

3.3.3 Our Minds Matter Family Engagement Team: The team is made up of Family Support Workers and Pupil Support Assistants. It is targeted to support young people whose attendance and engagement in school shows an unexplained and concerning dip. The support and interventions are aimed at bridging the connections between school and home to strengthen and deepen relationships and trust. The intention is that when engagement with the family and young person is optimised through this model this contributes to improved planning for the child’s needs and improvements in mental resilience.

- 3.3.4 The development and promotion of ‘the community framework’ has centred upon (i) increasing the provision of local services, ii) improving the visibility and accessibility of supports, iii) supports for short-term interventions and transformative local projects
- ❖ Increasing the provision of local services: Funds associated with the Community Mental Health and Wellbeing Framework include grant awards to:
    - Barnardos and Includem - to deliver a core service across Fife. The aim of this provision is to offer an equitable support to young people and their families to support mental health within the seven areas through the development and delivery of 1:1 and group work programmes as part of an early intervention approach working collaboratively with other agencies or specialist services to develop interventions to ensure effective delivery. In addition, Barnardo’s and Includem also support capacity building with young people, families and community groups through increasing knowledge and understanding about mental health; recognising early signs of poor mental health and implementing self-help strategies and knowledge of where to get further support.
    - Scottish Autism - to provide support, advice and signposting to Parents and Carers of Young People where neurodevelopmental difficulties have been identified, to support their mental health, through a multidisciplinary partnership approach.
    - Includem - to deliver ‘Keeping Connected’ to provide a direct targeted intervention of 1:1 support through a bespoke mentoring model for young people who are experiencing distress, to develop confidence and build resilience to support engagement within universal supports and services to improve their mental health.
    - CAMHS Early Intervention Service - to increase the workforce with an additional four Primary Mental Health Workers. Embedding specialist CAMHS practitioners within the community has supported capacity building of staff and volunteers working with young people, increasing knowledge and understanding about: child and adolescent brain development; how to support emotional regulation and understanding the impact of trauma on young people and families. Community staff also have a direct link to a CAMHS consultation line to seek support in relation to a specific young person.
    - Active Schools - to deliver community-based programmes “Club Connect,” supporting YP with low levels of attendance at school. Promoting positive connections between physical and emotional wellbeing, offering hands on support, to assist with transition into community groups.
  - ❖ Improving the visibility and accessibility of supports: Core services work closely with community partners and regularly engage in community events to promote their supports and services. We have improved the visibility of supports and services through increased social media presence, linking Facebook, Instagram and Twitter pages called ‘Wellbeing in Fife.’ These pages promote supports and services available for young people and their families in Fife. Posts promoting new supports have reached over 18,000 people. We now have a digital Wakelet promoting services and resources to support the mental health of young people. We have recently expanded this to include a Wakelet aimed at parents and carers. The digital nature of this resource allows information to be updated in real time, ensuring it is accurate at time of access.
  - ❖ Supports for short-term interventions and transformative local projects: Applications are currently being progressed in connection with short term funding opportunities to support local interventions and transformative projects. This short-term funding seeks to achieve the following broad aims, to build capacity, addressing a short-term, temporary need:
    - extending/strengthening/enhancing or improving existing relevant services for a temporary period. For example, for services which are experiencing short-term,

temporary increased demand because of the covid pandemic or to address short-term gaps in services and peaks in demand or adversity people are experiencing (perhaps Covid related).

- introducing temporary additional services which provide reassurance and containment to young people (or their families) who are worried about their mental wellbeing but who do not need intervention from a specialist health service.

Focus, priority themes for funding are identified as follows:

- meeting the needs of the population of YP who are disengaged from universal services due to the ongoing impact of covid
- supports for young people on the Neuro Developmental Pathway
- supports around Body Image
- provision of opportunities for adolescent young people and their families to reflect upon their gender identity
- supports around self-harming
- supports for crisis Intervention
- projects which provide insight into Fife young people's views and needs in relation to supporting their mental wellbeing, perhaps through sharing their lived experiences.

### 3.4 Effective use of Resources

3.4.1 Specialist Counselling Services: Besides the work undertaken by Education staff, third sector, specialist support is also commissioned as part of the Fife Schools' Counselling Service. Drugs Alcohol and Psychotherapies (DAPL) are commissioned for a three-year period, via short-term grant funding, to provide, for school- aged children aged ten and above across Fife, a One-to-One counselling service (accessed through the GIRFEC wellbeing pathway) and a Schools' Digital 'Drop-in' Service.

3.4.2 The total core cost attached to these services is currently £450,000 pa. For year 2022/23 an additional £100,000 has been allocated to address peaks in demand following the Covid Pandemic. The period for this funding ends in March 2023.

3.4.3 Fife Schools' Counselling model is evaluated on an ongoing basis and refreshed on a rolling three-year basis. This ensures that the model and approaches used continue to evolve in line with a) our learning in the past three years and b) in response to any changes to the context of needs of young people in Fife.

3.4.4 The demand on the commissioned Schools' Counselling Service has continued to grow over the past three years, as detailed in the table below:

<b>Year (April to end of March)</b>	<b>No of YP accessing Schools Counselling</b>	<b>Target Output Per annum</b>	<b>Average Wait Time* (for Fife as a whole)</b>	<b>Total Financial Allocation to Schools' Counselling service in that period</b>
2019/20	261	600	5.6 weeks	£450,000
2020/21	628	600	7.1 weeks	£450,000
2021/22	780	600	13.6 weeks (0.7 weeks or 5 days for digi-drop in self referrals)	£450,000
2022/23		For first 6 months (April to end of September)		For whole financial year

Year (April to end of March)	No of YP accessing Schools Counselling	Target Output Per annum	Average Wait Time* (for Fife as a whole)	Total Financial Allocation to Schools' Counselling service in that period
	366	300 for 6 months output	8.9 weeks (0.7 weeks or 5 days for digi-drop in self referrals)	£450,000 Plus £100,000 top up (one year) <b>Total £550,000</b>

\*Average wait time between referral and being seen (for Fife as a whole)

- 3.4.5 At its meeting of 25th August 2022 Cabinet Committee approved recommendations for changes in commissioned services, which includes counselling supports for young people affected by substance use, provided by DAPL.
- 3.4.6 A final six-month award of £62,500 was agreed for DAPL, up until the end of March 2023, with this then recurring as a per annum investment for counselling supports for children impacted by substance use. This funding of £62,500 will be brought into the funding for the Schools' Counselling Service.

## 4.0 Conclusion and Next Steps

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4.1 This report has summarised the current context and progress in relation to:

- The Health and Wellbeing Priorities of the Education Service.
- Improving the overarching use of data to inform strategic developments and measurement of Health and Wellbeing outcomes for young people in Fife.

4.2 Next steps include the following key areas.

- 4.2.1 Overarching aspects: devise and introduce a new Education & Children Services Health & Wellbeing Strategy 2023-26, outlining strategic aims and priorities for our children & young people, with the integration of staff wellbeing. This will help ensure children, young people, families and staff are supported with their emotional & physical wellbeing and mental health through the development of strategy and delivery of wide-ranging, high quality, early interventions and additional supports. Additionally, there is the continued need to improve the use of data to inform strategic developments and measurement of Health and Wellbeing outcomes for young people in Fife.
- 4.2.2 Mental Health: continue our work to improve and extend the continuity and breadth of effective early intervention and preventative practices experienced by school-aged young people, responding to feedback from young people, families, partners and data. This will involve: the commissioning of a refreshed brief for a Fife School Counselling Service for the next three years (April 2023-March 2026); review of the outcomes of the Art Therapy pilot for young people of school age nine and under and consideration of the potential for continuation of the service; evaluation of the Community Core services, delivered by Barnardos and Includem, measuring the delivery of desired outcomes and highlighting changes required to future grant funding briefs; refresh of the Fife Community Mental Health and Wellbeing Supports and Services Fife plan, to reflect all commitments and proposed next steps; undertaking an across-Fife awareness raising campaign around young people's mental wellbeing (promoting awareness of resources and supports available and working to de-stigmatise and build knowledge of mental health in relation to the growth and development of children)

4.2.3 **Physical Wellbeing:** review the Outdoor Education programme delivery within all sectors (DofE, John Muir, Natural Connections) and consult with Young People and Staff on suitability of programmes linking to wider achievement; integrate Physical Wellbeing actions into the newly developed ASL strategy, with measurable and accountable actions; ensure that all leadership programmes are equitable and that a diverse range of young people can and are encouraged to access leadership opportunities; support the introduction of targeted leadership opportunities for underrepresented groups; continue to explore test of change models with High Schools within alternative curriculum models, considering Health & Wellbeing offerings to young people to develop skills, confidence and alternative progression; continue to focus on attendance and improve Active Schools visibility in delivering interventions that specifically aim to use sport and physical activity as a tool to engage young people in education; align Active Schools work to support the sustained improvement in attainment and closing the attainment gap, through opportunities for young people to keep good health and wellbeing.

## List of Appendices

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None

## Background Papers

None

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24 January 2023

Agenda Item No. 7

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## **Schools Workforce Planning: Academic Session 2022/23**

Report by: Shelagh McLean, Head of Education & Children's Services

Wards Affected: All

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### **Purpose**

This report provides members with information on the position with regards to teacher, early years and pupil support assistant staffing for the current academic session, 2022/23, and provides details of progress in relation to workforce planning activities for 2023/24.

### **Recommendation**

Members are asked to review, and comment on, the content of the report and the progress with workforce planning approaches.

### **Resource Implications**

The Scottish Government has allocated an additional £10.4m revenue budget to Fife Council to ensure Fife supports national commitments. Therefore, the Scottish Government expects to see an increase in teacher numbers, and post probation employment, as well as maintenance of the PTR (Pupil: Teacher ratio) at a national level.

The Scottish Government commitment to the provision of 1140 hours funded ELC means the continuous review of how we deliver ELC in Fife. All families have an entitlement to 1140 hours (equivalent of 30 hours per week based on school terms) funded ELC from August 2020, for all eligible 2-year-olds and all 3- and 4-year-olds. This almost doubled the provision already offered in Fife for Early Learning and Childcare.

The financial and workforce planning implications of these changes are still being addressed.

### **Legal & Risk Implications**

There are on-going risks associated with this area. There is a requirement to ensure teacher staffing levels adhere to the legal class size maxima in schools and to ensure adult: child ratios are maintained in all ELC services.

### **Impact Assessment**

An EqIA has not been completed and is not necessary for the following reasons: no change or revision to existing policies is proposed.

## Resource Implications

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An annual review, as well as regular consultation with Headteachers, Trade Unions and other stakeholders (including Scottish Government), takes place to assess the impact and effectiveness of the approaches embedded within the workforce planning strategy.

Meetings and working groups have been held, in conjunction with HR, to support development of best practice processes in terms of recruitment and selection.

## 1.0 Background

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1.1 The Education Service first introduced a Workforce Planning Strategy as a means to:

- drive down Service overspends; and
- deliver Council budget efficiency targets

1.2 The strategy has impacted on all areas of the Service and it links in to relevant national Workforce Planning Strategies.

### 1.3 Teacher Staffing

1.3.1 With regards to the teaching workforce, Fife has an excellent track record of securing and retaining probationary teachers and also of attracting high “outwith settlement” additional grant figures. The performance in placing probationers in vacant posts is very good.

1.3.2 The Scottish Government has allocated an additional £10.4m revenue budget to Fife Council to ensure Fife supports the national commitment to maintain the employment of its share of the additional 1400 teachers employed across Scotland during the pandemic and the 1000 teachers and 500 support staff funded as part of the first 100 days commitment. Therefore, the Scottish Government expects to see an increase in teacher numbers, and post probation employment, as well as maintenance of the PTR (Pupil: Teacher ratio) at a national level.

1.3.3 This is assessed through the assessment of the overall number of teachers and the pupil: teacher ratio determined in the annual pupil and teacher censuses in September.

1.3.4 The position in Fife, with regards to teacher and pupil numbers is as follows:

**Table 1: Teachers, FTE (all sectors excluding ELC)**

Year	2016	2017	2018	2019	2020	2021	2022
Teachers (FTE)	3,495	3,498	3,503	3,530	3,627	3,636	3,656

**Table 2: Pupils (all sectors excluding ELC)**

Year	Primary	Secondary	Special	Total
2016/17	29,125	19,962	132	49,219
2017/18	29,247	20,028	135	49,410
2018/19	29,176	20,349	135	49,660
2019/20	29,035	20,833	146	50,014
2020/21	28,539	21,591	157	50,287
2021/22	27,953	22,125	167	50,245
2022/23	27,367	22,095	159	49,621

**Table 3: Change in number of pupils from 2016/17 to 2022/23**

Year	Primary	Secondary	Special	Total
2016/17 to 2022/23	-1,758	2,133	27	402

- 1.3.5 The calculation used to determine the pupil: teacher ratio is a simple, overall calculation and is not representative of the actual ratios seen in the classroom. The total number of Fife pupils is divided by the total number of Fife teachers employed in the Primary/ Secondary/Special/Central sectors. The total teacher numbers are provided by the September censuses.
- 1.3.6 As the Scottish Government overall funding package is provided to maintain the pupil teacher ratio nationally in local authority schools, and to provide a place on the Teacher Induction Scheme for every probationer, the financial implications of not meeting the pupil teacher ratio could be significant.
- 1.3.7 In Fife, the overall pupil roll increased over several years. For the last three years the Primary roll has decreased, but the Secondary roll continued to increase until this academic year. Overall, this means that, to continue to meet the national commitments, Fife has been required to increase the total number of teachers employed, most specifically within the Secondary sector.
- 1.3.8 However, for some subject specialisms a national teacher shortage is impacting across all Local Authorities. Fife is no exception and, therefore, the ability to recruit the additional teachers required, particularly within the secondary sector, to meet the commitment, has been, and continues to be, challenging.
- 1.3.9 Table 4 demonstrates that Fife has, to date, maintained and improved the PTR.

**Table 4: Pupil teacher ratio (PTR) (all sectors excluding ELC)**

Year	2016	2017	2018	2019	2020	2021	2022
PTR	14.1	14.1	14.2	14.2	13.9	13.8	13.6

1.3.10 Officers continue to work closely with the Scottish Government, General Teaching Council Scotland (GTCS) and other partners to secure quality appointments to Fife posts; through proactive recruitment processes and continued implementation of the Workforce Planning Strategy.

## 1.4 Early Years Staffing

1.4.1 Fife Council provides early learning and childcare for the following groups:

**Table 5: Funded registrations for early learning and childcare by age group, September 2022**

	Under 2	2-year-olds		3- & 4-year-olds		Deferred entry		Total
		Number	% of population	Number	% of those eligible	Number	% of those eligible	
Pupils	0	688	20	5310	99	454	25	6452

1.4.2 From August 2021 Fife has enabled all eligible children to access the full 1140 hours of Early Learning and Childcare.

1.4.3 To do this, Fife Council provides a flexible model of ELC, listening to our families, staff and children to create new delivery models, to review and deliver a range of approaches to the delivery of Early Learning and Childcare that complement family life, allowing for access to employment and empowering parents.

1.4.4 A key priority is to maintain the high-quality early learning that is recognised in Fife, as well as providing 1140 hours of ELC.

1.4.5 In order to continue to deliver a model that will meet the needs of children, families and staff, significant work continues to ensure development of the Early Years Workforce.

## 2.0 Workforce Planning

2.1 Workforce planning allows the Education Service to predict the future demand for the different types of staff to be employed and to seek to match this with the supply. It involves analysing the current workforce and then extending that analysis to identify the future skills and competencies needed to deliver a new or an improved Service.

2.2 The annual comparison between our present workforce and the required workforce highlights shortages, surpluses and competency gaps. These gaps become the focus of the workforce plan. The plan is developed around Service needs, integrated with Service and financial planning and responsive to Service changes and developments.

2.3 The plan is crucial in tackling the problems of staff shortages and staffing costs. It helps the Service to:

- decide how many employees are required currently, and will be needed in the future
- manage employment expenditure by anticipating changes
- cope with 'peaks and troughs' in supply and demand
- retain employees
- bid for Scottish Government allocated probationers and additional revenue/capital budget

2.4 Through implementing the plan, we should see fewer vacant posts; fewer HR issues; fewer complaints; a better reputation as a Service and Council where Fife becomes an employer of choice; more flexibility to change and ultimately this will lead to better early intervention, attainment, achievement and outcomes with less budget waste e.g. supernumerary posts or salary conservation, which in previous years incurred significant cost for the Directorate.

2.5 In taking account of the comparison between our present and future workforce, it is evident that ongoing discussions with the Scottish Negotiating Committee for Teachers (SNCT), and the fact that the Non-Class Contact Time (NCCT) for Teachers is proposed to change, with a change date anticipated for August 2024, could have a significant impact on the number of teachers required across Scotland from the 2023/24 session onwards, if implemented. This proposal will provide all teachers with an additional 90 minutes NCCT, thereby reducing the maximum teaching time commitment for a full-time teacher from 22 ½ hours to 21 hours. This will require Fife Council to increase our teaching workforce significantly in all sectors.

2.6 To prepare for this, an additional 29FTE has been distributed to secondary schools for 2022/23, using the additional revenue budget for supporting the national commitment to maintain the employment of additional teachers. This budget, while permanent, will be required to support the delivery of the reduction in contact time for our schools in future years. For Primary, an additional 68.7FE has been distributed to schools for 2022/23. This allocation for Primary is on a temporary basis but will support the future requirement of our schools. Due to the falling school roll, the budget has been allocated on a temporary basis to allow staff to be allocated as required to meet the needs of the Service.

## **2.7 TEACHERS**

2.7.1 Although the local workforce plan achieves the aims in 2.4, in some areas there have been fewer teachers available to fill our posts; which also has a consequence of reducing our available supply teachers to fill gaps in the classroom rotas caused by sickness, training courses and other absences. Fife continues to see a reduced number of supply teachers available locally.

2.7.2 The full quota of available university places has not been taken up since 2017/18, and this has continued through to the current 2023/2024 cohort. This has reduced the number of probationers joining the scheme and qualifying as fully registered class teachers available for recruitment.

2.7.3 In the Secondary Sector we have the additional issue that some subject areas in high demand have a lack of available subject teachers (e.g. English, Mathematics, Home Economics, CDT, Drama, Computing, Music and Chemistry, which have all been the subject of Fife Council and Scottish Government advertisement campaigns), whilst other subject areas which were in lower demand historically e.g. Physical Education, Art and Design and the Social subjects are now requiring increases as schools try to

timetable courses with a lack of specialist teachers in the shortage areas identified. University uptake for the PGDE course has seen significant reductions in many of these subjects. The direct result is the probationers available for allocation throughout Scotland is significantly lower than required to fully satisfy local authority demands. Since 2019/20 the impact has been that fewer newly qualified teachers were and will be available for appointment to posts. The overall intake for Secondary students on the PGDE course is below the university target.

- 2.7.4 Following a previous review of newly appointed candidate data, by HR, we are not currently paying for vacancies to be included in the Times Educational Supplement (TES) as this has a cost of £6,000 and no longer has a significant presence in Scotland. We have focused on social media advertising through Fife Council Facebook and twitter feeds to promote our posts. Recent discussions between the Service, HR, and our Secondary Headteachers, have led to our Secondary teacher adverts returning to My Job Scotland. My Job Scotland is viewed as a critical route to promote vacancies across a national portal. The Service has continued to work with the Scottish Government to secure as many probationer teachers as possible and, in discussions with the General Teaching Council Scotland, to continue to streamline registration processes for overseas teachers.
- 2.7.5 We have paused our partnership arrangements with St. Mary's and Stranmillis Universities of Belfast, as the recruitment market in Northern Ireland has changed post covid and indications from the Universities were that only a small number of students were interested in relocating to the UK. We will keep in touch with the Universities and review for 23/24.
- 2.7.6 We will continue to explore further the UK and overseas markets; however, cost of advertising can be prohibitive. Work is ongoing to promote teaching as a career across graduate groups, with our media team further developing mechanisms to exploit the use of social media such as Twitter and Facebook.
- 2.7.7 To ensure our recruitment continues during the summer holiday period our Headteachers and officers work throughout the summer holiday to convene interview panels and appoint to vacancies.
- 2.7.8 We continue to work with our partner Teacher Training Institutions to develop and implement programmes that will support routes in to teaching. We continue to encourage our existing Fife Council staff to apply to supported induction routes that have been developed in collaboration with the Local Authority partners and accredited by GTCS.
- 2.7.9 Officers continue to work with the Scottish Government and the GTCS to ensure Fife receives an equitable share of the distribution of probationers to local authorities. We are also working with our Secondary schools to explore ways of promoting Fife to university students and will be working to promote teaching as a profession to our current school pupils.

## 2.8 HEADTEACHERS

- 2.8.1 From August 2020 it became a prerequisite for candidates taking up their first permanent headteacher post within a Local Authority to hold the Standard for Headship qualification, under Section 28 of the Education (Scotland) Act 2016. Our Professional Learning Team has been supporting our staff work towards gaining the Into Headship

qualification and we currently have 14 candidates progressing through the course. In the last 4 years 63 staff members have successfully completed the qualification.

- 2.8.2 On occasion there is a requirement for the Service to recruit to a temporary Headteacher position and candidates may not hold the Into Headship qualification. To ensure Local Authorities can continue to operate effectively Headteachers who do not hold the qualification may be appointed on a temporary basis for a period not exceeding 30 months.
- 2.8.3 The requirement for the qualification has created additional challenge nationally in recruitment to Headteacher posts, because of a reduction of qualified candidates.

## **2.9 EARLY YEARS**

- 2.9.1 Funding allocated for the 1140 hours project and Skills Development Scotland continues to be used to support the delivery of the Modern Apprentice Early Years Officer Apprenticeship scheme, to address the increase in numbers anticipated to fulfil the staffing requirements for August 2020 and beyond. This programme has been successful in terms of encouraging those returning to work and those seeking a change in career direction.
- 2.9.2 Since the inception of the Early Years Officer Modern Apprenticeship scheme in 2016, the Service has recruited 265 apprentices to posts in our ELC settings in Fife. Of those, 60 are completing their SVQ Level 3 Social Services (Children & Young People) qualification across three cohorts and 195 are currently employed by Fife Council as Early Years Officers.
- 2.9.3 Fife College continues to recruit over 100 new starts to the HNC Childhood Practice course, across three campuses each year. With the support of Fife College, we have developed a generic recruitment process for those students completing their HNC course to simplify the route into working for Fife Council. Students now only need to make one application.
- 2.9.4 Qualified practitioners who wish to apply to work on a supply basis can now apply more frequently during the year. Increasing access to the recruitment process helps maximise the number of practitioners on the supply register.

## **2.10 PUPIL SUPPORT ASSISTANTS (PSA)**

- 2.10.1 Our Pupil Support Assistants undertake a crucial role in supporting children and young people who have been identified as requiring additional support. They support effective learning and teaching through inclusive practice. Attending to the personal care and health, including the medical needs of pupils with additional support needs, they assist in maintaining a safe, healthy and hygienic environment for our pupils.
- 2.10.2 A PSA may support a child 1:1 for some of the time, or support children in small groups. In rarer occasions, if a child has a high level of need, a PSA may support them throughout the school day.
- 2.10.3 Pupil support staff make close and meaningful relationships with children and young people. They are often best placed to hear children and young people's views and experiences on the individual challenges they face and the support they need. Their contribution to discussions with teachers and school leaders about needs, strategies and planning for all children and young people is therefore essential.

- 2.10.4 Worker shortages are particularly acute as the impact of the pandemic has been significant. Some potential candidates are still afraid of COVID-19 and its variants and are hesitant to return to the working environment and those who are parents continue to have childcare concerns.
- 2.10.5 Therefore, our work focusses on sourcing local talent to help keep employment stable in the area and developing strategies to recruit newly qualified candidates, as this will allow a steady stream of applicants.
- 2.10.6 Approaches also include preparing internal candidates for new and future job openings allowing retention of talent.
- 2.10.7 Funding continues to be used to support the delivery of the Modern Apprenticeship scheme.
- 2.10.8 These will all help to address the recruitment demands anticipated to fulfil the staffing requirements.

### **3.0 Teacher Recruitment & Selection Process 2022/23**

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- 3.1 The recruitment and selection process continues throughout the year and the figures included in this report change as vacant posts are filled and as further vacancies arise. However, the details shown below relate to our position at the end of our generic campaign, as of August 2022.
- 3.2 The initial Fife Council allocation of probationer teachers for 2022/23 was 246; 151 Primary and 95 Secondary. However, this figure reduces as probationers withdraw from the Teaching Induction Scheme prior to the start of the academic session. There are several reasons for the students withdrawing from the Teaching Induction Scheme; students may not be successful in completing their course or student placements, students may defer for medical reasons or parental leave, as examples. The number of probationers commencing in our schools in August 2022 was 211, 139 Primary and 72 Secondary.
- 3.3 The number of probationers for 2022/23 arriving in our schools in August decreased by 61 from session 2021/22, 34 in Primary and 27 in Secondary.
- 3.4 During the recruitment and selection process for 2022/23 we received 541 applications for teaching posts in Fife (301 primary and 240 secondary). The applicants included:
- the 2021/22 cohort of probationers;
  - permanent teachers requesting voluntary transfer;
  - temporary and supply teachers seeking permanent employment;
  - external candidates.
- Of these, 522 (293 primary and 229 secondary) candidates attended for interview.
- 3.5 In the Primary sector 120 new appointments were made, of which 11 were permanent appointments to Fife. 4 were placed in a permanent post within a school and 7 were appointed to a permanent contract with Fife, temporarily based in a school vacancy. This reflects the falling school roll in the Primary sector. The remaining 109 were appointed to temporary posts. These vacancies include career breaks and maternity posts.
- 3.6 In the Secondary sector 84 new appointments were made, of which 73 were placed in a permanent post and 11 were provided with temporary contracts.



- 3.7 Overall, 204 new appointments were made to Fife.
- 3.8 All 211 probationers have been allocated to posts in schools, with the actual budgeted vacancies totalling 104.3 FTE over 211 posts. (It is not always possible to appoint probationers to a full 0.82 FTE vacancy for operational reasons.)
- 3.9 The total number of posts filled, including transfers, probationers, temporary and permanent appointments were:
- Secondary – 84 permanent posts (83.60 FTE), 86 temporary posts (62.48 FTE), a total of 171 posts (146.08 FTE)
  - Primary – 63 permanent posts (57.28 FTE), 391 temporary posts (256.70 FTE), a total of 454 posts (313.98 FTE)
- 3.10 In summary, for Session 2022/23 the Education Service has managed the:
- normal transfer process, which for this year was 175 teachers;
  - appointment of 204 teachers and
  - allocation of 211 probationers.
- 3.11 Following the start of the academic session additional vacancies have been identified by schools. These are the result of school rolls increasing over the summer, staff departures, parental leave, illness and bereavement, as examples.
- 3.12 The national position creates widespread employment opportunities for staff. This has led to interview candidates accepting contractual offers to Fife, and later withdrawing to accept a post elsewhere, mainly closer to the candidate's home address. Unfortunately, a number of these candidates notified their rejection of the post offer late in the summer holidays.
- 3.13 From August 2022, following the generic recruitment exercise, schools have managed their own recruitment and selection processes. The overall staffing within the primary sector has been stable, with no schools identifying any specific or significant difficulties in recruiting staff. The secondary sector continues to encounter recruitment challenges for specific subject areas.

## **4.0 Early Years Recruitment & Selection Process 2022/23**

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- 4.1 The recruitment process for EYOs has been updated. A generic recruitment process is in place to recruit candidates for most EYO vacancies available each session. This means that, in most instances, applicants only needed to complete one application form and attend one interview when applying for EYO posts within Fife Council. This also results in improved moderation of the recruitment process.
- 4.2 Recruitment to temporary vacancies arising from the increase in numbers of children accessing ELC in January and April each year is managed locally by each Headteacher.
- 4.3 Using this process 148 posts were successfully recruited for August 2022, 120 permanent posts with another 28 temporary contracts being offered. Feedback is always given to those candidates who request it to support them for subsequent recruitment campaigns.
- 4.4 There is a revised focus on recruitment, including specific campaigns.

- 4.5 Key workforce training programmes have been developed to support staff and ensure the continuity of high-quality early years workforce, with built in career progression and development opportunities. All staff must complete the ELC National Induction Resource which supports them in their induction to delivering ELC, as well as setting out how they can expect Fife Council to support them in their new role.
- 4.6 The Equity & Excellence Lead commitment from the Scottish Government has been targeted at nurseries within 20% of the most deprived postcode areas, using SIMD 1 & 2 data and Free Meal entitlement. In Fife we have appointed 28 Equity & Excellence Lead Practitioners (Early Years Lead Officers), which is part of the career development pathway for Early Years Officers. The role is at an enhanced salary equivalent (FC8) on the Fife Council single status pay scale.

## **5.0 Register of Approved Casual Workers (Teacher Supply List) 2022/23**

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- 5.1 There are two situations when a worker may be required to work other than on a permanent basis i.e. Short term (Casual) and Fixed Term (temporary).
- 5.2 There is no legal or Fife Council policy definition of short-term work; however, for operational purposes, short-term work is defined as work not expected to last longer than 4 weeks. Normally casual workers may be offered short-term work, generally with little or no notice and usually on a day-to-day basis. In such instances there is no obligation on the Council to provide work or on the casual worker to accept the offer of work. If it becomes clear that the short-term cover is going to continue for at least a further 4 weeks, the post is normally advertised and normal recruitment procedures followed.
- 5.3 Whilst it is not possible to list all circumstances the following are examples of occasions where, because of the absence of an employee, short-term cover might be carried out by a casual worker:
- In-service training/staff development/working groups
  - Discretionary leave (as per policy)
  - Paternity/maternity support leave
  - Short-term sickness absence
  - Trade union duties
  - SQA duties
  - Children's Panel attendance
- 5.4 All casual workers asked to cover on a short-term basis must be on the register of approved casual workers (supply list) held by the Finance/Payroll Transactional Team and recruitment to this register is in accordance with the Recruitment & Selection Policy and Procedures for Teachers.
- 5.5 Following the generic interview process (held in March each year) successful candidates, for whom there is no suitable vacancy, automatically qualify for inclusion on the register and all approved casual workers can be sourced through the 'Supply Messaging System.'
- 5.6 Additionally, teachers who have retired from Service on age grounds; who have retired with an Actuarially Reduced Pension or who have taken either a phased or winding down retirement option, can automatically qualify for inclusion on the register.

- 5.7 Employees who have retired early, on interest of efficiency grounds, are not re-employed by Fife Council in any position. However, under delegated authority, re-employment of teachers, within the Education Service, may be authorised by the Executive Director (Education & Children’s Services), in exceptional circumstances i.e. dependent on the exigencies of the Service. As no staff have benefited from this form of retirement recently no considerations have been required.
- 5.8 Currently, we have 323 primary teachers and 157 secondary teachers on the register of approved casual workers. The number of available supply staff has increased in primary and decreased slightly in secondary in recent years. This reflects the availability and demand of the two sectors.
- 5.9 However, the supply numbers are lower than we require for operational purposes. In addition, many of these registered supply teachers are likely to be engaged in short or medium term roles within our schools, or moving into permanent or temporary contracts during the academic year, reducing the number available at any time to respond to the demand.
- 5.10 We are running a continuous cycle of supply adverts for both the primary and secondary sectors. As candidates apply an interview is being scheduled and candidates recruited promptly. This will continue throughout the year.
- 5.11 In addition, we have continued to support participation in a Return to Teaching programme delivered by the University of Edinburgh and our staff have been delivering inputs to this programme. The programme is to support qualified teachers who have been away from the profession for several years, or are new to the Scottish education system, who wish to return to the profession either full-time, part-time or as a supply teacher. We will continue to fund participation in this programme if any candidates for Fife wish to take part.

## **6.0 Teacher Retirement Information**

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- 6.1 Fife Council recognises that, in some circumstances, it may be in the interests of the Council for employees to be allowed either to retire earlier than the normal retirement age or initiate a phased retirement option, where they wish to do so. These early retirement options can assist the Council to continue to meet its aims and values, for example, in the need to provide services which are responsive, efficient, reliable and effective or to open new employment opportunities within the Council.
- 6.2 However, because of the continuing lack of teachers available to both fill vacancies and cover on a supply basis, such options have only been available within Fife Council (over the last 5 years) where a formal managing change consultation has taken place because of a budget saving. No staff have exited a school through managing change packages in the last 3 years.
- 6.3 In the financial years 2020/2021, 2021/2022 and 2022 to the current date, 91, 89 and 86 teachers respectively have retired on age grounds. This shows a retirement rate of approximately 2% annually. The normal retirement date for teaching staff is the summer term.

## **7.0 Conclusions**

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- 7.1 Although early in the new calendar year, we are already underway with our 2023/24 recruitment. Work is being done to:

- implement the workforce plan
- deliver the national commitments
- satisfy the demand for teachers and early years practitioners

- 7.2 While our intention has been to maintain the pupil: teacher ratio within Fife, increasing the overall number of teachers employed, this is dependent upon our pupil numbers and our ability to recruit. The availability of teachers nationally continues to have a significant impact on our ability to recruit in some secondary subject specialisms.
- 7.3 In addition, we do not have the level of contingency that we would normally seek to ensure that we can always fill gaps in the classroom rotas caused by sickness, training courses and other absences.
- 7.4 Our officers continue to work closely with COSLA, GTC Scotland and the Scottish Government regarding teacher numbers, national drives to promote teaching as a profession and to influence national discussions.
- 7.5 Fife Council is continuing to explore all new and alternative routes in to teaching.
- 7.6 Considerable progress has been made in the development and implementation of the workforce plan for Early Years. This work will continue and again our officers continue to work closely with COSLA and the Scottish Government regarding Early Years Officer numbers, national drives to promote Early Years as a profession and to influence national discussions.
- 7.7 Fife Council is continuing to explore new and alternative routes to support the recruitment & selection of the Pupil Support Assistant workforce.

## List of Appendices

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None

## Background Papers

None

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24<sup>th</sup> January 2023

Agenda Item No 8

## Education Service

### Revenue Budget 2022-23 Projected Outturn

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Report by:

**Carrie Lindsay, Executive Director Education and Children's Services**

**Eileen Rowand, Executive Director Finance & Corporate Services**

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Wards Affected: All

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#### Purpose

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The purpose of this report is to provide members with an update on the forecast financial position for the 2022-23 financial year, for the areas in scope of the Education Scrutiny Committee.

#### Recommendation(s)

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Members are asked to:

- a. consider the current financial performance and activity as detailed in this report;
- b. note the projected outturn position and the relevant areas of projected over and under spend within the service.

#### Resource Implications

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The Service is committed to managing the service spend within the overall level of resource available.

#### Legal & Risk Implications

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There are no direct legal implications arising from this report.

#### Impact Assessment

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An EqIA has not been completed and is not necessary as no change or revision to existing policies and practices is proposed.

#### Consultation

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None

## 1.0 Background

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- 1.1 The purpose of this report is to advise Members of the projected outturn for the Education Service, for the 2022-23 Revenue Budget, and to highlight the major variances as at October 2022. This is the third monitoring report to the Scrutiny Committee for the 2022-23 financial year.
- 1.2 Section 4 of the report summarises the progress on delivery of approved budget savings and, if required, provides an explanation of any variances to the delivery of the savings target.

## 2.0 Issues

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### 2.1 Projected Outturn - Education Service

- 2.1.1 The projected underspend, for this financial year, for Education Service is £9.697m. A summary of the 2022-23 projected outturn is detailed in Appendices 1-2. This shows projected expenditure against budget across the service headings within the Service. It should be noted that the balances are extracted from the ledger system and are shown as rounded thousands. This may mean that there are some rounding differences contained within the appendices, but these are immaterial values that do not impact on the overall financial position. The following paragraphs provide a brief explanation of the main areas where there are significant variances (+/-£0.250m) to budgets.

## 3.0 Major Variances

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- 3.1 DSM Budget :- projected outturn - £ 7.075m underspend, movement £1.453m
  - 3.1.1 Under the DSM scheme, schools' budgets are calculated and allocated with reference to a range of formulae based on appropriate data, for example school roll. Adjustments to schools' budgets are made following schools return in August to reflect changes in staffing required. These adjustments have now been made, and updated projections from all schools have now been received. The variance above is in part due to a projected net underspend of £1.980m across all school sectors. This is mainly due to an underspend on employee costs as a result of vacant teaching posts of £3.451m, partly offset by a projected overspend on supplies and services across schools of £1.397m.
  - 3.1.2 Additional costs due to Covid are included within the projections for the DSM in relation to additional teacher staffing for Covid recovery, and to cover for staff requiring to isolate. These costs will be funded from Covid funding for additional teachers from Scottish Government, and have no impact on the variance.
  - 3.1.3 In addition to the core DSM budget, schools' Pupil Equity Funding (PEF) has also been included in their devolved budgets. Any unspent PEF at 31 March was carried forward for schools, and in addition schools' allocations for 2022-23 have been applied to their devolved budgets. These amounts are £5.960m, and £10.456m respectively. A projected underspend of £5.0m is included as an estimate of schools' unspent PEF at the end of 2022-23, which will be carried forward, reflecting the nature of PEF as a ring-fenced funding source.

### **3.2 Non-DSM/Childcare: - projected outturn - £2.622m underspend, movement (£1.881m)**

- 3.2.1 The projected underspend in the service mainly relates to Early Years of £5.617m, due to an underspend on the specific grant funding from Scottish Government for Early Years provision, non-domestic rates relief to nurseries due to Scottish Government granting temporary rates relief to nurseries, and also some underspends in staffing. Scottish Government are currently reviewing the quantum of funding to be included in future local government settlements for Early Years which will, once agreed, impact the level of resource available in future.
- 3.2.2 Within General Education the projected underspend of £1.676m is mainly due to the impact of adjusting schools' budgets for the movement in school rolls. These adjustments reflect the reduction in the number of classes in Primary and a lower than projected roll in Secondary schools. A further projected underspend in Childcare Services of £0.359m is the net effect of reduced staffing costs and a related reduction in income as services continue to recover from Covid and respond to demand.
- 3.2.3 These underspends are offset by projected overspends related to maternity/paternity pay and long-term absence of £3.015m and £0.510m respectively. These costs are in relation to teachers but are borne by the non-devolved central Education budget and not the DSM. Overspends are also projected on transportation costs of £0.798m mainly within Special Education, and on PPP charges of £0.813m which have both arisen due to inflationary increases relating to RPI, which are in excess of the inflationary provision in the budget. The movement in projection since the last report is mainly due to the impact of updating schools' budgets to reflect updated rolls and the impact of funding for probationers.
- 3.2.4 In relation to Covid, the main estimated additional costs included within Non Devolved Education are in relation to school transport, cleaning and catering, waste collection and PPE of £0.500m.

## **4.0 Progress on Budget Savings**

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- 4.1 This section of the report details the revenue budget savings for the areas falling under the scope of the Education Scrutiny Committee, detailing achievements against the current year approved budget savings as at Quarter 1.
- 4.2 The combined savings target, as approved in the 2021-24 budget process and earlier budget processes for the Service for this financial year is £0.350m. An indication of the forecast achievement of this saving is attached at Appendix 3, and all savings are flagged as being achieved.

## **5.0 Conclusions**

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- 5.1 The projected outturn for the Education Service Revenue Budget for 2022-23 is a projected underspend of £9.697m.

## List of Appendices

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1. Educational Services - Devolved Revenue Monitor 2022-23
2. Educational Services – Non-Devolved Revenue Monitor 2022-23
3. Savings Tracker 2022-23

### Report Contacts:

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BUDGET MONITORING REPORT SUMMARY 2022-23 to 31st Oct 2022 EDUCATION - DEVOLVED					Appendix 1	
	CURRENT BUDGET 2022-23 £m	FORECAST 2022-23 £m	FORECAST VARIANCE £m	FORECAST VARIANCE %	PREVIOUS REPORTED VARIANCE £m	MOVEMENT FROM PREVIOUS REPORTED VARIANCE £m
<b>TOTAL COST OF SERVICES</b>	<b>227.881</b>	<b>220.807</b>	<b>(7.075)</b>	<b>-3.10%</b>	<b>(8.527)</b>	<b>1.453</b>
LESS: CORPORATELY MANAGED ITEMS	0.013	0.013	0.000	0.00%	0.000	0.000
<b>SERVICE MANAGED NET BUDGET</b>	<b>227.868</b>	<b>220.794</b>	<b>(7.075)</b>	<b>-3.10%</b>	<b>(8.527)</b>	<b>1.453</b>
<b>ANALYSIS OF SERVICE MANAGED BUDGET</b>						
PRIMARY EDUCATION	109.934	105.726	(4.208)	-3.83%	(5.119)	0.912
SECONDARY EDUCATION	110.609	107.921	(2.689)	-2.43%	(3.271)	0.582
NURSERY EDUCATION	2.592	2.558	(0.034)	-1.32%	(0.038)	0.004
SPECIAL EDUCATION	4.719	4.575	(0.144)	-3.06%	(0.099)	(0.045)
AREA GROUPS	0.014	0.014	0.000	0.00%	0.000	0.000
	<b>227.868</b>	<b>220.794</b>	<b>(7.075)</b>	<b>-3.10%</b>	<b>(8.527)</b>	<b>1.453</b>

SUBJECTIVE GROUPING	CURRENT BUDGET 2022-23 £m	FORECAST 2022-23 £m	FORECAST VARIANCE £m	FORECAST VARIANCE %	PREVIOUS REPORTED VARIANCE £m	MOVEMENT FROM PREVIOUS REPORTED VARIANCE £m
<b>SERVICE MANAGED NET BUDGET</b>	<b>227.868</b>	<b>220.794</b>	<b>(7.075)</b>	<b>-3.10%</b>	<b>(8.527)</b>	<b>1.453</b>
<b>INCOME</b>	<b>(10.467)</b>	<b>(10.706)</b>	<b>(0.239)</b>	<b>2.28%</b>	<b>0.001</b>	<b>(0.239)</b>
<b>EXPENDITURE</b>						
EMPLOYEE COSTS	229.984	221.533	(8.451)	-3.67%	(5.110)	(3.341)
PREMISES RELATED EXPENDITURE	0.000	0.146	0.146	-	0.000	0.146
TRANSPORT RELATED EXPENDITURE	0.145	0.169	0.024	16.33%	0.000	0.024
SUPPLIES & SERVICES	6.498	7.895	1.397	21.49%	(3.418)	4.814
THIRD PARTY PAYMENTS	1.707	1.754	0.047	2.76%	0.000	0.047
TRANSFER PAYMENTS	0.000	0.000	0.000	0.00%	0.000	0.000
SUPPORT SERVICES CHARGES	0.000	0.002	0.002	0.00%	0.000	0.002
	<b>238.335</b>	<b>231.499</b>	<b>(6.836)</b>	<b>-2.87%</b>	<b>(8.528)</b>	<b>1.692</b>
	<b>227.868</b>	<b>220.794</b>	<b>(7.075)</b>	<b>-3.10%</b>	<b>(8.527)</b>	<b>1.453</b>

BUDGET MONITORING REPORT SUMMARY 2022-23 to 31st Oct 2022 EDUCATION - NON DEVOLVED							Appendix 2	
	CURRENT BUDGET 2022-23 £m	COVID PROJECTION 2022-23 £m	NON-COVID PROJECTION 2022-23 £m	FORECAST 2022- 23 £m	FORECAST VARIANCE £m	VARIANCE %	PREVIOUS REPORTED VARIANCE £m	MOVEMENT FROM PREVIOUS REPORTED VARIANCE £m
<b>TOTAL COST OF SERVICES</b>	<b>185.474</b>	<b>0.897</b>	<b>181.955</b>	<b>182.852</b>	<b>(2.622)</b>	<b>-1.41%</b>	<b>(0.741)</b>	<b>(1.881)</b>
<b>LESS: CORPORATELY MANAGED ITEMS</b>	<b>65.656</b>	<b>0.000</b>	<b>65.656</b>	<b>65.656</b>	<b>0.000</b>	<b>0.00%</b>	<b>0.000</b>	<b>0.000</b>
<b>SERVICE MANAGED NET BUDGET</b>	<b>119.819</b>	<b>0.897</b>	<b>116.300</b>	<b>117.197</b>	<b>(2.622)</b>	<b>-2.19%</b>	<b>(0.741)</b>	<b>(1.881)</b>
<b>ANALYSIS OF SERVICE MANAGED BUDGET</b>								
PRIMARY EDUCATION	23.213	0.000	26.081	26.081	2.869	12.36%	2.481	0.387
SECONDARY EDUCATION	22.297	0.000	24.380	24.380	2.084	9.35%	1.926	0.158
NURSERY EDUCATION	21.943	0.000	16.326	16.326	(5.617)	-25.60%	(5.794)	0.177
SPECIAL EDUCATION	33.499	0.126	33.217	33.343	(0.157)	-0.47%	0.503	(0.660)
AREA GROUPS	0.492	0.000	0.492	0.492	0.000	0.00%	0.000	0.000
EDUCATION ADMINISTRATION	4.328	0.500	4.254	4.754	0.425	9.83%	0.424	0.001
STAFF DEVELOPMENT	0.000	0.000	0.000	0.000	0.000	0.00%	(0.077)	0.077
FIFE MUSIC SERVICE	2.408	0.000	2.408	2.408	0.000	0.00%	0.016	(0.016)
SUPPORT SERVICES	2.842	0.000	2.650	2.650	(0.192)	-6.77%	(0.223)	0.031
GENERAL EDUCATION	6.232	0.271	4.285	4.556	(1.676)	-26.89%	0.257	(1.933)
CHILDCARE	2.565	0.000	2.206	2.206	(0.359)	-13.98%	(0.255)	(0.103)
	<b>119.819</b>	<b>0.897</b>	<b>116.300</b>	<b>117.197</b>	<b>(2.622)</b>	<b>-2.19%</b>	<b>(0.741)</b>	<b>(1.881)</b>

SUBJECTIVE GROUPING	CURRENT BUDGET 2022- 23 £m	COVID PROJECTION 2021-22 £m	NON-COVID PROJECTION 2021-22 £m	FORECAST 2022-23 £m	FORECAST VARIANCE £m	FORECAST VARIANCE %	PREVIOUS REPORTED VARIANCE £m	MOVEMENT FROM PREVIOUS REPORTED VARIANCE £m
<b>SERVICE MANAGED NET BUDGET</b>	<b>185.474</b>	<b>0.897</b>	<b>181.955</b>	<b>182.852</b>	<b>(2.622)</b>	<b>-1.41%</b>	<b>(0.741)</b>	<b>(1.881)</b>
<b>INCOME</b>	<b>(48.215)</b>	<b>0.000</b>	<b>(47.544)</b>	<b>(47.544)</b>	<b>0.671</b>	<b>-1.39%</b>	<b>1.344</b>	<b>(0.672)</b>
<b>EXPENDITURE</b>								
EMPLOYEE COSTS	96.859	(0.813)	93.712	92.899	(3.961)	-4.09%	(2.704)	(1.256)
PREMISES RELATED EXPENDITURE	25.529	0.000	25.700	25.700	0.171	0.67%	(0.134)	0.304
TRANSPORT RELATED EXPENDITURE	15.652	0.000	16.543	16.543	0.892	5.70%	0.772	0.119
SUPPLIES & SERVICES	16.438	1.710	15.218	16.928	0.489	2.98%	0.862	(0.373)
THIRD PARTY PAYMENTS	13.537	0.000	12.600	12.600	(0.937)	-6.92%	(0.903)	(0.034)
TRANSFER PAYMENTS	0.018	0.000	0.024	0.024	0.006	31.44%	0.007	(0.001)
SUPPORT SERVICES CHARGES	0.000	0.000	0.047	0.047	0.047	0.00%	0.015	0.033
	<b>168.034</b>	<b>0.897</b>	<b>163.844</b>	<b>164.741</b>	<b>(3.293)</b>	<b>-1.96%</b>	<b>(2.085)</b>	<b>(1.209)</b>
	<b>119.819</b>	<b>0.897</b>	<b>116.300</b>	<b>117.197</b>	<b>(2.622)</b>	<b>-2.19%</b>	<b>(0.741)</b>	<b>(1.881)</b>

FIFE COUNCIL  
TRACKING APPROVED 2022-23 SAVINGS  
EDUCATION AND CHILDREN SERVICES COMMITTEE  
OCTOBER 2022

Area	Approved Budget Year	Savings Reference	Title of Savings Proposal	Savings Target £m	Forecast £m	(Under)/Over £m	Rag Status
Educational Services	2021-24	2021-EC-03	Review the financial model of Headteacher allocation	0.150	0.150	0.000	Green
Educational Services	2021-24	2021-EC-08	Review of the Devolved School Management (DSM), to include a review of the secondary school week	0.200	0.200	0.000	Green
<b>Grand Total</b>				<b>0.350</b>	<b>0.350</b>	<b>0.000</b>	

## Rag Status Key:-

**Green** - No issues and saving is on track to be delivered

**Amber** - There are minor issues or minor reduction in the value of saving, or delivery of the saving is delayed

**Red** - Major issues should be addressed before any saving can be realised

Summary			
Rag Status	Savings Target £m	Forecast £m	(Under)/Over £m
Green	0.350	0.350	0.000
Amber	0.000	0.000	0.000
Red	0.000	0.000	0.000
<b>Total</b>	<b>0.350</b>	<b>0.350</b>	<b>0.000</b>

24<sup>th</sup> January 2023

Agenda Item No 9

## Education Service

# Capital Investment Plan 2022-2023: Progress Report

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Report by: Carrie Lindsay, Executive Director, Education and Children's Services

Eileen Rowand, Executive Director, Finance and Corporate Services

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Wards Affected: All

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### Purpose

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This report provides members with information on the overall progress of the Education Service capital programme, for the current financial year, 2022-23, as well as informs members of progress on our major projects.

### Recommendation(s)

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It is recommended that members:

- i) note the financial position as detailed in this report, and
- ii) note that the budget has been revised to reflect the outcome of the Capital Plan review undertaken in February 2021 and the subsequent re-phasing exercise carried out in May 2022.

### Resource Implications

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There are no direct resource implications. At the present time the Directorate is projecting a final outturn of £44.857m. The plan is showing slippage of £1.851m in the current year, as at October 2022.

### Legal & Risk Implications

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There are no legal implications arising from this report. However, there is a risk that the actual outturn will vary from the projection contained in the report. Any potential over or under spend will be managed within the capital programme in 2022-2023 and the programme re-profiled over future years.

### Impact Assessment

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An EqIA has not been completed, and is not necessary, as no change or revision to existing policies is proposed.

### Consultation

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Not Applicable.

## 1.0 Background

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- 1.1 The purpose of this report is to provide information on the overall progress of projects within the capital programme for the current year, as well as provide an update on projects under individual headings within the capital plan.
- 1.2 The projected outturn is currently £44.857m, with slippage of £1.851m, however this may change as projects develop throughout the financial year.
- 1.3 Appendix 1 provides the cost detail on major projects and programmes within the capital plan, where expenditure exceeds £1m.
- 1.4 Appendix 2 provides the projected final outturn for Education Service for the year 2022-2023.

## 2.0 Issues and Options

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### Key Issues / Risks

- 2.1 There is a risk across the Capital Investment Plan that both the timing and cost of projects continue to be adversely affected as a result of the current economic climate following the response to COVID-19, EU-Exit and current geo-political risks in Europe. Throughout the programme issues are continuing to be identified in relation to the supply of construction materials which are resulting in delays to projects, and could in turn lead to increased slippage and increased costs. However, the overall future impact of this is difficult to predict with any degree of certainty and the projected outturn in this report for 2022-23 relates to projects that are currently in progress. That said, monitoring of the impact of any additional costs, impact on timescales and associated risks is ongoing. The known impact on timing of delivery of projects has been built in to the rephased plan and the overall scale of any additional costs or further delays will be kept under review in future reports and also through the upcoming review of the Capital Investment Plan.
- 2.2 Whilst COVID-19 restrictions have eased, there remains a risk that new variants could emerge which may impact on project delivery in future years. These potential risks cover all aspects of the capital plan and will be included as part of the ongoing monitoring.

### Major Projects

- 2.3 Appendix 1 provides a summary of the projected outturn for the major projects and programmes within the Education Service Capital Plan. Work is underway on the new Dunfermline Learning Campus, replacing Woodmill and St Columba's RC High Schools. This project is expected to spend £35.5m in the current financial year, with the schools opening in August 2024.
- 2.4 Other significant programmes of work detailed within Appendix 2 include the Education ICT Programme, which manages the installation and refresh of IT kit across schools, and the Early Learning and Childcare Programme, which shows mainly the remaining capital spend across nurseries to accommodate the expansion of services to 1140 hours.

## Potential Risks and Actions

- 2.5 The Council's approved Capital Plan includes £213m investment in respect of Secondary Schools in West Fife, which includes Dunfermline Learning Campus (DLC) and the Inverkeithing High School replacement. The budgets for the projects reflect the funding arrangements of the Scottish Government's Learning Estate Investment Programme, which requires the Council to fund the up-front cost of construction, with Government support coming in the form of a revenue contribution based on the achievement of outcomes. The potential risks associated with the DLC project significantly reduced following financial close in July 2022 (award of the construction contract), which now limits the impact of inflation on the project. In addition, the project is progressing in line with the required timeline which requires the campus to open in August 2024.
- 2.6 Within Early Learning and Childcare (ELC), there are 2 projects due to be completed and contingency arrangements are in place until these facilities are complete and operational.
- 2.7 Scottish Government have indicated that it is still their policy intention to expand the provision of Free School Meals to all Primary pupils (currently up to and including P5). Work has been undertaken to estimate the costs associated with expanding provision in terms of the works required to school kitchens and dining rooms. Scottish Government have allocated £30m nationally (£2m to Fife) to start this work, and this will be included in future capital reports to committee.

## Financial Performance – 2022-2023 projected spend

- 2.8 Appendix 2 details the projected outturn for 2022-2023 against the main projects and Investment Themes.
- 2.9 There has been slippage of £0.929m under Early Learning & Childcare is a result of the remaining projects due to be completed next financial year. Slippage for Nursery Refurbishment where projects will happen in future years. Slippage of £0.500m for Dunfermline Learning Campus (DLC) as a result in change in the contractors' timescales. There may be further slippage this financial year in DLC depending on winter weather over the following months and around the purchase of employment land which is now likely to happen next financial year.
- 2.10 There has been advancement of £1.123m within the Education ICT Programme, which in the main relates to the refresh of technology across the Primary School estate.

## 3.0 Conclusions

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- 3.1 The projected outturn position for the capital programme for Education Service Directorate is £44.857m. There is slippage of £1.851m being projected at October 2022.

- 3.2 The management of capital resources require us to look across financial years, as well as within individual years. The current year performance is only a snapshot of the existing plan and the Directorate will adjust expenditure levels within future years of the plan to accommodate the advancement of projects.

### List of Appendices

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1. Project Cost Monitor 2021-31 Capital Investment Plan
2. Capital Plan 2022-2023 Forecast Expenditure

### Background Papers

Not applicable

### Report Contacts

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FIFE COUNCIL  
EDUCATION SCRUTINY COMMITTEE  
EDUCATION AND CHILDRENS SERVICES  
CAPITAL INVESTMENT PLAN 2021-31  
TOTAL COST MONITOR - MAJOR CAPITAL PROJECTS

Project	Theme	Original Approved Budget £m	Current Project Budget £m	Total Projected Outturn £m	Variance £m	Variance %	Current Project Status	Expected Project Completion Date
Madras College - Langlands	Opportunities for All	50.170	56.302	56.302	-	0.00%	Completed Project	2021-22
Madras College Extension	Opportunities for All		5.709	5.709	-	0.00%	Future Project	2026-27
Dunfermline Learning Campus	Opportunities for All		122.025	122.025	-	0.00%	Current Project	2024-25
Extension Secondary School - Viewforth	Opportunities for All	5.989	6.335	6.969	0.634	10.01%	Future Project	2030-31
New Secondary School - Glenrothes /Glenwood	Opportunities for All	27.532	78.937	78.937	-	0.00%	Future Project	2028-29
Balwearie High School	Maintaining Our Assets	8.300	8.300	8.300	-	0.00%	Future Project	2026-27
Queen Anne High School Extension	Opportunities for All		6.626	6.626	-	0.00%	Future Project	2030-31
Inverkeithing High School Replacement	Opportunities for All		85.000	85.000	-	0.00%	Future Project	2026-27
Primary School Development Future Projects	Opportunities for All		79.357	79.357	-	0.00%	Future Project	2029-30
<b>Total Major Projects over £5.000m</b>		<b>91.991</b>	<b>448.591</b>	<b>449.225</b>	<b>0.634</b>	<b>0.14%</b>		
Extension Secondary School - Auchmuty	Opportunities for All	9.62	3.469	3.816	0.347	10.00%	Future Project	2025-26
Pitteuchar East Nursery Expansion	Opportunities for All		2.890	2.890	-	0.00%	Completed Project	2021-22
Camdean Nursery Expansion	Opportunities for All		1.954	1.954	-	0.00%	Completed Project	2021-22
Touch Primary School Extension	Opportunities for All		2.998	2.998	-	0.00%	Completed Project	2021-22
Halbeath Nursery Expansion	Opportunities for All		3.643	3.643	-	0.00%	Completed Project	2021-22
Pitcorthie Nursery Expansion	Opportunities for All		3.461	3.461	-	0.00%	Completed Project	2021-22
Lochgelly North Nursery Expansion	Opportunities for All		2.694	2.694	-	0.00%	Completed Project	2021-22
Guardbridge Primary School Extension	Opportunities for All		1.855	1.855	-	0.00%	Completed Project	2021-22
New Templehall Nursery	Opportunities for All		3.532	3.530	(0.002)	-0.05%	Current Project	2021-22
New Methilhaven Nursery	Opportunities for All		2.021	1.421	(0.600)	-29.68%	Current Project	2022-23
Primary School Development Future Projects	Opportunities for All		19.553	19.553	-	0.00%	Future Project	2030-31
<b>Total Major Projects over £1.000m</b>		<b>9.620</b>	<b>48.070</b>	<b>47.815</b>	<b>(0.255)</b>	<b>-0.53%</b>		
<b>Total Major Projects</b>		<b>101.611</b>	<b>496.661</b>	<b>497.041</b>	<b>0.379</b>	<b>0.08%</b>		



Expenditure	Current Budget £m	Actual to Date £m	Projected Outturn £m	Projected Variance £m	Projected Outturn as % of Plan
Building Fife's Future	0.150	0.020	0.150	(0.000)	100%
ICT Programme	1.906	1.891	3.028	1.123	159%
Early Learning and Childcare	2.619	0.565	1.690	(0.929)	65%
Nurseries and Primary Pressures	0.010	0.007	0.017	0.007	169%
Primary School Development	0.780	0.691	0.707	(0.073)	91%
Secondary School Development	36.000	12.489	35.500	(0.500)	99%
Education Rolling Programme	3.470	1.961	3.191	(0.279)	92%
Nursery Refurbishment	1.773	0.192	0.574	(1.199)	32%
<b>TOTAL EDUCATION SERVICES</b>	<b>46.708</b>	<b>17.817</b>	<b>44.857</b>	<b>(1.851)</b>	<b>96%</b>
<b>TOTAL EXPENDITURE</b>	<b>46.708</b>	<b>17.817</b>	<b>44.857</b>	<b>(1.851)</b>	<b>96%</b>

Income	Current Budget £m	Actual to Date £m	Projected Outturn £m	Projected Variance £m	Projected Outturn as % of Plan
ICT Programme	-	(0.045)	-	-	0%
Primary School Development	(0.743)	(0.412)	(0.743)	-	100%
Education Rolling Programme	-	(0.335)	-	-	0%
<b>TOTAL INCOME</b>	<b>(0.743)</b>	<b>(0.792)</b>	<b>(0.743)</b>	<b>-</b>	<b>100%</b>

24 January 2023

Agenda Item No. 10

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## Education Scrutiny Committee Workplan

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**Report by:** Eileen Rowand, Executive Director Finance & Corporate Services

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**Wards Affected:** All

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### Purpose

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This report supports the Committee's consideration of the workplan for future meetings of the Committee.

### Recommendation(s)

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It is recommended that the Committee review the workplan and that members come forward with suggestions for areas of scrutiny.

### Resource Implications

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Committee should consider the resource implication for Council staff of any request for future reports.

### Legal & Risk Implications

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Committee should consider seeking inclusion of future items on the workplan by prioritising those which have the biggest impact and those which seek to deal with the highest level of risk.

### Impact Assessment

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None required for this paper.

### Consultation

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The purpose of the paper is to support the Committee's discussion and therefore no consultation is necessary.

## 1.0 Background

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- 1.1 Each Scrutiny Committee operates a workplan which contains items which fall under three broad headings: performance reporting, planning; and improvement work. These items will often lead to reactive rather than proactive scrutiny. Discussion on the workplan agenda item will afford members the opportunity to shape, as a committee, the agenda with future items of business it wishes to review in more detail.

## 2.0 Conclusions

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- 2.1 The current workplan is included as Appendix one and should be reviewed by the committee to help inform scrutiny activity.

### List of Appendices

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1. Workplan

### 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

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<b>Education Scrutiny Committee of 21 March 2023</b>		
<b>Title</b>	<b>Service(s)</b>	<b>Contact(s)</b>
Revenue Budget 2022-23 Projected Outturn	Finance & Corporate Services, Education & Children's Services	Alison Binnie
Capital Investment Plan 2022-23: Progress Report	Finance & Corporate Services, Education & Children's Services	Alison Binnie
Capital Investment Plan Update	Finance & Corporate Services, Education & Children's Services	Alison Binnie
Inspection Outcomes	Education and Children's Services	Angela Logue, Jackie Funnell
Forward Work Programme		

<b>Education Scrutiny Committee of 23 May 2023</b>		
<b>Title</b>	<b>Service(s)</b>	<b>Contact(s)</b>
DRAFT Directorate Improvement Plan 2023-2026	Education and Children's Services	Angela Logue, Stuart Booker
School Leaver Outcomes & Destinations	Education and Children's Services	Maria Lloyd, Stuart Booker, Karen Lees
Staff Wellbeing Strategy	Education and Children's Services	Murray Mcbain
Senior Phase Stage-based Outcomes	Education and Children's Services	Maria Lloyd, Stuart Booker
Forward Work Programme		

<b>Unallocated</b>		
<b>Title</b>	<b>Service(s)</b>	<b>Contact(s)</b>
Attainment Scotland Fund 2021-22 Update	Education and Children's Services	Angela Logue, Zoe Thomson