

Cabinet Committee

Council Chamber, Fife House, North Street, Glenrothes /
Blended Meeting



Thursday, 9 January 2025 - 10.00 am

AGENDA

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1. **APOLOGIES FOR ABSENCE**
2. **DECLARATIONS OF INTEREST** – In terms of Section 5 of the Code of Conduct, members of the Committee are asked to declare any interest in particular items on the agenda and the nature of the interest(s) at this stage.
3. **MINUTES**
 - (i) Cabinet Committee of 5 December 2024. 4 - 8
 - (ii) Education Appointments Committee of 1 and 25 November 2024. 9 - 10
4. **PROPOSED MOTHBALLING OF KIRKTON OF LARGO PRIMARY SCHOOL** - Report by the Executive Director (Education). 11 - 24
5. **STATUTORY CONSULTATION PROPOSAL TO REZONE THE CATCHMENT AREAS OF DUNNIKIER AND KIRKCALDY WEST PRIMARY SCHOOLS** - Report by the Executive Director (Education). 25 - 72
6. **REVIEW OF THE IMPLEMENTATION OF THE SHORT-TERM LET LICENSING SCHEME AND CONTROL AREA REQUIREMENTS** – Joint report by the Head of Housing Services, the Head of Protective Services, the Head of Planning Services and the Head of Legal and Democratic Services. 73 - 93
7. **REVENUE MONITORING 2024-25** – Report by the Executive Director (Finance and Corporate Services), 94 - 107
8. **CAPITAL INVESTMENT PLAN - PROJECTED OUTTURN 2024-25** – Report by the Executive Director (Finance and Corporate Services), 108 - 117
9. **FIFE HEALTH AND SOCIAL CARE PARTNERSHIP - ELIGIBILITY CRITERIA REVIEW** – Report by the Director of Health and Social Care. 118 - 163
10. **SCHOOL EXCLUSION ZONES (SCHOOL STREETS)** – Report by the Head of Roads and Transportation Services. 164 - 198
11. **LEVEN REGENERATION - RIVER PARK ROUTES - CAPITAL FUNDING** – Report by the Head of Roads and Transportation Services. 199 - 214
12. **CABINET COMMITTEE - OUTSTANDING REMITS FROM COMMITTEES** 215 - 217

The Committee is asked to resolve, under Section 50(A)(4) of the Local Government (Scotland) Act 1973, as amended, to exclude the public and press from the meeting for the following item of business on the grounds that it involved the likely disclosure of exempt information as defined in paragraphs 8 and 9 of Part 1 of Schedule 7A of the Act.

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13. GLENWOOD HOUSING REGENERATION PROJECT – Joint report by the Head of Housing Services and the Head of Communities and Neighbourhoods Service.	218 - 254

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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23 December 2024

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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 have cameras switched on during meetings and mute microphones when not speaking. During any breaks or adjournments please switch cameras off.

THE FIFE COUNCIL - CABINET COMMITTEE - BLENDED MEETING

Council Chamber, Fife House, North Street, Glenrothes

5 December 2024

10.00 am - 1.00 pm

PRESENT: Councillors David Ross (Convener), David Alexander, David Barratt, John Beare, Patrick Browne (substituting for Councillor Judy Hamilton), James Calder, Fiona Corps, Altany Craik, Linda Erskine, Derek Glen, Brian Goodall, Peter Gulline, Cara Hilton, Gary Holt, Allan Knox, Kathleen Leslie, Rosemary Liewald, Carol Lindsay, Sarah Neal, Ross Vettraino, Craig Walker and Jan Wincott; and Mr. Alastair Crockett, Religious Representative, Cupar Baptist Church.

ATTENDING: Ken Gourlay, Chief Executive; Eileen Rowand, Executive Director (Finance and Corporate Services), Elaine Muir, Head of Finance, Les Robertson, Head of Revenue and Commercial Services, Caroline Macdonald, Procurement Service Manager, Revenue and Commercial Services, Lindsay Thomson, Head of Legal and Democratic Services, Margaret McFadden, Solicitor, Legal Services, Helena Couperwhite, Committee Services Manager and Michelle McDermott, Committee Officer, Legal and Democratic Services, Finance and Corporate Services; Paul Vaughan, Head of Communities and Neighbourhoods Service, Sheena Watson, Team Manager, Communities, John Mills, Head of Housing Services, Mhairi Mullen, Service Manager and Joan Lamie, Service Manager, Housing Services; and Shelagh McLean, Head of Education (Early Years and Directorate Support), Education Service.

APOLOGIES FOR ABSENCE: Councillors Judy Hamilton and Mary Lockhart.

310. DECLARATIONS OF INTEREST

No declarations of interest were submitted in terms of Standing Order No. 22.

311. MINUTES

- (i) Minute of the Cabinet Committee of 7 November 2024.

Decision

The committee agreed to approve the minute.

- (ii) The following minutes were submitted for noting:-

Appointments Sub-Committee of 21 May, 18 June, 24 June and 23 October 2024.

The minutes were noted.

312. COST OF LIVING REPORT

The committee considered a report by the Executive Director (Finance and Corporate Services) which had been prepared in response to a motion agreed at full Council on 19 September 2024. The motion asked for a report to be presented to the Cabinet Committee by the end of the year advising what measures Fife Council can continue to take or may seek to take to address the impact of continuing "austerity".

Decision

The committee noted:-

- (1) the measures that had been taken to date to support vulnerable households in Fife;
- (2) that political groups would be able to consider the level of support that the council should provide to tackle the cost of living crisis as part of the budget setting process; and
- (3) agreed that a report be brought back to either Cabinet Committee or the appropriate scrutiny committee in due course detailing what preventative measures were being undertaken in relation to recurring claims for the Scottish Welfare Fund.

313. HOUSING REVENUE ACCOUNT (HRA) CONSULTATIVE BUDGET 2025-26

The committee considered a joint report by the Head of Housing Services and the Head of Finance to agree appropriate consultative housing rent options for 2025-26 to enable the council to carry out its statutory duty to formally consult with council tenants during December 2024 and January 2025. The outcome of the formal tenant consultation would be reported in the HRA budget report at the council meeting in February 2025.

Motion

Councillor David Ross, seconded by Councillor Linda Erskine, moved the recommendations as detailed in the report.

Amendment

Councillor Brian Goodall, seconded by Councillor David Alexander, moved as follows:-

"In recommendation (3), for council tenant consultation, replace the 7% figure with 4%".

Roll Call Vote

For the Motion - 12 votes

Councillors Patrick Browne, James Calder, Fiona Corps, Altany Craik, Linda Erskine, Peter Gulline, Cara Hilton, Gary Holt, Allan Knox, Kathleen Leslie, David Ross and Jan Wincott.

For the Amendment - 10 votes

Councillors David Alexander, David Barratt, John Beare, Derek Glen, Brian Goodall, Rosemary Liewald, Carol Lindsay, Sarah Neal, Ross Vettraino and Craig Walker.

Having received a majority of votes, the motion was accordingly carried.

Decision

The committee:-

- (1) noted the current HRA financial position, including the projected £7.635m shortfall for 2025-26 prior to a rental increase being applied;
- (2) noted the balance of uncommitted HRA reserves as £2.593m;
- (3) agreed to survey council tenants around options for a rent increase in 2025-26 of 5%, 6% and 7% and these options would also apply to charges for services, garage sites, lockups and temporary accommodation;
- (4) noted that the outcome of the full tenant consultation would be reported to Council on 25 February 2025; and
- (5) noted that the HRA Business Plan Review was continuing with results to be reported to Council on 20 February 2025.

314. PROPOSED STATUTORY CONSULTATION TO ESTABLISH NEW ADDITIONAL SUPPORT CLASS (ASC) PROVISION WITHIN DALGETY BAY AND STRATHALLAN PRIMARY SCHOOLS

The committee considered a report by the Executive Director (Education) presenting Statutory Consultation Proposals, in terms of the Schools (Consultation) (Scotland) Act 2010, relating to the proposals to establish a new stage of education in a school, being Additional Support Class (ASC) provision within both Dalgety Bay Primary School and Strathallan Primary School to seek approval of their content and approval to proceed to statutory consultation.

Decision

The committee:-

- (1) approved the content of the Statutory Consultation Proposal papers in terms of the Schools (Consultation) (Scotland) Act 2010 relating to the establishment of a new stage of education, being ASC provision within both Dalgety Bay and Strathallan Primary Schools;
- (2) authorised officers to proceed to statutory consultation in terms of the Consultation Proposals;
- (3) authorised officers to make such amendments to the Consultation Proposal papers (including the timeline) as may be necessary; and
- (4) noted that a Consultation Report for each of the proposals would be brought to a future meeting of the Cabinet Committee.

The meeting adjourned at 11.30 am and reconvened at 11.45 am.

315. FIFE COUNCIL FIREWORK CONTROL ZONES COMMUNITY REQUEST PROCESS

The committee considered a report by the Executive Director (Communities) seeking approval of the Firework Control Zones Community Requests Process for Fife.

Decision

The committee:-

- (1) noted the provisions of part 4 of the Fireworks and Pyrotechnic Articles (Scotland) Act 2022 and the new discretionary power and the guidance on its use provided and published by the Scottish Government;
- (2) approved the Fife Council Firework Control Zones Community Requests Process (Appendix 1) which included:-
 - an amendment to Part 1 (Community Request Stage), bullet point 5 within Appendix 1 to read as follows:-
 - Delegated Officer will respond to the lead applicant to advise of outcome of request and provide details of their right to request a review of the decision. Any such review will be undertaken by a panel of not more than five and not less than three elected members (selected from members of the Fife Planning Review Body/Community Empowerment Act Committee) and will be advised by the Head of Legal and Democratic Services or their nominee;
 - considering how decisions would be made relating to community requests for a Firework Control Zone;
 - development of a portal to facilitate Community Requests for a Firework Control Zone (proposed wording as set out in Appendix 2); and
- (3) agreed to recommend to council that the List of Committee Powers and Officer Powers be amended to take into account the delegations required to facilitate the Firework Control Zones Community Request Process.

316. PROCUREMENT STRATEGY 2025 - 2030

The committee considered a report by the Head of Revenue and Commercial Services proposing a corporate Procurement Strategy for onward implementation within Fife Council which would replace the existing strategy that was implemented in 2019.

Decision

The committee:-

- (1) agreed the content and direction of travel with key policy objectives outlined in the Strategy;
- (2) approved the Procurement Strategy to be enacted as council policy; and
- (3) delegated authority to the Head of Revenue and Commercial Services to implement the Procurement Strategy accordingly.

317. FIFE COUNCIL'S ARMS LENGTH EXTERNAL ORGANISATIONS - GOVERNANCE ARRANGEMENTS

The committee considered a report by the Head of Legal and Democratic Services which had been prepared at the request of the Cabinet Committee at its meeting on 15 August 2024 to advise on how the council and its elected members influence policy in areas where its Arm's Length External Organisations operate.

Decision

The committee noted the contents of the report and requested officers review and report back on how the governance arrangements of the council's ALEOs could be strengthened to ensure fuller alignment with council policy and that they were clearly operating in the interests of the sole shareholder, i.e. the council, which would incorporate a workshop of the Cabinet Committee or members nominated by the Cross Party Leaders' Group.

318. APPOINTMENT TO EXTERNAL ORGANISATIONS - EDINBURGH AND SOUTH EAST SCOTLAND CITY REGION DEAL ELECTED MEMBER OVERSIGHT COMMITTEE

The committee considered a report by the Head of Legal and Democratic Services seeking the appointment of substitutes to the Edinburgh and South East Scotland City Region Deal Elected Member Oversight Committee.

Decision

The committee agreed to appoint Councillors Craig Walker and Ian Cameron as substitute members on the Edinburgh and South East Scotland City Region Deal Elected Member Oversight Committee.

319. CABINET COMMITTEE - OUTSTANDING REMITS FROM COMMITTEES

The committee noted the list of outstanding remits from committees.

**THE FIFE COUNCIL – CABINET COMMITTEE – EDUCATION
APPOINTMENT COMMITTEE – GLENROTHES**

1 November 2024

1.00pm - 3.00pm

PRESENT: Councillor Linda Erskine, Councillor Eugene Clarke, Angela Logue, Head of Service, Mary McKay, Education Manager, Natalie Cant, Parent Council, Jade Burt, Parent Council.

59. EXCLUSION OF PUBLIC AND PRESS

Decision

The Committee resolved that under Section 50(A)(4) of the Local Government (Scotland) Act 1973, the public be excluded from the meeting for the following item of business on the grounds that it involved the likely disclosure of exempt information as defined in Paragraph 1 of Part 1 of Schedule 7A to the Act.

60. HEADTEACHER – SUNFLOWER FNC AND CLENTRY NURSERY

The committee interviewed one applicant on the short list for this post.

Decision

Agreed to recommend the appointment of the applicant.

**THE FIFE COUNCIL – CABINET COMMITTEE – EDUCATION
APPOINTMENT COMMITTEE – GLENROTHES**

25 November 2024

09.00-12.00pm

PRESENT: Councillor Linda Erskine, Councillor Eugene Clarke, Angela Logue, Head of Service, Mary McKay, Education Manager, Amy McAteer, Parent Council, Debbie Smith, Parent Council.

61. EXCLUSION OF PUBLIC AND PRESS

Decision

The Committee resolved that under Section 50(A)(4) of the Local Government (Scotland) Act 1973, the public be excluded from the meeting for the following item of business on the grounds that it involved the likely disclosure of exempt information as defined in Paragraph 1 of Part 1 of Schedule 7A to the Act.

62. HEADTEACHER – CARDENDEN PRIMARY SCHOOL

The committee interviewed two applicants on the short list for this post.

Decision

Agreed to recommend the appointment of the applicant.

9 January 2024
Agenda Item No. 4

Proposed Mothballing of Kirkton of Largo Primary School

Report by: Donald Macleod Executive Director (Education Directorate)

Wards Affected: Ward 21

Purpose

This report provides an update on the school roll at Kirkton of Largo Primary School. The school roll for Kirkton of Largo Primary School has been 0 pupils for academic sessions 2023/24 and 2024/25. Taking into account the guidance from the Scottish Government, a proposal for mothballing of Kirkton of Largo Primary School is presented for consideration. This report provides background information and proposes the mothballing of Kirkton of Largo Primary School with immediate effect.

Recommendation

The Cabinet Committee is asked to:

- (a) agree to mothball Kirkton of Largo Primary School with immediate effect;
- (b) agree that, during the mothballing period, any children wishing to enrol at Kirkton of Largo Primary School will be offered a place at Lundin Mill Primary School and provided with free transport if they meet the distance criteria;
- (c) agree that the resources and furniture within the school be offered to surrounding schools; and
- (d) agree that a further report be brought to Committee, no later than December 2025, reviewing this decision.

Resource Implications

There are no staffing resource implications. At the beginning of academic session 2023/24, the Pupil Support Assistant moved from Kirkton of Largo to Lundin Mill Primary School and the Administration vacancy was not filled. Facilities Management Service redeployed staff to ensure no staff were negatively impacted by the school not being operational. As the class teacher moved on to a new post at the end of session 2022/23, and parents made placing requests to Lundin Mill Primary School, no redeployment was required for a class teacher.

Legal & Risk Implications

The consideration and determination of this report is by the Council acting as education authority. A statutory consultation is not required to 'mothball' the school.

There would be a requirement for statutory consultation on any future proposal to formally close this school, which would be carried out in accordance with the terms of the Schools (Consultation) (Scotland) Act 2010.

The enrolment period for a Primary One pupil commences in early January 2025, with a closing date for placing requests of 15 March 2025. Decisions on enrolment in Kirkton of Largo Primary School will be deferred until the decision on the recommendation on this report is finalised. Parents/carers also continue to have the right to make a placing request to an alternative primary school.

The Education Directorate will liaise with Risk Management regarding the resources and furniture in the school. It is probable that there will be a request that the building is cleared of any resources and furniture to comply with Building Insurance Policy and reduce risk to the council of vandalism and fire. If approval is given to mothball the school, the building will be checked on a regular basis by Facilities Management to ensure that it is wind and watertight.

If the mothballing is approved by the Cabinet Committee, an annual review of the mothballing arrangement would be implemented to take account of any changes to the births in the catchment area and any new housing in the catchment area.

Impact Assessment

An EqIA (Equalities Impact Assessment) has been completed for this report, as attached as Appendix A.

Consultation

Discussion has taken place with the joint Headteacher of Kirkton of Largo and Lundin Mill Primary Schools. The Education Directorate wrote to all parents/carers on 23 October 2023, 12 November 2024 and 18 December 2024 to outline the latest position. The letter of 12 November 2024 invited parents to attend a meeting on Monday, 18 November 2024 and notified parents that the Education Directorate would be seeking approval, at this meeting of the Cabinet Committee, to mothball the school with immediate effect. The letter of 18 December 2024 confirmed the Education Directorate still intended to seek approval at this meeting of the Cabinet Committee to mothball the school with immediate effect. It also invited any queries or views on the proposal in writing.

The points raised at the meeting with parents/carers have been summarised and included in paragraph 2.3.

1.0 Background

- 1.1 Kirkton of Largo Primary School is defined as a rural school for the purposes of the Schools (Consultation) Scotland Act 2010. The Schools (Consultation) (Scotland) Act 2010 makes special provision for rural schools and sets a series of additional requirements which local authorities must take account of when consulting on proposals to close a designated rural school. There is a procedural presumption against closure of a rural school. The 2010 Act requires education authorities to follow a more detailed set of procedures and requirements in formulating a rural school closure proposal and in consulting on and reaching a decision as to whether to implement a rural school closure proposal.

- 1.2 Kirkton of Largo Primary School has a published maximum capacity for 75 pupils (three classes). The school has operated with a joint Headteacher, since August 2018, covering both Kirkton of Largo and Lundin Mill Primary Schools. Kirkton of Largo Primary School is located 1.4 miles from Lundin Mill Primary School. Lundin Mill Primary School is also defined as a rural school.
- 1.3 The Kirkton of Largo Primary school roll has fallen, most recently from 2018-2019, then 2021-2022, as shown below.

Academic Year	School Roll
2013/14	42
2014/15	43
2015/16	35
2016/17	31
2017/18	34
2018/19	39
2019/20	32
2020/21	28
2021/22	21
2022/23	13
2023/24	0
2024/25	0

- 1.4 During academic session 2021/22, there were no Primary 1-2 pupils and during academic session 2022/23, there were no Primary 1-4 pupils enrolled. During session 2022/23, a single class teacher was in place, with a composite class of 13 pupils across P5, P6 and P7 stages. During academic session 2022/2023, the school operated with a single class and additional staff resources to support the school, i.e. class teacher to cover non-class contact time and PSA (Pupil Support Assistant) allocation were provided.
- 1.5 For session 2022/23, the school roll had declined from 21 to 13 pupils and at the end of that academic session, June 2023, there were a number of families who moved their children to other primary schools, with the projected school roll for the new academic session, August 2023, to be six pupils. At the end of term, the class teacher was successful in obtaining another post and the Headteacher contacted the parents/carers of the remaining six pupils to advise they would have a new teacher in Kirkton of Largo for session 2023/24. Subsequently, based on this staffing development, all of the parents/carers decided to make placing requests to Lundin Mill Primary School and all pupils were able to be accommodated in the class organisation at Lundin Mill Primary School for session 2023/24.
- 1.6 In terms of staff resources during session 2022/23, when the school was operational, Kirkton of Largo Primary School employed fewer than five staff, including the joint Headteacher. At the end of session 2022/23, all of the staff were redeployed to other school establishments, prior to the new term in August 2023.

- 1.7 As the projected school roll for August 2024 was expected to be fewer than five pupils, the Headteacher advised parents that, if they wish to enrol at Kirkton of Largo Primary School, it could not be guaranteed there would be more than one or two pupils. The parents/carers, on being provided with that information, decided to submit a placing request to Lundin Mill Primary School or make a placing request to another primary school. Therefore, Kirkton of Largo Primary School has no pupils for a second academic session.
- 1.8 Kirkton of Largo Primary School was not operational for 2023/24 and continues to have no pupils for session 2024/25.
- 1.9 In session 2023/24, there were 26 primary aged pupils living in the Kirkton of Largo Primary School catchment area. 88% of pupils are enrolled at Lundin Mill Primary School as placing requests and 12% attend Colinsburgh Primary School as placing requests. For session 2024/25, there are 21 pupils from the Kirkton of Largo Primary School catchment area. 90% attend Lundin Mill Primary School as placing requests and 10% attend Colinsburgh Primary School as placing requests.
- 1.10 Lundin Mill Primary School has a published maximum capacity of 217 pupils. For session 2023/24, Lundin Mill Primary School operated with 6 classes.
- 1.11 For session 2024/25, Lundin Mill Primary School is operating with 6 classes. The current school roll configuration shows there are 21 places across the school available for new pupils. The school has 4 out of 6 classes operating as composite classes of 2 stages, with 11 of the spaces available across these 4 classes.
- 1.12 School roll projections for Lundin Mill Primary School, factoring in current pupils born in the Kirkton of Largo Primary School catchment area, based on the 2023 census, show that there is space available to accommodate the pupils from Kirkton of Largo Primary School catchment area.

Year	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034
Roll	116	111	94	84	76	75	72	64	61	63
Classes Required	5	5	4	4	4	4	3	3	3	3

- 1.13 For session 2025/26, parents/carers of Primary One pupils can apply for their primary one place from the first week in January 2025. The final date for submitting a placing request is 15 March 2025. The date of the committee meeting is within the enrolment period and, therefore, decisions on any proposed enrolments will be deferred until the decision on the recommendation in this report is finalised.
- 1.14 The latest publication of the Housing Land Audit (i.e. 2023) has been shared with the Education Directorate in order that it can establish whether there is likely to be substantial housing growth in the communities of Lundin Links or Kirkton of Largo. There is currently no indication that there will be substantial housing growth in either catchment area but the Directorate will continue to monitor this. Should any brownfield sites come forward, these will be assessed as part of the planning process.

- 1.15 Future pupil projections for Kirkton of Largo Primary School catchment area (using data provided by Public Health Scotland – up to the end of February 2024), indicate that the maximum pupil enrolment number is likely to remain fewer than five pupils per year, over the next five years.
- 1.16 Although the school is currently not in operation, the building is regularly checked by Facilities Management to ensure it remains wind and watertight.
- 1.17 As with previous mothballing decisions, the council’s Risk Management Team will request that the building is emptied of all furniture and resources to ensure full compliance with the Building Insurance Policy. Whenever an insured building becomes vacant, the council must comply with the Unoccupied Property policy conditions to avoid claims being refused. For any former school building that has an on-going requirement to be insured on a full reinstatement basis, e.g. we plan to re-use or sell and is in a good state of repair, we must be fully compliant with the Unoccupied Property policy conditions and the additional Category C shuttering, inspection, boundary protection, alarm and security requirements. If there is no on-going reinstatement insurance requirement, or the intention is to demolish the building, Services must assess the risk and apply any necessary shuttering, inspection and security arrangements to ensure that the building is securely protected from intruders.
- 1.18 As a result, should the decision to mothball the school be approved, it is proposed that all resources and furniture be offered to surrounding schools.

2.0 Parental Consultation and Engagement

- 2.1 The Education Directorate wrote to all parents/carers on 23 October 2023, 12 November 2024 and 18 December 2024, to outline the latest position. The letter of 23 October 2023 advised that there would be no pupils in Kirkton of Largo Primary School for academic session 2023/24. The letter of 12 November 2024 invited parents/carers to attend a meeting on Monday, 18 November 2024 to discuss the proposed mothballing and to obtain feedback. It also notified parents that the Education Directorate would be seeking approval, at this meeting of the Cabinet Committee, to mothball the school with immediate effect. The letter of 18 December 2024 confirmed the Education Directorate still intended to seek approval at this meeting of the Cabinet Committee to mothball the school with immediate effect. It also invited any queries or views on the proposal in writing.
- 2.2 A total of nine people attended the meeting on 18 November 2024, including the chair of the community council; one of the four ward members for the area and a representative from Largo Communities Together. The letters dated 12 November and 18 December 2024 were addressed to the parents/carers of all primary pupils living in the Kirkton of Largo Primary School catchment area and parents/carers of all nursery pupils living in the Kirkton of Largo Primary School catchment area currently attending a Fife Council nursery. The letters were also copied to parents/carers of pupils currently attending Lundin Mill Primary School. There are 137 pupils enrolled in Lundin Mill Primary School. There are 21 primary aged pupils and five nursery aged pupils living in the Kirkton of Largo Primary School catchment area. Therefore, a small proportion of the parents/carers who were notified attended the meeting.

- 2.3 Those parents/carers who attended the session on 18 November 2024 were advised that the online enrolment system for any new primary one pupil due to start in August 2025 would be live in January 2025. Any Primary One catchment pupils of Kirkton of Largo will be able to progress their enrolment application indicating their catchment school of Kirkton of Largo Primary School. Parents/carers of pupils enrolling prior to any decision to mothball being made will be contacted directly to advise them of the recommendation to this committee and that no decision on enrolment will be made until after committee. Parents also have the right to make a placing request application to any other school in Fife. The online enrolment system will continue to show addresses zoned to Kirkton of Largo Primary School.
- 2.4 A summary of the questions from those who attended the sessions is included below:
- What would it take to open the building? Is there a reasonable prospect of the building reopening?
 - How does pre-school nursery fit with education over both catchment areas?
 - Could the building be repurposed for another use? Can the building be used in the meantime for community groups?
 - Could the community group do a feasibility study on future use of the building?
 - The building has been bequeathed to the community, for Education use, therefore the community should have a say on future use. Could the building be used for a youth group?
 - How can the community input to the process?
 - Can the community impact practically shape the thinking of any potential new use of the building?
 - Will free transport be provided to Kirkton of Largo pupils attending Lundin Mill Primary School?
 - What would happen to the building if closure were approved?
 - What is the timeline for next steps?
- 2.5 Officers provided information and details of the processes that could be in place to support wider consultation.
- 2.6 In summary, the feedback from those who attended the meeting did not focus on the proposed mothballing of Kirkton of Largo Primary School but instead focused on what would happen with the building in the event of a subsequent closure.
- 2.7 It is important to note that the building is not able to be repurposed during the mothballing period and that any discussion on future use of the building would take place following a future decision to close the school.
- 2.8 During the past year, the Education Directorate has not received any enquiries from parents/carers or elected members regarding requests to enrol at Kirkton of Largo Primary School.

- 2.9 The Kirkton of Largo Primary School building is not currently used for community use activities and was not used for community activities prior to school becoming non-operational in August 2023.

3.0 Mothballing of a School

- 3.1 The Scottish Government has issued statutory guidance under the schools (Consultation) (Scotland) Act 2010, published May 2015, in relation to consideration of mothballing of schools.
- 3.2 The term 'mothballing' is used to refer to a temporary decision to close a school where the roll has fallen to zero. Mothballing, rather than closing a school, gives the opportunity for it to reopen should circumstances change. No statutory consultation process is required for mothballing, but the statutory guidance is informative.
- 3.3 Paragraphs 63 to 65 of the Guidance, deal with the issue of mothballing as follows:
63. In considering alternatives to closure, authorities may choose to consider "mothballing" a school (or a stage of education or a nursery class at a school). This is a temporary closure which does not lead to a consultation under the 2010 Act. It is only appropriate in very restricted circumstances. When a school roll falls very low, the authority and/or community may consider that the school is not presently viable but do not wish to close it immediately because there is a reasonable prospect that the number of pupils in the area will increase such that it should be re-opened in the future.
64. It is vital that this flexibility to close a school for a temporary period is not used to undermine the requirements under the 2010 Act to consult on all school closure proposals. Mothballing is only appropriate for a temporary period and should be subject to regular review, at least annually, against the same requirements which led to the original decision to mothball the school (or stage of education). The maximum length of its duration is likely to depend on the location of the school and the desirability of maintaining capacity to re-open a school there, but it is unlikely that it should exceed 3 years in areas that are not very remote. The condition of the school building and cost of maintaining the mothballed provision will also be relevant.
65. A school can be mothballed where the school roll has fallen to zero and continues to be zero. It *may* also be appropriate where the roll or potential roll is very low and the authority considers the only other option to be closure. However, in circumstances where a school is mothballed rather than closed and some children and young people remain in the catchment area, this decision should be taken in consultation with the parents involved, and the possibility should be raised as early as possible, in order to ensure that families can understand the options open to them. Mothballing should not be a way of denying parents' access to the statutory consultation process required under the 2010 Act and if the majority of parents oppose mothballing, it would be appropriate to move to statutory consultation on closure as soon as possible.
- 3.4 Based on the background information and this Scottish Government guidance, the Education Directorate recommends the 'mothballing' of Kirkton of Largo Primary School, with immediate effect. The Education Directorate also recommends that this decision is reviewed no later than December 2025.

4.0 Conclusion

- 4.1 The school roll at Kirkton of Largo Primary School fell from 21 pupils in 2021 to 13 pupils in 2022. For sessions 2023/24 and 2024/25 the school has had no pupils. There are fewer than five pupils expected for academic session 2025/26, based on the number of children Public Health has identified as living in the catchment area as at the end of February 2024.
- 4.2 This report includes a recommendation, to members, to mothball Kirkton of Largo Primary School with immediate effect, based on the current position and in the absence of any negative feedback from parents or any reasons sufficient to justify failing to recommend mothballing at this stage.

List of Appendices

Appendix A – Equality Impact Assessment

Background Papers

Schools (Consultation) (Scotland) Act 2010

<https://www2.gov.scot/Resource/0047/00477028.pdf>

Report Contacts

Shelagh McLean

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Fife House
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Avril Graham

Team Manager
Education Directorate
Fife House
Email – avril.graham@fife.gov.uk

Equality Impact Assessment Summary Report

Equality Impact Assessment Summary Report

Which Committee report does this IA relate to (specify meeting date)?

9 January 2025 – Cabinet Committee

Report titled “Proposed Mothballing of Kirkton of Largo Primary School”

What are the main impacts on equality?

The school roll at Kirkton of Largo Primary School has been 0 pupils for academic sessions 2023/24 and 2024/25. During academic session 2022/23, the roll fell to 6 pupils in June 2023. Kirkton of Largo Primary School is a rural school.

The proposal is to mothball the school from 9 January 2025 which will enable pupils from this catchment area to be offered a place at Lundin Mill Primary School during the period of mothballing.

Mothballing a school is used to refer to a temporary closure of a school where the roll has fallen to zero. Mothballing rather than closing a school, gives the opportunity for it to reopen should circumstances change.

If this proposal is approved by the Cabinet Committee on 9 January 2025, this will reduce the uncertainty for parents for where they should enrol their child. It will allow pupils from Kirkton of Largo to be enrolled with a larger peer group than would be within the class organisation at Kirkton of Largo Primary School. It may reduce the number of placing requests to other schools and support the roll at Lundin Mill Primary School. Lundin Mill Primary School is also a rural school.

Lundin Mill Primary School has sufficient space to be able to accommodate pupils from the Kirkton of Largo Primary School catchment area. Pupils from Kirkton of Largo will be in classes that will either be 2 composite year groups instead of multi-composite year groups.

There may be a small number of pupils who have a greater distance to travel to school. Where pupils are over mile from Lundin Mill Primary School they will be provided with free transport. Should the proposal to mothball Kirkton of Largo Primary School be approved by the Cabinet Committee, free transport will be offered to existing Lundin Mill Primary School pupils living in the catchment area of Kirkton of Largo Primary School who previously made placing requests to attend Lundin Mill Primary School.

In relation to a strategic decision, how will inequalities of outcome caused by economic disadvantage be reduced?

If the decision to mothball Kirkton of Largo Primary School is approved by the Cabinet Committee, there will be transport costs to transport pupils from Kirkton of Largo to Lundin Mill Primary School. There are no additional costs associated with buildings and pupils are not expected to miss out on any curricular activities as a broad range of curricular experiences are offered in all our schools

What are the main recommendations to enhance or mitigate the impacts identified?

An enhanced transition for nursery aged pupils who may have changed primary catchment areas following their enrolment in nursery will be provided.

No catchment changes are proposed within this proposal. A decision to mothball a school does not affect the catchment area. During the period of mothballing, any new pupils in the Kirkton of Largo Primary School catchment area who are eligible to enrol at primary one or other stages will be offered a place at Lundin Mill Primary School. It will also mean that while the school is mothballed free school transport will be provided to pupils living in the Kirkton of Largo catchment area who attend Lundin Mill Primary School (provided they are distance entitled in terms of the School Transport Policy).

If there are no equality impacts on any of the protected characteristics, please explain.

n/a

Further information is available from: Name / position / contact details:

Avril Graham, Team Manager, Education & Children's Services Directorate ext. 444204 – email avril.graham@fife.gov.uk

Equality Impact Assessment

Part 1: Background and information

Title of proposal	Proposed Mothballing of Kirkton of Largo Primary School
Brief description of proposal (including intended outcomes & purpose)	<p>The assessment considers the impact as a result of the proposed mothballing of Kirkton of Largo Primary School from 9 January 2025.</p> <p>Kirkton of Largo Primary School was last operational during session 2022/2023. At the census 2022, the school roll was 13 pupils and at the end of that academic session the school roll was 6 pupils.</p> <p>During session 2022/23, the school operated with a single class. There were no pupils in stages Primary 1 to Primary 4, 5 pupils in Primary 6, 6 pupils in Primary 6 and 2 pupils in Primary 7.</p> <p>There were no pupils enrolled in session 2023/24 and 2024/25. All of the pupils either made placing requests to Lundin Mill Primary School or alternative primary schools.</p> <p>The school cannot be left as it currently stands. To mothball a school will formally refer to this school as a temporary closure of a school where the roll has fallen to zero. Mothballing rather than closing a school, gives the opportunity for it to reopen should circumstances change.</p> <p>As it currently stands, there are less than 5 pupils year on year born into the Kirkton of Largo Primary School catchment area. There is no housing expected within the Fife Local Development Plan to increase the roll significantly.</p> <p>No statutory consultation process is required for mothballing a school but the statutory guidance is informative to local authorities.</p> <p>Parents/carers were invited to an information session at Lundin Mill Primary School on Monday 18 November 2024. Parents/carers will continue to enrol for primary one places using the online system from January 2025 and Kirkton of Largo will remain as an option.</p> <p>If this proposal is approved by the Cabinet Committee on 9 January 2025, pupils from the Kirkton of Largo Primary School will be offered a place at Lundin Mill Primary School as their catchment school during the mothballing period. If any Kirkton of Largo catchment pupil is over one mile from Lundin Mill Primary School, they will receive free transport as per current policy.</p> <p>There has been no negative feedback from parents/carers or any reasons sufficient to justify failing to propose the mothballing of Kirkton of Largo Primary School.</p>
Lead Directorate / Service / Partnership	Shelagh McLean, Head of Service (Early Years and Directorate Support)

EqIA lead person	Avril Graham, Team Manager (Systems and Infrastructure) Education & Children’s Services
EqIA contributors	The Equality Impact Assessment was contributed to by a range of staff within Fife Council.
Date of EqIA	4 December 2024

How does the proposal meet one or more of the general duties under the Equality Act 2010? (Consider proportionality and relevance on p.12 and see p.13 for more information on what the general duties mean). If the decision is of a strategic nature, how does the proposal address socio-economic disadvantage or inequalities of outcome?)

General duties	Please Explain
Eliminating discrimination, harassment and victimisation	
Advancing equality of opportunity	<p>Lundin Mill Primary School has sufficient accommodation to allow young people to socialise in a variety of areas both inside and out and this will include accessible areas to include any young people with additional support needs. Lundin Mill Primary School has a variety of multi-purpose areas which allow the full breadth of the curriculum to be experienced.</p> <p>There is also a positive impact for parents who are uncertain about the size of classes at Kirkton of Largo. The class organisation at Lundin Mill Primary School is likely to be in composite classes of no more than 2 stages compared to the multi-stage composite class during session 2022/23 with P5, P6 and P7 pupils all in one single class. It is expected that pupils from Kirkton of Largo will take part in more varied experiences that can be delivered by attending a larger school. They also include being part of a larger peer group to enable pupils to have bigger friendship groups.</p> <p>Whilst the school was in operation at Kirkton of Largo, there will have been some pupils who would have walked to school. There may be some negative impact for pupils who are no longer able to walk to school as they are over one mile from Lundi Mill Primary School. For any pupils who are over one mile, they will be entitled to free transport to school.</p> <p>There is also a positive impact for parents during the enrolment stage as parents will have clarity of their catchment school.</p>
Fostering good relations	Continue to support the work of the Community Council in Kirkton of Largo and ensure the community is informed of relevant information.
Socio-economic disadvantage	Whilst we recognise the journey to school will further extended for some pupils living within close proximity of their existing primary school, across all socio-economic groups, we would continue to promote a healthy lifestyle which includes exercise and activity both within and outwith school, promoting active travel would contribute to this healthy lifestyle choice.

Inequalities of outcome	The Education Service are confident that the facilities and resources on offer at Lundin Mill Primary School will ensure that the wide range of the curriculum is delivered with plenty of pupil opportunities, extra-curricular activities and inclusive approaches supporting a focus on improved outcomes for all of the young people.
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Having considered the general duties above, if there is likely to be no impact on any of the equality groups, parts 2 and 3 of the impact assessment may not need to be completed. Please provide an explanation (based on evidence) if this is the case.

Part 2: Evidence and Impact Assessment

Explain what the positive and / or negative impact of the policy change is on any of the protected characteristics

Protected characteristic	Positive impact	Negative impact	No impact
Disabled people			No impact
Sexual orientation			No impact
Women			No impact
Men			No impact
Transgendered people			No impact
Race (includes gypsy travellers)			No impact
Age (including older people aged 60+)		May impact on grandparents who have a longer distance to travel to collect pupils from school.	
Children and young people	School buildings with multi-purpose space available to provide greater flexibility and enhanced opportunities for pupils. Larger school roll and greater opportunities for pupils to have peer support and friendship groups.		
Religion or belief			No impact
Pregnancy & maternity			No impact
Marriage & civil partnership			No impact

Please also consider the impact of the policy change in relation to:

	Positive impact	Negative impact	No impact
Looked after children and care leavers	Additional spaces to ensure the needs of care experienced pupils can be met e.g. multi-agency meetings can take place		
Privacy (e.g. information security & data protection)			No impact
Economy			No impact

- 1.0 Please record the evidence used to support the impact assessment. This could include officer knowledge and experience, research, customer surveys, service user engagement.
- 2.0 Any evidence gaps can also be highlighted below.

Evidence used	Source of evidence
1. Knowledge of existing school provision/practice	Officer discussion/consultation
2. School facilities and accommodation	School layout plans
3. Feedback received from relevant parties during the review process	Discussion with Headteacher, discussion with residents/parent/carers at information session on 18 November 2024.
Evidence gaps	Planned action to address evidence gaps

Part 3: Recommendations and Sign Off

(Recommendations should be based on evidence available at the time and aim to mitigate negative impacts or enhance positive impacts on any or all of the protected characteristics).

Recommendation	Lead person	Timescale
1. Ensure any pupil from the Kirkton of Largo Primary School catchment area that does not attend Lundin Mill nursery have an enhanced transition prior to starting P1 in Lundin Mill Primary School	Headteacher	April 2025 onwards
2. Review transport requirements for existing Kirkton of Largo Primary School pupils in relation to school transport	Education/ Transportation/	January 2025 onwards

Sign off

(By signing off the EqIA, you are agreeing that the EqIA represents a thorough and proportionate analysis of the policy based on evidence listed above and there is no indication of unlawful practice and the recommendations are proportionate.

Date completed:	Date sent to Community Investment Team: Enquiry.equalities@fife.gov.uk
Senior Officer: Avril Graham	Designation: Team Manager (Systems & Infrastructure)

FOR COMMUNITY INVESTMENT TEAM ONLY

EqIA Ref No.	
Date checked and initials	

9 January 2025
Agenda Item No. 5

Statutory Consultation Proposal to Rezone the catchment areas of Dunnikier and Kirkcaldy West Primary Schools

Report by: Donald Macleod, Executive Director (Education Directorate)

Wards Affected: Wards 9, 11 and 12

Purpose

The purpose of this report is to present a statutory consultation proposal paper relating to a proposal to rezone the primary catchment areas of Dunnikier and Kirkcaldy West Primary Schools, to seek approval of the content and to authorise officers to proceed to statutory consultation. Approval of the content is sought and the Cabinet Committee is asked to authorise officers to proceed to statutory consultation in respect of the proposal.

Recommendations

The Cabinet Committee is asked to:

1. approve the content of the statutory Consultation Proposal paper, in terms of the Schools (Consultation) (Scotland) Act 2010, relating to the rezoning proposal of the primary catchment areas of Dunnikier and Kirkcaldy West Primary Schools;
2. authorise officers to proceed to statutory consultation in terms of the Consultation Proposal;
3. authorise officers to make such amendments to the Consultation Proposal paper (including the timeline) as may be necessary, as changes may be required for clarification, correction or to ensure compliance with relevant legislation; and
4. note that the Consultation Report will be brought forward to a future meeting of the Cabinet Committee of Fife Council.

Resource Implications

There are no direct resource implications relating to finance, people or assets. A significant amount of officer time will be dedicated to the consultation process, if approved by committee.

Legal & Risk Implications

The consideration and determination of this report is by the council acting as education authority. Accordingly, members of this Committee should refrain from expressing any view which may be construed as pre-determining any current or future planning application/s which the council, as planning authority, may require to consider and determine in respect of the catchment areas included in this proposal.

Impact Assessment

An EqIA (Equalities Impact Assessment) was not required in the preparation of this report. A full impact assessment will be carried out as part of any statutory consultation process.

Discussion has taken place with the Headteachers of Dunnikier and Kirkcaldy West Primary Schools.

1.0 Background

- 1.1 The Education Service is required to plan and review its learning estate based on current and future role projection information, to mitigate any capacity pressures on schools because of demographic trends or new housing developments in the catchment areas.
- 1.2 In Fife, the education authority discharges its duty to secure adequate and efficient education for the local authority area by operating a “catchment” system to enable parents/carers to comply with their duty to provide efficient education for their child(ren). Postcodes for each address in Fife are associated to a denominational (Roman Catholic) and non-denominational primary and secondary school, known as catchment schools.
- 1.3 The number of proposed homes in each school catchment area varies and the expected number of new homes built will change year by year, dependent upon the market rate of the sale of new homes. Fife Council must be responsive to these variations to ensure that the school estate is sufficient in size to manage pupil demand. This response may require the review of primary and secondary school catchment areas.
- 1.4 Within the Kirkcaldy town centre area, there are several brownfield development sites which, if approved, would impact on the capacity available at Kirkcaldy West Primary School.
- 1.5 These brownfield sites provide an opportunity to regenerate the Town Centre and provide much needed housing to sustain the housing market supply across Fife.
- 1.6 Kirkcaldy West Primary School is one of the largest schools in Kirkcaldy, with accommodation within a Victorian building and within temporary modular accommodation. The school has a maximum of 17 teaching areas, with 11 in permanent accommodation and six in modular accommodation. The existing building was built around 1876 and the modular accommodation has been on site for around 30 years.
- 1.7 The school roll at Kirkcaldy West Primary School, for several years, has meant that the school has been operating above the published capacity and due to the number of catchment pupils, a multi-purpose room and the staff room have been used to accommodate pupils.
- 1.8 Currently, in consideration of any planning application, where the Education Service is a statutory consultee, there is no opportunity for any brownfield sites or local development plan sites to be supported for development within the Kirkcaldy West Primary School catchment area, without this having a direct impact on pupil number projections. Due to site constraints, there is no space available within the existing site to provide additional accommodation, without this having a significant impact on learning and teaching or the outdoor space available for existing pupils.
- 1.9 For this reason, it is proposed that a catchment review is carried out.
- 1.10 To enable and support any town centre redevelopment proposals and to resolve minor catchment anomalies across the catchment area, the proposed catchment rezoning proposal would enable any future brownfield development sites to be zoned to one primary school catchment area.

- 1.11 Prior to formulating the proposal, officers have reviewed all the relevant data and information on pupil locations and pupil choices in this area of Kirkcaldy.
- 1.12 It has been concluded that the recommendation within the proposal should be that the primary catchment areas of Dunnikier Primary School and Kirkcaldy West Primary School be rezoned to ensure that sufficient capacity is available across the area to respond to the challenges of new developments and to ensure the school estate is sufficient in size to manage the pupil demand.
- 1.13 As the proposed consultation is due to commence in January, within the primary one enrolment period, any primary one pupil due to start in August 2025 would enrol for their existing primary school, as per the online enrolment system. Primary seven pupils due to start secondary school in August 2025 will not be affected as no changes are proposed to secondary school catchments and both schools are associated primary schools for Balwearie High School.

2.0 Consultation Documents

- 2.1 The Schools (Consultation) (Scotland) Act 2010, as amended, provides for the publication of a proposal paper that:
- Sets out the details of the relevant proposal
 - Proposes a date for the implementation of the proposal
 - Contains the educational benefits statement for the proposal
 - Refers to such evidence or other information in support of the proposal as the council considers appropriate.
- 2.2 The proposal paper is attached as Appendix A to this report. The document will form the basis of the statutory consultation. Copies of the proposal document will be made available to all the relevant statutory consultees.
- 2.3 The statutory consultees are:
- The parent council of any affected school
 - The parents of the pupils at any affected school
 - The parents of any children expected by the Education Authority to attend any affected school within two years of the date of publication of the proposal paper
 - The pupils at any affected school (in so far as the Education Authority considers them to be of suitable age and maturity)
 - The staff (teaching and other) of any affected school
 - Any trade unions which appear to the Education Authority to be representative of the staff (teaching and other) of any affected school
 - The community council (if any)
 - The Community Planning Partnership
 - Any other Community Partnership the Education Authority considers relevant
 - Any other education authority the Education authority considers relevant
 - The users of any affected school that the Education authority considers relevant.

- 2.4 It is important to ensure the proposal paper is as up to date as possible at the date of publication, so minor changes which are not material to what is being proposed may be made up to the date of publication. It is important also to ensure any errors are corrected prior to publication to avoid potential delays and cost to the council of correcting them once the consultation is underway. Therefore, as proposal papers need to be lodged in accordance with the committee deadlines, work may continue up until the date of publication. Therefore, it is recommended that officers are authorised to make such amendments to the Consultation Proposal paper (including the timeline) as may be necessary.

3.0 Proposed Consultation Timeline

- 3.1 The proposed timeline for the consultation on the proposal to rezone the primary catchment areas of Dunnikier and Kirkcaldy West Primary Schools is as follows:

Thurs 9 January 2025	Consultation proposal considered by Cabinet Committee
Monday 20 January 2025	Parents and other statutory consultees to receive letters informing them of the dates for the statutory consultation.
Tuesday 21 January 2025	Consultation live Tuesday 21 January to Friday 7 March
Tues 21 January – Friday 7 March 2025	Consultation period (31 school days)
Meetings	<p>Public meetings</p> <ul style="list-style-type: none"> • Kirkcaldy West PS – Monday 3 February 2025 from 6-7 pm • Dunnikier PS – Monday 10 February 2025 from 6-7 pm <p>Drop-in sessions</p> <ul style="list-style-type: none"> • Kirkcaldy West PS – Monday 3 February at 8.45-9.30 and 5-6 pm before the public meeting • Dunnikier PS – Monday 10 February 2025 at 8.45-9.30 am and 5-6 pm before the public meeting • Kirkcaldy West PS – Tuesday 11 February at 2.45-3.30 pm • Dunnikier PS – Tuesday 19 February 2025 at 2.45-3.30 pm
Friday 7 March 2025	Consultation close
Friday 14 March 2025	Fife Council to submit information to Education Scotland
Monday 17 March – Friday 4 April 2025	Education Scotland (3 weeks to visit the schools, review the proposal document and responses and write their report)
7 April – 18 April 2025	Easter holidays
Monday 7 April 2025	Report received back from Education Scotland
Friday 11 April 2025	Sign off report from Education Scotland
6 May 2025	Publish Consultation Report, in conjunction with Education Scotland (clear 3 weeks before committee is due to take decision)
29 May 2025	Cabinet Committee to discuss Final Consultation Report and make decision.

4.0 Conclusions

- 4.1 This report provides the detailed proposal paper relating to the proposal to rezone the primary catchment areas of Dunnikier and Kirkcaldy West Primary Schools.
- 4.2 Cabinet is asked to authorise officers to proceed to statutory consultation in terms of the Consultation Proposal.

List of Appendices

Appendix A - Proposal to rezone the primary catchment areas of Dunnikier and Kirkcaldy West Primary Schools

Background Papers

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

- Schools (Consultation) (Scotland) Act 2010
<https://www2.gov.scot/Resource/0047/00477028.pdf>
- Scottish Government Schools (Consultation) (Scotland) Act 2010 Guidance
<https://www.gov.scot/publications/schools-consultation-scotland-act-2010-statutory-guidance/>

Report Contacts

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Lyn Meeks

Quality Improvement Officer (School Estate Development & Change)
Education Directorate
Fife House
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FIFE COUNCIL EDUCATION DIRECTORATE

THE CONSULTATION PROCESS -

The following schools are affected by this Proposal Document:

- Dunnikier Primary School
- Kirkcaldy West Primary School

This document has been issued by Fife Council as a proposal paper in terms of the Schools (Consultation) (Scotland) Act 2010.

DISTRIBUTION

A copy of this document is available on the Fife Council website:

<http://www.fife.gov.uk/catchmentreviewKirkcaldy>

A link to this document, published on the website, will be provided to:

- The Parent Council or Combined Parent Council of any affected school,
- The parents of the pupils at any affected school,
- The parents of any children expected by the education authority to attend any affected school within two years of the date of publication of the proposal paper
- The pupils at any affected school (in so far as the education authority considers them to be of a suitable age and maturity),
- The staff (teaching and other) at any affected school,
- The trade union/s which appear to the education authority to be representative of the above staff
- The Community Council (if any) (Bennoch & Hayfield (inactive) and Kirkcaldy West (active))
- The community planning partnership (within the meaning of section 4(5) of the Community Empowerment (Scotland) Act 2015) for the area of the local authority in which any affected school is situated,
- Any other community planning partnership that the education authority considers relevant,
- Any other users of any affected school that the education authority considers relevant,
- Any other education authority that the education authority considers relevant,
- Elected Members for the area (Wards 9, 11 and 12 - Cllr Lesley Backhouse, Cllr Kathleen Leslie, Cllr Julie MacDougall, Cllr Blair Allan, Cllr Alistair Cameron, Cllr Judy Hamilton, Cllr Ian Cameron, Cllr Rod Cavanagh, Cllr Nicola Patrick),
- MSPs for the area (David Torrance, Murdo Fraser, Alex Rowley, Elizabeth Smith, Claire Baker, Mark Ruskell, Alexander Stewart, Roz McCall)
- The Constituency MP (Melanie Ward).

A copy of this document is also available for inspection at and collection from:

- Main Reception, Fife Council, Fife House, North Street, Glenrothes KY7 5L

- The following primary schools affected by the proposal:
 - Dunnikier Primary School, Balsusney Road, Kirkcaldy, KY2 5LH
 - Kirkcaldy West Primary School, 42 Milton Road, Kirkcaldy, KY1 1TL
- Or via email to sustainableschoolestate.enquiries@fife.gov.uk
- Online at <http://www.fife.gov.uk/catchmentreviewKirkcaldy>

This document can be made available, on request, free of charge, in alternative formats, or in translated form for readers whose first language is not English. Please apply in writing to: Education Directorate, 4th Floor, Fife House North Street, Glenrothes or by email to: avril.graham@fife.gov.uk (Telephone 03451 555555 ext. 444204). Page 25 of this document provides additional contact numbers, in different languages.

SUMMARY OF PROCESS FOR THIS PROPOSAL DOCUMENT

1. Consideration by the Cabinet Committee

This Proposal Document has been issued as a result of a decision taken by the Cabinet Committee of Fife Council, on Thursday 9 January 2025. Views are now sought in formal consultation on the proposals in this document.

2. Notice of Consultation and Publication of the Proposal Document

Statutory consultees will be given notice of the proposal. The proposal document will be published on the council website www.fife.gov.uk and available from this link, www.fife.gov.uk/catchmentreviewKirkcaldy. Copies will be available for inspection at and collection from:

- Main Reception, Fife Council, Fife House, North Street, Glenrothes KY7 5LT
- The following primary schools affected by the proposal (between the hours of 9am and 3pm):
 - Dunnikier Primary School, Balsusney Road, Kirkcaldy, KY2 5LH
 - Kirkcaldy West Primary School, 42 Milton Road, Kirkcaldy, KY1 1TL
- Or via email to sustainableschoolestate.enquiries@fife.gov.uk
- Online at <http://www.fife.gov.uk/catchmentreviewKirkcaldy>

3. Advertisement of the Proposal

The proposal will be advertised through Fife Council's social media accounts. An advertisement will also be placed in local newspapers, week commencing Monday 20 January 2025. The affected schools (in operation) will also publicise the consultation process in newsletters, by Groupcall and email.

4. Length of Consultation period

The consultation will commence on Tuesday 21 January 2025 and will, thereafter, run until close of business on Friday 7 March 2025. This meets the statutory requirement for a minimum period of 6 weeks, that runs continuously and includes 30 school days.

5. Public meetings

Although only one public meeting is required, the Education Service will hold 2 public meetings, on the respective dates listed below:

- Kirkcaldy West Primary School on Monday 3 February 2024 from 6-7 pm
- Dunnikier Primary School on Monday 10 February 2024 from 6-7 pm

At the public meetings, there will be opportunities to:

- hear more about the proposal
- ask questions about the proposal
- complete a Consultation Response Form.
- have your views recorded so that they can be considered as part of the consultation process.

In addition to the public meetings offered above, informal drop-in sessions have been arranged as follows:

- Kirkcaldy West Primary School – Monday 3 February at 8.45-9.30 am and 5-6 pm
- Dunnikier Primary School – Monday 10 February 2025 at 8.45-9.30 am and 5-6 pm
- Kirkcaldy West Primary School – Tuesday 11 February at 2.45-3.30 pm
- Dunnikier Primary School – Tuesday 18 February 2025 at 2.45-3.30 pm

At the informal drop-in sessions there will be opportunities to:

- hear more about the proposal
- ask questions about the proposal
- complete a Consultation Response Form.

6. Responding to the Proposal

Interested parties can also respond to this proposal document by making a written representation (by letter, email or completion of a Consultation Response form) on the proposal, before close of business Friday 7 March 2025, to any of the following:

- Kirkcaldy Catchment Review Proposal, Education Directorate, Fife Council, 4th Floor (West), Fife House, North Street, Glenrothes KY7 5LT.
- by completing the Consultation Response Form online at ([Managing Our School Estate | Fife Council](#))
- <https://forms.office.com/e/LgQ0Qxkmkz>
- by emailing a completed Consultation Response Form to: sustainableschoolestate.enquiries@fife.gov.uk

7. Pupil Consultation

Pupil focus groups will be arranged during the consultation period with representative groups of over 25% of the pupils within P4-P7 in both Kirkcaldy West and Dunnikier Primary Schools. Parents/carers will be asked to consent to their child taking part.

The intention of these pupil focus groups is to seek the views of pupils regarding the proposed to rezone the catchment areas of Kirkcaldy West and Dunnikier Primary School. These sessions will be carried out by officers within the Education Directorate and will use display boards and materials to explain what a consultation is, what the proposal would mean to pupils and seek their views on any potential impact to the existing pupils. The information from pupils will be included in the report to Education Scotland and the Consultation Report at the end of the process.

8. Involvement of Education Scotland HM Inspectors

A copy of the proposal paper will be sent to Education Scotland by Fife Council. Education Scotland will also receive a copy of any relevant written representations that are received by the Council from any person during the consultation period or, if Education Scotland agrees, a summary of them. Education Scotland will further receive a summary of any oral representation made to the Council at the public meetings and, as available (and so far as otherwise practicable), a copy of any other relevant documentation. Education Scotland will then prepare and submit a report on the educational aspects of the proposal within a 3-week period (unless the Council and Education Scotland agree a longer period) after the Council has sent them all representations and documents mentioned above. However, for the avoidance of doubt, the 3-week period will not start until after the consultation period ends. Education Scotland may make such reasonable enquiries of such people at the school (e.g. Headteacher, staff, pupils) as they consider appropriate and may make such reasonable enquiries of such other people as they consider appropriate.

9. Preparation of Consultation Report

The Council will review the proposal having regard (in particular) to the Education Scotland Report and written representations that it has received. In addition, oral representations made at the public meetings will form part of that review. It will then prepare a Consultation Report. The report will include a record of the total number of written representations made during the consultation period, a summary of the written representations and a summary of the oral representations made at the public meetings as well as a copy of the Education Scotland Report and any other relevant information, including details of any alleged inaccuracies and how these have been handled. The report will also contain a statement explaining how the Council complied with the requirement to review the proposal in light of the Education Scotland Report and representations (both written and oral) that it received. The Consultation Report will be published and available for further consideration for a period of 3 weeks before a decision can be made on the proposal. The report will be published, made available for inspection and where reasonably required, made available without charge in other forms. The publication of the report will be advertised and any person who made written representations during the consultation period will be advised of its publication.

10. Decision

The Consultation Report, together with any other relevant documentation, will be considered by the Cabinet Committee of Fife Council, which will come to a decision whether to implement the proposal, in whole or in part, or not. The decision of the Cabinet Committee will be subject to the Council's internal governance procedures before it becomes final. The proposal on which Fife Council is deciding is not a proposal which is subject to call in by the Scottish Government and is not subject to review by the School Closures Review Panel

11. Note on Corrections

If during the consultation period any inaccuracy or omission is discovered in this proposal document, either by the Council or by notification from any other person, the Council will determine whether relevant information has in its opinion been omitted, or whether there is in fact an inaccuracy, and whether the omission or inaccuracy relates to a material consideration relevant to the education authority's decision as to the implementation of the proposal. It will then take appropriate action in respect of the inaccuracy or omission which may include deciding to take no further action, issuing a notice in respect of the inaccuracy or omission, extending the consultation period or publishing a correct proposal document and giving revised notice of the consultation. Where applicable, the notifier of the inaccuracy or omissions will be advised of the determination, the reasons for that determination and the action (if any) the Council is taking and of the reasons why it is or is not taking such action and the notifier will be invited to make representations to the Council if they disagree with the determination or decision whether to take action. Where the notifier makes representations, the education authority can make a fresh determination and decision in respect of the inaccuracy or omission and must inform the notifier if it does so.

Fife Council

Education Directorate

THE CONSULTATION PROPOSAL

**PROPOSAL TO REZONE THE CATCHMENT AREAS OF:
KIRKCALDY WEST AND DUNNIKIER PRIMARY SCHOOLS**

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1. Introduction

- 1.1 This consultation paper sets out the rationale and implications in respect of the proposal to rezone the primary catchment areas of Dunnikier and Kirkcaldy West Primary Schools.
- 1.2 This paper also sets out the consultation process, the timescales and the ways by which parents/carers and other interested parties can make representations on the proposal.
- 1.3 In Fife, the Education Authority discharges its duty to secure adequate and efficient education for the local authority area by operating a “catchment” system, to enable parents/carers to comply with their duty to provide efficient education for their child(ren). Postcodes for each address in Fife are associated with a denominational (Roman Catholic) and non-denominational primary and secondary school, known as catchment schools. Parents can check their catchment area at [Check school catchment areas | Fife Council.](#)
- 1.4 There are no proposed changes to the denominational primary school or the denominational secondary school catchment areas relevant to the proposal.
- 1.5 There are no proposed changes to the non-denominational secondary school catchment area relevant to the proposal.
- 1.6 To ensure that the school estate provides best value, the Education Directorate must ensure that the number of pupil places is matched as efficiently as possible to the numbers of pupils living in each school catchment area.
- 1.7 This paper includes a review of the proposed housing developments and potential brownfield development sites across Kirkcaldy Town Centre, which impact on the capacity available at Kirkcaldy West Primary School.
- 1.8 The catchment areas of the 2 primary schools were established several years ago. There were changes to the Kirkcaldy West Primary School catchment area in 2003/4, when a new school was planned north of Oriel Road, Kirkcaldy, and a proportion of the existing Kirkcaldy West Primary School was rezoned to Strathallan Primary School. This school was operational from August 2006 and pupils moved into the new school building in January 2007.
- 1.9 The catchment area of Dunnikier Primary School was rezoned in 2011/12, as Dunnikier Primary School was expected to exceed its maximum capacity. Part of the catchment area was rezoned to Valley Primary School, to sustain the occupancy there. At the same time, another part of the Dunnikier Primary School catchment area was rezoned to Strathallan Primary School.
- 1.10 Several additional factors have been considered in the development of this proposal. These include projected pupil numbers from effective local plan development sites in Kirkcaldy West and Dunnikier Primary School catchment areas. Within Kirkcaldy Town Centre there is a desire to redevelop a number of brownfield sites to enable town centre regeneration and to reduce the housing emergency in this part of Fife. The proposal would, if approved, support the Council in meeting this objective.

- 1.11 In addition to supporting the development of a number of brownfield sites, the proposal, if approved, will allow the Education Service the opportunity to reconfigure the facilities within Kirkcaldy West Primary School, to enable the Scottish Government aim of delivery of free school meals for all pupils. By reconfiguring classroom areas, for a reduced school roll, space will be created which will enable the school to deliver free school meals, while continuing to deliver the full breadth of the curriculum, which has been a challenge to deliver within this Victorian building.
- 1.12 Also included in the review, was the analysis of the latest placing request statistics and trends, and potential opportunities to realign catchments geographically. In including these factors, the Education Service is anticipating future housing development, building capacity and resilience, ensuring that school occupancy levels now, and in the future, can be managed. However, parents will continue to have the right to exercise parental choice and to make placing requests to alternative schools, subject to the usual and statutory constraints of school capacity.

2. The Proposal

- 2.1 The proposal is to:

Rezone the primary catchment areas of Kirkcaldy West and Dunnikier Primary Schools, from Friday 4 July 2025.

- 2.2 After the consultation, a consultation report will be submitted to a future meeting of the Cabinet Committee. If approved in full, the changes to the catchment areas would be implemented from Friday 4 July 2025 and would apply to all applications for enrolment, including placing requests, made from that date.
- 2.3 Nursery aged pupils beginning Primary 1 in August 2025 will enrol in their existing catchment primary school in January 2025.
- 2.4 For P7 pupils transferring to S1 in August 2025, transfer arrangements commencing in December 2024 will continue in line with the existing catchment secondary school transfer process.

3. Contextual Analysis

3.1 Guiding Principles

- 3.1.1 The Council has set guiding principles for reviewing the school estate, which were agreed by the Council's Executive Committee on 2 October 2012, following a Fife school review, and more recently at the Education & Children's Services Committee on 28 August 2018. These are:
- (a) Every school should be rated as 'A' or 'B' for both condition and suitability, to include a number of accessible schools in each geographical area.
 - (b) Schools should have an occupancy rate greater than 60% of capacity and, in order to ensure equity in provision, schools should be operating within an optimal occupancy and efficiency range of 80-100%. Consideration should be given to establishing a minimum number of pupils in any school which is less than 5 miles from another school; therefore, schools should have a minimum

of 3 classes, recognising that effective learning requires interaction between pupils. This group activity is most effective when children are of a similar age and, to enable this, where possible schools should have a minimum roll of 50 pupils.

- (c) A strategy for a sustainable school estate should support the progressive reduction in the overall carbon footprint for the Council.

3.2 Review Factors

3.2.1 The factors considered in the review of the school estate include:

- Educational benefits
- Condition surveys
- Suitability assessments
- Recent investment in school buildings
- Energy performance data
- School roll projections and capacities
- Catchment areas, including impact of Strategic Development Allocations and Local Development Plans
- Distance to nearest school
- Best Value model for existing Public Private Partnership (PPP) contracts i.e. increasing occupancy.

3.3 New Housing Developments within the Kirkcaldy West and Dunnikier Primary School Catchment Areas

3.3.1 Fife Council adopted the Fife Local Development Plan (FIFEplan) on 21 September 2017([Adopted FIFEplan - Keystone \(objective.co.uk\)](#)), following a review by the Scottish Government. This plan sets out the planning policies and proposals for the development and use of land across Fife.

3.3.2 The school roll projection model includes methodology to identify pupil numbers from new housing development sites that are included in the Housing Land Audit (HLA). The HLA report is published annually and provides the most up to date information on site status, including whether sites have planning consent, are under construction, have no consent or indeed whether there are any constraints such as marketing or no interest demonstrated by a developer.

3.3.3 Appendix 7 illustrates the new housing sites across the 2 primary school catchment areas.

3.3.4 The latest publication of the Housing Land Audit ([Fife Housing Land Audit 2023 \(arcqis.com\)](#)), dated 2023, details over 2200 units to be built across the Kirkcaldy area.

3.3.5 Within the Balwearie High School and Kirkcaldy West Primary School catchment areas, the Kirkcaldy West Strategic Development Area (SDA) for 1200 units is expected to be delivered in due course. A new primary school is expected to support this development

3.3.6 As well as the planning process and the construction of a new primary school, the Education Service will be required to carry out a statutory consultation with stakeholders to establish the new school community.

3.3.7 The Plan for Fife ([Plan for Fife 2017 2027 a.pdf](#)) sets out the ambitions of Fife Council in 4 key areas:

1. Opportunities for All
2. Thriving Places
3. Inclusive Growth and Jobs
4. Community Led Services.

Within Thriving Places, the ambition is for everyone to have access to affordable housing options and for Fife's main town centres to stand out as attractive places to live, work and visit.

3.3.8 Town Centre regeneration is a key section in the Adopted Fife Plan and describes:

Town Centres

- (a) *Town centres across the country are in a period of transition. They should be the heart of our communities and so the Local Development Plan strategy and policies support Fife's town centres as hubs of activity which adapt to changes in their role so they can remain centres for commercial, community, and cultural activity. Fife Council facilitated summits in each of the key town centres in Fife, working with local businesses and residents to develop a range of actions. Two town centres, Kirkcaldy and Dunfermline, have developed Business Improvement Districts and a similar approach is being considered in St Andrews.*
- (b) *The Plan includes a Town Centres First policy. Town centres will be the location of choice for new shopping, commercial, entertainment and leisure uses likely to attract large numbers of people, and to encourage more homes there to achieve a better mix of uses and activity - and not just during normal business day. The key is for people to be together and close to the range of activities best placed in town centres. That requires Fife's town centres to be attractive as places to live in and visit. The Plan emphasises the importance of the design and layout of new development to achieve this result.*
- (c) *The FIFEplan strategy supports people having homes in and close to town centres as an important ingredient to help transform those centres and make them successful. This supports community planning objectives and is reflected in the community-based Town Centre Action Frameworks.*

3.3.9 The number of proposed homes in each school catchment area varies and the expected number of new homes built will change year by year, largely dependent upon the market rate of the sale of new homes. Fife Council must be responsive to these variations, to ensure that the school estate is sufficient in size to manage pupil demand.

3.3.10 A number of brownfield development sites have come forward and have been assessed prior to the drafting of this proposal. These sites are currently unable to be advanced due to inadequate education capacity in the respective catchment areas. To enable Fife Council to meet the objectives as described in 3.3.7 and 3.3.8 above, the rezoning of the catchment areas of Dunnikier and Kirkcaldy West Primary Schools would be required.

3.3.11 None of the brownfield sites have formally submitted planning applications since the developers are aware of the lack of education capacity through their extensive pre-application discussions with the planning authority.

4. Kirkcaldy West Primary School - The Case for Rezoning the Catchment Area

4.1 Kirkcaldy West Primary School - Background Information

4.2 Kirkcaldy West Primary School is one of the largest schools in Kirkcaldy, with the accommodation spreading across a Victorian building and separate modular accommodation in the school grounds. The existing building was built around 1876 with the modular accommodation brought in around 30 years ago.

4.3 The school has a maximum capacity of 17 class spaces with 11 in permanent accommodation and 6 within modular accommodation. There are approximately 4000 residential homes in the Kirkcaldy West Primary School catchment area. The previous school rolls and occupancy rates were as follows:

School Year	School Roll	Capacity	Occupancy
2023	419	485	86%
2022	464	485	96%
2021	486	485	100%
2020	494	485	102%
2019	513	485	106%
2018	499	485	103%
2017	506	485	104%
2016	510	485	105%
2015	498	485	103%
2014	474	485	98%
2013	463	485	95%
2012	443	485	91%

4.4 For academic session 2024/25 the school roll at Kirkcaldy West Primary School is 394 pupils, 81% occupied.

4.5 The school roll information shown above shows the school operating above its maximum permanent capacity. For several years, the school had to manage catchment numbers by utilising the staff room and multi-purpose rooms.

4.6 Within Kirkcaldy West Primary School, the layout of the school has made it challenging to deliver 1140 hours of nursery provision within the existing building. The nursery is currently located across a main thoroughfare corridor which affects how pupils move around the school.

4.7 If the modular accommodation was removed completely off site, the school would have 11 permanent classrooms and a maximum capacity for 317 pupils. However, the number of catchment pupils exceeds this figure now and, in the future, and there are no current plans to remove the 6 modular classrooms and build permanent accommodation. In any event, no funding is available for removal of the 6 modular classrooms and replacement with newbuild permanent accommodation.

- 4.8 The Scottish Government is proceeding with the programme to deliver free school meals for all primary pupils. At present, only primary 1 to primary 5 pupils are provided with this entitlement, unless parents are in receipt of universal credit. Kirkcaldy West Primary School is unable to deliver this provision for all pupils if and when it is expanded and, therefore, the rezoning proposal would enable a reconfiguration of classes to allow dining to be extended in due course. Currently the school must deliver their meals across the lunch period with several separate sittings.
- 4.9 The increase in the population located within the catchment area, because of proposed development, may in turn inhibit a parent's ability to send their child to their catchment school. As outlined in para 1.3, Fife Council manages pupil places through catchment areas. It is the responsibility of Fife Council to ensure those catchment areas meet the current and future demand in the area. Where a catchment area includes more pupils than the capacity of the catchment school, places become limited for both catchment pupils and those who wish to attend the school by placing request.
- 4.10 The rationale for the proposal is based on the projected over occupancy of Kirkcaldy West Primary School due to proposed new housing within the catchment area. It is prudent to manage the catchment areas across all our schools based on the inclusion of new housing developments, the proximities to local schools and to consider long term management of the school estate. Failure to manage the school catchment area of Kirkcaldy West Primary School, in relation to new developments, would exacerbate the existing capacity problem at the school.
- 4.11 This proposal would allow the catchment area of Kirkcaldy West Primary School to be rezoned, to ensure that pupils currently living in the catchment area can attend the catchment school that would be assigned to their household address/postcode.
- 4.12 It is a geographic imperative that the catchment area is realigned to allow those children living in the catchment area the opportunity to attend their catchment school.
- 4.13 If the catchment area were to remain as it currently stands, the Education Service would be unable to accommodate all pupils entitled to a catchment place at Kirkcaldy West Primary School, should all the brownfield development sites be approved. This would result in the oversubscription of pupils for the number of places on offer each year. The management of primary enrolments would be required in accordance with the Schools Admissions Policy for Primary and Secondary Schools in Fife and those pupils unable to be allocated a place at Kirkcaldy West Primary School would be allocated a place at the nearest school to their home address, which may be Dunnikier Primary School. This may result in a number of pupils being transported to school, if they are over the distance threshold and an increase in revenue costs for Fife Council.
- 4.14 The Education Service is required to plan and review its learning estate based on current and future roll projection information, to mitigate any capacity pressures on schools as a result of new housing developments in the catchment areas and/or demographic trends.

4.15 It is not possible to accommodate the projected catchment population on the existing Kirkcaldy West Primary School site should the housing be approved. School provision within Kirkcaldy West Primary School has already been extended to create additional pupil capacity a number of years ago. All options to create additional capacity on this site have been explored. No additional capacity on this site can be delivered without having a detrimental impact on the space available to deliver high quality learning and teaching, breadth of curriculum and outdoor learning environments, as well as the available external spaces for the pupils to play and socialise on site.

5. Receiving School - Dunnikier Primary School

5.1 Dunnikier Primary School is the nearest primary school in distance (one mile) to Kirkcaldy West Primary School and is also within the Balwearie High School cluster. There are approximately 2400 residential homes in the Dunnikier Primary School catchment area. The school has 14 class spaces, with a maximum capacity of 434 pupils in permanent accommodation, and a nursery on site. The school roll each year has been as follows:

Academic Year	School Roll	Academic Year	School Roll
2023	334	2017	366
2022	330	2016	361
2021	358	2015	379
2020	374	2014	377
2019	389	2013	381
2018	376	2012	368

5.2 The school roll at Dunnikier Primary School was recorded as 341 pupils in the September 2024 census, with an occupancy of 79%. This figure also includes a number of placing requests from other schools in Kirkcaldy.

5.3 There is one housing site in the Dunnikier Primary School catchment area, for 6 units. As outlined in section 3, there are a number of brownfield opportunity sites in the Kirkcaldy Town Centre area which could sustain the school roll at Dunnikier Primary School if the rezoning proposal were to be approved. However, due to education constraints, the town centre regeneration is unable to move forward.

5.4 Based on the 2023 census figures, the school roll of Dunnikier Primary School is expected to decline as follows:

Year	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033
Roll	344	331	316	300	287	300	308	302	292	297
Classes	13	12	12	12	11	11	11	11	11	11

5.5 The existing building dates to 1894, with the infant building from 1910 and a new gym hall/nursery extension completed in 2010. The refurbishment in 2010 enabled the school to be accommodated under one roof. The infant building has 3 classrooms and a dining hall, and the main building has 11 classrooms, a multi-purpose room and a large hall for physical education with a link corridor to the nursery.

- 5.6 Dunnikier Primary School has the capacity to accommodate any new pupils from any proposed development sites in the Kirkcaldy Town Centre as well as any pupils from the small part of the Town Centre currently within the Kirkcaldy West Primary School catchment area. Without any additional housing, the school roll of Dunnikier Primary School is expected to be sustained at 11 classes long term.

6. Educational Benefits Statement

- 6.1 The Schools (Consultation) (Scotland) Act 2010 provides that where an education authority has formulated a relevant proposal in relation to any school, it must comply with the requirements of the Act before proceeding with the proposal. The education authority must prepare an educational benefits statement which includes:

- (a) the authority's assessment of the likely effects of a relevant proposal (if implemented) on:
 - (i) the pupils of any affected school,
 - (ii) any other users of the school's facilities,
 - (iii) any children who would (in the future but for implementation) be likely to become pupils of the school,
 - (iv) the pupils of any other schools in the authority's area,
- (b) the authority's assessment of any other likely effects of the proposal (if implemented),
- (c) an explanation of how the authority intends to minimise or avoid any adverse effects that may arise from the proposal (if implemented),
- (d) a description of the benefits which the authority believes will result from implementation of the proposal (with reference to the persons whom it believes will derive them).

- 6.2 The authority's assessment of the likely effects of this proposal (if implemented) on:

6.2.1 (i) The pupils of any affected school

6.2.1.1 Benefits for the pupils of any affected school

Parents will be able to choose the catchment primary school associated with their postal address. This provides significant reassurance to parents who in turn can offer this to their child, when transitioning from nursery to primary.

- 6.2.1.2 Catchment realignment would remove the uncertainty for parents in the area who would be unlikely to gain a catchment place at Kirkcaldy West Primary School based on distance to school criteria. It would also remove uncertainty in timing of places at school being confirmed to parents in the area.

- 6.2.1.3 The distribution of pupils across the area will reduce the accommodation pressures in Kirkcaldy West Primary School, thus ensuring that the school accommodation supports teachers to deliver the broad range of experiences and outcomes of Curriculum for Excellence in the most appropriate flexible learning environments that enhance learners' experiences and support high quality teaching. The opportunity to utilise space flexibly in Dunnikier Primary School is already an option and would continue to be the case if the school roll increases.

- 6.2.1.4 The learning environment in Kirkcaldy West Primary School has only 11 classes in permanent accommodation and extremely limited multi-purpose space of sufficient size throughout the building supporting the diverse range of pupil needs. The proposed rezoning will ensure that the school can deliver multi-purpose activities across the school without increased pressure on teaching areas.
- 6.2.1.5 The proposal will enable both schools to have access to the diverse range of multi-purpose spaces and will have a positive impact on the teachers' flexibility to deliver the breadth of the curriculum in different learning spaces. It also allows additional teaching and non-teaching staff working in these schools the opportunity to utilise space to meet children's diverse range of needs and foster individual interests, such as musical tuition.
- 6.2.1.6 This proposal would reduce the constant accommodation pressures within Kirkcaldy West Primary School of managing the potential of an over-subscribed school and would reduce the pressure of managing all the curricular activities within the core classroom space. This will ensure that the accommodation within both school buildings supports the delivery of a comprehensive curriculum.
- 6.2.1.7 Attending the same school as peers living in close geographical proximity helps provide continuity and security for children, with the fostering of peer relationships both in and out of school.
- 6.2.1.8 Realigning the catchment areas of Kirkcaldy West and Dunnikier Primary Schools ensures that all catchment pupils can enjoy the benefits of daily exercise walking to school.

6.2.2 (ii) Any other users of the schools' facilities

6.2.2.1 Effect on Staff as a result of the rezoning proposal

6.2.2.2 All the schools will be staffed according to the number of catchment pupils who enrol each year.

6.2.2.3 This rezoning proposal is expected to sustain the roll at Kirkcaldy West Primary School and increase the existing school roll of Dunnikier Primary School. As a result of the proposal, the number of staff required in both schools is expected to remain at the same level, supporting consistency across all aspects of school life.

6.2.2.4 Effect on Facilities as a result of the rezoning proposal

6.2.2.5 At Kirkcaldy West Primary School almost all spaces are utilised as core classrooms, due to sustained over occupancy. This has inhibited the space being used by any other users previously. However, if the proposal is approved, multi-purpose spaces will return to flexible use and can be utilised for a wide range of activities, both during the school day and beyond. This would support the opportunity for community users to play a more active role in the school life.

6.2.2.6 It is not expected that this proposal will have any significant impact on the facilities at Dunnikier Primary School. The school has a variety of learning spaces to allow all pupils to receive the full breadth of the curriculum and meet learners needs.

6.2.2.7 **Benefits for any other users of the schools' facilities**

6.2.2.8 This proposal seeks to sustain 2 school communities long term and reduce the over occupancy issues at Kirkcaldy West Primary School. This proposal will ensure the school estate is managed long term, as the current information will future proof the provision required in these catchment areas. The proposal will meet the guiding principles around occupancy and enable communities to be brought together with housing situated in close proximity.

6.2.2.9 For those pupils attending Kirkcaldy West and Dunnikier Primary Schools, the schools may deliver community events in the evenings and there would not be any negative effect on any community activity continuing as a result of this proposal. Accordingly, there would be no negative impact for any other users of each of the school's facilities.

6.2.3 **(iii) Benefits for any children who would (in the future but for implementation) be likely to become pupils of the school**

6.2.3.1 Almost of all the pupils who are currently zoned to attend Kirkcaldy West and Dunnikier Primary Schools will continue to be so. The exception being:

- St Brycedale Avenue (South) rezoned from Kirkcaldy West PS to Dunnikier PS
- St Brycedale Road rezoned from Kirkcaldy West PS to Dunnikier PS
- Hunter Street rezoned from Kirkcaldy West PS to Dunnikier PS
- Hunter Place rezoned from Kirkcaldy West PS to Dunnikier PS
- Wemyssfield area rezoned from Kirkcaldy West PS to Dunnikier PS
- Hill Street rezoned from Kirkcaldy West PS to Dunnikier PS
- Park Place rezoned from Kirkcaldy West PS to Dunnikier PS
- part of the High Street rezoned from Kirkcaldy West PS to Dunnikier PS
- Whytescauseway rezoned from Kirkcaldy West PS to Dunnikier PS
- Bakers Lane rezoned from Kirkcaldy West PS to Dunnikier PS
- part of Whytehouse Avenue (East) rezoned from Kirkcaldy West PS to Dunnikier PS
- part of West Fergus Place (East) rezoned from Kirkcaldy West PS to Dunnikier PS
- part of South Fergus Place (East) rezoned from Kirkcaldy West PS to Dunnikier PS
- East Fergus Place rezoned from Kirkcaldy West PS to Dunnikier PS
- Part of Abbotshall Road rezoned from Kirkcaldy West PS to Dunnikier PS
- Charlotte Street rezoned from Kirkcaldy West PS to Dunnikier PS.

6.2.3.2 The proposed changes will ensure that the catchment boundaries follow natural boundaries in the road network.

6.2.3.3 The rezoning proposals will alleviate uncertainties for any new pupils, future pupils from proposed new housing developments and will provide long term stability.

6.2.3.4 The rezoning of Kirkcaldy West and Dunnikier Primary Schools will ensure that housing is associated with primary schools in a geographical location and ensure long term stability for these communities.

6.2.3.5 At Kirkcaldy West and Dunnikier Primary Schools all pupils and parents will benefit from a sustained school roll which will support continuity in school leadership team allocations, along with support for learning and administrative support. These positions are allocated to schools based on the size of the school roll.

6.2.4 (iv) Benefits for the pupils of any other schools in the authority's area

6.2.4.1 The rezoning of Kirkcaldy West and Dunnikier Primary Schools would reduce inefficient operating expenditure, thus allowing the redirection of resources to support pupils across Fife. The more efficient use of resources will result in a more balanced and "best value" model for deployment of resources across Fife schools. This has implications for the school estate, resources, and staffing, all of which are considered to impact positively on children's learning.

6.3 The authority's assessment of any other likely effects of the proposal (if implemented)

6.3.1 A situation may arise that a sibling of a child currently attending Kirkcaldy West Primary School no longer has an automatic entitlement to attend the same primary school as their older sibling, if the rezoning proposal is approved. However, the Education Service will continue to adhere to the priority criteria within the Admissions Policy, where a child living at the same household address as their sibling is given a higher priority (following pupils with ASN). No guarantee can be given that placing requests will be granted, as that would be contrary to the terms of the Schools Admissions Policy. However, the Education Service will endeavour to work with parents/carers to try and secure places, where possible, within available accommodation.

6.3.2 Priority will be given to ensuring continuity and support for children with additional support needs.

6.3.3 More information on siblings is contained in section 9.

6.3.4 If the proposed changes to the catchment areas are implemented, any pupil who remains at their current enrolled school for the duration of primary school and who is currently in receipt of free transport, will continue to be provided with free school transport, in line with current Fife Council policy, until they move address and/or education setting.

6.4 How the Authority intends to minimise or avoid any adverse effects that may arise from the proposal (if implemented)

6.4.1 This proposal will ensure better alignment of communities and catchment areas to reduce the potential oversubscription of pupils for places within one primary school catchment area as a result of proposed housing development.

6.4.2 Kirkcaldy West Primary School will have a better opportunity for staff to deliver curriculum for excellence within a variety of teaching spaces which will enhance the learning experience for all pupils.

6.4.3 This proposal will utilise the capacity currently available at Dunnikier Primary School.

6.4.4 This proposal will provide a best value approach to the management of the school estate, where capacity exists across the area, to manage the influx of pupils from new housing developments.

6.5 Description of the benefits which the authority believes will result from implementation of the proposal (with reference to the persons whom it believes will derive them).

- 6.5.1 This proposal will ensure better alignment of communities and catchment areas to enable housing building to progress and neighbourhoods and communities to be enhanced.
- 6.5.2 This proposal will ensure a best value approach to the management of the school estate, as capacity exists in Dunnikier Primary School to manage potential increased pupil rolls as a result of new housing developments.
- 6.5.3 This proposal will utilise capacity available within Dunnikier Primary School, ensuring the occupancy of the school remains above 60%.
- 6.5.4 For a number of pupils, this proposal will ensure that they can walk to their catchment school, building relationships, resilience and independence for our young people.

7. Transport Arrangements

- 7.1 A pupil is legally entitled to free transport to school if:
- they are under 8 and live more than 2 miles from their catchment school or
 - they're over 8 and live more than 3 miles from their catchment school
- 7.2 However, in terms of the current school transport policy, Fife Council provides free school transport to all primary pupils living more than one mile and all secondary pupils living more than two miles from their catchment area school. Any distance entitled pupils will be entitled to free school transport according to the policy in place at that time.
- 7.3 Where there are spare seats on existing school buses or suitable commercial bus services, pupils can pay a fare or use their NEC card (with the travel entitlement loaded) to travel free. The availability of school transport for pupils attending a school as a placing request is not guaranteed and if an offer of a place is accepted, parents would be responsible for getting their child to and from school.
- 7.4 A walking route assessment will be carried out to assess any available walking routes for the proposed changes to the catchment areas. As the catchment areas are accessing town centre, it is expected that the distances will be less than one mile to the proposed new catchment area. Should the proposal be implemented, free school transport will be provided for any pupil who is distance entitled in accordance with the policy in place at that time.

8. Nursery Provision

- 8.1 There is no impact on the nursery provision or operating models on offer as a result of this proposal to rezone the primary school catchment areas.
- 8.2 Nursery provision is managed using local nursery areas, with a family nurture centre in each of the 7 committee areas across Fife. These local nursery areas are not necessarily the same as primary school catchment areas. The nurseries (operated by Fife Council) in the areas impacted by this proposal are:

Kirkcaldy West Primary School pupils – K1 nursery area – the nurseries associated with this primary school catchment area are: Kinghorn, Burntisland, Kirkcaldy West and Dunnikier

Dunnikier Primary School pupils – K1 nursery area – the nurseries associated with this primary school catchment area are: Kinghorn, Burntisland, Kirkcaldy West and Dunnikier.

- 8.3 As per the nursery admissions policy, parents have an opportunity to request up to 5 choices within their application. Parents/carers are expected to apply in January for a nursery place based on the operating models in each nursery setting.
- 8.4 In addition to the nursery settings managed by the Education Directorate there are a number of private providers and childminders in this geographical area. These nurseries will offer a variety of operational models to enable parents/carers to select their choices for nursery provision to suit their own individual family circumstances.
- 8.5 There is sufficient capacity across the wider local nursery area to accommodate all the nursery aged pupils from the catchment areas of Kirkcaldy West and Dunnikier Primary Schools.

9. Siblings

- 9.1 A situation may arise that a sibling of a child currently attending Kirkcaldy West Primary School no longer has an automatic entitlement to attend the same primary school as their older sibling, if the rezoning proposal is approved. In those circumstances, a placing request would be required for the child to attend Kirkcaldy West Primary School where their sibling is already in attendance.
- 9.2 Where the number of placing requests exceeds the number of available places at the school, the priority criteria within the Admissions Policy will be applied. The priority criteria provides that a child living at the same household address as their sibling is given a higher priority (following pupils with Additional Support Needs (ASN)), than if a child's non-catchment school is closer to the home address than the catchment school or due to childcare/parent's working arrangements.
- 9.3 Parents have the right to request that their child attend a school other than their designated catchment school (or to their designated catchment school if the child has not been offered a place there). Any such request is called a placing request and is governed by the Education (Scotland) Act 1980. In most circumstances placing requests will be granted where pupil places are available, but the pupil will not automatically be entitled to free or subsidised school transport. Further information on placing requests and the procedure involved can be found in the School Admissions Policy for Primary and Secondary Schools in Fife which can be found at [Apply for a school place | Fife Council](#).
- 9.4 Although no guarantee can be given that a sibling's placing request will be granted, the Education Directorate will endeavour to work with parents/carers to try and secure places, where possible, within available accommodation. Where appropriate, siblings will be supported to move to their new catchment school with enhanced transition arrangements in place to minimise impact. Priority will be given to ensuring continuity and support for children with additional support needs.

10. Secondary School Implications

- 10.1 In terms of the School Admissions Policy for Primary and Secondary Schools in Fife, enrolment at a secondary school is based on the catchment area in which a pupil's home address is situated.
- 10.2 There are no proposed changes to the secondary catchment area relevant to the proposal.
- 10.3 Kirkcaldy West and Dunnikier Primary Schools are associated primary schools for Balwearie High School.
- 10.4 The denominational schools associated with these primary schools are St Marie's Roman Catholic Primary School in Kirkcaldy and St Andrew's Roman Catholic High School in Kirkcaldy. As indicated in para 1.5, there are no proposed changes to the denominational primary and secondary catchment areas associated within the proposal.

11. Community Impact of the Proposal

- 11.1 In preparing this proposal, the Council has considered a number of ways the community may be impacted by the proposed rezoning of the primary school catchment areas. Both schools will remain part of the same secondary school community, as there are no changes planned to the secondary school catchment areas. This proposal will not impact on a parent's desire to be involved in their children's education as both schools have an active parent council for those parents who wish to be engaged in these forums. Each of the schools will offer, at different points of the year, active school clubs or after school activities for parents to participate within. Each of the schools has a nursery on site, ensuring that parents with older siblings can apply for their younger sibling to attend the nursery setting.
- 11.2 Based on this proposal no pupils currently attending Kirkcaldy West Primary School will require to transfer to Dunnikier Primary School, upon implementing the catchment changes.
- 11.3 Neither school currently operates an onsite childcare provision, this can be provided at Kirkcaldy North and Strathallan Primary Schools which are also in the heart of the Kirkcaldy Town Centre area.
- 11.4 In summary, if the proposal is implemented, the Council does not consider that there will be any adverse effect on the local community, whether defined as the school community, housing developments or the wider Town Centre area.

12. Summary of Proposal

- 12.1 The proposal is to rezone the Kirkcaldy West and Dunnikier Primary School catchment areas from Friday 4 July 2025.

- 12.2 The proposal will reduce the current overall number of residential properties within the Kirkcaldy West Primary School catchment area and increase the number of residential properties within the Dunnikier Primary School catchment area.
- 12.3 Any proposed new development of brownfield sites will ensure both schools have sufficient housing to sustain the school rolls at an optimum level.

13. Proposed Date for Implementation

- 13.1 If approved in full by the Cabinet Committee of Fife Council, it is intended that the rezoning of the catchment areas of Kirkcaldy West and Dunnikier Primary Schools would be implemented from Friday 4 July 2025 and would apply to all applications for enrolment, including placing requests, from that date.
- 13.2 Nursery aged pupils beginning Primary 1 in August 2025 will enrol in their existing catchment primary school in January 2025.
- 13.3 Primary 7 pupils beginning secondary school in August 2025, will transition to their existing catchment high school in January 2025.

14. Statutory Consultation Process – Proposed Timeline

Monday 9 December	Proposal paper ready for Pre-agenda meeting
Tuesday 17 December	Pre-agenda meeting
Friday 20 December	Proposal paper needs to be finalised and printed to be uploaded a week before Committee
Thurs 9 January 2025	Consultation proposal considered by Cabinet Committee
Monday 20 January 2025	Parents and other statutory consultees to receive letters informing them of the dates for the statutory consultation.
Tuesday 21 January 2025	Consultation live Tuesday 21 January to Friday 7 March
Tues 21 January – Friday 7 March 2025	Consultation period (31 school days)
Meetings	<p>Public meetings</p> <ul style="list-style-type: none"> • Kirkcaldy West PS – Monday 3 February 2025 from 6-7 pm • Dunnikier PS – Monday 10 February 2025 from 6-7 pm <p>Drop-in sessions</p> <ul style="list-style-type: none"> • Kirkcaldy West PS – Monday 3 February at 8.45-9.30 and 5-6 pm before the public meeting • Dunnikier PS – Monday 10 February 2025 at 8.45-9.30 am and 5-6 pm before the public meeting • Kirkcaldy West PS – Tuesday 11 February at 2.45-3.30 pm • Dunnikier PS – Tuesday 18 February 2025 at 2.45-3.30 pm
Friday 7 March 2025	Consultation close
Friday 14 March 2025	Fife Council to submit information to Education Scotland
Monday 17 March – Friday 4 April 2025	Education Scotland (3 weeks to visit the schools, review the proposal document and responses and write their report)
7 April – 18 April 2025	Easter holidays
Monday 7 April 2025	Report received back from Education Scotland
Friday 11 April 2025	Sign off report from Education Scotland

6 May 2025	Publish Consultation Report, in conjunction with Education Scotland (3 clear weeks before committee is due to take decision)
29 May 2025	Cabinet Committee to discuss Final Consultation Report and make decision.

The information included in this document can be made available in large print, braille, audio CD/tape and British Sign Language interpretation on request by calling 03451 55 55 00

Calls cost between 3p to 7p per minute from a UK landline, mobile rates may vary.

BT Text phone number for Deaf people 18001 01383 441177

LANGUAGE LINES

এ নথিতে যেসব তথ্য আছে তা 03451555599 এ নাম্বারে ফোন করে অনুরোধ করলে বড় ছাপা, ব্রেইল, ওডিও সিডি/টেইপ ও ব্রিটিশ সাইন ল্যাংগুয়েজ ইত্যাদি মাধ্যমে পাওয়া যাবে।

কলের জন্য ইউকে ল্যান্ডলাইন থেকে খরচ হবে প্রতি মিনিটে ৩পি থেকে ৭পি, মোবাইলের খরচ ভিন্ন হতে পারে।

عند الطلب، يمكن توفير المعلومات الواردة في هذا المستند في صورة مستندات مطبوعة بأحرف كبيرة ومستندات بطريقة برايل وعلى أشرطة/أقراص مضغوطة صوتية مع الترجمة بلغة الإشارة البريطانية من خلال الاتصال بالرقم 03451 55 55 77
تتراوح تكلفة المكالمات بين 3 إلى 7 بنسات في الدقيقة من أي خط أرضي في المملكة المتحدة، وقد تختلف أسعار المكالمات بالهاتف المحمول.

如果你需要以大字體印刷、盲人點字、光碟/錄音帶格式或英國手語傳譯說明這份文件的內容，請致電 03451 55 55 88 提出要求。

用英國電訊固定座機撥打上述電話號碼收費每分鐘 3 至 7 便士，以手機撥打收費各異。

Informacje zawarte w tym dokumencie mogą zostać udostępnione w wersji drukowanej dużą czcionką, w alfabecie Braille'a, w wersji dźwiękowej na płycie CD/taśmie lub w tłumaczeniu na brytyjski język migowy – prosimy o kontakt pod numerem 03451 55 55 44.

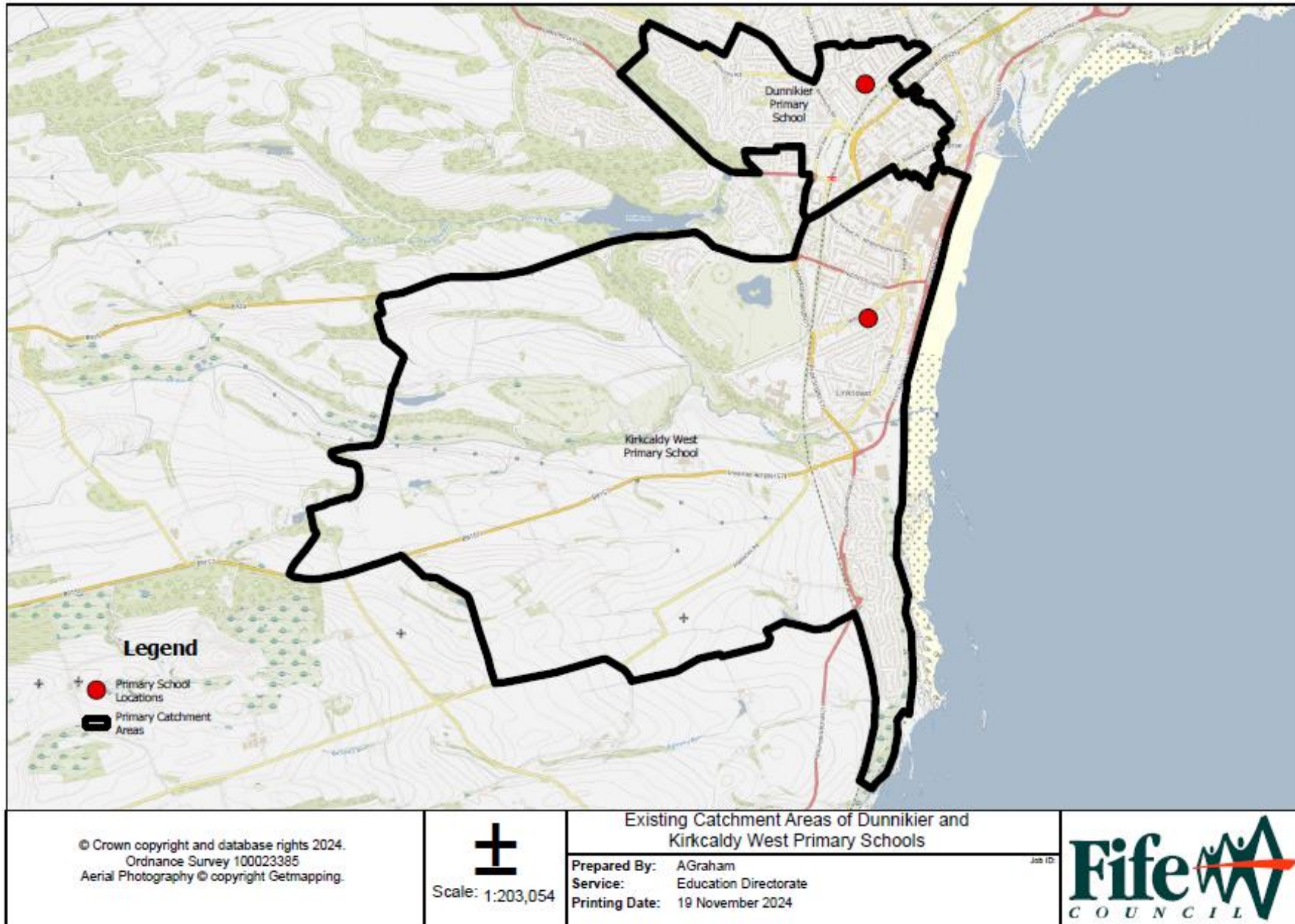
Koszt połączenia wynosi 3-7p za minutę z brytyjskich telefonów stacjonarnych, koszty połączeń z telefonów komórkowych mogą być różne.

ਇਸ ਦਸਤਾਵੇਜ਼ ਵਿਚਲੀ ਜਾਣਕਾਰੀ ਟੈਲੀਫੋਨ ਨੰਬਰ 03451 55 55 66 ਰਾਹੀਂ ਮੰਗ ਕਰਨ ਉੱਤੇ ਵੱਡੇ ਅੱਖਰਾਂ, ਬ੍ਰੇਅਲ, ਆਡੀਓ ਸੀ.ਡੀ./ਟੇਪ ਅਤੇ ਬ੍ਰਿਟਿਸ਼ ਸਾਈਨ ਲੈਂਗੂਏਜ ਦੇ ਅਨੁਵਾਦ ਵਿਚ ਮੁਹੱਈਆ ਕਰਾਈ ਜਾ ਸਕਦੀ ਹੈ।

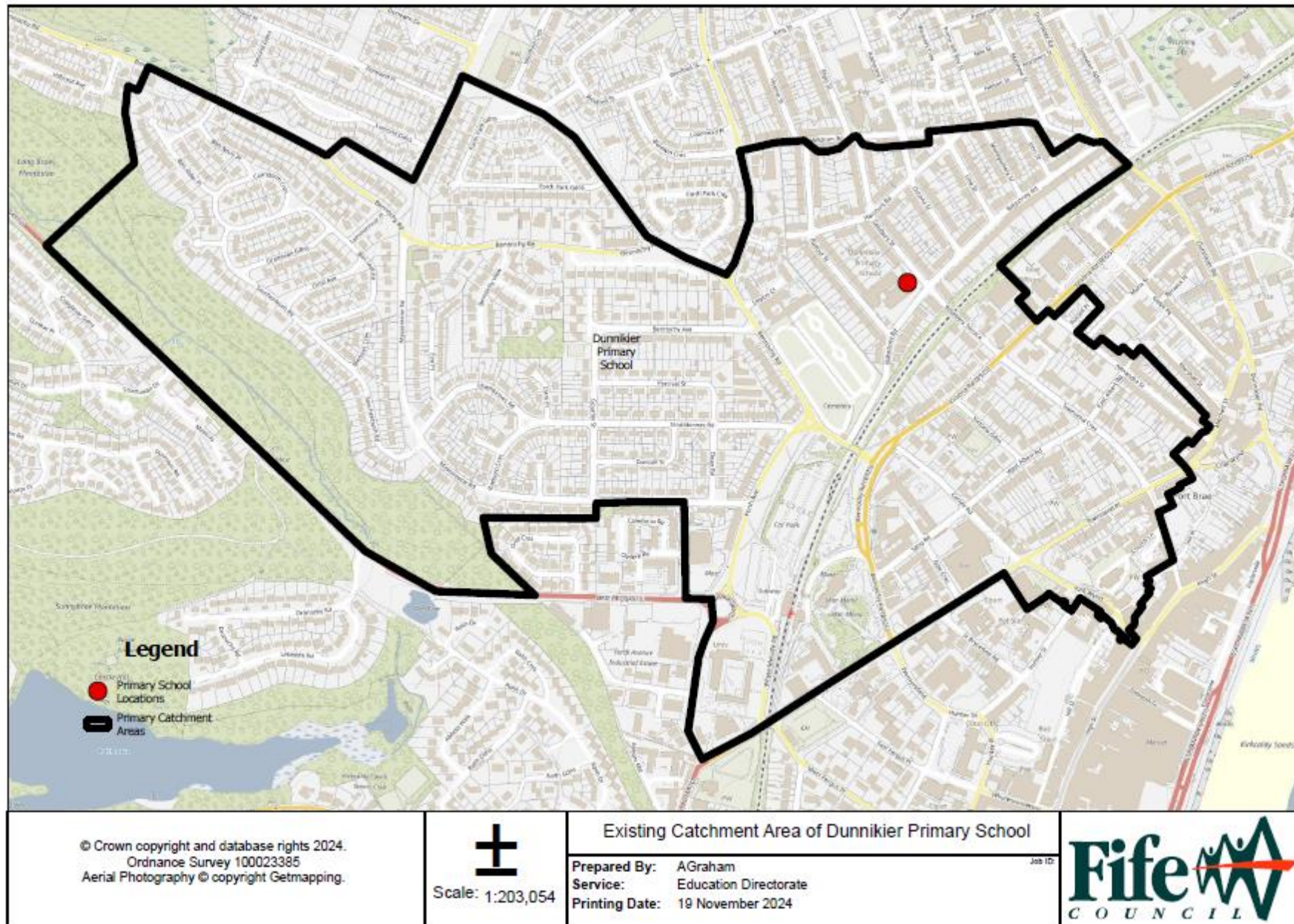
ਯੂ.ਕੇ. ਲੈਂਡਲਾਈਨ ਰਾਹੀਂ ਕਾਲ ਕਰਨ ਦਾ ਖਰਚਾ 3 ਤੋਂ 7 ਪੈਨੀਆਂ ਪ੍ਰਤੀ ਮਿੰਟ ਹੋਵੇਗਾ, ਮੋਬਾਈਲਾਂ ਦੇ ਰੇਟ ਵੱਖਰੇ ਵੱਖਰੇ ਹੋ ਸਕਦੇ ਹਨ।

03451 55 55 66 پر درخواست کرنے سے اس تحریر میں دی گئی معلومات بڑے پرنٹ! بریل! آڈیو سی ڈی/ٹیپ پر اور ترجمانی والی برطانوی اشاراتی زبان (برٹش سائن لینگویج) میں مہیا کی جاسکتی ہیں۔
کسی برطانوی لینڈ لائن سے فون کے نرخ 3 تا 7 پینس فی منٹ ہیں! موبائل کے نرخ مختلف ہوسکتے ہیں۔

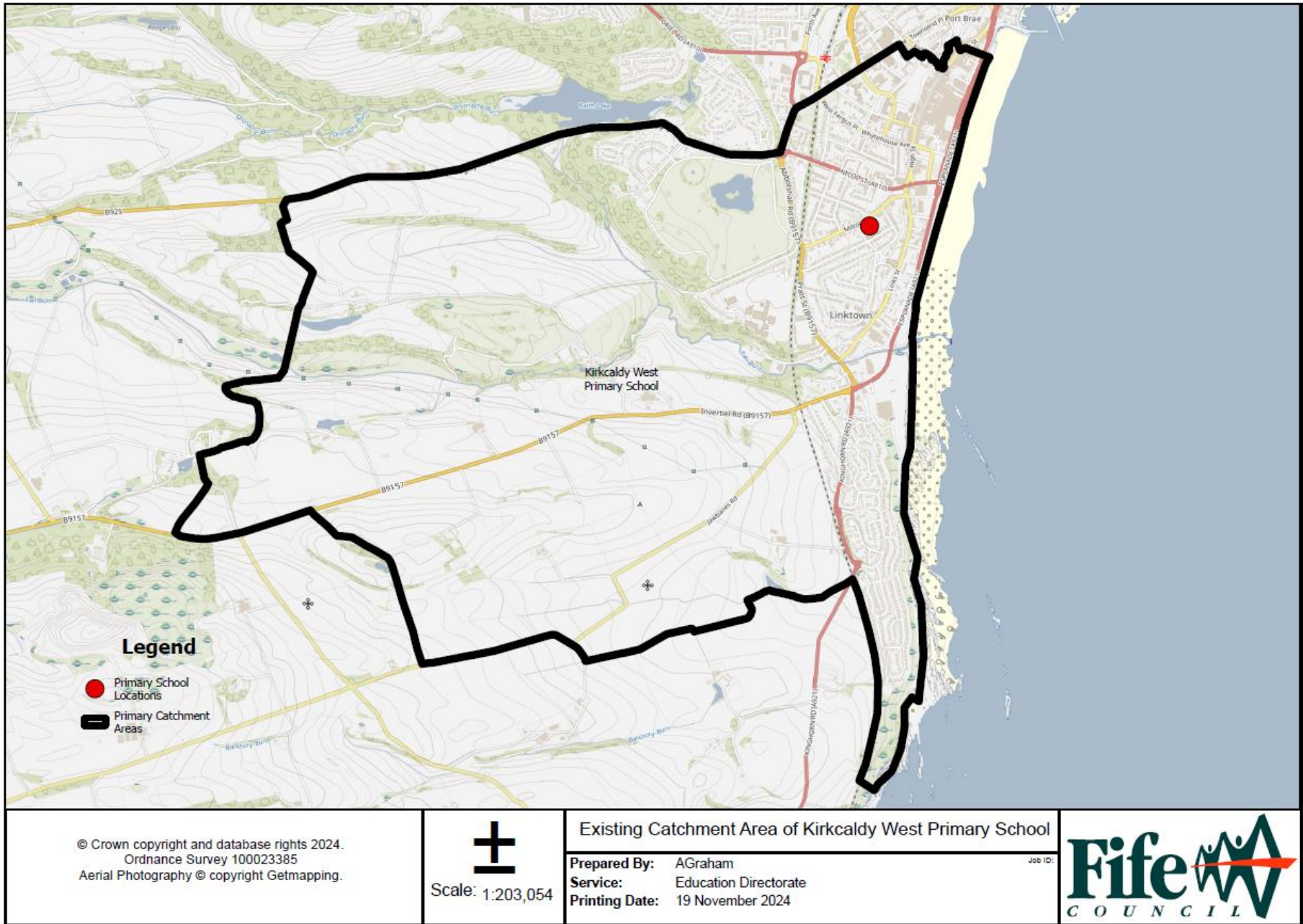
Appendix 1 - Map of existing catchment areas of Dunnikier and Kirkcaldy West Primary Schools



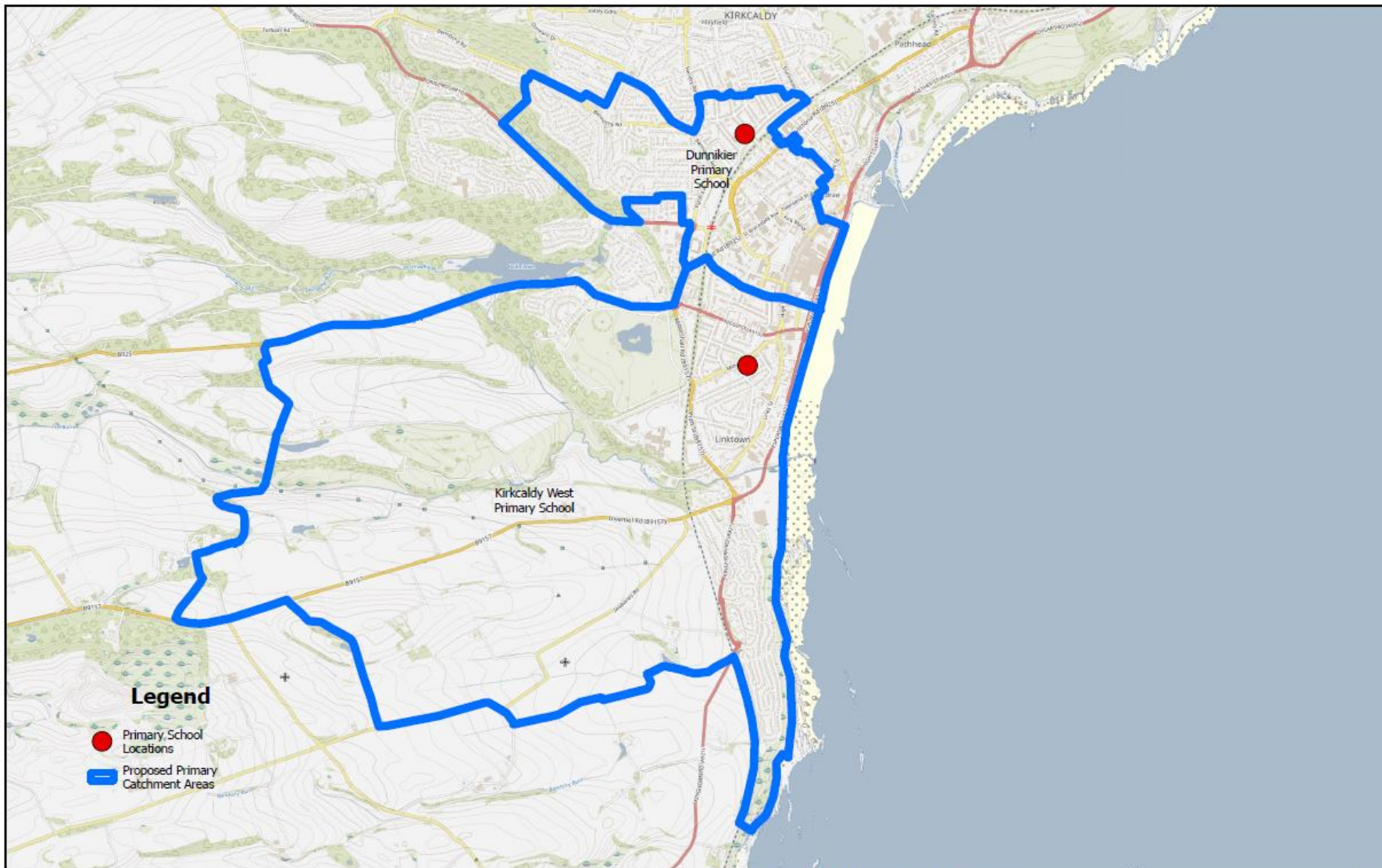
Appendix 2 - Map of existing Dunnikier Primary School Catchment Area




Appendix 3 - Map of existing Kirkcaldy West Primary School Catchment Area



Appendix 4 - Map of proposed Dunnikier and Kirkcaldy West Primary School Catchment Areas



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 Ordnance Survey 100023385
 Aerial Photography © copyright Getmapping.


 Scale: 1:203,054

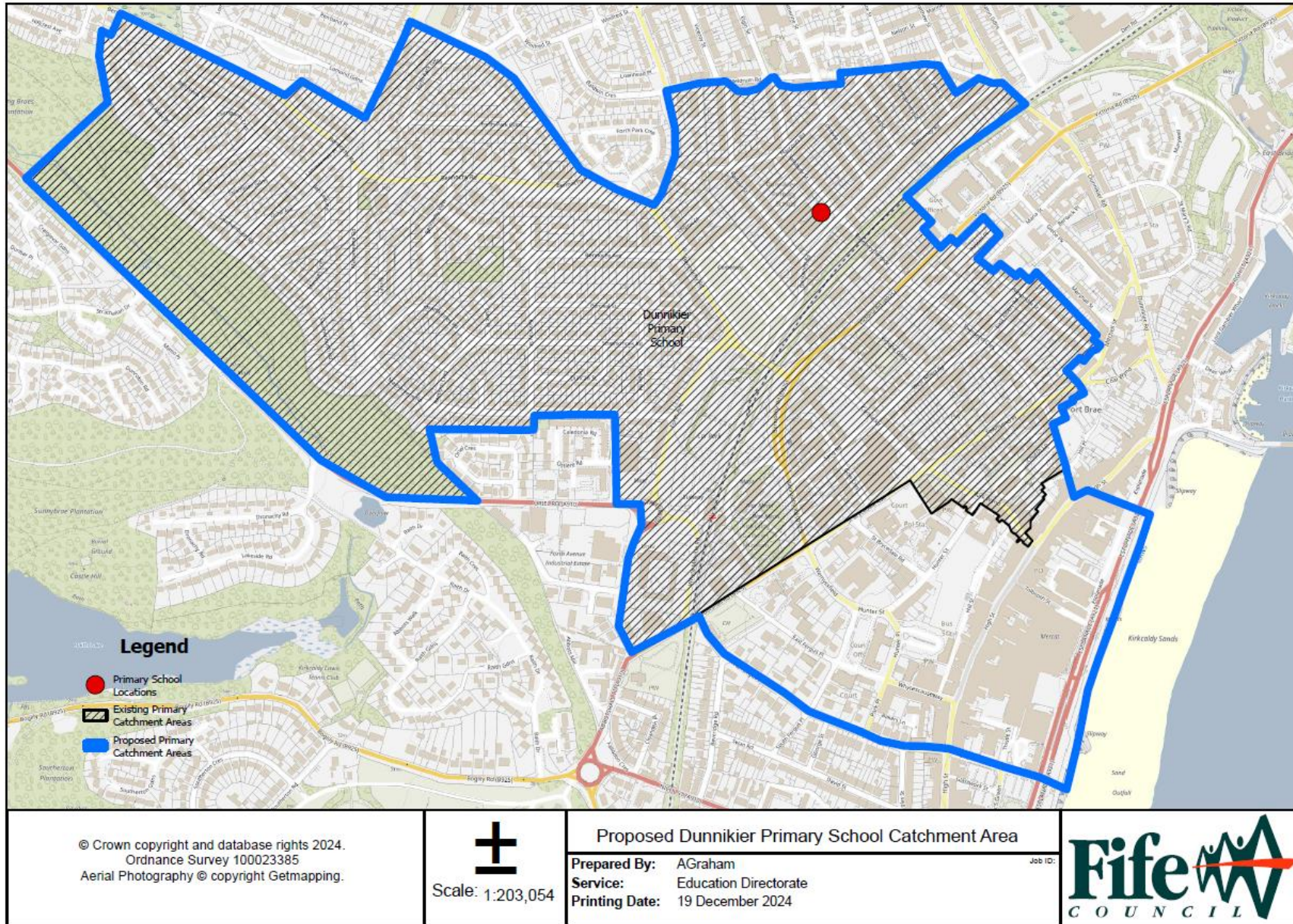
Proposed Dunnikier and Kirkcaldy West Primary School Catchment Areas

Prepared By:	AGraham	Job ID:
Service:	Education Directorate	
Printing Date:	19 November 2024	

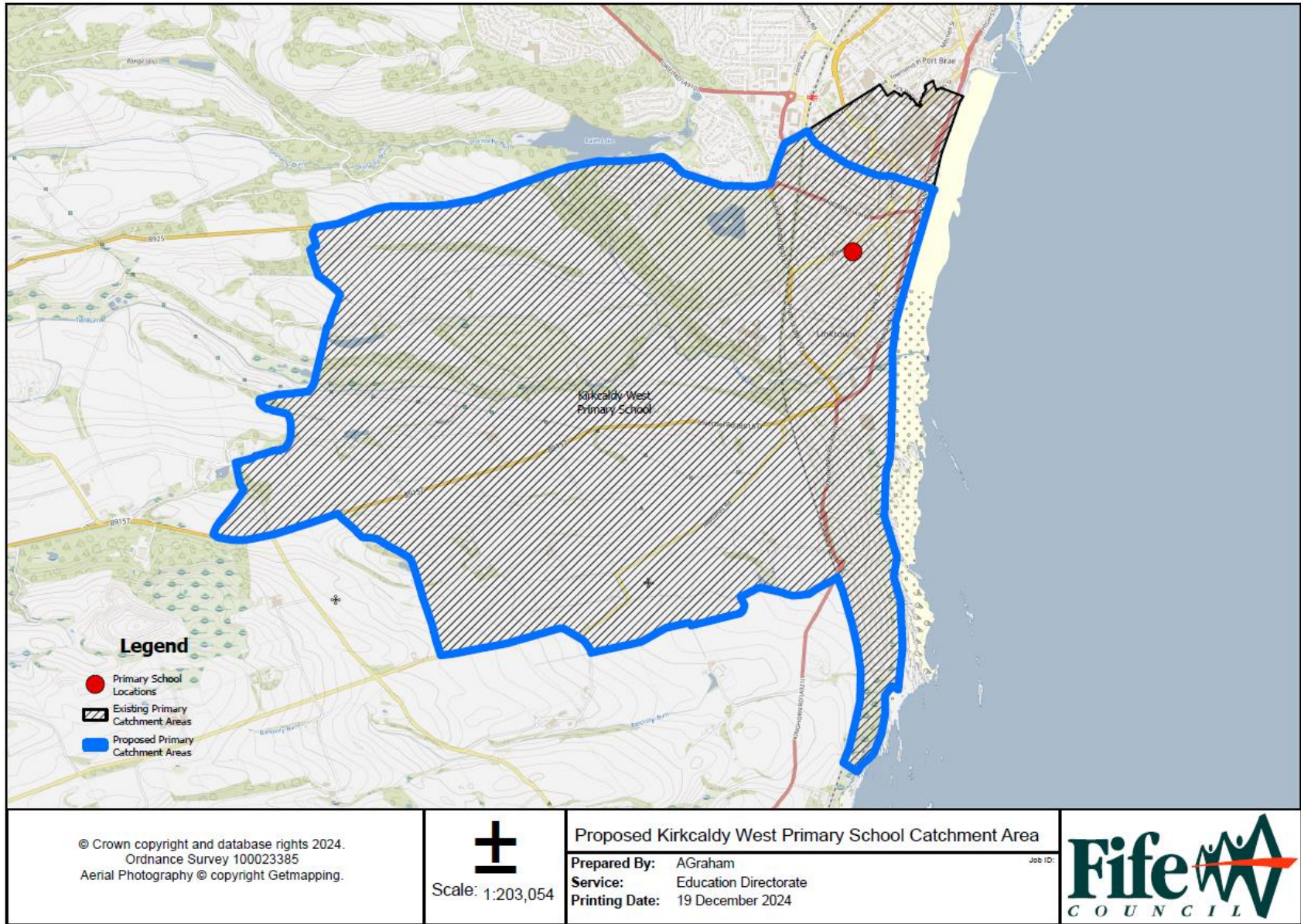


Appendix 5 – Map of proposed Dunnikier Primary School Catchment Area

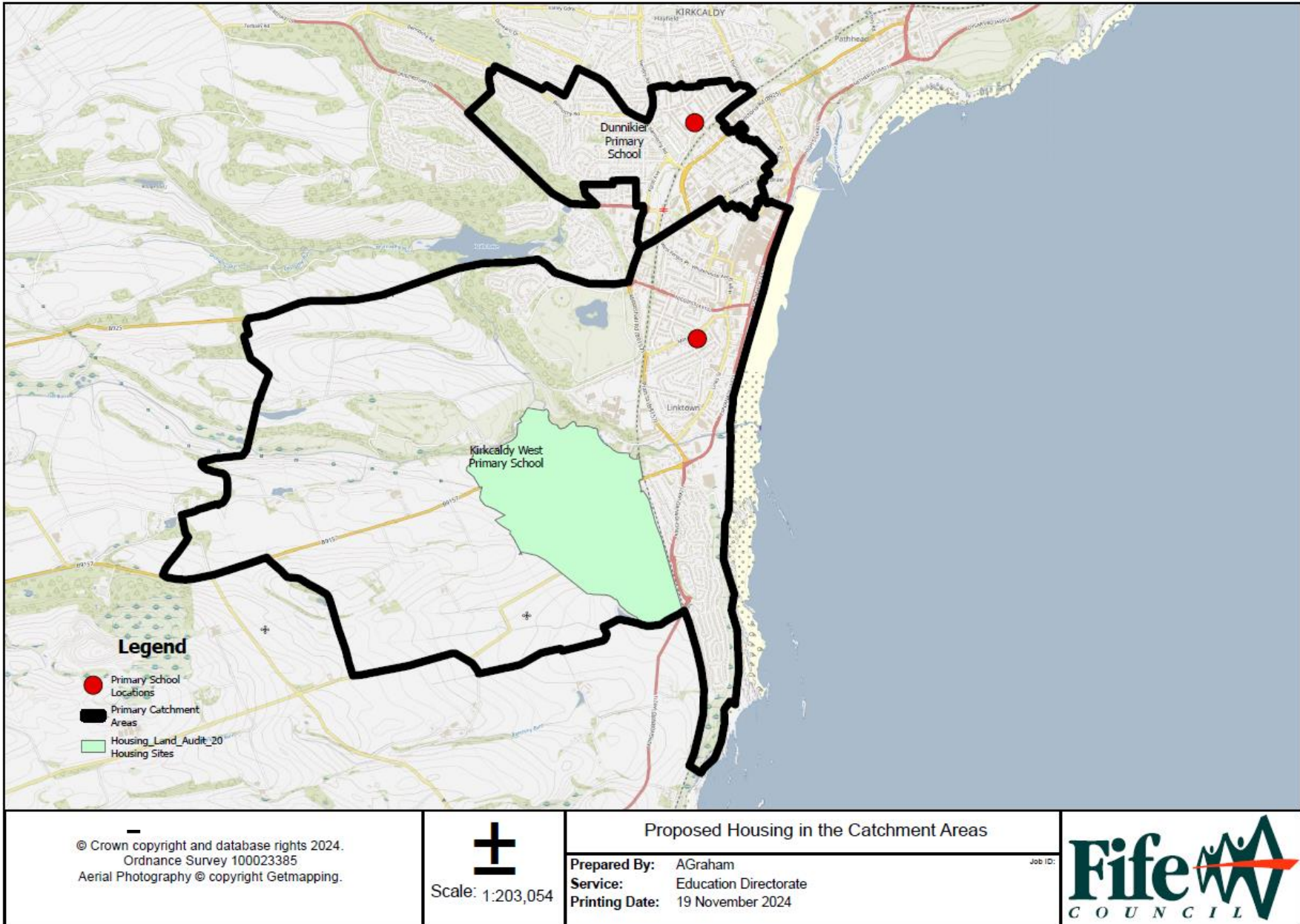
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Appendix 6 – Map of proposed Kirkcaldy West Primary School Catchment Area



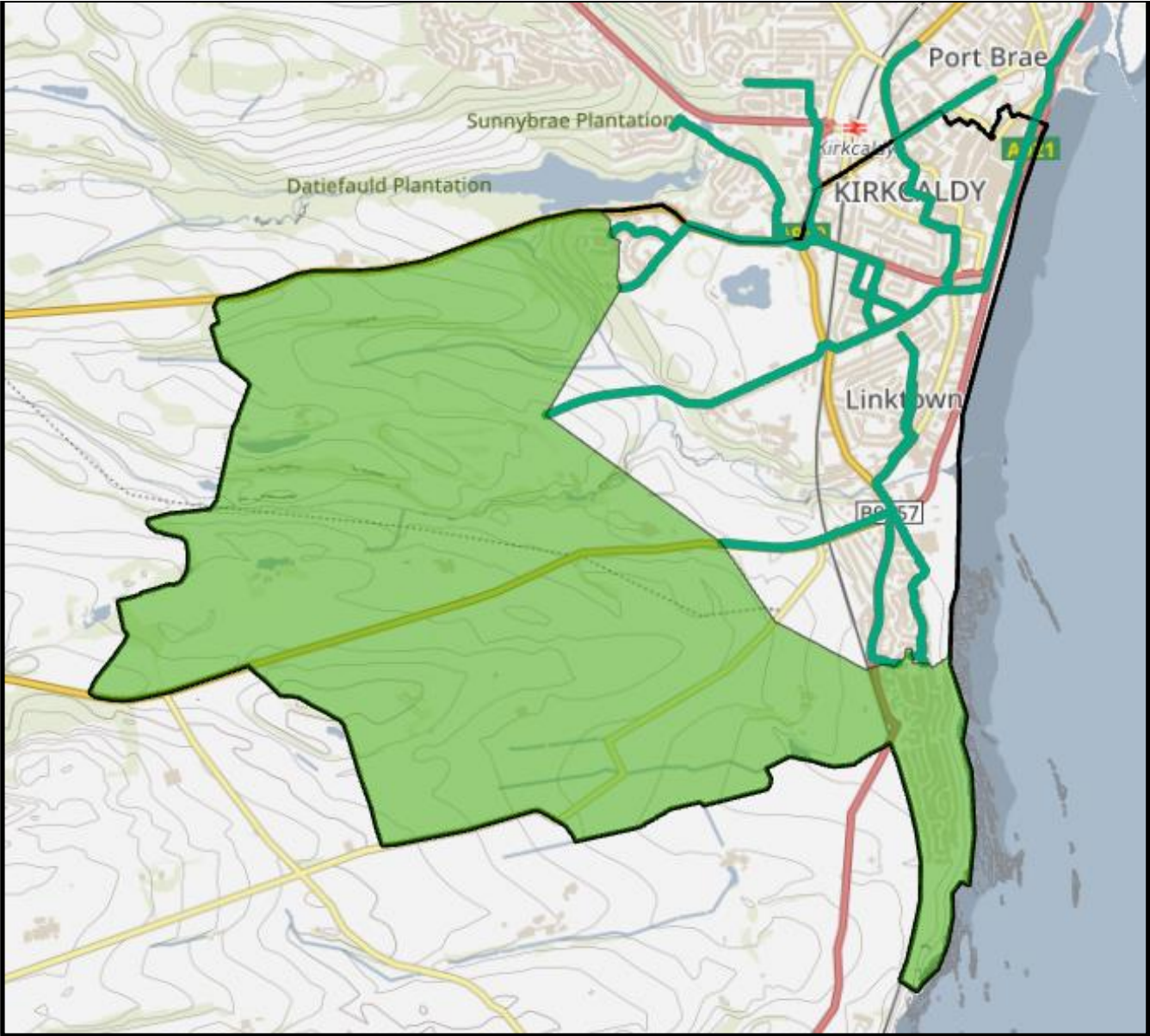
Appendix 7 – Map of proposed housing in the school catchment areas



Appendix 8 – Map of one mile walk routes from existing Dunnikier Primary School catchment area



Appendix 9 – Map of one mile walk routes from existing Kirkcaldy West Primary School catchment area
Green highlighted area is distance entitled



Appendix 10 – Core Facts (old facts need to update)

School Name	Kirkcaldy West	Dunnikier
Condition	B	B
Suitability	C	B
Accessibility	A	A
Capacity May 2024	485 (317 places in permanent accommodation)	434 (permanent accommodation)
School Roll Sept 2024	394	341
Distance from each other	1 mile	1 mile
Nursery on site	Yes, and other provision at Beveridge Park	Yes
Rural school	No	No
Out of School club	No – nearest is Kirkcaldy North PS	No – nearest is Kirkcaldy North PS

Appendix 11 – Proposed Housing Sites Across the Primary School Catchment Areas

Site Name	HLA 2023 Status	Catchment Area	Local Development Plan (FIFEplan Site Capacity)	HLA 2023 Site Capacity	Qty within planning application	Planning application	Planning Consent	Year Start	Year Finish
257/261 High Street	Deliverable	Kirkcaldy West PS	KIR161	-	n/a	No	No	2023	2024
Kirkcaldy West SDA	Deliverable	Kirkcaldy West PS	KIR176	1200	n/a	No	No	2029	Post 2033
23 Kirk Wynd	Deliverable	Dunnikier PS	KIR252	6	6	19/01010/FULL	July 2019	2023	

Appendix 12 - Glossary of terms

Core Facts

Core Facts are a series of data which are collected by local authorities to measure progress and success of a school estate strategy as well as benchmarking against other local authorities in Scotland. The core facts are used at both local and national level to:

- establish a baseline
- inform targets
- inform spending decisions
- support monitoring and evaluation of progress over time
- support assessments of value for money.

More information is available at: [School estates: core facts overview - gov.scot \(www.gov.scot\)](http://www.gov.scot/resources/consultation-papers/corporate/School%20estates%20-%20core%20facts%20overview.pdf)

School Condition Rating

Condition core facts are established by professional review, carried out by the Council's Asset & Facilities Management Service. Schools are assessed against a range of criteria set down by the Scottish Government and are examined on a 5-year rolling programme.

- A: Good – Performing well and operating efficiently
- B: Satisfactory – Performing adequately but showing minor deterioration
- C: Poor – Showing major defects and/or not operating adequately
- D: Bad – Life expired and/or serious risk of imminent failure.

School Suitability Rating

Suitability core facts are established through a similar process to the condition core facts process, undertaken by Headteacher and Business Managers.

This information assesses how well the school environment supports the delivery of the curriculum against criteria laid down by the Scottish Government.

- A: Good – Performing well and operating efficiently (the school buildings support the delivery of services to children and communities)
- B: Satisfactory – Performing well but with minor problems (the school buildings generally support the delivery of services to children and communities)
- C: Poor – Showing major problems and/or not operating optimally (the school buildings impede the delivery of activities that are needed for children and communities in the school)
- D: Bad – Does not support the delivery of services to children and communities (the school buildings seriously impede the delivery of activities that are needed for children and communities in the school).

Suitability surveys are reviewed by Headteachers/Business Managers every 5 years through a rolling programme. Where school investment has been carried out in a particular school, the following year's Core Facts Update will be amended to reflect any subsequent change to the condition, suitability or accessibility rating.

School Accessibility Rating

Accessibility ratings are collated by the School Estate Team, along with the Education Access Officer, who undertake surveys of all the school buildings. These ratings are then ratified by the Accessibility Strategy Group. The ratings are classified as follows:

- A: Fully accessible
- B: Building partially accessible but Curriculum accessible
- C: Partially accessible or not currently accessible but has the potential to be made accessible
- D: Inaccessible and unable to be reasonably adapted to be made accessible.

As part of the Accessibility Strategy, there will be a number of accessible schools in each geographical area.

Local Development Plan

Fife Council adopted FIFEplan (Fife's Local Development Plan) on 21 September 2017. This plan details the local development changes to infrastructure within settlements and include new plans with planning consent. The Council are currently inviting communities to create Local Place Plans, which will help shape the next Local Development Plan. More information is available at [Invitation to create Local Place Plans](#) page.

Housing Land Audit

Enterprise, Planning & Protective Services undertakes an annual audit (known as the Housing Land Audit) of the Housing Land Supply in Fife, using 1st April as the base date. The Audit monitors housing completions and makes predictions about future house building in Fife.

Homes for Scotland (representing the national house builders) and local developers are consulted on the information to be included in the Housing Land Audit to discuss and agree the Audit as far as possible. The latest publication for 2021 is published at [Planning Information and Land Use Audits | Fife Council](#)

Public Private Partnership (PPP)

There are 2 existing contracts in Fife (PPP1 and PPP2) where schools have been procured and constructed through this process. The schools are maintained for a period of 25 years by a contractor and after 25 years the building is handed to the Council for future repair and maintenance. An annual unitary charge includes design and construction, services delivery including building and grounds maintenance, finance costs, legal, insurances, management and risk.

Life Cycle Costs

Costs for replacing assets at the end of their life span. These include building, fabric, services and furniture and equipment to ensure the asset is maintain is a substantial condition.

Efficiency Range 80-100%

No local authority can effectively run at 100% occupied. The 80%-100% efficiency range allows a degree of flexibility within schools to support Curriculum for Excellence.

Cost per Pupil Calculation

The cost per pupil calculation for schools is computed in July of each year. The calculation is intended to bring together all comparable costs for each school and benchmark these at individual school level through the production of a cost per pupil figure.

The calculation is currently based on the School Revenue Budget Statements that are issued to schools in April of each year. The calculation takes into account a number of factors particularly the school roll from the last census in September of the previous year. The calculation takes schools running costs including an allocation for janitorial staffing costs. It excludes the costs for school transport, depreciation and the financing costs of schools built under PFI contract arrangements (PPP schools).

Having identified the relevant running costs for each school and by dividing these costs by the school roll this produces a cost per pupil figure which is used for comparison purposes.

Proposal Paper

The Schools (Consultation) (Scotland) Act 2010 provides that where an education authority has formulated a relevant proposal in relation to any school, it must comply with the requirements of the Act before proceeding with the proposal. One of the requirements is that it must prepare and publish a proposal paper. Section 4 of the Act provides:

4 Proposal paper

- (1) The education authority must prepare a proposal paper which—
 - (a) sets out the details of the relevant proposal,
 - (b) proposes a date for implementation of the proposal,
 - (c) contains the educational benefits statement in respect of the proposal,
 - (d) refers to such evidence or other information in support of (or otherwise relevant in relation to) the proposal as the education authority considers appropriate.

- (2) The proposal paper must also give a summary of the process provided for in [sections 1 to 17D] (so far as applicable in relation to the proposal).
 - (2A) Where a proposal paper relates to a closure proposal, it must also contain information about the financial implications of the proposal.
- (3) A proposal paper may include more than one proposal.
- (4) The education authority must—
 - (a) publish the proposal paper in both electronic and printed form,
 - (b) make the paper, and (so far as practicable) a copy of any separate documentation that it refers to under subsection (1)(d), available for inspection at all reasonable times and without charge—
 - (i) at its head office and on its website,
 - (ii) at any affected school or at a public library or some other suitable place within the vicinity of the school,
 - (c) provide without charge the information contained in the proposal paper—
 - (i) to such persons as may reasonably require that information in another form, and
 - (ii) in such other form as may reasonably be requested by such persons.
- (5) The education authority must advertise the publication of the proposal paper by such means as it considers appropriate.

Educational Benefits Statement

The Schools (Consultation) (Scotland) Act 2010 provides that where an education authority has formulated a relevant proposal in relation to any school, it must comply with the requirements of the Act before proceeding with the proposal. One of the requirements is that it must prepare an educational benefits statement. Section 3 of the Act provides:

3 Educational benefits statement

- (1) The education authority must prepare an educational benefits statement which includes:
 - (a) the authority's assessment of the likely effects of a relevant proposal (if implemented) on:
 - (i) the pupils of any affected school,
 - (ii) any other users of the school's facilities,
 - (iii) any children who would (in the future but for implementation) be likely to become pupils of the school,
 - (iv) the pupils of any other schools in the authority's area,
 - (b) the authority's assessment of any other likely effects of the proposal (if implemented),
 - (c) an explanation of how the authority intends to minimise or avoid any adverse effects that may arise from the proposal (if implemented),
 - (d) a description of the benefits which the authority believes will result from implementation of the proposal (with reference to the persons whom it believes will derive them).
- (2) The statement must also include the education authority's reasons for coming to the beliefs expressed under subsection (1)(d).
- (3) In subsection (1), the references to effects and benefits are to educational effects and benefits.

Rural School

In terms of the Schools (Consultation) (Scotland) Act 2010 a rural school is a school designated as rural by Scottish Ministers. Section 14 provides:

14 Designation of rural schools

- (1) In this Act, a "rural school" is a school which is designated as such by its inclusion in the list of rural schools maintained by the Scottish Ministers for the purposes of this subsection.

- (2) In determining the question of rurality when considering whether a school falls to be included in or excluded from the list of rural schools, the Scottish Ministers are to have regard (in particular) to:
 - (a) the population of the community (or settlement) in which the school is located,
 - (b) the geographical circumstances of that community (or settlement) including its relative remoteness or inaccessibility.
- (3) The list of rural schools is to be accompanied by an explanation of how the Scottish Ministers devised the list:
 - (a) by reference to subsection (2), and
 - (b) if they consider it appropriate, by reference to any recognised criteria available from a reliable source.
- (4) The Scottish Ministers are to:
 - (a) monitor the list of rural schools (and update it as regularly as they consider necessary),
 - (b) publish it (including as updated) in such way as they consider appropriate.
- (5) An education authority must provide the Scottish Ministers with such information as they may reasonably require of it in connection with the list of rural schools.

Special Provision for Rural Schools

11A Presumption against rural school closure

- (1) This section applies in relation to any closure proposal as respects a rural school.
- (2) The education authority may not decide to implement the proposal (wholly or partly) unless the authority—
 - (a) has complied with sections 12, 12A and 13, and
 - (b) having so complied, is satisfied that such implementation of the proposal is the most appropriate response to the reasons for formulating the proposal identified by the authority under section 12A(2)(a).
- (3) The authority must publish on its website notice of—
 - (a) its decision as to implementation of the proposal, and
 - (b) where it decides to implement the proposal (wholly or partly), the reasons why it is satisfied that such implementation is the most appropriate response to the reasons for formulating the proposal identified by the authority under section 12A(2)(a).

12 Factors for rural closure proposals

- (1) Subsection (2) applies in relation to any closure proposal as respects a rural school.
- (2) The education authority must have special regard to the factors mentioned in subsection
- (3) The factors are—
 - (a) **[...]**¹ (Repealed by Children and Young People (Scotland) Act 2014 asp 8 (Scottish Act) Pt 15 s.80(2)(a) (August 1, 2014: repeal has effect subject to transitional provision specified in SSI 2014/165art.5)
 - (b) the likely effect on the local community in consequence of the proposal (if implemented),
 - (c) the likely effect caused by any different travelling arrangements that may be required in consequence of the proposal (if implemented).
- (4) For the purpose of subsection (3)(b) **[and sections 12A(2)(c)(ii) and 13(5)(b)(ii)]** ², the effect on the community is to be assessed by reference (in particular) to—
 - (a) the sustainability of the community,
 - (b) the availability of the school's premises and its other facilities for use by the community.
- (5) For the purpose of subsection (3)(c) and sections 12A(2)(c)(iii) and 13(5)(b)(iii) ³ —

- (a) the effect caused by such travelling arrangements includes (in particular)—
 - (i) that on the school's pupils and staff and any other users of the school's facilities,
 - (ii) any environmental impact,
- (b) the travelling arrangements are those to and from the school of (and for) the school's pupils and staff and any other users of the school's facilities.

12A Preliminary requirements in relation to rural school closure

- (1) This section applies where an education authority is formulating a closure proposal as respects a rural school.
- (2) The authority must—
 - (a) identify its reasons for formulating the proposal,
 - (b) consider whether there are any reasonable alternatives to the proposal as a response to those reasons,
 - (c) assess, for the proposal and each of the alternatives to the proposal identified under paragraph (b) (if any)—
 - (i) the likely educational benefits in consequence of the implementation of the proposal, or as the case may be, alternative,
 - (ii) the likely effect on the local community (assessed in accordance with section 12(4)) in consequence of such implementation,
 - (iii) the likely effect that would be caused by any different travelling arrangements that may be required (assessed in accordance with section 12(5)) in consequence of such implementation.
- (3) For the purposes of this section and section 13, reasonable alternatives to the proposal include (but are not limited to) steps which would not result in the school or a stage of education in the school (within the meaning of paragraph 12 of schedule 1) being discontinued.
- (4) The authority may not publish a proposal paper in relation to the proposal unless, having complied with subsection (2), it considers that implementation of the closure proposal would be the most appropriate response to the reasons for the proposal.
- (5) In this section and section 13, the references to the reasons for the proposal are references to the reasons identified by the education authority under subsection (2)(a).

13 Additional consultation requirements

- (1) This section applies in relation to any closure proposal as respects a rural school.
- (2) The proposal paper must additionally—
 - (a) explain the reasons for the proposal,
 - (b) describe what (if any) steps the authority took to address those reasons before formulating the proposal,
 - (c) if the authority did not take such steps, explain why it did not do so,
 - (d) set out any alternatives to the proposal identified by the authority under section 12A(2)(b),
 - (e) explain the authority's assessment under section 12A(2)(c),
 - (f) explain the reasons why the authority considers, in light of that assessment, that implementation of the closure proposal would be the most appropriate response to the reasons for the proposal.
- (3) The notice to be given to relevant consultees under section 6(1) must—
 - (a) give a summary of the alternatives to the proposal set out in the proposal paper,
 - (b) state that written representations may be made on those alternatives (as well as on the proposal), and
 - (c) state that written representations on the proposal may suggest other alternatives to the proposal.

- (4) In sections 8(4)(c), 9(4) and 10(2)(a), the references to written representations on the proposal include references to written representations on the alternatives to the proposal set out in the proposal paper.
- (5) When carrying out its review of the proposal under section 9(1), the education authority is to carry out—
 - (a) for the proposal and each of the alternatives to it set out in the proposal paper (if any), a further assessment of the matters mentioned in section 12A(2)(c)(i) to (iii), and
 - (b) an assessment, in relation to any other reasonable alternative to the proposal suggested in written representations on the proposal, of—
 - (i) the likely educational benefits in consequence of the implementation of the alternative,
 - (ii) the likely effect on the local community (assessed in accordance with section 12(4)) in consequence of such implementation,
 - (iii) the likely effect that would be caused by any different travelling arrangements that may be required (assessed in accordance with section 12(5)) in consequence of such implementation.
- (6) The consultation report must additionally explain—
 - (a) the education authority's assessment under subsection (5)(a),
 - (b) how that assessment differs (if at all) from the authority's assessment under section 12A(2)(c),
 - (c) the authority's assessment under subsection (5)(b),
 - (d) whether and, if so, the reasons why the authority considers that implementation of the proposal (wholly or partly) would be the most appropriate response to the reasons for the proposal.

Appendix 13 – Consultation Response Form

FIFE COUNCIL – EDUCATION DIRECTORATE - CONSULTATION RESPONSE FORM

Proposal to rezone the primary catchment areas of Dunnikier and Kirkcaldy West Primary Schools from Friday 5 July 2025.

Section 1 - Your Details

(to be provided by parent/carers or interested parties to enable the local authority to inform any person who makes written representations on the proposal of the publication of the consultation report as required by the Schools (Consultation) (Scotland) Act 2010).

Name	
Address	
Postcode	
Email address (if applicable)	

Section 2 - What is your main interest in responding to this consultation? (choose one)

I am a:	Tick <input checked="" type="checkbox"/>
Parent/Carer	<input type="checkbox"/>
Pupil	<input type="checkbox"/>
Staff member	<input type="checkbox"/>
Grandparent	<input type="checkbox"/>
Other interested party, please explain the nature of your interest and/or if you are responding on behalf of an organisation e.g. a community council.	<input type="checkbox"/>

Do you live in one of the following catchment areas? (choose one)

I live in the:	Tick <input checked="" type="checkbox"/>
Dunnikier Primary School catchment area?	<input type="checkbox"/>
Kirkcaldy West Primary School catchment area?	<input type="checkbox"/>
None of the above	<input type="checkbox"/>

Which education establishment/s do you have a link with?	Tick <input checked="" type="checkbox"/>
Dunnikier Primary School	<input type="checkbox"/>
Kirkcaldy West PS	<input type="checkbox"/>
Another primary school in the Kirkcaldy area	<input type="checkbox"/>
Any nursery in the Kirkcaldy local area	<input type="checkbox"/>
Balwearie High School	<input type="checkbox"/>
None of the above	<input type="checkbox"/>

Section 3 - Your Views

Question 3.1 Do you support the proposal to rezone the primary catchment areas of Dunnikier Primary School and Kirkcaldy West Primary School from Friday 5 July 2025?
(please tick (✓) either Yes, No or Don't know)

Yes	<input type="checkbox"/>	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Don't know	<input type="checkbox"/>
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If you support the proposal, what are your reasons? (Please list these below)

If you do not support the proposal, what are your reasons? (Please list these below)

Are there any further comments on the proposal you would like to make?

Section 4 - About You

The following questions are **voluntary**. They are to assist Fife Council in fulfilling its obligations under the Equality Act 2010 in relation to the proposal. Your responses to these questions are confidential.

1. What is your age? **Please choose one** (√).

18 or under		25-34		45-54		65-74	
19-24		35-44		55-64		75 and over	

2. What is your gender? **Please choose one** (√).

Male		Female		Non-Binary		Prefer not to say	
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3. What is your ethnic background? **Please choose one** (√).

White Scottish		African	
Other White British		Asian, Asian Scottish, or other Asian British	
Other White background		Caribbean or Black	
Mixed or multiple ethnic background		Other ethnic background	

4. Do you consider yourself as having a disability? **Please choose one** (√).

YES			NO	
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Thank you for taking part in this consultation. For further information on how we use your data please visit: www.fife.gov.uk/privacy/education

Please complete online at:

- www.fife.gov.uk/kirkcaldywestpscatchmentreview
- return this form by post to: Kirkcaldy West Primary School Catchment Rezoning Proposal, Education Directorate, 4th floor (West), Fife House, North Street, Glenrothes, KY7 5LT

by close of business on Friday 7 March 2025.

Review of the Implementation of the Short-Term Let Licensing Scheme and Control Area Requirements

Report by: John Mills, Head of Housing Service, Nigel Kerr, Head of Protective Services, Pam Ewen, Head of Planning Services and Lindsay Thomson, Head of Legal and Democratic Services

Wards Affected: All

Purpose

Cabinet Committee on 22 September 2022 approved the short-term let licensing policy under The Civic Government (Scotland) Act 1982 (Licensing of Short-term Lets) Order 2022, which came into force on 1 March 2022. The short-term let licensing scheme was implemented on 1 October 2022.

Cabinet agreed to review the initial implementation of the policy and operation of the short-term let licensing scheme and provide a detailed update with regard to the need for short-term let control areas.

Recommendations

Members are recommended to:

Short-term Let Licensing Scheme:

- (1) note the progress on the implementation of the short-term let licensing scheme from 1 October 2022;
- (2) note the intention to provide a further review after 3 years of operation in late 2025;
- (3) approve the recommended proposed licence fee to ensure full cost recovery as outlined in Section 6 of this report;

Short-term Let Control Areas:

- (4) agree that Fife Council do not proceed to promote the designation of short-term let control areas.

Resource Implications

The short-term let (STL) licensing scheme is resourced with appropriate staffing levels and operational systems within Housing Services, Protective Services and Legal Services. Fee structures are required to recover establishment and running costs of the licensing scheme. Licence fees are set to cover the costs of administration and risk-based inspection to allow for the management of the Scheme. The STL budget will be ring-fenced with surpluses and losses being retained within the STL budget. Licences are granted for three years. The current fee structure and revised fee structure has been based on the anticipated expenditure and the income required to cover expenditure over a three-year cycle. The revised fee structure will increase the anticipated income over a three-year cycle from £0.655m to £0.825m which will ensure anticipated costs are fully covered. This will increase the cost of a three-year licence from £264-£518 to £295-£826. The full breakdown of existing and revised fees is shown in section 6.

The fee will increase each year in line with the council's Fees and Charges policy. This will ensure that income increases in line with inflation and continues to cover the costs of operating the STL scheme.

Legal & Risk Implications

The council is required to manage the licensing scheme in compliance with The Civic Government (Scotland) Act 1982 (Licensing of Short-term Lets) Order 2022, in place from 1 October 2022, and Amendment Order 2024 from 30 August 2024.

The powers to designate short-term let control area(s) within the administrative area of the council, as statutory planning authority, in terms of section 1 of the Town and Country Planning (Scotland) Act 1997 as amended ("the 1997 Act") are set out within section 26B of the 1997 Act and the Town and Country Planning (Short-term Let Control Areas) (Scotland) Regulations 2021 as amended.

Impact Assessment

An Equalities Impact Assessment is not required because the report does not propose a change or revision to existing policies and practices. An environmental assessment is not applicable for this report because it does not directly impact the environment. An assessment using the Fife Environmental Assessment Tool (FEAT) is not required as it is not a recommended change to policy.

Consultation

Following the implementation of the STL Licencing Scheme on 1 October 2022, engagement sessions have taken place with relevant stakeholders to promote the Fife Council STL Policy and respond to host and operator enquiries:

- Webinar Session with STL Hosts and Operators – 23 November 2022
- St Andrews Session with Hosts and Tourism providers – 19 April 2023
- Webinar Session with STL Hosts and Operators – 12 September 2023

Planning and Housing Services have worked together to carry out research into the various datasets the council currently holds to ascertain the impacts that tourist accommodation (including short-term lets) is having on the available housing stock. The findings along with potential impacts (both positive and negative) and issues were explored and discussed at a workshop with members of the Cabinet Committee on 26 January 2024. Further workshops were held with members from East Fife area and Cabinet in May 2024 and December 2024 to update on the licensing scheme and overview of Control areas.

The Heads of Service for Finance and Legal and Democratic Services have been consulted in the preparation of this report and no issues have been raised.

1.0 Background

- 1.1 The Civic Government (Scotland) Act 1982 (Licensing of Short-term Lets) Order 2022 came into effect on 1 March 2022. This Order introduced a requirement for local authorities to develop a licensing scheme for short-term lets (STLs). All STL premises must be licensed by 1 January 2025. Prior to the introduction of this Order, there was no requirement for short-term lets to be licenced in Scotland.

- 1.2 Fife Council implemented the STL Licencing Scheme on 1 October 2022 following approval at Cabinet Committee on 22 September 2022.
- 1.3 From 1 October 2022, all new hosts were required to apply for a STL licence before accepting bookings or receiving guests and all new STLs must be licenced before they can operate. The deadline for existing hosts to apply for a licence was by 1 October 2023 so they could continue operating whilst the application is being determined.
- 1.4 In the run up to the 1 October 2023 deadline, the Scottish Government promoted licensing requirements through a digital marketing campaign, the council engaged with this and promoted information on social media.
- 1.5 City of Edinburgh Council (CEC) has been subject to two separate judicial reviews in relation to the operation of their STL Licencing scheme. The council has considered the findings of the judicial review of CEC's STL Licensing Policy. Whilst the opinion of the Court of 8 June 2023 did not find the licencing scheme as a whole to be unlawful, CEC has subsequently updated its Licencing Policy in relation to particular aspects which were considered to be unlawful as outlined below:
- **Tenement/Shared Main Door Accommodation:** The council's STL licensing policy previously set out that there was a rebuttable presumption against the grant of STL licences for secondary letting in tenemental/shared main door accommodation. As a result, applicants in those circumstances would have been required to provide information to the council as to why their applications should be an exception to policy.
 - **Temporary Licences for Secondary Letting:** The STL licensing policy also previously set out that there would be a rebuttable presumption against temporary licences being granted in respect of secondary letting accommodation, similar to the circumstances set out above.
 - **Licence condition for carpets:** applicable to all secondary letting licences:
- Following the outcome of the judicial review, this additional licence condition has been removed from the policy and will not be applied to all STL licences which are granted by the council. Where a condition regarding carpets or similar floor covering is considered by the council to be necessary, this will be determined on a case-by-case basis.
- 1.6 In relation to Short-term let control areas, CEC had designated the whole city as a Control Area with effect from 5 September 2022. The consequence of this designation was that the use of a dwellinghouse for the purposes of providing short-term lets was deemed to involve a material change of use of the house therefore requiring planning permission, unless confirmation was obtained from the council that it was not required. CEC's subsequent interpretation of the legislative position on the requirement for planning permission in relation to the control area was subject to a second successful judicial review the outcome of which was formally reported in December 2023. In rejecting CEC's interpretation, the Court found that the Scottish Parliament did not intend that section 26B of the Town and Country Planning (Scotland) Act 1997 should have retrospective effect by requiring planning permission to be applied for where there had already been a change of use. The implications of these findings are addressed in relation to prospective Control Areas in section 7 below.
- 1.7 The Scottish Government updated the STL Guidance in June 2023 for Hosts and Operators, Licensing Authorities, Letting Agents, and Platforms. Fife Council have updated the STL Policy to reflect the updated guidance. This is detailed in section 2.

- 1.8 The Scottish Government brought forward an affirmative Scottish Statutory Instrument (SSI) to amend the 2022 Order. [The Civic Government \(Scotland\) Act 1982 \(Licensing of Short-term Lets\) Amendment Order 2024](#) was laid on 16 May 2024 and passed by the Scottish Parliament on 26 June 2024 and took effect from 30 August 2024. The amendments include:
- the introduction of powers enabling the transfer of short-term let licences (which will aid the selling and purchase of short-term let accommodation);
 - the option for prospective hosts constructing buildings for short-term let use to apply for a provisional licence that can be confirmed once the premises are complete (which will support the financial lending approval process);
 - exclusions for guest rooms in specific types of accommodation (which will cover hospitals, nursing homes and sheltered housing);
 - exclusions for short-term emergency accommodation provided by foster carers for foster child/ren (long-term term care where the accommodation is the foster child's main residence is already excluded); and
 - changes to allow up to three periods of temporary exemptions in each calendar year which must not exceed a combined total of six weeks overall.
- 1.9 Scottish Government Circular 1/2023 sets out guidance on establishing a control area indicating factors that planning authorities may wish to consider when assessing the need for a control area. Authorities are not under a duty to designate control areas and may choose not to do so. Section 7 of this report discusses in more detail whether there is a need to designate a short term let control area(s) in Fife.
- 1.10 Fife Council declared a Housing Emergency in recognition of the housing pressures currently experienced regarding homelessness and access to affordable housing in Fife. Proposals within this report have considered these circumstances and pressures.

2.0 STL Policy Updates

- 2.1 The interim six-month review in March 2023 provided elected members with an update of the progress of implementing the scheme and reported no evidence of any operational difficulties in relation to the 'additional conditions'. Following the judicial review against CEC which found elements of their policy unlawful as noted in section 1.5, the council reviewed the policy and no further amendments to the conditions are required.
- 2.2 Policy updates which reflect the June 2023 revised guidance have been actioned including:
- Policy dates have been amended to account for the six-month extension.
 - Process for objections and representations.
 - Renewal applications.
 - Compliance and enforcement in relation to unlicensed premises.
- 2.3 Following the implementation of The Civic Government (Scotland) Act 1982 (Licensing of Short-term Lets) Amendment Order 2024 as noted in para. 1.8, the policy has been updated to account for these changes including:
- Transfer and Provisional Licences
 - Exclusions for specific types of premises
 - Changes to the Temporary Extension licence period
- 2.4 An amendment has been made to additional condition 3 to reflect experience of operating the scheme. This amendment requires licence holders to take reasonable steps to ensure that the conditions relating to privacy and security are met.

2.5 The Short-term let Policy and publications are available at [Short-term Lets Licence | Fife Council](#).

3.0 STL Applications

3.1 Since the STL Licensing scheme went live on 1 October 2022, Fife Council have received 2,123 applications at September 2024. The majority of these were for a full licence (98%), the other 2% accounts for applications for a Temporary Exemption, Temporary Licence, or a variation to a licence. A number of applications were withdrawn, invalid or have now superseded or surrendered which gives 2,027 full licences within Fife. There was a peak of applications received in September 2023 prior to the deadline date of 1 October 2023 by which date existing operators had to apply to allow them to continue to operate while the application was being determined. Nearly 1,000 applications were received in this final month. Table 1 and 2 below show the breakdowns.

Table 1: STL Applications by LHS Areas as a percentage of housing stock:

LHS AREA	All Tenure Housing Stock	STL	%
Cowdenbeath	17,246	22	0.13%
Cupar & Howe	10,707	111	1.04%
Dunfermline	44,069	237	0.54%
Glenrothes	23,137	37	0.16%
Kirkcaldy	35,561	118	0.33%
Largo & East Neuk	8,848	719	8.13%
Levenmouth	17,557	28	0.16%
St Andrews	12,249	663	5.41%
Taycoast	6,528	59	0.90%
West Villages	8,160	33	0.40%
Grand Total	184,062	2,027	1.10%

Source: Fife Council STL System September 2024

Table 2: Breakdown of STL Applications by Letting Type

LHS Area	Home Letting	Home Sharing	Home Sharing and Letting	Secondary Letting	Grand Total	Area %
Cowdenbeath	1	3	1	17	22	1.09%
Cupar & Howe	7	13	3	88	111	5.48%
Dunfermline	10	25	14	188	237	11.69%
Glenrothes		10	4	23	37	1.83%
Kirkcaldy	9	9	8	92	118	5.82%
Largo & East Neuk	18	26	26	649	719	35.47%
Levenmouth	2	7	2	17	28	1.38%
St Andrews	43	40	25	555	663	32.71%
Taycoast	4	7	5	43	59	2.91%
West Villages	1	5	1	26	33	1.63%
Grand Total	95	145	89	1,698	2,027	100.00%
Letting Type %	4.69%	7.15%	4.39%	83.77%	100.00%	

Source: Fife Council STL System September 2024

Summary of the STLs in Fife:

- 84% are Secondary Lets
- 16% are Home Share and/or Home Let
- 35% of all STLs located in Largo & East Neuk LHS Area
- 33% of all STLs located in St Andrews LHS Area
- 4.8% of STLs registered as an empty home
- 3.2% of STLs are HMO premises
- 19.8% of STLs are private landlord premises
- 5.4% of STLs are second home premises
- 30.5% of STLs are on non-domestic rates and not council tax

3.2 From the 2,027 STL licences, 619 are listed as non-domestic (NDR) self-catering units, 65 are HMO Licensed premises (all in St Andrews) and 110 are second homes (with 84 in Largo and East Neuk and 18 in St Andrews), 98 empty homes and 402 with landlord registration (212 in St Andrews). This shows the premises may be used for multiple purpose.

3.3 The STL licenced premises can accommodate up to 11,549 visitors to Fife, with 79% of licences for an occupancy of 1 to 6 guests, providing 60% of the overall occupancy.

Table 3: Full Licence and Occupancy

Occupancy	Total Occupants	% Occupants	Full Licence	% Full Licence
1 to 6	6,942	60.11%	1,599	78.89%
7 to 10	2,810	24.33%	335	16.53%
11 to 20	1,047	9.07%	74	3.65%
More than 20	750	6.49%	19	0.94%
	11,549	100.00%	2,027	100.00%

3.4 To accommodate the Women's Golf Open in August 2024 with an anticipated influx of visitors, applications were accepted for temporary exemptions. Seventeen applications were received and 14 issued, 3 were withdrawn as applicants had applied for a full licence.

4.0 Licence Compliance and Enforcement

4.1 Protective Services check applications for compliance in relation to mandatory conditions and documentation including Gas Safety, Electrical Installation Condition Report (EICR) and Portable Appliance Testing Report. Further property checks are undertaken through a desk-top exercise in relation to complaints and building warrants. 10% of properties are inspected in line with the agreed STL Policy. Feedback from Protective Services confirm premises are generally of a high standard.

4.2 Legislation provides the licensing authority with options for enforcement action as required and outlined below:

- Serve enforcement notices to require licence holder to take action to put right any condition that has been breached
- Include additional licence conditions
- Vary, suspend, or revoke a licence
- Pursuance of prosecution in respect of an offence under Civic Government (Scotland) Act 1982

The council will work with hosts and operators to meet the required standards of compliance.

- 4.3 Additionally, consultation is required with Scottish Fire and Rescue Service (SFRS) and Police Scotland. Police Scotland undertake a fit and proper test for every application. Police Scotland are piloting a national standardised form for 'fit and proper' checks.
- 4.4 The council may charge a fee for licenced premises for a failure to comply with licence conditions or a complaint relating to the premises which is based on an officer hourly rate. Where a fee is charged for a visit, the council must provide a report of the findings to the licence holder within 28 days of the inspection. Where a report is not provided within 28 days of the inspection, the council must refund the fee charged to the licence holder.

5.0 Unlicenced Premises

- 5.1 Enforcement in relation to unlicensed premises lies with Police Scotland. It is a criminal offence punishable by a fine to operate a STL without a licence.
- 5.2 The licence fee is not permitted to include activity related to the enforcement of unlicenced premises. The Fife Council approach is to engage with hosts and operators to encourage a licence application for prospective STL premises.

6.0 Licence Fee Proposals

- 6.1 Fee structures are required to recover establishment and running costs of the licensing scheme. Licence fees are set to cover the costs of administration and risk-based inspection to allow for the management of the Scheme.
- 6.2 Each council is responsible for setting the appropriate fee for each licence type, this means that all local authority fees vary depending on the licence type, period of licence and the inspection regime adopted.
- 6.3 In September 2022, Cabinet Committee approved the STL Fee structure for Fife. Fife Council fees vary from £264 (1-2 occupants) to £518 (19-20 occupants) for a three-year licence.
- 6.4 The resource required to administer the scheme has been reviewed in line with our experience of operation. This has identified areas where resources may have been underestimated.
- The Scottish Government asked local authorities to promote and implement online application to ensure fees were kept to a minimum. Experience from operating the scheme indicates that a lower number of anticipated online applications were submitted. Paper applications impact on additional time and resources to manage these applications.
 - Experience of running the scheme indicates a higher than anticipated time spent supporting applicants to complete and validate applications. It has been clear that a number of operators submitted applications without the required certification in order to meet the deadline of 1 October 2023 to allow them to continue to operate.
 - Data is now available on the number of licence applications and the additional capacity to administer licence compliance through 10% risk-based inspections and other methods.

- 6.5 A review of the financials has identified that, based on the current licence fee over a three-year cycle, the STL fee income generated by the current fee structure will fall short of the estimated service costs by around £0.119m. Future volume of licences and mix of property sizes are hard to predict due to the short length of time the scheme has been in operation. However, the expected volume of applications within the three-year licensing cycle does not generate sufficient income to cover expected costs.
- 6.6 The opportunity to address the projected deficit in funding is through either increasing fees or reducing costs. Resource requirements have been reviewed and efficiencies and adjustments considered including teams working across licencing functions. There is no proposal to reduce costs by revisiting the policy of undertaking fewer risk-based inspections, as the inspections ensure premises meet the required standards. Renewal applications will continue to be inspected and over the course of licencing a knowledge base of the standards will grow. Therefore, it is recommended that fees are increased to mitigate the projected gaps.
- 6.7 The fee structure has been updated to reflect the new licence requirements under the 2024 Act for the powers enabling the transfer of short-term let licences and the optional provisional licence as noted above in section 1.8.
- 6.8 The revised STL fee proposals are shown below by number of guests for each licence type:

Table 3: Proposed Fee Structure by no of Guest and Licence Type

No of Guests	Temporary Exemption Previous	Temporary Exemption New Fee	Temporary Licence Previous	Temporary Licence New Fee	Full and Renewal Licence Previous	Full, Renewal and Provisional Licence New Fee
1 - 2	£190	£195	£215	£246	£264	£295
3 - 4	£190	£195	£243	£305	£292	£354
5 - 6	£190	£195	£272	£364	£320	£413
7 - 8	£190	£195	£300	£423	£348	£472
9 - 10	£190	£195	£328	£482	£377	£531
11 - 12	£195	£200	£356	£541	£405	£590
13 - 14	£195	£200	£385	£600	£433	£649
15 - 16	£195	£200	£413	£659	£461	£708
17 - 18	£195	£200	£441	£718	£490	£767
19 - 20	£195	£200	£469	£777	£518	£826

Where hosts and operator have a greater occupancy than those noted above the charge for each 1-2 additional guests is £59; 3-4 additional guests would be £118; 5-6 additional guests would be £177 and so on. (Excluding Temporary Exemptions)

- 6.9 In addition, the fee for a transfer application follows a similar process to the variation of a licence and it is proposed the same fee of £75 applies which has been previously approved at cabinet.
- 6.10 Based on modelling licence applications received at September 2024, the proposed fee structure would generate £824,762 over a three-year cycle. This is sufficient to cover costs based on current cost estimations and 10% of properties being inspected. Charges will increase each year in line with the council's fees and charges policy to ensure inflating costs are covered by increasing income.

- 6.11 The recommended fee increase will ensure income and expenditure for STL licensing within a ring-fenced account is sufficient to cover costs. It will provide appropriate charging to hosts and operators for STL services and cover resource requirements from Housing, Protective and Legal Services. The proposed fee structure compares favourably against other STL schemes.

Table 4: Highest and Lowest Fees for a Secondary Let Full Licence

Secondary Let (3-year Licence)	Fife	Other LAs
Lowest Fee	£295 (1-2 Occupancy)	£389 (Local Authority Average) £189 for up to 3 bedrooms, for a 3-year licence. £208 for more than 3 bedrooms, for a 3-year licence.
Highest Fee	£826 (19-20 Occupancy)	£943 (Local Authority Average) £5,264 for an occupancy of 16-24 for 1-year licence £3,100 for an occupancy of 13+ for a 3-year licence

- 6.12 It is proposed to implement the revised charges following Cabinet approval. Income and expenditure will be monitored annually within the context of a ring-fenced account. Should the gap between income and costs change to any significant extent over time, recommendations for alternative charges will be brought back to Cabinet Committee.

7.0 Short-term Let Control Areas

Establishing Short-term Let Control Areas

- 7.1 At present, planning permission is only required for the use of a residential property as a STL if a material change occurs. Currently this is determined on a case-by-case basis. Typically, this would include flatted properties with shared entrances being used as a STLs, requiring planning permission in most instances.
- 7.2 The purpose of control areas is to ensure that all material changes of dwellinghouses to use for the purpose of short-term letting are brought within the scope of the planning system, without the need to consider if a particular change is, or is not, a material change. Put simply, within a short-term let control area (STLCA) all dwellinghouses used for secondary letting (the letting of property where you do not normally live as your primary residence, for example, a second home that is let to guests) will require planning permission to operate as a STL; allowing appropriate regulatory powers to balance the needs and concerns of the community with wider economic and tourist needs. However, if a dwellinghouse has been used for secondary letting in a consistent manner for 10 or more years and no planning permission has been granted in that time, it would be more appropriate to regularise that operation by obtaining a [Certificate of Lawfulness of Existing Use or Development](#) to continue operating it as such.
- 7.3 Seeking to manage STLs through the planning system has limitations and risks including:
- The scope of the STL regulations is, by definition, restricted to STLs and may not impact on the numbers of second homes, empty homes, or purpose-built holiday accommodation;
 - STLs contribute to the operation of the tourism industry, which is a significant economic driver in some parts of Fife and is a sector which is still recovering from the Covid pandemic; and

- A STLCA may not result in the release of significant numbers of residential properties back onto the market, as there is no guarantee that any STLs which are refused planning permission will not simply revert to being a second home.

7.4 A STLCA is not a moratorium on STLs; it introduces a requirement for all STLs within the Control Area to apply for planning permission. As noted in paragraph 1.5/1.6, above, the Court opinion issued in the judicial review of the CEC's approach confirmed that the legislation should be read as applying only to a proposed future change of use and does not apply retrospectively.

Legislative Context

7.5 Section 26B of the Town and Country Planning (Scotland) Act 1997, as amended, allows planning authorities to designate all or part of their area as one or more short-term let control area. Planning authorities are not under a statutory duty to designate control areas and may choose not to do so.

7.6 The purpose of control areas is to:

- Help manage high concentrations of secondary letting (where it affects the availability of residential housing or the character of a neighbourhood);
- Restrict or prevent STLs in places or types of building where it is not appropriate; and
- Help local authorities ensure that homes are used to best effect in their areas.

7.7 The Town and Country Planning (Short-term Let Control Areas) (Scotland) Regulations 2021, implemented on 1 April 2021, and The Town and Country Planning (Short-term Let Control Areas) (Scotland) Amendment Regulations 2022, which came into force on 1 March 2022, set out the scope and process for designation; Scottish Government Planning Circular 1/2023: Short-term Lets and Planning sets out guidance on establishing a control area.

Development Plan Policy

7.8 The fourth National Planning Framework (NPF4) approved in February 2023, along with Fife's Local Development Plan (FIFEplan), forms the statutory development plan against which any planning applications for proposed STLs are determined. NPF4 Policy 30 (Tourism) places further controls on potential STLs setting out at paragraph (e) that development proposals for the reuse of existing buildings for short term holiday letting will not be supported where the proposal will result in:

- i. an unacceptable impact on local amenity or the character of a neighbourhood or area; or
- ii. the loss of residential accommodation where such loss is not outweighed by demonstrable local benefits.

7.9 As with all policies in development plans, this policy should be considered in terms of the wider policy objectives and should be balanced against other policies that might be material to any particular case.

Short-term Letting in Fife

7.10 Through various consultations carried out by Housing Services and anecdotal evidence from communities, it has become evident that communities (particularly in North East Fife) are becoming increasingly concerned that the increase in STLs over recent years is impacting on the availability and affordability of housing locally and is having a secondary impact on jobs, services, and business opportunities. However, STLs are also an

important part of the visitor economy, encouraging spend locally. This reflected the findings from research commissioned by the Scottish Government in 2019 into the [impact of short-term lets on communities across Scotland](#), which considered North East Fife as a case study.

- 7.11 In Fife in 2023, STEAM report data highlighted visitor days in non-serviced accommodation (most of which will be STLs), was 2.8% higher than in 2022, and is now 7.7% higher than in 2019 before the pandemic. This created an economic benefit of £106.07m, almost 2% higher than in 2022, and accounted for 913 jobs in the sector. Visitor numbers rose by 10.5% over the same period. The greater share of the market for non-serviced accommodation is in the North East Fife area, where visitor days to non-serviced accommodation rose by 6.2% from 2022 to 2023, and economic impact rose by 19.8% (see table 5 below).

Table 5: Value of Tourism in North East Fife

		Staying in Paid Accommodation					
		Serviced			Non-Serviced		
		2023	2022	+/- %	2023	2022	+/- %
Visitor Days	000s	135.22	139.85	-3.3%	705.20	663.78	+6.2%
Visitor Numbers	000s	110.91	76.49	+13.2%	129.60	114.50	+13.2%
Economic Impact	£M	27.68	24.98	+10.8%	59.75	49.88	+19.8%
Direct Employment	FTEs	288	297	-3.0%	603	593	+1.8%

Source: STEAM Report 2023

- 7.12 It is essential that any control area policy framework balances the positive contribution of STLs to the tourism sector and local economies, against the potential adverse impacts on the character and amenity of areas and the impact of further reducing the supply of permanent housing for local people.
- 7.13 A control area would not operate as a complete ban on STLs, rather as a means of limiting new permissions to those areas where the loss of the residential property is outweighed by the economic benefit to the local community as required by NPF4.
- 7.14 A STLCA will have no effect on the numbers of existing STL businesses operating before the control area was introduced. Also, it cannot control second homes which are equally prevalent in some areas such as North East Fife. In some circumstances, second homes often make much less of a contribution to the local economy. They are not the owner's primary residence and are likely to lie empty for large periods of the year rather than STLs which are often occupied by visitors to the area throughout the year.

Demonstrating Need for Designation of Short-term Let Control Areas

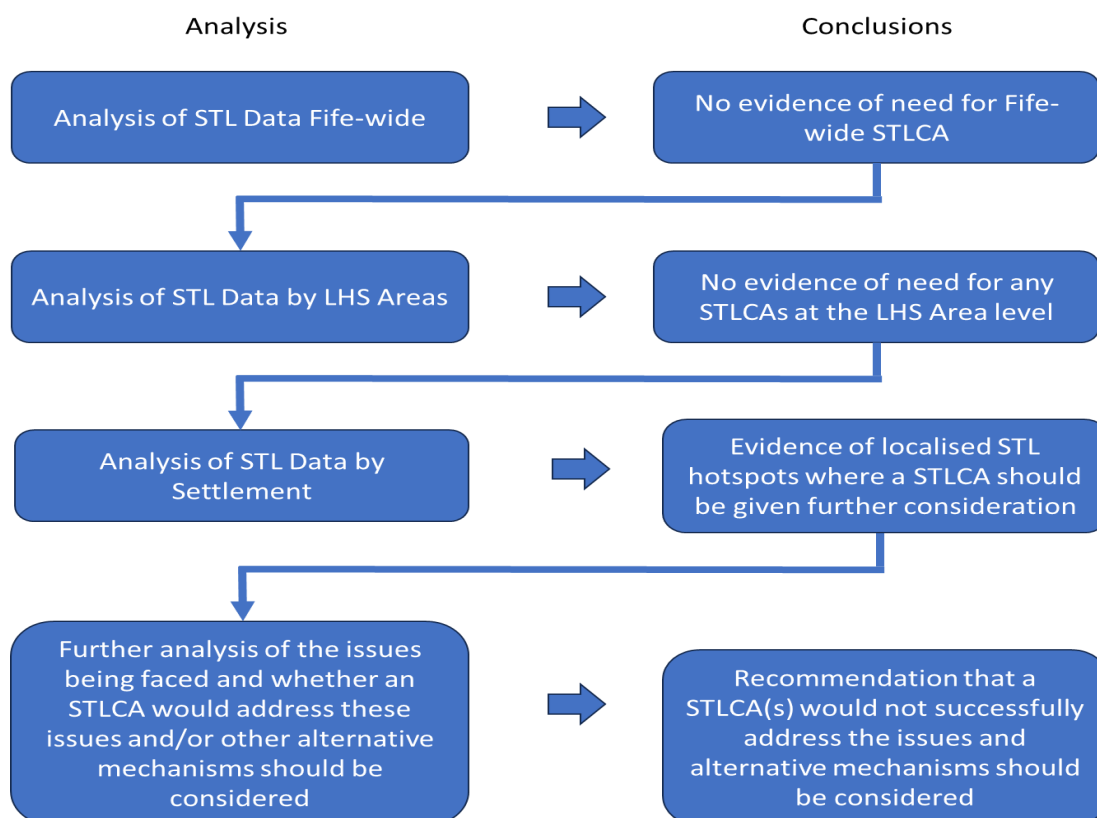
- 7.15 To designate a STLCA, the planning authority is required to prepare a Statement of Reasons for designation and submit this to Scottish Ministers for approval. The newly revised Planning Circular which supports the regulatory framework indicates factors that Planning Authorities may wish to consider when assessing the need for a control area. Those most relevant to areas of Fife are:

- A lack of affordable and appropriate housing for local residents, perhaps indicated by a high share of sale volumes to, and high prices paid by non-residents; and
- A detrimental impact on local amenity, with some businesses, schools or other services that serve, and are reliant on, permanent residents closing or relocating.

7.16 The impact of STLs on any lack of affordable or appropriate housing for local residents and any detrimental impacts on amenity are considered in more detail in Appendix 1. An analysis of affordability across Fife has been carried out by Housing Services [Affordability study](#). The affordability study considers the operation of housing markets at a Local Housing Strategy (LHS) area level as well as the settlements in Fife where there is a high concentration of short-term lets. It considers house prices, volume of sales, rents, incomes and various other factors to determine affordability for different tenures of housing across various parts of Fife.

7.17 As highlighted above, the control areas are restricted to STLs only and may not impact on the numbers of second homes, empty homes, or purpose-built holiday accommodation. However, STLs cannot be looked at in isolation. It is important to firstly identify all properties which are not available to meet local need to quantify the scale of the overall problem and then identify the specific impact of STLs. Appendix 1 highlights the analysis undertaken to identify the quantity of permanent housing stock lost to tourist accommodation, resulting specifically from STLs. As outlined in Figure 1, analysis was undertaken at three different geographies to ensure any more localised STL hot spots could be identified.

Figure 1: Analysis Undertaken to Identify the Quantity of Housing Stock Lost to Tourist Accommodation Resulting from STLs



7.18 In addition to the geographical analysis of the quantity of STLs in Fife, Appendix 1 considers the impact of STLs on any lack of affordable and appropriate housing for local residents and detrimental impacts on amenity. The designation of a STLCA(s) would not significantly help meet the existing level of housing demand need in Fife and it is unlikely that it would result in many more houses coming forward for affordable means. This

need would be better addressed through the range of housing outcomes that will be set out within the emerging [Housing Emergency Action Plan](#) and existing [Local Housing Strategy 2022-2027](#); linking with the development plan process in assessing housing requirements and ensuring a generous supply of land for housing in areas where the need is greatest. Through the existing development plan, planning policies are in place in NPF4 and the LDP which require the delivery of affordable housing from all new housing developments in Fife.

- 7.19 Through the review of the existing local development plan, LDP2, will consider further support to increase the supply of affordable housing and place restrictions on new build housing to prohibit their use as STLs if they do not meet specific criteria. Policy will further examine preventing the loss of houses specifically provided under the Council’s affordable housing policy. It is considered there is no requirement for additional policies to address STL amenity issues. Such amenity issues in Fife are minimal and where impacts of STLs on local amenity are identified, these can be addressed through the existing licencing scheme.

8.0 Governance

- 8.1 The Housing Decision Panel (HDP) is composed of senior officers of the council, resourced with a Legal Advisor. It is not a statutory body. The HDP will decide on applications where there are five or less valid representations (that is, notes of opposition to the granting of a licence).
- 8.2 Where six or more valid representations are received, the decision to refuse or grant a licence will be made by the Regulation and Licensing Committee. Currently the HDP meets around monthly to review the cases and make licence decisions.

Table 6: Housing Decision Panel and Regulation and Licencing Committee caseload

Regulation Board	Granted	Refused	Deferred	Awaiting Decision	Total
Housing Decision Panel	34	0	0	3	37
Regulation & Licensing Committee	3	0	0	1	4
TOTAL	37	0	0	4	41

9.0 Review

- 9.1 It is recommended that a further review of the STL Licensing scheme is presented after three years of operation in late 2025.

10.0 Conclusions

- 10.1 This report invites Mmembers to note the progress made on the implementation of the licensing of short-term lets from 1 October 2022 in line with legislative requirements and the plans for further review at three years post implementation.

- 10.2 Proposals have been developed to amend the structure and charges for STLs, aligned to the requirements of Scottish legislation and guidance. The proposed revised fee structure reflects full cost recovery of delivering the STL licensing scheme.
- 10.3 It is considered that the range of actions that will be set out within the emerging Housing Emergency Action Plan and the existing Local Housing Strategy will have a greater impact on addressing homelessness and providing permanent, affordable housing to help satisfy local need than any control area designation. In addition, the review of the Local Development Plan (LDP2) will identify land to meet the assessed needs and demand for affordable and market housing in each housing market area.
- 10.4 Through the affordability study, it is evident a range of factors have influenced some of the higher house prices and private rental charges across the St Andrews and Largo & East Neuk LHS areas, but it is not possible to identify a primary reason for this. The data available is limited and there is no robust data to tie affordability issues to STLs; a number of factors need to be taken into consideration when looking at ineffective stock.
- 10.5 Evidence does not exist to show conclusively that issues such as a fall in school rolls, loss of retail floor space and local businesses is as a result of an increase in STLs. It is possible that STLs and second homes could be a factor, but statistically it is too weak to be able to demonstrate any direct correlation. There are many contributing factors such as a declining birth rate and aging population; changing nature of retail shopping and economic decline as an impact of the recent pandemic and cost of living crisis.
- 10.6 It is considered, therefore, that a control area would not provide the answers or a definitive solution to the issues faced. It would not significantly address the demand and housing need or result in many more houses coming forward for affordable means. A STLCA could only be applied to a proposed material future change and does not apply retrospectively. Therefore, the existing businesses that have applied for a STL licence would not be required to apply for retrospective planning permission unless further material changes have occurred since they started operating in the first instance and so the conclusion is that a STLCA would have a minimal impact on existing STLs.
- 10.7 In areas where the numbers of STLs are greatest, there are other types of properties which have a greater impact on the loss of housing stock (second homes and HMOs). A STLCA would have no impact on the numbers of second homes or HMOs. These are currently regulated through other means such as Council Tax on Second Homes and the HMO Overprovision policy (see Appendix 1).
- 10.8 Local authorities are not under a duty to designate control areas and may choose not to do so. Whilst it is acknowledged there is a relatively high percentage of STLs in Elie & Earlsferry, from the data gathered, there is insufficient evidence available which demonstrates the need to designate a STLCA and that such a designation would address the current issues experienced. As this report and accompanying short-term let analysis highlights, future actions would be better focused on the range of housing outcomes that will be set out within the emerging Housing Emergency Action Plan and existing [Local Housing Strategy 2022-2027](#); linking with the development plan process in assessing housing requirements. This will ensure a generous supply of land for local and affordable housing in areas where the need is greatest. In addition, although minimal, where impacts of STLs on local amenity are identified, these can be addressed through the existing licencing scheme.

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Lindsay Thomson, Head of Legal and Democratic Services
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Pam Ewen, Head of Planning Services

List of Appendices

1. Demonstrating Need for Designation of STLCA(s)

Background Papers

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

- [National Planning Framework 4](#)
- [Town and Country Planning \(Scotland\) Act 1997](#)
- [The Town and Country Planning \(Short-term Let Control Areas\) \(Scotland\) Regulations 2021](#)
- Scottish Government [Planning Circular 1/2023: Short-term Lets and Planning](#)
- [Muirhead and Another v City of Edinburgh Council \[2023\] CSOH 86 \(Short-term Lets Control Areas\)](#)
- [Averbuch and Others v City of Edinburgh Council \[2023\] CSOH 35 \(Short-term Lets Licencing Policy\)](#)
- [People, Communities and Places: Research into the impact of short-term lets on communities across Scotland.](#)
- [The Civic Government \(Scotland\) Act 1982 \(Licensing of Short-term Lets\) Order 2022 \(legislation.gov.uk\)](#)
- [The Civic Government \(Scotland\) Act 1982 \(Licensing of Short-term Lets\) Amendment Order 2024](#)
- [Cabinet Committee Papers 22nd September 2022](#)
- [Cabinet Committee Papers 9th March 2023](#)

Scottish Government Short-term Let Guidance (2024):

- Part 1 <http://www.gov.scot/ISBN/9781836017370>
- Part 2 <http://www.gov.scot/ISBN/9781836017394>

Fife Council Short-term Let Policy and publications:

- [Short-term Lets Licence | Fife Council](#)

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Demonstrating Need for Designation of a Short-term Let Control Area(s)

Scottish Government Circular 1/2023 sets out guidance on establishing a control area indicating factors that Planning Authorities may wish to consider when assessing the need for a control area. Those most relevant areas are:

- a lack of affordable and appropriate housing for local residents, perhaps indicated by a high share of sale volumes to, and high prices paid by non-residents; and
- a detrimental impact on local amenity, with some businesses, schools or other services that serve, and are reliant on, permanent residents closing or relocating.

These key factors are discussed in more detail below but firstly the research undertaken had to establish the percentage of “housing stock” lost to tourist accommodation.

Establishing percentage of housing stock lost

Planning and Housing Services have worked together to carry out research into the various data sets the Council currently holds to ascertain the impacts that tourist accommodation (including STLS) is having on the available housing stock. Council Tax and Assessors data was reviewed to establish a baseline of the total number of houses in an area (the all tenure figure) then the number of homes classed as “STLs”, “second homes”, “Houses in Multiple Occupation” (HMOs) and “empty homes” were extracted. This established the percentage of permanent “housing stock” lost to tourism accommodation. Table 1 below shows the breakdown of tenure by LHS areas as of September 2024.

At a Fife-wide basis, STLs account for 1% of all residential housing stock and so do not highlight the need for a Fife-wide STLCA. When analysing STLs by Local Housing Strategy (LHS) geography data, only two areas show a percentage of STLs being greater than 1% of the total residential stock with the majority being under 0.5%. The data shows that STLs are most prevalent in the Largo & East Neuk (8.13%) and St Andrews (5.41%) LHS areas.

Interactive mapping which shows all STLs, Second Homes, HMOs and Empty Homes across Fife is available [here](#).

Table 1: Breakdown of Tenure by LHS Areas

LHS AREA	All Tenure	All STLs	Second Homes	Empty Homes	HMO	Fife Council Stock	Private Landlord
COWDENBEATH	17,246	0.13%	0.28%	0.78%	0.05%	27.86%	7.78%
CUPAR & HOWE	10,707	1.04%	0.79%	1.49%	0.07%	13.40%	10.41%
DUNFERMLINE	44,069	0.54%	0.42%	0.95%	0.09%	10.45%	10.52%
GLENROTHES	23,137	0.16%	0.29%	0.87%	0.08%	19.84%	10.64%
KIRKCALDY	35,561	0.33%	0.48%	1.25%	0.10%	22.42%	11.04%
LARGO & EAST NEUK	8,848	8.13%	8.87%	2.67%	0.00%	8.67%	9.83%
LEVENMOUTH	17,557	0.16%	0.51%	1.34%	0.06%	25.08%	10.63%
ST ANDREWS	12,249	5.41%	1.65%	1.92%	8.53%	8.84%	25.64%
TAYCOAST	6,528	0.90%	1.21%	1.88%	0.00%	9.36%	10.43%
WEST VILLAGES	8,160	0.40%	0.51%	1.15%	0.01%	9.68%	6.75%
Grand Total	184,062	1.10%	0.96%	1.24%	0.63%	16.88%	11.19%

Source: Fife Council data (Assessors & Housing Services) September 2024

More detailed analysis was undertaken at a settlement level across Fife to ascertain if analysing at a LHS Area level had diluted or masked more localised STL hot spots. A concentration of STLs of more than 10% was used as a measure of representing a ‘high concentration of secondary letting’. The findings showed that only one area in Fife had a percentage of STLs being greater than 10% of the total residential stock; Elie & Earlsferry has the highest percentage of Secondary Let STLs at 18.64%. It should be noted, that this figure includes properties listed as non-domestic rates. If these business properties were removed to only show council tax registered properties, then this figure would be much lower at 12.72%. Additionally, this figure is much lower than the number of second homes within Elie & Earlsferry which, at 37.53%, have a greater impact on the availability of housing in the local area. As expected, the percentage of HMO properties in St Andrews (14.58%) has more

of an impact on the availability of housing stock in the town than STLs (6.37%) (5.07% if only looking at council tax registered properties).

A breakdown of the tenure split is shown in table 2 below:

Table 2: Breakdown of Tenure by Settlement

Settlement	All Tenure	STL (Secondary Lets)	Second Homes	Empty Homes	HMO	Private Landlord	Non-domestic Rates
Elie & Earlsferry	778	145 (18.64%)	292 (37.53%)	38 (4.88%)	0	23 (2.96%)	53(6.81%)
St Andrews	7124	454 (6.37%)	139 (1.95%)	136 (1.91%)	1039 (14.58%)	2553 (35.84%)	108 (1.52%)

Source: Fife Council Housing Services STL & HMO Register, September 2024

It should be noted that not all properties are purely used as STLs. Some have other additional uses (see table 3 below). It is important to be aware of this as a STLCA will be unable to control these additional uses.

Table 3: Secondary STLs with Additional Uses

Settlement	STL (Secondary Lets)	Non-Domestic Rates	HMO	Second Home	Empty Homes	Private Landlord
Elie & Earlsferry	145	46	0	42	4	3
St Andrews	454	93	64	16	17	201

Source: Fife Council Housing Services STL & HMO Register, September 2024

Whilst it is important to identify the quantity of all housing stock lost to tourist accommodation to provide a context, as a STLCA would have no impact on the numbers of second homes or HMOs, these additional uses (which also contribute to the housing lost to tourism accommodation) have to be removed to allow the impact of specifically STLs to be analysed.

The quantity of housing stock lost to tourist accommodation is an important factor to consider when identifying if a STLCA(s) is appropriate but not the only factor that should be considered. The lack of affordable housing for local residents and any detrimental impacts on local amenity must also be assessed.

Lack of affordable and appropriate housing for local residents

An analysis of affordability across Fife has been carried out by Housing Services [Affordability study](#). The affordability study considers the operation of housing markets at a Local Housing Strategy (LHS) area level as well as the settlements in Fife where there is a high concentration of STLs. It considers house prices, volume of sales, rents, incomes and various other factors to determine affordability for different tenures of housing across various parts of Fife.

Through the study, it is evident a range of factors have influenced some of the higher house prices and private rental charges across the St Andrews and Largo & East Neuk LHS areas, but it is not possible to identify a primary reason for this. The data available is limited and there is no robust data to tie affordability issues to STLs; a number of factors need to be taken into consideration when looking at ineffective stock.

Across all LHS areas, findings suggest that a larger proportion of households can afford to purchase a property at a lower quartile house price than those that are able to afford to rent privately. This is providing that purchasers can afford the initial deposit. This reinforces the affordability challenges within the private rented sector, which has a direct impact on the requirements for social housing. It is apparent, high private rental charges place more pressure on the social rented sector, which can lead to demands for more affordable housing across the local authority area to address housing need.

The combined Housing Need and Demand Assessments for Fife indicate 2,392 households are in existing housing need and require social rented housing to meet that need. The designation of a STLCA(s) would not significantly help meet the existing level of housing demand need in Fife; it is unlikely that it would result in many more houses coming forward for affordable means. This need would be better addressed through the range of housing outcomes that will be set out within the emerging [Housing Emergency Action Plan](#) and existing [Local Housing Strategy 2022-2027](#); linking with the development plan process in assessing housing requirements and ensuring a generous supply of land for housing in areas where the need is greatest.

Fife Council declared a Housing Emergency on 21st March 2024 and will work with partners to bring forward a Housing Emergency Action Plan to a later Cabinet Committee. This Action Plan will supplement and accelerate actions already agreed with a focus on tackling homelessness and continuing to deliver affordable housing in areas with the greatest need.

Through the existing development plan, planning policies are in place in NPF4 and the LDP which require the delivery of affordable housing from all new housing developments in Fife. The review of the existing local development plan, LDP2, will consider further support to increase the supply of affordable housing and place restrictions on new build housing to prohibit their use as STLs if they do not meet specific criteria. Policy will further examine preventing the loss of houses specifically provided under the Council's 'affordable housing' policy.

It is considered that the range of actions that will be set out within the emerging Housing Emergency Action Plan, the existing Local Housing Strategy and the forthcoming LDP will have a considerably greater impact on addressing homelessness and providing permanent, affordable housing to help satisfy local need than a control area would.

Detrimental impact on local amenity

Impacts on amenity in Fife are minimal compared to cities such as Edinburgh but there are still cases where STL properties can have an adverse impact on neighbouring residents, especially with noise and disruption in flatted properties with shared access. To address this, there is now a requirement that planning permission will be required for all STLs located in flatted properties with a shared entrance. Planning Services work closely with Housing and Protective Services on these matters, using existing measures to enforce any issues that arise. Any issue with anti-social behaviour or safety relating to a STL can be addressed through the licencing scheme.

Evidence does not exist to show conclusively that issues such as a fall in school rolls, loss of retail floor space and local businesses is as a result of an increase in STLs. It is possible that STLs and second homes could be a factor, but statistically it is too weak to be able to demonstrate any direct correlation. There are many contributing factors such as a declining birth rate and aging population; changing nature of retail shopping and economic decline as an impact of the recent pandemic and cost of living crisis.

Therefore, it is considered there is no requirement for additional policies to address STL amenity issues. Such amenity issues in Fife are minimal and where impacts of STLs on local amenity are identified, these can be addressed through the existing licencing scheme.

Second Homes, HMOs and Empty Homes

As noted above, the scope of the STL regulations is, by definition, restricted to STLs and may not impact on the numbers of second homes or HMOs which are more prevalent in Largo & East Neuk and St Andrews. These are currently regulated through Council Tax on Second Homes and the HMO Overprovision policy.

In total, 1,758 homes within Fife are listed as second homes; which represents around 0.96% of the total housing stock. The largest concentration of second homes is in the Largo & East Neuk LHS area (8.87%). The spatial distribution and clustering of second homes is mapped [here](#).

Legislation was introduced allowing Councils the power to increase Council Tax charges from 100% to 200% for all dwellings classified as Second Homes; this took effect in Fife from 1st April 2024. Funding received from Second Home Council Tax has been committed to affordable housing projects; the additional income expected to be generated through this policy change will assist with further enhancing Scottish Government funding programmes for affordable housing projects. Since this was introduced, £26.8m has been collected in Fife between 2005/06 and 2022/23, with a further estimated £1.1m expected to be generated each year from 2023/24 – 2028/29. Much of this has been and will continue to be allocated to support affordable housing projects.

There are currently 1,165 premises listed as HMOs in Fife, the spatial distribution and clustering of HMOs is mapped [here](#). HMOs are a key element of the private rented sector, which itself plays a significant role in meeting housing needs. The demand for HMO accommodation is particularly high in St. Andrews compared to most other parts of Fife. This high demand is linked the accommodation needs of St Andrews University Students. The number of HMOs in St Andrews LHS Area is 1,045. However, within the St Andrews Ward this number is 1,042 which is relevant in relation to the HMO Overprovision policy.

A moratorium on HMOs was introduced under planning policy to achieve a balance between the competing demands for accommodation and the need for a balanced community. However, research by North Star Consulting & Research suggested that the increase in the number of HMOs in St Andrews was not having the desired impact and a new approach under Housing policy, an over provision policy, was agreed and implemented in April 2019 [Overprovision.pdf \(fife.gov.uk\)](#)

Across Fife there are 2,282 empty homes (empty longer than 6 months); the spatial distribution and clustering of empty homes is mapped [here](#). Fife Council's Empty Homes service has been in place since 2014 which primarily offers advice and assistance to owners in bringing their long-term empty properties back into use. An overview of the 142 empty homes brought back into use over the last 3 years is included in Appendix 2 of the Strategic Housing Investment Plan ([SHIP](#)).

Summary & Conclusions

In order to determine the impacts of STLs in Fife, and the need for any potential STLCA(s), the number and location of applications received for the STL Licencing Scheme were analysed to identify the housing stock lost to tourism accommodation. The total STLs in Fife account for only 1% of all residential units. In reviewing the purpose of control areas, such a low level of STLs across Fife would therefore not require a Fife-wide STLCA (as a control area would be used to manage a high concentration of secondary letting). Whilst the data confirms that there is no need for an authority-wide STLCA, it was important to analyse the number of STLs in smaller geographies, as only assessing on a Fife-wide basis could dilute or mask more localised STL hot spots.

More localised analysis was undertaken using Local Housing Strategy Areas (see Table 1). The results of this analysis concluded that:

- in all Local Housing Strategy Areas, STLs represent less than 10% of the total residential units in each area; and

- STLs in only 2 Local Housing Strategy Areas total greater than 1% of the total residential units (Largo & East Neuk 8.13% and St Andrews 5.41%)

Using concentrations of STLs of less than 10% as a measure of not representing a 'high concentration of secondary letting', this analysis confirmed that, at the Local Housing Strategy Area level, there was no need for any STLCAs at this level of geography. However, as before with the Fife-wide analysis, there was a need to drill down further to ensure that more localised STL hot spots were not being masked or diluted at the Local Housing Strategy Area level.

Further analysis was undertaken at settlement level (see Table 2) using the settlements as defined and mapped in the Adopted Fife Local Development Plan 2017 (FIFEplan). This identified one area (Elie & Earlsferry) where, at the settlement level, the number of STLs was greater than 10% of the total residential stock. Whilst it is acknowledged that there is a relatively high percentage of STLs in these settlements, from the data gathered, there is insufficient evidence available which demonstrates the need to designate a STLCA(s) and that such a designation would significantly address the current issues experienced.

It is considered that this range of actions set out within the emerging Housing Emergency Action Plan, the existing Local Housing Strategy and the forthcoming LDP will have a considerably greater impact on addressing homelessness and providing permanent housing to help satisfy local need than a control area would.

In addition to the geographical analysis of the quantity of STLs in Fife and the amount of housing stock lost to tourism accommodation, the impact of STLs on any lack of affordable or appropriate housing for local residents and any detrimental impacts on amenity were considered. While a social rented housing need for Fife can be identified, the creation of a STLCA(s) will not help deliver additional affordable housing to meet that level of need. Alternative mechanisms such as the Local Housing Strategy and the Local Development Plan are better placed to deliver on affordable housing priorities and ensure a generous supply of land for housing in areas where the need is greatest. Turning to amenity issues, the research further concluded that in the context of Fife, the detrimental impact of STLs on local amenity is minimal and, where there are issues, existing processes are already in place to manage these.

As the information presented above highlights, it is considered that the range of actions that will be set out within the emerging Housing Emergency Action Plan and the existing Local Housing Strategy will have a considerably greater impact on addressing homelessness and providing permanent housing to help satisfy local need than any control area designation. In addition, the review of the Local Development Plan (*Fife's Place Plan*) will identify land to meet the assessed needs and demand for affordable and market housing in each housing market area. *Fife's Place Plan* will also look at the potential to further support increasing the supply of affordable houses and placing restrictions on new build housing which prohibits the use of new houses and flats as STLs if they do not meet specific criteria. Policy will also be looked at which prevents the loss of houses specifically provided under the Council's 'affordable housing' policy. Although minimal, where impacts of STLs on local amenity are identified, these can be addressed through the existing licencing scheme.

9 January 2025.
Agenda Item No. 7

Revenue Monitoring 2024-25

Report by: Eileen Rowand, Executive Director (Finance and Corporate Services)

Wards Affected: All

Purpose

The purpose of this report is to provide members with a strategic overview of Fife Council's finances and to report the current forecast position for 2024-25.

Recommendations

It is recommended that members:-

- (i) note the high-level financial position as detailed in this report;
- (ii) note that there are ongoing financial impacts and pressures which continue to be managed by Services with an element of protection from financial risk being accounted for centrally;
- (iii) instruct Directors to continue to mitigate overspends in order to manage within overall service budgets in the current year, and ensure strong financial management;
- (iv) approve the proposal to de-commit £6.214m of balances in order to bring the uncommitted balances closer to the policy minimum;
- (v) note that detailed monitoring reports will be submitted to the relevant Scrutiny Committees; and
- (vi) request that Scrutiny Committees ensure appropriate level of support and challenge in relation to financial reports.

Resource Implications

Whilst the current forecast presents an overspend of £10.658m in the current year, a decrease of £3.313m since the last report, some specific service underspends of £6.423m will immediately be committed to ensure certain conditions of funding are met next year. To account for the ring-fenced nature of the variances, commitments against balances have been updated accordingly, resulting in the level of uncommitted balances being £5.576m which is below the policy minimum of 2% over a three year rolling period. It is therefore proposed to de-commit £6.214m of balances which will increase uncommitted balances to £11.790m, in order to bring the uncommitted balances closer to the policy minimum.

The scale of financial pressures on the council linked to the considerable cost pressures and service overspends going forward remain substantial and uncertain. Some Services are managing large overspends and actions to minimise or mitigate these are currently being deployed.

Legal & Risk Implications

There are no direct legal implications arising from this report.

Impact Assessment

An EqIA is not required because the report does not propose a change or revision to existing policies and practices.

Consultation

None.

1.0 Background

- 1.1 This report reflects the decisions taken in respect of the Revenue Budget 2024-25 and the Capital Plan Review 2023-33. The report focuses on the overall financial position of the council commenting on significant financial issues which impact on the overall financial position of the council in the current financial year. Detailed explanations of forecast variances and analysis by Service is detailed in Appendices 1 to 4 of this report.
- 1.2 Directorates are taking action to reduce the levels of overspends and reductions in forecasted overspends can be seen across various services. However, a significant overall overspend is still expected with the majority attributed to Health and Social Care. The prolonged impact of higher inflation on all supply chains (notably energy, fuel, construction costs and other commodities) and employee costs continues to be a challenge.
- 1.3 More detailed financial reports will be presented to the relevant Scrutiny Committees as part of the council's wider scrutiny and performance management reporting arrangements. It is the role of the Scrutiny Committees to carry out in-depth scrutiny of the financial performance of functions within their remit.

2.0 Financial Overview – General Fund

Pay Award

- 2.1 The level of pay award for 2024-25 for all staff groups was agreed paid to staff in November. The council made provision for the pay award and the Scottish Government also made funding available of £77.5m to local authorities with a commitment to providing this on a recurring basis. Fife's share of this funding is £5.202m, with £1.159m of this being passed to the Health and Social Care Partnership. Service budgets have been increased accordingly and will be reflected in the next report to this committee.

Other pressures – Economic/Cost of Living Crisis

- 2.2 The economic situation continues to cause concern in terms of the financial repercussions of previous high inflation and continuing high interest rates. These pressures mean the council is already experiencing increased costs, most notably, energy costs along with others such as food, fuel, other commodities and large contracts.

- 2.3 The cost-of-living crisis continues to affect households and, as such, additional funding was set aside as a reserve to meet excess demand in any of the welfare funds administered by the Council.

2024-25 Revenue Budget

- 2.4 The current revenue budget of £1.110bn is shown in Appendix 1. Changes have been made to the budget since the last report reflecting allocation of commitments of general fund balances to Services. The table below details these changes:

Table 1 – General Fund – Revenue Budget Movement

	Total Expenditure £m
2024-25 Budget (August 2024)	1,102.463
- Council Tax - Second Homes	2.352
- Budgets Funded from/(to) Balances	4.870
Current 2024-25 Budget (October 2024)	1,109.685

2024-25 Annual Forecast

- 2.5 The current forecast suggests an overspend in the current year of £10.658m. This is a combined result of service overspends of £12.528m (1.22% of budgeted expenditure) and an underspend of £1.870m in Additional Items as shown in the Table 2 below:-

Table 2 – General Fund – 2024-25 Summarised Forecast Statement

	Annual Budget	Forecast	Variance	Variance excluding cfwd commitments
	£m	£m	£m	£m
Service Totals	1,023.407	1,035.936	12.528	18.951
Additional Items	86.278	84.408	(1.870)	(1.870)
Total Expenditure	1,109.685	1,120.343	10.658	17.081
Financing	(1,109.685)	(1,109.685)	0.000	0.000
CONTRIBUTION (TO) / FROM BALANCES	0.000	10.658	10.658	17.081

- 2.6 The overspend of £12.528m on service expenditure is partially offset by an underspend of £1.870m in Contingencies. The Contingencies underspend is due to additional General Revenue Grant received from the Scottish Government and is offsetting a degree of overspend in services. It should be noted that £11.435m of the £12.528m overspend relates to the Health and Social Care Partnership, which equates to 91% of the service overspend.
- 2.7 Whilst the forecast position for the year is an overspend of £10.658m, there are some items that skew the reported position as they are ringfenced and funding must be made available in the next financial year for a specific purpose. Pupil Equity Fund (PEF) is the most significant example. To assist understanding of the underlying position, a column has been added to Appendix 1 which aims to highlight the likely position after the year end and the impact on general fund balances. Service underspends of £6.423m will be

committed in balances to ensure the conditions of funding are met and these will not increase uncommitted balances. This column shows that the final impact on the level of general fund balances will be a reduction of £17.081m. Section 4 of the report provides more information on the balances position.

- 2.7.1 The current forecast will be detrimental to the balances position, bringing the level of balances to £5.576m, which is below the policy position of holding balances of 2%, or £22.194m over a three year period.
- 2.8 Given the overspend position, it was previously recommended that Executive Directors identify plans to reduce the level of overspends to within budget. Further control measures will also be considered.
- 2.9 The service level variances and movement are set out and explained in more detail at Appendices 1 and 2 with higher level explanation as follows:
- 2.9.1 Within Education, a £4.217m overspend on non-devolved budgets is offset by a £3.642m underspend on devolved and the overall directorate position is an overspend of £0.575m. The main areas of overspend within non-devolved relate to maternity and long-term absence cover, Nursery Education and Special Education. Within these areas, the service is developing a process of enhanced scrutiny on the costs charged to non devolved staffing and reviews are being undertaken, or are planned, within Special Education and Nursery in order to address the level of overspend going forward.
- 2.9.2 Health and Social Care are reporting a net projected overspend of £11.435m which assumes £4.049m will be received from the NHS as per the directions of the IJB. Adult Placements are reporting an overspend of £5.163m, the majority of which relates to non-achievement of savings. Other significant areas of overspend are Care at Home, £4.707m, mainly due an increase in older people care packages, £4.137m mainly due to an increase in demand for Long Term Care and Assessment beds. There is an adverse movement of £3.528m which mainly relates to an increase in demand for Nursing and Residential packages and Care at Home packages. Per the Integration Scheme a recovery plan has been developed to reduce the projected overspend by £13m.
- 2.9.3 Place Directorate is reporting an overspend of £2.774m. Within this, Sustainability is reporting an overspend of £2.118m due to supplementary management fee to be paid to Fife Resource Solutions as a result of unavoidable cost pressures mainly related to inflation, changes in legislation and an increase in waste volumes due to growth in houses across Fife. Fife Resource Solutions continue to look at opportunities to minimise the shortfall. Facilities Management (Catering) is also reporting an overspend relating mainly to a shortfall in income within schools. The service continue to try and reduce sickness absence to reduce the overtime and agency replacement costs. Delays on recruitment on non-essential posts is also being considered, where appropriate. There are various off-setting underspends across the directorate that offset some of the overspend.
- 2.9.4 Communities Directorate is reporting an overspend of £1.653m, which is mainly within the Children and Families Service. The service is reporting a net overspend of £1.800m, with Purchase Placements projecting an overspend of £4.331m. There are some offsetting underspends with a forecasted underspend of £2.397m reported in relation to staffing and £1.268m relating to the Whole Family Wellbeing funding which will be carried forward into 2025/26. The main areas of movement since previous reporting relate to a decrease in the forecast for purchased placements, due to a number of ended packages. Within Communities and Neighbourhoods, there has been positive

movement of £0.585m since the last reported position. This is due to reduced support required for FSLT and an underspend now reported for Area Budgets of £0.637m due to lower than anticipated funding being committed to date. Communities Directorate are continuing to mitigate the overspend by managing vacancies and containing spend on supplies and services.

- 2.9.5 Finance and Corporate Services is reporting an underspend of £2.175m, mainly relating to staff turnover/non-filling of vacancies. The directorate has faced significant recruitment challenges which is contributing to the level of vacancies. Benefits and Taxation is also reporting an underspend of £1.5m which is due to changes in the criteria for awarding non-domestic rates relief on empty properties.
- 2.9.6 Within Additional Items, contingencies is forecasting an underspend of £1.870m due to additional government grant received.

3.0 Financial Overview – Housing Revenue Account

Housing Revenue Account (HRA)

- 3.1 The Housing Revenue (HRA) Account forecast position is a nil variance as shown in Appendix 3, however, this is only being achieved by reducing the amount of CFCR by £2.414m less than planned.
- 3.2 Significant pressures across the HRA include £0.891m relating to an increase in the level of bad debt provision required due to outstanding rent arrears, an overspend of £1.555m is also forecast for Hostel Expenditure. This continues to be a pressure for the HRA due to a sustained increase in demand for temporary accommodation. Therefore, it is projected that the CFCR will need to reduce by £2.414m to offset these overspends across the HRA.
- 3.3 Appendices 3 and 4 provide further detailed variance analysis and commentaries on all variances that exceed +/- £250k.

4.0 Balances

4.1 General Fund Balances

- 4.1.1 Appendix 5 details the forecast General Fund balances position which are held to fund specific one-off expenditure, provide funding to contribute to change initiatives, accumulate funds for a specific or “earmarked” purposes and to mitigate against risk by providing a level of uncommitted reserves which can be drawn on to respond to “shocks” such as unforeseen cost increases. It is important to note balances are split into two categories – committed and uncommitted and the breakdown is detailed in the Appendix.
- 4.1.2 Over recent years, balances have been high, with a large proportion being a direct result of grant funding received and not used in year. The opening balance for 2024/25 is £157.282m. Budgets of £41.167m have been transferred to Services and to Capital to fund the Capital Plan. The current year forecast overspend of £10.658m detailed in Section 2 will reduce the level of balances, with the estimated level before commitments being £105.457m.
- 4.1.3 As part of the Revenue Budget 2024-25, a full review of the commitments against balances was carried out. In doing so, commitments were updated to reflect the council’s decision to use £14.250m for temporary investment and a further £5.260 to be set aside for future pressures.

- 4.1.4 Some of the current service underspends must be immediately committed to honour guaranteed carry forward arrangements such as Devolved School Management (DSM), Pupil Equity Funding (PEF) and Energy Management Revolving Fund (EMRF). There is an overspend of £10.658m that will reduce balances and in addition, carry forward of specific underspends will reduce balances available in future years by a further £5.576m.
- 4.1.5 During the year and in future, commitments against balances will be added to Service budgets on the basis of need as it arises.

Earmarked and Commitments against Balances

- 4.1.6 The earmarked balances reflect unused grants and ring-fenced income which will fund specific expenditure. Balances are also earmarked for dealing with the ongoing costs associated with the cost of living and the impacts of inflation and supply chain disruption.
- 4.1.7 Commitments represent items for which provision has been made but the costs are yet to be incurred.
- 4.1.8 After taking account of all current earmarked balances and commitments, the forecast level of balances as at 31 March 2027 is expected to be £5.576m, which equates to approximately 0.50% of the revenue budget. The policy minimum is to maintain a level of 2% balances, or £22.194m over a rolling three year period which means that the level can dip below 2% level provided it returns to 2% within three years. It's therefore prudent to de-commit some resource now and it is proposed to de-commit £6.214m in order to bring the uncommitted balances closer to the policy minimum. Detail of the proposed de-commitments are shown below. The risk of decommitting these amounts is deemed to be low and manageable. There will be an opportunity to revisit and look at how we meet any required expenditure if the need arises. The decommitting doesn't change the overall level of balances, it changes the mix between what is committed and de-committed.

Proposed Decommittments	£m
Energy Management Fund	0.839
Workforce Youth Investment	0.654
Business Support & Low Income Household	0.024
Inflation - Supplies & Supplies	1.671
Fife Job Contract	0.816
Workforce Change	2.123
Other Commitments	0.087
Total	6.214

- 4.1.9 The position will continue to be monitored during the financial year and if there is a need to further de-commit, the earmarked balances and commitments will be continue to be critically reviewed and assessed as to whether any further funds need to be de-committed. In addition, Directorates will continue to apply cost control measures to reduce the level of overspend across services and improve the forecast balances position over the coming three years.
- 4.1.10 There is no plan, at this stage, to budget to restore balances given the potential scope to further de-commit items that have been earmarked and the ability to reduce the level of overspend as the year progresses. Given how precarious the current financial position is, this will be kept under close scrutiny and committee will be provided with regular updates in future reports.

4.2 HRA Balances

- 4.2.1 The opening HRA balance was £5.315m. There has been a planned transfer from balances totalling £2.722m, which is mainly to support the delivery of the Transitional Affordable Housing Programme, reducing the level of uncommitted balances to £2.593m.

5.0 Conclusions

- 5.1 There is currently a forecast overspend of £10.658m. However, there are some Service underspends which will need to be committed next year, meaning the projected impact on balances is more significant. Executive Directors are asked to plan and implement corrective/mitigating actions to bring costs down to a more sustainable level.
- 5.2 The positive balances position in the current financial year is providing the council with an immediate level of protection from significant cost increases and other financial risks but, given balances is one off in nature, will only assist the council's financial sustainability in the immediate term, leaving challenges ahead for the medium and longer term. Allowing for all commitments, the uncommitted level of balances is estimated as £6.225m in future years which is below the policy minimum. No plans are underway at the moment to budget to restore balances. This will be closely monitored over the year and a critical review of committed and earmarked balances will be undertaken.
- 5.3 The forecast position for the council's Housing Revenue Account in 2024-25 is a nil variance. The level of HRA balances, allowing for all commitments, is £2.593m which is in line with the policy minimum.

List of Appendices

1. General Fund Revenue Summary 2024-25
2. General Fund Variance Analysis
3. Housing Revenue Account Summary 2024-25
4. Housing Revenue Account Variance Analysis
5. Summary of Balances

Background Papers

None.

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FIFE COUNCIL
GENERAL FUND REVENUE SUMMARY 2024-25

	Annual Budget £m	Forecast £m	Variance £m	Movement £m	Variance excluding funding commitments £m
EDUCATION					
Education (Devolved)	250.238	246.596	(3.642)	0.241	0.000
Education (Non Devolved)	171.421	175.638	4.217	(1.465)	4.217
	421.659	422.234	0.575	(1.224)	4.217
HEALTH & SOCIAL CARE					
Health & Social Care	233.150	249.449	16.299	3.528	16.299
H&SC Payment from Health per Risk Share		(4.864)	(4.864)	(1.435)	(4.864)
	233.150	244.585	11.435	2.093	11.435
PLACE					
Assets, Transportation and Environment Planning	113.380	116.560	3.180	0.005	4.019
Protective Services	1.978	1.941	(0.037)	(0.098)	(0.037)
Business & Employability Service	2.940	2.929	(0.011)	0.004	(0.011)
Property Repairs and Maintenance	6.187	5.829	(0.358)	(0.318)	(0.358)
	15.581	15.581	0.000	0.000	0.000
	140.066	142.840	2.774	(0.407)	3.613
COMMUNITIES					
Housing & Neighbourhood Services	17.946	18.277	0.331	(0.047)	0.331
Communities & Neighbourhood	57.237	57.623	0.386	(0.585)	0.386
Customer & Online Services	16.102	16.051	(0.051)	(0.114)	(0.051)
Children and Families	70.626	72.426	1.800	(1.571)	3.088
Criminal Justice Service	0.458	(0.355)	(0.813)	(0.100)	(0.813)
	162.369	164.022	1.653	(2.417)	2.941
FINANCE & CORPORATE SERVICES					
Assessors	2.127	1.985	(0.142)	0.030	(0.142)
Finance	5.582	5.260	(0.322)	0.010	(0.322)
Revenue & Commercial Services	16.470	15.492	(0.978)	(0.065)	(0.978)
Human Resources	7.908	6.764	(1.144)	(0.241)	(0.490)
Business Technology Solutions	20.090	20.293	0.203	0.361	0.203
Legal & Democratic Services	4.434	4.642	0.208	0.060	0.208
	56.611	54.436	(2.175)	0.155	(1.521)
Miscellaneous	0.099	0.099	0.000	0.000	0.000
Benefits and Taxation	5.607	4.107	(1.500)	(1.500)	(1.500)
Corporate and Democratic Core	3.527	3.319	(0.208)	(0.012)	(0.208)
	65.844	61.961	(3.883)	(1.357)	(3.229)
CHIEF EXECUTIVE					
Chief Executive	0.319	0.293	(0.026)	(0.001)	(0.026)
	0.319	0.293	(0.026)	(0.001)	(0.026)
SERVICE TOTALS	1,023.407	1,035.936	12.528	(3.313)	18.951
ADDITIONAL ITEMS					
Loan Charges (including interest on revenue balances)	58.234	58.234	0.000	0.000	0.000
Capital Expenditure Financed from Current Revenue	16.106	16.106	0.000	0.000	0.000
Obligations / Contingencies	11.938	10.068	(1.870)	0.000	(1.870)
	86.278	84.408	(1.870)	0.000	(1.870)
TOTAL EXPENDITURE	1,109.685	1,120.343	10.658	(3.313)	17.081
FINANCED BY:					
General Revenue Grant	(730.155)	(730.155)	0.000	0.000	0.000
Non Domestic Rates	(143.486)	(143.486)	0.000	0.000	0.000
Council Tax Income	(194.877)	(194.877)	0.000	0.000	0.000
Budgets transferred to/(from) Balances (previous years carry forwards etc)	(41.167)	(41.167)	0.000	0.000	0.000
TOTAL INCOME	(1,109.685)	(1,109.685)	0.000	0.000	0.000
CONTRIBUTION (TO)/FROM BALANCES	0.000	10.658	10.658	(3.313)	17.081

**FIFE COUNCIL
VARIANCE ANALYSIS**

GENERAL FUND					
Area	Current underspend / overspend	Provisional Outturn £m	Previous variance £m	Movement in variance £m	Commentary
EDUCATION					
Education (Devolved)	underspend	(3.642)	(3.883)	0.241	<ul style="list-style-type: none"> • Schools' devolved budgets (DSM) - (£1.298m) underspend reflects flexing and new rolls from August. • Pupil Equity Funding (PEF) budgets - an underspend of (£2.028m) is estimated for 2024-25 based on previous years trends in expenditure across schools. • Pupil Support Service (£0.305m) underspend around staffing. This underspend is in relation to the achievement of a previous saving, and will be offset against a similar overspend under Special Education Non-Devolved where the saving is posted. Saving is implemented from August 2024. Movement - +£0.241m mainly from updated DSM forecasts from business managers.
Education (Non Devolved)	overspend	4.217	5.682	(1.465)	<ul style="list-style-type: none"> • Maternity and long term absence cover costs across schools +£2.977m overspend • Waste collection and grounds maintenance for schools projected costs showing an overspend of +£0.729m • Nursery Education projected overspend of +£1.315m due to additional staffing costs for nurseries and long term absence / maternity cover costs which is offset against minor underspends on Scottish Meals & Healthy Snacks Scheme (SMHSS) specific funding. • Special Education - projected overspend of +£2.405m mainly due to employee costs projected overspend of +£0.527m, transport costs projected overspend of +£1.271m in relation to transport of pupils, Education Directorate share of the cost of secure placements projected overspend of +£0.518m and a further overspend of +£0.390m for payments to independent schools resulting from tribunal decisions, partly offset by over recovery of income (£0.200m). • General Education - projected underspend of (£3.388m) after adjusting schools' teacher budgets for the new teaching complement, including probationers, which was actioned in October. Budgets were updated as required per school rolls. Partially offsetting this is unachieved savings of £0.756m mainly in relation to income generation and £0.456m overspend in relation to funding additional spend in secondary schools. • Movement is mainly from increase in underspend within General Education (£1.537m) which is due to the effect of adjusting schools budgets for their updated rolls / staffing for the new academic session from August, including probationers funding.
HEALTH & SOCIAL CARE					
Health & Social Care	overspend	16.299	12.771	3.528	<ul style="list-style-type: none"> • Adult Placements overspend +£5.163m, of this £2.822m is related to a greater volume of adult packages being commissioned, £0.833m increase in demand for taxis transporting service users to college or day care provision and £0.194m under-recovery on Housing Benefit income. £3.4m relates to the non achievement of savings - Commissioning and Transforming Overnight Care. Underspend of (£2m) for named individuals that are delayed in hospital outwith Fife; • Adults Supported Living underspend (£0.907m) due to vacancies across the service which will not be filled until the future design of the service is established; • Fieldwork Teams underspend (£1.043m), on older people packages for Respite / Daycare and staff vacancies; • Care at Home (CAH) overspend +£4.707m, of this £2.9m is due to an increase in the commissioning of older people care packages, £0.655m on Fleet charges and smaller overspends on Mileage £0.217m, Meals on Wheels £0.260m and Community Alarms £0.074m. £0.750m relates to the partial non achievement of the Single Handed Care (SHC) saving, partially offset by a small underspend in vacancies. • Older People Residential & Daycare overspend +£2.007m due to increased agency costs which is partly offset by vacancies and catering and cleaning recharge; • Older People Nursing & Residential overspend +£4.137m, of this £6.2m is due to increased demand for LTC and £1m on Assessment beds, increase in NCHC £0.570m partially offset by (£4.2m) over-recovery on Income. £0.500m relates to the non-achievement of the Re-provision of Care saving; • Integrated Community Care overspend +£0.670m mainly due to purchase of equipment for the Fife Equipment Loan store; • Finance & Transformational change overspend +£1.095m mainly due to the shortfall in the pay award; <p>The movement of £3.528m is mainly due to an increase in N&R Packages and CAH Packages due to increased demand offset by a reduction in Assessment beds. As well as the shortfall in pay award. The IJB published a Recovery Plan in September that lists proposals to bring expenditure down across both organisations by £13m in total.</p>
H&SC Payment from Health per Risk Share		(4.864)	(3.429)	(1.435)	
PLACE					
Assets, Transportation and Environment	overspend	3.180	3.175	0.005	<ul style="list-style-type: none"> • Environment and Building Services overspend of +£0.619m due to continuing historical issue around transport, hires and repairs within Domestic Waste and Street Cleaning • Facilities Management (Catering) overspend of +£1.422m relates mostly to School Catering where there is a shortfall of income mainly in Secondary Schools of +£0.598m, along with increased costs for food provisions of +£0.050m as a result of inflationary pressures across all of Catering. • Sustainability overspend of +£2.118m relates primarily to an anticipated additional management fee paid from Fife Council (FC) to Fife Resource Solutions (FRS) due to arising and unavoidable cost pressures for FRS; • Property Services underspend of (£1.002m) relates to an anticipated underspend on the Energy Management Revolving Fund as a result of a number of jobs meeting the key criteria expected to materialise in 25/26;

**FIFE COUNCIL
VARIANCE ANALYSIS**

GENERAL FUND					
Area	Current underspend / overspend	Provisional Outturn £m	Previous variance £m	Movement in variance £m	Commentary
COMMUNITIES					
Communities & Neighbourhood	overspend	0.386	0.971	(0.585)	<ul style="list-style-type: none"> • Fife Sports and Leisure Trust and Fife Cultural Trust have an estimated total deficit £0.744m. Council officers continue to review and work with the Trusts to reduce these deficits. • Within Community Use and Halls and Centres there is a projected under-recovery of income of £0.540m. As part of the Community Use Plan, work continues to develop and implement a more targeted approach to marketing and consultation with communities to ensure they are offering what communities want and that there are no barriers preventing the community from accessing these services. • Unachieved savings of £0.339m offset by an (£0.398m) underspend in Fairer Fife budget due to a reduction in the level of funding required by EPES. • Area Budget underspend of (£0.637m) due to lower than anticipated funding being committed to date. • (£0.271m) external income received for expenditure incurred in 23/24 • The remaining overspend is offset by staffing vacancies across the service • The movement of (£0.585m) relates to the reduced support required from FSLT of (£0.242m), inclusion of the Area Budget underspend of (£0.637m), offset by an increase in overspends across the service including within the Sports Development budget on under achievement of income higher instructor fees.
Children and Families	overspend	1.800	3.371	(1.571)	<ul style="list-style-type: none"> • Projected overspend of £4.331m on Purchased placements due to full year effect of placements made during the previous year. • Projected overspend of £0.488m on continuing care, £0.420m on Direct Payments, and £0.252m on throughcare rents, all in line with last year's spend. £0.787m on Children Affected by Disability (CABD) respite due to a new ongoing high cost package. • Overspends are partially offset with projected underspends of (£2.397m) in pay costs due to staff turnover/reduction in residential staffing absences, and budget for permanent posts/staff who are currently undertaking other work, (£0.340m) overachievement of income for Unaccompanied Asylum Seeking Children, and (£1.268m) Whole Family Wellbeing funding which will be carried forward into 2025/26 to support the planned spend for next year. • Movement - (£1.034m) purchased placements due to a number of ended packages. (£0.281m) Family Placements within Kinship and fostercare, (£0.241m) staffing due to further turnover and delays in filling vacancies.
Criminal Justice Service	Underspend	(0.813)	(0.713)	(0.100)	<ul style="list-style-type: none"> • Projected underspend on the permanent flexible element of CJS funding due to staff turnover creating vacant substantive posts as staff have been redeployed to undertake Covid and Bail Funded work. The funding for this work is temporary. The Service may require to fill some of these posts going forward so underspend may reduce. • Underspend also due to the fact that central support services are allowable within the grant funding, but are not charged out to services within this report.
FINANCE & CORPORATE SERVICES					
Revenue & Commercial Services	underspend	(0.978)	(0.913)	(0.065)	<ul style="list-style-type: none"> • Underspend mainly relates to higher than anticipated staff turnover/non filling of posts (£0.930m). The main areas are Business Support (£0.701m) and the Shared Service Centre (£0.154m).
Human Resources	underspend	(1.144)	(0.903)	(0.241)	<ul style="list-style-type: none"> • Underspend mainly relates to higher than anticipated staff turnover (£0.401m), the Youth Investment Fund (WYI) (£0.654m) and SCAVC NI savings (£0.108m). The Youth Investment Fund (£0.654m) would be carried forward to 2025-26. The movement relates to the WYI.
Benefits and Taxation	underspend	(1.500)	0.000	(1.500)	<ul style="list-style-type: none"> • Changes to the criteria for awarding non-domestic rates relief on empty properties has resulted in a reduction in relief given (£1.500m).
ADDITIONAL ITEMS					
Obligations / Contingencies	underspend	(1.870)	(1.870)	0.000	

FIFE COUNCIL
HOUSING REVENUE ACCOUNT SUMMARY 2024-25

	Annual Budget £m	Provisional Outturn £m £m	Variance £m	Movement £m
BUDGETED EXPENDITURE				
Repairs and Maintenance	47.217	47.146	(0.071)	(0.745)
Supervision and Management	21.779	21.825	0.046	0.165
Funding Investment:-				
Cost of Borrowing	39.153	39.151	(0.003)	0.102
Revenue Contribution (incl CFCR)	23.490	21.077	(2.414)	(0.367)
	<u>131.639</u>	<u>129.199</u>	<u>(2.440)</u>	<u>(0.845)</u>
Voids	2.571	2.281	(0.290)	0.018
Housing Support costs	(0.467)	(0.474)	(0.007)	(0.007)
Garden Care Scheme	0.446	0.387	(0.059)	0.000
Bad or Doubtful Debts	2.908	3.798	0.891	0.891
Other Expenditure	12.261	14.421	2.160	0.160
	<u>149.357</u>	<u>149.612</u>	<u>0.255</u>	<u>0.218</u>
FINANCED BY				
Dwelling Rents (Gross)	(139.112)	(139.141)	(0.029)	(0.029)
Non Dwelling Rents (Gross)	(3.774)	(3.711)	0.063	0.011
Hostels - Accommodation charges	(2.257)	(2.441)	(0.183)	0.000
Other Income	(1.492)	(1.597)	(0.105)	0.023
Budgets transferred to/(from) Balances (previous years carry forwards etc)	(2.722)	(2.722)	0.000	(0.222)
	<u>(149.357)</u>	<u>(149.612)</u>	<u>(0.255)</u>	<u>(0.218)</u>
CONTRIBUTION (TO) / FROM BALANCES	0.000	0.000	0.000	0.000

FIFE COUNCIL
VARIANCE ANALYSIS

HOUSING REVENUE ACCOUNT					
Area	Current underspend / overspend	Variance £m	Previous variance £m	Movement in variance £m	Commentary
Repairs and Maintenance	underspend	(0.071)	0.674	(0.745)	The movement of (£0.745m) relates to a projected underspend on the Fencing Budget. An annual budget for Fencing installation and repairs of £1.7m was approved at Cabinet in September 2024. As the budget was approved mid-financial year it is anticipated that there will be underspends in 24-25 with full spend anticipated in 25-26.
Revenue Contribution (incl CFCR)	underspend	(2.414)	(2.047)	(0.367)	The underspend of (£2.414m) and movement of (£0.367m) relates to the overspends and movements across the HRA. An underspend on the CFCR results in the HRA Capital Programme receiving less funding from HRA Revenue and could lead the level of borrowing required to fund the HRA Capital Programme increasing. Therefore the impact on the overall HRA Capital Plan will need to be considered. The service will need to address the areas of overspend in year or find alternative mitigations for the CFCR to meet budgeted levels in year.
Bad or Doubtful Debts	overspend	0.891	0.000	0.891	There has been an increase in the level of outstanding rent arrears which is partially due to a moratorium on rent control processes during the pandemic, this included court actions and evictions. This has now been lifted and the service will work to improve the level of rents being collected. However the increase in existing arrears has led to an increase in the level of bad debt provision required in year, resulting in a projected overspend.
Other Expenditure	overspend	2.160	2.000	0.160	<ul style="list-style-type: none"> • £1.555m overspend relates to Hostel Expenditure. Each hostel has high operating costs which have continued to represent a pressure for the HRA. Due to a sustained increase in demand for Temporary Accommodation, Hostels continue to be a required form of accommodation. To mitigate this cost, the service need to seek ways to reduce Hostel operating costs through alternative delivery models. • £0.254m overspend relates to High Rise Costs as a result of additional staffing and security costs at Swan & Memorial Court whilst works are underway to make improvements to the building. • £0.218m overspend relates to Property Insurance which is estimated to be 20% higher than the previous financial year. • £0.129m overspend relates to a low staff turnover and additional staffing within Sheltered Housing in year.

FIFE COUNCIL
BALANCE - GENERAL FUND SERVICES

	2024-25 £m	2025-26 £m	2026-27 onwards £m
Balance at 1 April	(157.282)	(64.304)	(27.491)
Budgets transferred (to)/from balances	41.167		
Add Overall budget variance (Appendix 1)	10.658		
Estimated General Fund Balance at 31 March	(105.457)	(64.304)	(27.491)
Earmarked Balance			
Council Tax - Second Homes	4.548	3.926	0.000
Specific Carry Forwards			
DSM		1.623	
Energy Management Fund		0.839	
Pupil Equity Fund		2.019	(2.663)
Whole Family Wellbeing Fund		1.288	
Workforce Youth Investment		0.654	
Other Carry Forwards	0.050	1.143	0.098
Cost of Living Crisis Commitments:			
Business Support & Low Income Household	0.024		
Continuing Financial Consequences	0.000	0.000	0.000
Community Recovery Fund		4.175	0.000
COMIS/SWIFT delay	0.772		
Inflation - Supplies & Services	1.671		
Capital Investment Plan:			
CFCR	15.628		
Service Concessions		10.000	14.539
Capital Plan Review – Additional Funding	3.360		
Revenue Budget 2024-25 - Welfare Funding	0.300		
Revenue Budget 2024-25 - Unallocated	5.260		
Total Earmarked	31.613	25.667	11.974
	(73.844)	(38.637)	(15.517)
Commitments against balance			
Budget Carry Forward Scheme			
Change Programme	4.715	5.000	
Demographics/Pay/Pensions	4.465	3.266	5.599
Fife Job Contract		0.816	
Barclay Funding - Assessors		0.064	
Workforce Change	0.123	2.000	4.000
Lease Surrender - The Kirkcaldy Centre	0.150		
Election			0.342
Other Commitments	0.087		
Total Commitments	9.540	11.146	9.941
Estimated uncommitted balance at 31 March	(64.304)	(27.491)	(5.576)

FIFE COUNCIL

Budgets transferred to/(from) Balances (previous years carry forwards etc)

	2024-25 £M	2025-26 £M	2026-27 onwards £M
Balance at 1 April	(5.315)	(2.593)	(2.593)
Budgets transferred (to)/from balances	2.722		
Add Overall budget variance 2024-25 (Appendix 3)	0.000		
Estimated uncommitted balance at 31 March	<u>(2.593)</u>	<u>(2.593)</u>	<u>(2.593)</u>

Capital Investment Plan – Projected Outturn 2024-25

Report by: Eileen Rowand, Executive Director (Finance and Corporate Services)

Wards Affected: All

Purpose

The purpose of this report is to provide a strategic financial overview of the Capital Investment Plan and to advise on the provisional outturn for the 2024-25 financial year.

Recommendations

The Cabinet Committee is asked to:-

- i) note the projected outturn position and that the level of financial risk continues to be heightened due the impact of inflation and supply chain challenges;
- ii) instruct Services to plan projects within the approved resource within the Capital Investment Plan
- iii) note that more detailed capital outturn reports for 2024-25 will be submitted to relevant Scrutiny Committees of the council;
- iv) note that budget variances will be managed by the appropriate Directorate in conjunction with the Investment Strategy Group; and
- v) note the updated prudential indicators provided.

Resource Implications

The overall projected expenditure position for 2024-25 is £274.718m (85% of budget) The level of investment is less than planned and there is expected slippage of £49.364m across the plan. However, the forecast expenditure still represents an increased level of capital investment compared to previous financial years.

Additionally, interest rates remain at their highest level for 16 years which is beginning to have an impact on the cost of borrowing and likely to continue in future years of the plan.

Legal & Risk Implications

Current risks include continuing difficulties across supply chains, the impact of inflation on costs of construction and availability of funding streams for larger capital projects, e.g. Developers' Contributions and estimated funding levels from Scottish Government. Further detail relating to the current risks is contained in section 2.2.

There is also increased risk relating to the current level of interest meaning that the costs of borrowing to finance the capital investment in the plan will be higher than planned.

Impact Assessment

An EqIA is not required because the report does not propose a change or revision to existing policies and practices.

The forecast positions are agreed in consultation with each Directorate and are based around the expected progress and delivery of individual projects over the lifetime of the plan.

1.0 Background

- 1.1 The purpose of this report is to advise members of the high-level projected outturn position for the council's Capital Investment Plan (the Plan) for the financial year 2024-25. The report also highlights the forecast over the life of major projects over £5.000m along with any potential risks associated with these projects. Section 2.1 highlights areas where there is deemed to be a greater level of financial risk linked to major projects. The Plan covers capital expenditure across all council Services including the Housing Revenue Account which is managed and accounted for separately from the General Fund.
- 1.2 Funding strategies including the use of CFCR from general fund balances, service concession arrangements, capital grant, receipts, developers' contributions and borrowing, all identified during the capital plan review process are being utilised to support the level of capital investment included in the plan.

2.0 Issues

Major Projects

- 2.1 Appendix 1 provides a summary of the major projects within the Plan. There are 31 projects/programmes in this category with an overall budget of £827.104m.
 - 2.1.1 At this stage, cost estimates suggest that there could be an overspend of £1.975m across the life of several major projects in the programme.
 - 2.1.2 Methil Care Home is projecting a £0.400m overspend which is the last part of the estimated final bill for Methilhaven Care Home and relates to various elements including new fire safety measures and the emergent requirement regarding Legionella.
 - 2.1.3 Estimate for costs at Anstruther Care Home could lead to a £3.342m overspend. The latest Stage Two Cost Plan suggests increased costs on Individual components e.g. internal walls and partitions have more than doubled in cost at 166.3% and windows and doors at 71.6%. In addition, the remaining programme budget has been reduced following agreement to meet the increases for Methilhaven and Cupar.
 - 2.1.4 Abbeyview Integrated Hub is projecting an underspend of (£1.500m) due to lower than anticipated tender costs. The underspend has reduced by £0.873m due to snagging issue and the estimated final account.

Potential Risks and Issues

- 2.2 Across the Capital Investment Plan, budgets were increased to reflect estimated inflationary pressures. However, the timing and the costs of projects continue to be adversely affected by the current economic climate. This is creating increased risk for the sustainability of the Capital Investment Plan. Monitoring of the impact of additional costs on projects continues and any significant impact on timescales and associated risks will be reported to this committee.

- 2.2.1 The council's approved Capital Plan included £213.000m investment in respect of Secondary Schools in West Fife, which includes Dunfermline Learning Campus (DLC) and the Inverkeithing High School (South and West Fife) replacement. The budgets for the projects reflect the funding arrangements of the Scottish Government's Learning Estate Investment Programme (LEIP) 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 DLC project (LEIP Phase 1) has concluded and the schools opened in August. The replacement for Inverkeithing High School (LEIP Phase 2) is due to open in August 2026 and work is progressing well on site. However, the council's LEIP Phase 3 project relating to the Glenrothes secondary schools was not successful and, consequently, there is a requirement to consider alternative options in relation to the Glenrothes secondary schools alongside the wider school estate.

Financial Performance – 2024-25 Total Expenditure - Projected Outturn

- 2.3 Appendix 2 provides a summary by capital theme of projected expenditure and income for 2024-25 showing the total reprofiled expenditure budget of £324.082m and projected spend of £274.718m in the 2024-25 financial year, £49.364m slippage across the plan. Comparable expenditure for the previous three years was £242.073m (2023-24) £189.362m (2022-23) and £163.805m (2021-22).
- 2.3.1 This level of expenditure is significant in comparison to previous years with an increase of 13% on expenditure compared to last year's outturn position.

3.0 Budgets and Funding

Budget

- 3.1 The Capital Investment Plan 2023-33 was approved by Fife Council in June 2023. At the end of each financial year, any budget which has not been spent is rolled forward into the next financial year as slippage. Services are asked to re-profile their project budgets considering this slippage and the result of this can be seen in the movement from the approved budget to the current budget as detailed in Appendix 2.
- 3.1.1 Since the last report, there have been further changes to the budget, these are summarised in the table below. The changes have followed the agreed governance processes and have been endorsed by the Investment Strategy Group, chaired by the Head of Finance.

	Total Expenditure £m
Current Capital Investment Plan as at August 2024	310.156
HRA Rephasing	4.404
CFCR/CFCR Swap	(0.047)
Increased Grant and Contribution Income	9.569
Current Capital Investment Plan as at August 2024	324.082

The increased level of grant and contributions income, in the main, relates to Capital Grant Allocation towards Free School Meals (£9.140m).

Expenditure

- 3.2 Variances are projected across all themes within the plan, the most significant being:

3.2.1 Opportunities for All

Children & Families – (£0.500m)

Looked after Children Homes reprovion has slippage of £0.500m due to delays in the detail design stage of Glenmar House.

Education Capital – (£9.320m)

Slippage of (£9.320m) under Free School Meals (FSM) Expansion. Funding for this financial year was only awarded by Scottish Government in September 2024 to fund the expansion of the delivery of free school meals to P6 & P7 pupils who are in receipt of the Scottish Child Payment (SCP). Discussions are ongoing between Services to detail a programme of works that will be delivered next financial year across the school estate, prioritising work in the schools with capacity issues in their existing kitchen and dining facilities.

Health and Social Care – (£4.497m)

Slippage is mainly due to the reprofiling of the construction spend on Cupar Care Home which reflects the delayed commencement of the on-site works due to the requirement for a value engineering exercise. There is no change to the agreed overall budget envelope for the project or timescale, the main spend will now be in the early part of 2025-26 rather than late 2024-25.

3.2.2 Thriving Places

Asset, Transportation and Environment – (£8.821m)

Leven Connectivity slippage of (£5.138m) relates to the River Park Routes Project and (£1.250m) relates to Mountfleurie Bridge, both due to delays in securing land from various landowners.

Levenmouth Reconnected Programme slippage of (£2.137m) is due to only three project applications to the programme receiving a grant award and a project previously approved being delayed.

Area Community & Corporate Dev – (£4.399m)

Countryside Programme has slippage of (£0.551m), (£0.366m) relates to Nature Restoration funding, however, this has been retracted by the Scottish Government for 2024/25. Sports and Golf Programme has an underspend of (£0.716m) due to the Golf Depot costs being less than anticipated. Community Facilities has an advancement of £0.747m due to the advancement of enabling works on site for Templehall Integrated Community Hub.

Improving Health Through Leisure and Sport has slippage of (£0.623m) within approved projects relating to several playpark projects across Fife. These projects are delayed aligning with the outcome of the play space strategy which is to be agreed by each area committee and the desire to involve communities to seek match funding against council and Scottish Government funding for play parks. (£0.158m) remains unallocated.

Sport & Leisure Facilities has slippage of (£2.593m), (£1.009m) is enabling works issues causing a delay to starting on site for Cowdenbeath Leisure centre. (£0.470m) remains unallocated. The remaining slippage is due to Synthetic Turf Pitch costs being less than anticipated alongside securing external funding.

3.2.3 Inclusive Growth and Jobs

Business & Employability - £1.378m

There has been advancement in construction of business units at Fife Interchange, where construction is projected to complete by the end of this financial year and is earlier than expected.

3.2.4 Maintaining Our Assets – Rolling Programmes

Education – (£1.387m)

Slippage of (£1.750m) under Education Rolling Programme for Freuchie Primary School upgrades with a change in the financial profile of the project to meet the overall on-site delivery programme. The project is still anticipated to be completed on time next financial year. This is offset in part by advancement of recently planned work for Levenmouth Academy upgrades and other projects, that weren't anticipated to be funded until future years.

Area Community & Corporate Dev – (£1.583m)

Plant & Machinery Replacement programme has slippage of (£0.466m), this is a result of a delay to the replacement of machinery with Fife Golf Trust. Discussions are ongoing to identify additional budget to enable the replacement programme to commence. Parks development projects have slippage of (£1.031m) due to the utilisation of the Play Park Renewal funding over core budget.

3.2.5 Maintaining Our Assets – Specific Programmes

Asset & Transportation & Environment – (£2.962m)

Slippage of (£1.016m) in Structures Infrastructure relates to Broad Street Railway Bridge through delays in outline design which is now resolved and progressing. The outline design will roll into the next financial year. Slippage also relates to a projected underspend for Leven Rail Bridge, where the final valuation is still to be agreed.

There is also slippage on Pathway to Net Zero of (£1.543m) due to slippage of a number of projects which were included within the original programme for 24-25. Whilst all of the 36 original projects are progressing, there continues to be a shortage of specialist contractor availability. It has become apparent that approximately 10 of the later projects, although started, will not be fully delivered until the early part of 25-26.

3.2.6 Housing Revenue Account – (£8.958m)

There is slippage within the affordable housing programme (£5.468m) against a budget of £73.624m. This is partly due to unforeseen delays at some sites with spend slipping into future years. Due to the high level of spend per site, a delay in project start dates can cause a material level of slippage.

There is also slippage of (£3.512m) relating to the Property Acquisition Programme. Spend is prioritised to maximise the subsidy available and it is anticipated that 37 properties will be purchased this financial year using the available subsidy in year. The slippage will be used to fund the acquisition of more properties in future years, again, maximising the use of available subsidy and ensuring best value for tenants.

3.2.7 Other Items – (£6.737m)

This slippage mainly represents budget of £4.640m which was included in the Capital Investment Plan in 2023 and remains unallocated. The remainder, £2.097m, is a provision for inflation.

Total Income

- 3.3 Capital expenditure is funded from several income sources, some of which contribute specifically to individual projects in the plan. These income sources are Capital Financed from Current Revenue (CFCR), Scottish Government Specific Capital Grant and other grants and contributions (e.g. lottery funding).
- 3.3.1 Appendix 2 shows that there is a total income budget of £105.268m against a forecast of £91.419m giving a variance of £13.849m, which mainly relates to slippage in grant income in relation to the Leven Connectivity project which reflects the slippage in expenditure noted in para 3.2.2 above. The income will be received next financial year, when the expenditure is incurred.
- 3.3.2 The CFCR variance also includes a lower than planned contribution from the HRA of £2.325m. Overspends and pressures within the Housing Revenue Account means that the planned level of CFCR is not achievable, further detail is presented in the revenue monitoring report on this agenda.

Total Funding

- 3.4 Within the total funding section of Appendix 2, there is a reduced level of borrowing of £31.101m which reflects the need to borrow less given expenditure is lower than planned. The other income such as General Capital Grant and Capital Receipts are not specifically related to any capital project but provide funding for the plan overall. The underspend on borrowing reflects the slippage in the overall capital plan.

4.0 Prudential Indicators

- 4.1 The council operates within the CIPFA Prudential Code framework. The Prudential Code is designed to support local authorities in taking their decisions in capital finance and expenditure. There is a statutory requirement to operate within the code.
- 4.2 As outlined in the previous Capital Investment Plan report presented to this committee, the Prudential Code requires the monitoring and reporting of performance against prudential indicators to be reported quarterly. The introduction of quarterly monitoring facilitates increased reporting to ensure that the council continues to operate within the indicators and boundaries approved.
- 4.3 Appendix 3 provides details of Fife Council's Prudential Indicators based on the Provisional Outturn figures. The information includes the outturn position for the previous two years, the indicators approved within the Treasury Strategy 2023-26 and the estimates for the current and following two years based on most recent estimated expenditure and income profiles.
- 4.4 A detailed description of each indicator is included in the Appendix. Commentary on movements is provided below:

Capital Expenditure

- 4.4.1 This reflects the capital expenditure for 2024-25 along with the estimates for the next two financial years. The total expenditure has reduced by £23.726m from that reported to last committee and reflects the slippage in section 3 above.

Financing Costs

4.4.2 These are the costs to the council of borrowing money to pay for capital projects and include principal repayment and interest charges, known as Loan Charges. The council has two types of borrowing, short term for cash flow purposes and long term for capital purposes. The council also uses its own internal balances to meet cash flow demands and interest is paid to the General Fund and the HRA from the Loans Fund for the use of this cash.

External Debt

4.4.3 The projected external debt is in line with that previously reported to this committee and remains above the limit approved in April 2024 as noted in Appendix 3. The cash position of the council is continually changing and, as a result, borrowing may be required to ensure that the council has sufficient funds to meet its ongoing obligations. The debt position is within the operational boundary and the authorised limits approved in the Treasury Strategy for 2024-27 and is not a cause for concern.

5.0 Conclusions

- 5.1 The current total expenditure budget for the financial year 2024-25 is £324.082m and the council is estimated to deliver £274.718m (85%) investment in the year, with slippage of £49.364m.
- 5.2 This level of expenditure represents continued progress on the delivery of a wide range of capital projects. Major capital investment by Fife Council continues, however, there is a level of uncertainty associated with speed of delivery and future costs.
- 5.3 There are 31 projects/programmes within the Plan which have a value of £5.000m or greater. The overall budget for these projects is £827.104m, with anticipated expenditure of £829.079m and an estimated overspend of £1.975m (0.24%).
- 5.4 Where significant variances arise, these are reviewed by the appropriate Directorate in conjunction with the Investment Strategy Group and would be reflected in future capital plan reports to committee.
- 5.5 There is a requirement to report quarterly on the council's Prudential Indicators and to monitor these over the course of the year. These can be seen in Appendix 3.

List of Appendices

- 1. Major Capital Projects total Cost Monitor
- 2. Monitoring Report by Capital Theme
- 3. Prudential Indicators

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FIFE COUNCIL
CAPITAL INVESTMENT PLAN 2024-33
TOTAL COST MONITOR - MAJOR CAPITAL PROJECTS

Appendix 1

	Service	Original Approved Budget £m	Current Project Budget £m	Total Projected Outturn £m	Variance £m	Variance %	Current Project Status	Expected Project Completion Date
Opportunities for All								
Madras College Extension	E&CS		5.713	5.713	0.000	0.00%	Future Project	2027-28
Dunfermline Learning Campus	E&CS		120.678	120.678	0.000	0.00%	Completed Project	2024-25
Extension Secondary School - Viewforth	E&CS	5.989	6.335	6.335	0.000	0.00%	Future Project	2030-31
New Secondary School - Glenrothes /Glenwood	E&CS	27.532	86.831	86.831	0.000	0.00%	Future Project	2029-30
Queen Anne High School Extension	E&CS		6.626	6.626	0.000	0.00%	Future Project	2030-31
Inverkeithing High School	E&CS		85.000	85.000	0.000	0.00%	Current Project	2026-27
Primary School Development Future Projects	E&CS		97.638	97.638	0.000	0.00%	Future Project	2032-33
Methil Care Home	H&SC	6.620	8.876	9.276	0.400	4.51%	Current Project	2024-25
Cupar Care Home	H&SC	5.580	10.254	10.254	0.000	0.00%	Current Project	2025-26
Anstruther Care Home	H&SC	6.145	8.864	12.206	3.342	37.70%	Feasibility	2026-27
		51.866	436.814	440.556	3.742	0.86%		
Thriving Places								
Northern Road Link East End	ATE		14.845	14.845	0.000	0.00%	Preparatory Works	2026-27
Western Distributer Road	ATE		9.299	9.299	0.000	0.00%	Future Project	2030-31
Northern Road A823	ATE		14.596	14.596	0.000	0.00%	Preparatory Works	2029-30
Levenmouth Reconnected	ATE	2.000	8.187	8.187	0.000	0.00%	Current Project	2027-28
Mountfleurie Bridge	ATE		8.500	8.500	0.000	0.00%	Preparatory Works	2025-26
River Park Routes	ATE		5.566	5.566	0.000	0.00%	Preparatory Works	2025-26
Glenrothes - Riverside Park	Bus & Employ	4.980	5.468	5.468	0.000	0.00%	Current Project	2024-25
Abbeyview Integrated Hub	Communities	1.500	9.506	8.006	(1.500)	-15.78%	Current Project	2024-25
Templehall Community Hub	Communities	1.500	15.304	15.304	0.000	0.00%	Current Project	2026-27
Cowdenbeath LC Phase 2	Communities	1.600	7.407	7.407	0.000	0.00%	Current Project	2025-26
East Sands LC Redevelopment Project	Communities	6.000	6.000	6.000	0.000	0.00%	Future Project	2026-27
		17.580	104.679	103.179	(1.500)	-1.43%		
Inclusive Growth and Jobs								
Fife Interchange Business Units - Phase 1 & 2	Bus & Employ	8.130	11.519	11.519	0.000	0.00%	Current Project	2024-25
John Smith Business Park Business Units	Bus & Employ	3.644	5.517	5.517	0.000	0.00%	Current Project	2025-26
		11.774	17.036	17.036	0.000	0.00%		
Housing Revenue Account								
Affordable Housing over £5m			205.092	205.092	0.000	0.00%	Future Project	2027-28
		0.000	205.092	205.092	0.000	0.00%		
Maintaining Our Assets								
Lochgelly Primary School	E&CS	9.000	8.984	8.984	0.000	0.00%	Completed Project	2024-25
Leven Railway Bridge & Bawbee Bridge	ATE	2.279	10.150	9.883	-0.267	-2.63%	Current Project	2024-25
Den Burn Bridge	ATE	2.120	10.710	10.710	0.000	0.00%	Preparatory Work	2028-29
Broad Street Bridge Cowdenbeath	ATE	3.678	11.808	11.808	0.000	0.00%	Preparatory Work	2028-29
Lyne Burn	ATE	1.217	6.217	6.217	0.000	0.00%	Future Project	2030-31
Local Area Network	BTS	7.200	7.314	7.314	0.000	0.00%	Current Project	2029-30
Balwearie High School	E&CS	8.300	8.300	8.300	0.000	0.00%	Future Project	2027-28
		33.794	63.482	63.215	(0.267)	-0.42%		
Grand Total		115.014	827.104	829.079	1.975	0.24%		

**FIFE COUNCIL
CAPITAL INVESTMENT PLAN 2024-33
MONITORING REPORT**

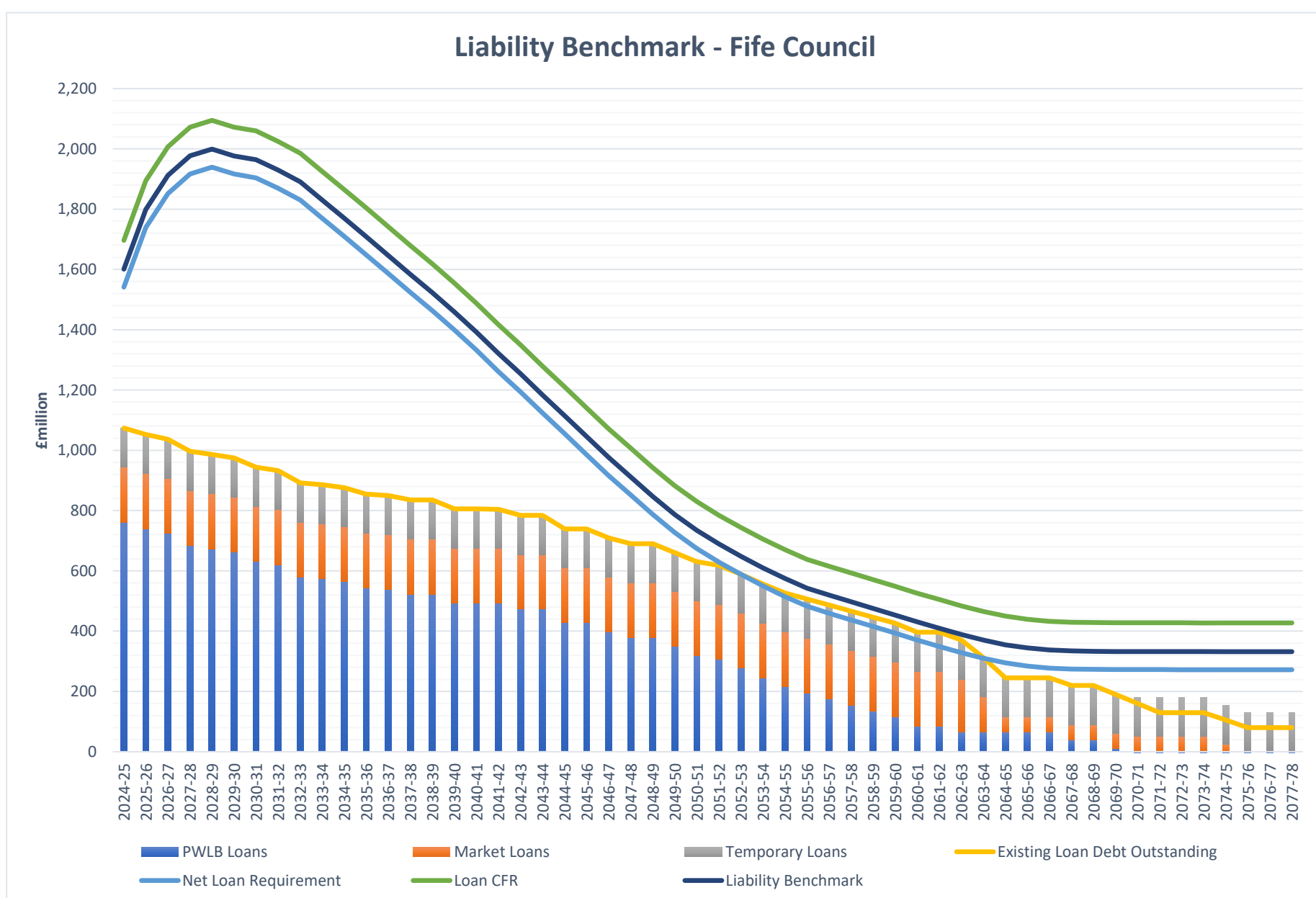
Appendix 2

Capital Theme	Approved Budget £m	Current Budget £m	Actual to Date £m	Projected Outturn £m	Projected Variance £m	Projected Outturn as % of Plan
Opportunities for All	85.528	55.592	19.449	41.255	(14.336)	74%
Thriving Places	17.896	45.623	12.148	31.970	(13.653)	70%
Inclusive Growth and Jobs	11.116	7.558	1.699	8.937	1.379	118%
Maintaining Our Assets - Rolling Programmes	45.657	67.407	31.644	63.231	(4.177)	94%
Maintaining Our Assets - Specific Programmes	13.387	15.248	4.618	12.367	(2.881)	81%
Housing Revenue Account	100.315	125.917	66.155	116.959	(8.958)	93%
Corporate Items	14.597	6.737	0.000	0.000	(6.737)	0%
TOTAL EXPENDITURE	288.496	324.082	135.713	274.718	(49.364)	85%
Scottish Government Specific Capital Grants	(3.856)	(5.635)	(1.756)	(4.097)	1.538	73%
Other Grants and Contributions	(46.863)	(51.794)	(18.073)	(44.449)	7.346	86%
Capital Financed from Current Revenue (CFCR)	(61.426)	(47.839)	(15.929)	(42.874)	4.965	90%
TOTAL INCOME	(112.144)	(105.268)	(35.758)	(91.419)	13.849	87%
TOTAL NET EXPENDITURE	176.352	218.814	99.955	183.299	(35.515)	84%
Scottish Government General Capital Grant	(40.776)	(37.719)	(26.829)	(37.719)	0.000	100%
Capital Receipts	(5.024)	(1.275)	(2.236)	(3.548)	(2.273)	278%
NHT Loan Repayments	0.000	0.000	0.000	0.000	0.000	0%
Borrowing from Loans Fund - General Fund	(96.140)	(97.238)	0.000	(66.137)	31.101	68%
Borrowing from Loans Fund - HRA	(34.412)	(82.582)	0.000	(75.895)	6.687	92%
TOTAL FUNDING	(176.352)	(218.814)	(29.066)	(183.299)	35.515	84%

Fife COUNCIL PRUDENTIAL INDICATORS 2024-27

ACTUAL		ACTUAL		Affordability Indicators			PROJECTION			ESTIMATE			ESTIMATE			
2022 23		2023 24					2024 25			2025 26			2026 27			
£m		£m		<u>Capital Expenditure</u>			£m			£m			£m			
103.964	153.167	85.399	88.906	General Fund			157.759	194.160	135.257	Housing Revenue Account			116.959	150.131	110.532	
189.362	242.073							274.718	344.291	245.789						
£m		£m		<u>Financing Costs</u>			£m			£m			£m			
11.996	49.791	General Fund			58.234			61.146			66.348					
30.519	32.665	Housing Revenue Account			39.241			46.128			52.887					
42.515	82.455				97.475			107.273			119.235					
£m		£m		<u>Net Revenue Stream</u>			£m			£m			£m			
942.946	968.749	General Fund			1,068.503			1,038.338			1,038.338					
128.401	135.327	Housing Revenue Account			142.773			148.828			156.200					
1,071.347	1,104.077				1,211.276			1,187.166			1,194.538					
				<u>Ratio of Financing Costs to Net Revenue Stream</u>												
1.27%	5.14%	General Fund			5.45%			5.89%			6.39%					
23.77%	24.14%	Housing Revenue Account			27.48%			30.99%			33.86%					
£m		£m		<u>The Capital Financing Requirement</u>			£m			£m			£m			
785.892	831.339	General Fund			873.970			974.083			1,023.201					
414.161	437.174	Housing Revenue Account			492.443			589.305			646.821					
1,200.053	1,268.513				1,366.414			1,563.388			1,670.022					
				External Debt			1,358.994			1,569.376			1,694.804			
				Authorised Limit for Total External Debt			1,691.865			1,754.843			1,796.440			
				Operational Boundary for Total External Debt			1,611.300			1,671.279			1,710.895			
				<u>Prudence Indicators</u>												
				<u>External Debt and the Capital Financing Requirement</u>			£m			£m			£m			
				Forecast External Debt			1,358.994			1,569.376			1,694.804			
				Forecast Capital Financing Requirement			1,366.414			1,563.388			1,670.022			
							(7.419)			5.988			24.782			
				<u>Adoption of the CIPFA Code on Treasury Management</u>												
				Code adopted in 1996 and compliance maintained through the Treasury Management Strategy												
				Fixed Interest Rate Exposure Upper Limit			100%			100%			100%			
				Variable Interest Rate Exposure Upper Limit			75%			75%			75%			
				Total Principal Sums Invested Beyond 364 days Upper Limit			0%			0%			0%			

Debt Liability Benchmark



Fife Health and Social Care Partnership - Eligibility Criteria Review

Report by: Lynne Garvey, Director of Health and Social Care

Wards Affected: All

Purpose

This report provides an update on the recent review of the Adult and Older People and Eligibility Criteria. The review was completed in accordance with Fife Council's legal requirements whilst taking into consideration increasing demand for social work services, best value and finite resources.

Fife's Eligibility Criteria was last published in 2015.

It is intended that the refreshed Supporting People Framework will be implemented as soon as reasonably practicable following approval by the Cabinet Committee.

Recommendation(s)

The Committee is asked to:

- (1) approve the adoption of the Supporting People Framework as the replacement of the existing Eligibility Criteria: [SW eligibility Guide 2015.indd \(fife.gov.uk\)](#)

Resource Implications

Any resources required to implement the reviewed eligibility criteria shall be met within existing Service budgets.

Legal & Risk Implications

Eligibility criteria are not required under statute. However, the refreshed framework will enable us to continue to meet our statutory requirements to deliver care and support under the Social Work (Scotland) Act 1968 and they will also apply to functions which have been delegated to the Integration Joint Board as set out in the Integration Scheme. This includes the duty to assess needs and then to determine the provision of services. The approach to refresh and update the existing eligibility criteria is in line with our legal requirements, and

Development of the Supporting People Framework has been aligned with work to update the Supporting Carers Framework to ensure a consistent and sustainable approach. The new Supporting Carers Framework will be progressed through the Integration Joint Board governance process in January 2025. Requirements for the Supporting Carers Framework are set out in the Carers (Scotland) Act 2016 and have been delegated.

There is a Risk Register in place for this work which has been included as Appendix 2. The impact of implementation of the eligibility criteria will be under review to ensure any identified risks are considered and addressed.

Impact Assessment

The Supporting People Framework will ensure equity in service provision and provide transparency on the decision-making process for the assessment of need. All social work teams will be involved in ensuring the outcome of this action is carried forward in accordance with statutory duties to review services provided on behalf of the Health and Social Care Partnership.

An equality impact assessment has been completed for this review to ensure that any impacts on people who share a protected characteristic are considered along with appropriate mitigation measures. The equality impact assessment has been included as Appendix 3.

The refreshed Eligibility Criteria will be reviewed six months following its implementation date to evaluate operational application and wider impact(s).

Consultation

The consultation was a targeted approach to gain maximum feedback using MS Forms to produce three surveys. The three survey audiences are defined as:

- Carers
- Social Work Staff Teams (Internal)
- Targeted Public engagement (External)

Targeted consultation has been completed with the following groups:

- Social Work Staff Teams
- Peoples Panel
- NHS Public Partner Volunteers
- Carer Forum
- Carer Provider Forum

Consultation commenced on the 5th of November and closed on the 26th of November. A Consultation report has been included as Appendix 5.

To support with this work, the Working Group have also carried out a review of fifteen other HSCP areas eligibility criteria, met with two HSCP areas to discuss eligibility criteria, its application and to gain shared learning and also discussed the eligibility criteria and its application with Social Work Practitioners and other key stakeholders.

The content of the appended Supporting People Framework (Appendix 1) has been developed through working extensively with a working group representing all key service areas (Adults, Older People, Hospital Teams, START Team, Occupational Therapy and Commissioning).

The Working Group is confident that our refreshed Supporting People Framework is consistent with other areas application of the different levels of need.

Scottish Government Ministers and COSLA have committed to an “overhaul of the current mechanism of eligibility criteria to ensure an approach to adult social care support that is based on human rights and needs” prioritisation. There is currently work being undertaken with partners and stakeholders including work with people with lived experience to develop and co-design an approach with human rights at its centre. It is understood that work is currently in progress to develop policy options for consideration by the Minister and the COSLA leadership. This is being undertaken in partnership with a range of external stakeholders (including people with lived experience) via an Access to Social Care Support Working Group.

1.0 Background

- 1.1 Fife Health and Social Care Partnership (HSCP) provides a range of care and support services to individuals of all ages with varying levels of support requirements. Following an assessment of an individual’s personal outcomes and needs, access to funded social care support is determined by the Scottish Government, through the existing locally approved Adult and Older People’s Social Work Eligibility Criteria (2015). [SW eligibility Guide 2015.indd \(fife.gov.uk\)](#).
- 1.2 Currently, individuals with the most critical needs and outcomes, and/or where there is an immediate risk to life, will be prioritised for individually tailored funded social care services. The level of funding allocated is determined as the most cost-effective means of meeting the individual’s assessed needs and outcomes.
- 1.3 Fife Health and Social Care Partnership has undertaken a review of the local eligibility criteria for adults and older people’s access to social work services. The criteria were last updated in 2015 and now need to be reviewed and revised to better reflect current needs.
- 1.4 This has been previously considered by the following groups as part of its development. The groups have either supported the content, or their feedback has informed the development of the content presented in this report and appended documents.
 - Eligibility Criteria Working Group
 - Change Manager (Carer’s)
 - HSCP Senior Leadership Team
- 1.5 There is a level of financial uncertainty as a consequence of the economic circumstances over the last few years. Inflationary pressures, increasing demand for services and uncertainty around funding are all contributing factors to the financial challenge that the Integration Joint Board is facing. The Eligibility Criteria provides a consistent framework from which decisions can be made transparently and equitably to ensure that we direct our finite resources at those individuals who are identified as having the highest level of need and risk to ensure that we meet our legislative and statutory duties.
- 1.6 The key legislation that is relevant to Eligibility Criteria is:
 - Social Work (Scotland) Act 1968 (Section 12A)
www.legislation.gov.uk/ukpga/1968/49/section/12A

Sets out the Council's duty to assess any adult (person over 18 years of age) who they believe may need community care services.

- Social Care (Self Directed Support) (Scotland) Act 2013
www.gov.scot/publications/statutory-guidance-accompany-social-care-self-directed-support-scotland-act-2013-2/pages/3/

Introduces choice, control and flexibility in the provision of social care support.

- 1.7 In accordance with the Partnerships Home First Strategy, the optimum approach is for individuals to stay at home for as long as possible. Introducing the new Supporting People Framework ensures a sustainable approach that will continue to support people in the greatest of need. We will continue to invest in voluntary and community resources and deliver the right support at the right time to help people to live well and independently. We will work with people to enable individuals and communities to take every opportunity to maximise their own health and wellbeing by making best use of their local resources including their social networks and communities.
- 1.8 We invest significantly in local services and supports through our voluntary sector partners (£14 million annually) to help people at the earliest opportunity. We do this to ensure people have the opportunity within their communities to develop greater self-reliance and independence, focusing on prevention and early intervention, and increasing uptake of community resources. By working collaboratively with specialist organisations, we are able to utilise their specific skills and expertise to deliver improved outcomes for individuals, families and carers.
- 1.9 Implementing the new Framework will provide a sustainable and consistent approach that maximises the available resources to support critical and other essential services.

2.0 Overview of the Supporting People Framework

Purpose

- 2.1 The purpose of this review is to consider and refresh the Adult and Older People Eligibility Criteria in line with our legal requirements whilst taking into consideration increasing demand for social work services, best value and finite resources. This review is also intended to provide a consistent framework from which decisions are being made around how we undertake our duties and how we will direct our finances to achieve equity in line with our duties in the Equality Act 2010 through consistent application of a transparent process.

Prevention and Early Intervention approach

- 2.2 In line with the Partnership's recently published Prevention and Early Intervention Strategy, the Supporting People Framework encourages everyone to think differently about how they can live an independent and healthier life now and in the future.
- 2.3 We will consider people on an individual basis and target our funded social care support to those assessed as having the highest level of need and risk to ensure that we meet our legal duties.
- 2.4 In order to do this fairly, we will continue to invest in voluntary and community resources that help people to live well and independently. We may ask individuals and family support networks to provide support where they can. We will encourage and

signpost people with lower-level needs to these services/supports so that they can still get the help that they need to live well. We will also advise people on how to make best use of their own personal assets and resources and show people ways that technology can help meet their health and social care needs.

- 2.5 Service users who require a social work service may be required to wait and will be supported during this time in line with the NHS Waiting Well Policy. We will prioritise those with the greatest level of need and who are at significant risk of harm.
- 2.6 The refreshed framework(s) will support Fife HSCP to target our resources to those identified as having the most significant risk to their health, wellbeing and independent living.

Definitions of criteria levels

- 2.7 Developed by practitioners and leaders, the definitions of what each criteria level means to Fife HSCP is detailed below:

In managing access to finite resources, the HSCP will focus first on those people having the most significant (high) risks to their health, wellbeing and independent living. People experiencing risk at this level will receive an assessment within five working days. Where people are assessed as being in the critical risk category their needs will generally call for the immediate or imminent provision of support. For people experiencing substantial risks, we will aim to deal with your request within 4 weeks and support as soon as reasonably practicable.

Where eligibility is assessed as moderate, the primary response of the HSCP will be to provide the individual with advice/information and/or to signpost to community resources, supporting access to same where practical and practicable. Alongside this access to social care may also be considered in the assessment, particularly to address risk or to supplement support from the individual's personal and community networks. People in this category will be offered an assessment of their needs and aim to provide advice on suitable alternatives within 10 weeks.

Where eligibility is determined to fall into the low category, the response of HSCP services will be to provide the individual with advice/information and/or to signpost to community resources, supporting access to same where practical and practicable. In these cases, there is no timescale for assessment.

- 2.8 Table 1 shown below provides definitions of risk factors of each of the bands in the national eligibility framework as provided by the Scottish Government. Inevitably, these are broad descriptions and call on the judgement of those applying the eligibility criteria in each case.

Table 1: Definitions of Risk / Priority

LOW	MODERATE	SUBSTANTIAL	CRITICAL
(Low/Preventative)	(Medium/Preventative)	(High)	
Risks relating to neglect or physical or mental health			
Few health problems indicating low risk to independence, potential to maintain health with minimum interventions.	Some health problems indicating some risk to independence and/or intermittent distress, potential to maintain health with minimum interventions.	Significant health problems which cause significant risks of harm or danger to client or others.	Major health problems which cause life threatening harm or danger to client or others.
Preventive measures including reminders to minimise potential risk of abuse.	Vulnerable person need to raise their awareness to potential risks of abuse.	Abuse or neglect has occurred or is strongly suspected (includes financial abuse and discrimination).	Serious abuse or neglect has occurred or is strongly suspected and client needs protective intervention by social care services (includes financial abuse and discrimination).
LOW	MODERATE	SUBSTANTIAL	CRITICAL
(Low/Preventative)	(Medium/Preventative)	(High)	
Risks relating to personal care /domestic routines /home environment			
Difficulty with one or two aspects of personal care, domestic routines and/or home environment indicating little risk to independence.	Unable to do some aspects of personal care indicating some risk to independence.	Unable to do many aspects of personal care causing significant risk of danger or harm to client or others or there are significant risks to independence.	Unable to do vital or most aspects of personal care causing a major harm or danger to client or others or major risks to independence.
Able to manage most aspects of basic domestic activities	Able to manage some aspects of domestic activities indicating some risk to independence.	Unable to manage many aspects of domestic routines causing significant risk of harm or danger to client or others or significant risk to independence.	Unable to manage the most vital or most aspects of domestic routines causing major harm or danger to client or others or major risks to independence.
Able to manage most basic aspects of home environment.	Able to manage some aspects of home environment, leaving some risk to independence.	Substantial loss of choice and control managing home environment causing a significant risk of harm or danger to client or others or a significant risk to independence.	Extensive/complete loss of choice and control over vital aspects of home environment causing major harm or danger to client or others or there are major risks to independence.
LOW	MODERATE	SUBSTANTIAL	CRITICAL
(Low/Preventative)	(Medium/Preventative)	(High)	
Risks relating to participation in community life			
Has difficulty undertaking one or two aspects of work/learning / education / family and/or social networks indicating little risk to independence.	Unable to manage several aspects of involvement in work/ learning /education and this will, in the foreseeable future, pose a risk to independence.	Unable to sustain involvement in many aspects of work/ education/ learning causing a significant risk to losing independence.	Unable to sustain involvement in vital aspects of work/ education/ learning causing severe loss of independence.
Able to manage most of the aspects of family/ social roles and responsibilities and social contact, that pose some risk to independence.	Able to manage some of the aspects of family / social roles and responsibilities and social contact, that pose some risk to independence.	Unable to sustain involvement in many aspects of family /social roles and responsibilities and social contact causing significant distress and/or risk to independence.	Unable to sustain involvement in vital or most aspects of family /social roles and responsibilities and social contact causing severe loss of independence.

3.0 Conclusions

- 3.1 The decision to refresh the existing eligibility criteria is based on our legal requirements under the Social Work (Scotland) Act 1968 (Section 12A) and the Social Care (Self Directed Support) (Scotland) Act 2013. This was also an opportunity for the eligibility criteria to better reflect the current needs and challenges that are being faced within Fife Health and Social Care Partnership.
- 3.2 The content of the appended Supporting People Framework has been developed through working extensively with a working group representing all key service areas (Adults, Older People, Hospital Teams, START Team, Occupational Therapy and Commissioning). The appended version of the framework reflects benchmarking activity with fifteen other HSCP areas to ensure that we are confident that our refreshed frameworks are consistent with other areas application of the different level of needs whilst also considering the increasing demand for social work services, best value and finite resources.
- 3.3 The Committee is asked to:
- (1) Decision – Approve the adoption of the Supporting People Framework as the replacement of the existing Eligibility Criteria: [SW eligibility Guide 2015.indd \(fife.gov.uk\)](#).

List of Appendices

1. Fife Supporting People Framework.
2. Risk Register.
3. Equality Impact Assessment.
4. Final Participation and Engagement Report

Background Papers

Fife Eligibility Criteria: [SW eligibility Guide 2015.indd \(fife.gov.uk\)](#)

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Fife Health and Social Care Partnership

Supporting People Framework

Fife's Eligibility Criteria

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Appendices

Appendix 1 – Assessment Flowchart

Document Title:	Supporting People Framework		
Lead Officer:	Principal Social Work Officer		
Date Created:	September 2024	Status:	
Approved by:		Date Approved	
Review Dates:	Date of last review	Date of next review	
Revision History:			
Version:	Date Effective:	Changes	

1. Supporting people in Fife

Fife Health and Social Care Partnership's (HSCP) Strategic Plan, Vision and Priorities were developed in partnership with our workforce, wider partners, carers and members of the community.

Our vision is:

'To enable the people of Fife to live independent and healthier lives'

Our values are:

- **Person-focused**
- **Integrity**
- **Caring**
- **Respectful**
- **Inclusive**
- **Empowering**
- **Kindness**

Our Strategic Priorities are:



We want to support people to live good lives, supporting them to be independent, to be safe and healthy and to achieve the goals and outcomes that are important to them.

We recognise that everyone is unique. Each person has their own goals and needs, and we aim to work with each individual and their families to have good conversations to help us work out the right level and type of support for each individual.

In order to do this, we will help residents to work out what strengths, assets and resources they have to achieve their desired outcomes. We will then work together to identify what is available within the community and in their individual support network that could support them. Taking forward this approach helps us identify what the right level and type of funded social care support they will need to live safely and well. Examples of strengths and assets include but are not limited to:

- Individual: finances, skills, experience and abilities.
- Community: clubs, libraries, church, interest groups.
- Family: friends, neighbours, informal carers, circles of support.

Our Prevention and Early Intervention Strategy ([include link when published](#)) encourages everyone to think differently about how they can live an independent and healthier life now and in the future. We will work with people to enable individuals and communities to take every opportunity to maximise their own health and wellbeing by making best use of their local resources including their social networks and communities.

We will consider people on an individual basis and target our funded social care support to those assessed as having the critical level of need and risk to ensure that we equitably meet our statutory duties.

To do this fairly, we will continue to invest in voluntary and community resources that help people to live well and independently. We may ask individuals and family support networks to provide support where they can. We will encourage and sign post people with lower level needs to these services/supports so that they can still get the help that they need to live well. We will also advise people on how to make best use of their own personal assets and resources and show people ways that technology can help meet their health and social care needs.



2. Why do we need a new approach?

Fife HSCP has a strong track record in supporting people to live well. We have historically invested significantly in local services and support to help people at the earliest opportunity. We do this to ensure people have the opportunity within their communities to develop greater self-reliance and independence, focusing on prevention and early intervention, and increasing uptake of community resources.

There is a level of financial uncertainty as a consequence of the economic circumstances over the last few years. Inflationary pressures, increasing demand for services and uncertainty around funding are all contributing factors to the financial challenge that the IJB is facing. The Eligibility Criteria provides a consistent framework from which decisions can be made transparently and equitably to ensure that we direct our finite resources at those individuals who are identified as having the highest level of need and risk to ensure that we meet our legislative and statutory duties.

3. What will happen next?

Fife HSCP will implement the Supporting People Framework in our practices to determine the right level and type of support for individuals.

Everyone referred into or currently receiving services through social work and occupational therapy will be considered under this framework, initially to determine the timeframe in which we will offer an assessment, and after this, throughout the assessment process. We will work with individuals by having a good conversation, capturing their strengths, needs, goals and any areas of risk through our outcomes based assessment. We will talk to individuals openly about the level of needs/risks that they are experiencing in line with the national eligibility criteria for social care and determine whether their need is low, moderate, substantial or critical. Definitions have been provided in this paper to support your understanding of each of these areas and can be found on pages ten. Further detail can also be found in the 'Definitions of Risk' table on page eleven.

4. Policy application

The Supporting People Framework policy applies to all adults and older adults accessing social care and occupational therapy supports. This policy does not apply to children and young people where there are care/welfare concerns or those young people leaving care where other statutory duties apply.

This policy does not apply to carers, as defined by the Carers (Scotland) Act 2016, for whom a separate Carers Support Plan will apply. For more information about how we support carers, see our Supporting Carers Framework which is available at: ([include link in published version](#)).

5. Related legislation, policies and procedural mechanisms

In developing this framework, a broad range of legislation applies. Many have been in statute for a number of years and we recognise that a number of these acts are currently being reviewed. In developing this policy we are considering our obligations

under the acts outlined below but equally with an eye to how they might change in the future.

- Public Bodies (Joint Working) (Scotland) Act 2014
- The Social Work Scotland Act 1968
- The NHS and Community Care Act 1990
- Community Care and Health (Scotland) Act 2002
- Chronically Sick and Disabled Persons Act 1970
- Mental Health (Care and Treatment) (Scotland) Act 2003
- Adults with Incapacity (Scotland) Act 2000
- The Regulation of Care (Scotland) Act 2001
- The Adult Support and Protection (Scotland) Act 2007
- Children (Scotland) Act 1995
- Data Protection Act 1998
- Freedom of Information (Scotland) Act 2002
- The Human Rights Act 1998 and Equality Legislation
- The Social Care (Self Directed Support) (Scotland) Act 2013
- The Equality Act 2010
- The Mental Health (Scotland) Act 2015
- The Carers (Scotland) Act 2016

6. Context and approach to implementation

Fife HSCP Supporting People Framework is a policy to support practitioners to deploy finite resources equitably across a range of individuals with needs, taking into account least restrictive approaches to support and maximising community and social network supports where appropriate. This will ensure that resources are provided to those in greatest need whilst also increasing local community connections. Our Supporting People framework encourages creativity and collaboration to widen and enhance support. The framework will allow access to the most appropriate support in line with levels of risk and need. Where appropriate an individual might be offered services which include, reablement, occupational therapy, referral to voluntary sector resources and/or digital solutions to support the development of greater self-reliance and independence, with an increased focus on prevention and early intervention. In line with the assessment of need and risk, the support offered may also include a funded service.

The Supporting People framework will recognise risk as the key factor in the determination of eligibility for adult social care services. However, we know that risk can increase or decrease and be offset by strengths and protective factors which can be understood via ongoing assessment and review. Where a person is eligible for a statutory service, the urgency of risk and complexity of need should be borne in mind when determining how and when to respond to their support requirements.

The principles guiding our practice when implementing this policy are underpinned by the HSCP strategic vision to “enable the people of Fife to live independent and healthier lives”. Our vision aims to value what matters to people, build capacity with individuals and communities and focus on outcomes. Our values and strategic priorities will ensure that support provided by Fife HSCP will:

- Promote, support and preserve maximum independence and resilience where practical and practicable.
- Promote equitable access to social care resources.
- Adhere to the principals of early and minimum intervention.
- Target resources to those vulnerable individuals most at risk of harm or in need of protection.

Consideration should only be given to providing HSCP services when:

- The person is unable to meet the need themselves and, despite their assets, the risk persists to meet or exceed the threshold of the need for support.
- No other statutory agency has a duty to meet that need.
- Failure to respond to the need and risk would place the person in a situation of unmanageable or unreasonable risk.

The Supporting People framework prioritises risk using the nationally agreed criteria set by the Scottish Government into four categories: *critical*, *substantial*, *moderate* and *low*. When considered against the different areas of an individual's life it is possible that different risks will be at different levels. For example, the risk and harm of social isolation could be different from the risk and harm of being unable to meet personal care needs. Accordingly, the areas of a person's life assessed through assessment will identify risk and need across their life and provide an indication of eligibility for each. At all levels of risk and need an individual's personal and community assets should be considered.

7. Assessment and Review

The Supporting People framework considers both the severity of risks and the urgency of the requirement for intervention. Social Work and Occupational Therapy assessment is also undertaken on the basis that each individual is different and there may be unique circumstances particular to them. A diagnosis or condition does not necessitate the same support required for each individual. Individuals may respond or require different levels of support commensurate with their personal supports, assets or needs. Assessment and support planning taken forward by social work and occupational therapy services is done in collaboration with the person, their family, and carer to identify strengths, assets, and needs and the urgency with which they require to be met. The Supporting People framework will help inform decisions about which supports may be available and from whom support may be sought and provided.

In managing access to finite resources, the HSCP will focus first on those people having the most significant (high) risks to their health, wellbeing and independent living. People experiencing risk at this level will receive a visit to commence an assessment which we aim to undertake within 5 working days. Where people are assessed as being in the *critical* risk category their needs will generally call for the immediate or imminent provision of support. For people experiencing substantial risks, we will aim to deal with your request within 4 weeks and support as soon as reasonably practicable.

Where eligibility is assessed as *moderate*, the primary response of the HSCP will be to

provide the individual with advice/information and/or to signpost to community resources, supporting access to same where practical and practicable. Alongside this access to social care may also be considered in the assessment, particularly to address risk or to supplement support from the individual's personal and community networks. People in this category will be offered an assessment of their needs and aim to provide advice on suitable alternatives within 10 weeks. For more information on resources that can help you support your own health and wellbeing please see page 16.

Where eligibility is determined to fall into the *low* category, the response of HSCP services will be to provide the individual with advice/information and/or to signpost to community resources, supporting access to same where practical and practicable. In these cases, there is no timescale for assessment. For more information on resources that can help you support your own health and wellbeing please see page twelve of this document.

In times of increasing demand and need for assessments, there may be a significant timescale between initial contact and a full assessment taking place in other than critical situations.

The effect of the HSCP's Supporting People framework is that only services that reduce an individual's risk to a moderate/substantial/critical level will likely be subject to statutory funding and provide the options in relation to Self-Directed Support.

Key to determining eligibility will be our outcome focused and strengths based approach to assessment and support planning. Assessment and support planning will help address the following:

- a. What is the person's desired health and social care outcomes – what do they want to achieve?
- b. What are the barriers to those outcomes – what are the needs and risks preventing them being able to achieve those outcomes?
- c. What are the person's strengths in relation to these outcomes – what can they do by and for themselves by drawing on their strengths and assets in order to achieve their outcomes and mitigate any risks?
- d. What barriers to outcomes remain outstanding and what can be supported by universal and other community based services?

Getting it right for Everyone (GIRFE)

GIRFE is the Scottish Governments proposed multi-agency approach of support from young adulthood to end of life care. It builds on the practice and learning from GIRFEC (Getting it Right for Every Child).

Fife HSCP aims to use our good conversation approach, placing the person at the centre of all decision making that affects them, with a joined up and consistent approach regardless of the support needed at any stage of life.

Transitions

We will manage all transition assessment and support planning in collaboration with the individual and any other relevant persons to ensure that the range of support in place continues to meet the individual's assessed outcomes, whilst taking into account our legal duties in managing risk and harm.

Review

An individual's needs, risks and strengths are likely to change which will directly impact on their eligibility and need for services. Using the Supporting People framework, the types of services and how urgently they are required will change depending on the outcome of the assessment of need, risks and strengths. Timeous review of an individual's requirements will increase reablement potential, prevent dependence on services and increase independence where possible.

We will aim to achieve annual reviews of all social work services assessments, in accordance with our statutory obligations. Reviews carried out based on changes in need or circumstances should be carried out where such a change is likely to influence the individual's eligibility status. Reviews required due to changes in need or circumstances should be done on an as needed basis and may occur earlier than the annual social work services review.

Existing Support Packages

If during a review we identify we can make changes to the support plan, this will be fully discussed with the individual. It may be that some formal funded supports can be reduced or withdrawn and we support the individual to access other services, or it may be that support needs to increase.

In light of the current financial situation we will need to look at making reductions where this is possible and we will be fully open with individuals about this.

During the review process our staff will re-assess risks and needs using the Supporting People framework to identify the funding needed to meet outcomes and risk and to keep people safe.

8. Supporting People Criteria for Fife HSCP

Severity of Risk

Critical Risk: Indicates that there are major risks to an individual's independent living or health and well-being likely to call for the *immediate* or *imminent* provision of social care services (high priority). People experiencing risk at this level will receive a visit to commence an assessment which we aim to undertake within 5 working days.

Substantial Risk: Indicates that there are significant risks to an individual's independent living or health and wellbeing likely to call for the *immediate* or *imminent* provision of social care services (high priority). For people experiencing substantial

risks, we will aim to deal with your request within 4 weeks and support as soon as reasonably practicable.

Moderate Risk: Indicates that there are some risks to an individual's independent living or health and wellbeing. These may call for the provision of some social care services managed and prioritised on an ongoing basis or they may simply be manageable over the *foreseeable future* without service provision, with appropriate arrangements for review. People in this category will be offered an assessment of their needs and aim to provide advice on suitable alternatives within 10 weeks.

Low Risk: Indicates that there may be some quality of life issues, but low risks to an individual's independent living or health and wellbeing with very limited, if any, requirement for the provision of social care services. There may be some need for alternative support or advice and appropriate arrangements for review over the *foreseeable future* or *longer term*. Where eligibility is determined to fall into the low category, the response of HSCP services will be to provide the individual with advice/information and/or to signpost to community resources, supporting access to same where practical and practicable. In these cases, there is no timescale for assessment.

No Risk: Indicates there are no risks to health, wellbeing or independent living.

10. Definitions of Risk / Priority

Table 1 provides definitions of risk factors for each of the bands in the national eligibility framework as provided by Scottish Government. These are based on definitions already operated by some Scottish Councils. Inevitably, these are broad descriptions and call on the judgement of those applying the eligibility criteria in each case.

Table 1: Definitions of Risk / Priority

LOW	MODERATE	SUBSTANTIAL	CRITICAL
(Low/Preventative)	(Medium/Preventative)	(High)	
Risks relating to neglect or physical or mental health			
Few health problems indicating low risk to independence, potential to maintain health with minimum interventions.	Some health problems indicating some risk to independence and/or intermittent distress, potential to maintain health with minimum interventions.	Significant health problems which cause significant risks of harm or danger to client or others.	Major health problems which cause life threatening harm or danger to client or others.
Preventive measures including reminders to minimise potential risk of abuse.	Vulnerable person need to raise their awareness to potential risks of abuse.	Abuse or neglect has occurred or is strongly suspected (includes financial abuse and discrimination).	Serious abuse or neglect has occurred or is strongly suspected and client needs protective intervention by social care services (includes financial abuse and discrimination).
LOW	MODERATE	SUBSTANTIAL	CRITICAL
(Low/Preventative)	(Medium/Preventative)	(High)	
Risks relating to personal care /domestic routines /home environment			
Difficulty with one or two aspects of personal care, domestic routines and/or home environment indicating little risk to independence.	Unable to do some aspects of personal care indicating some risk to independence.	Unable to do many aspects of personal care causing significant risk of danger or harm to client or others or there are significant risks to independence.	Unable to do vital or most aspects of personal care causing a major harm or danger to client or others or major risks to independence.
Able to manage most aspects of basic domestic activities	Able to manage some aspects of domestic activities indicating some risk to independence.	Unable to manage many aspects of domestic routines causing significant risk of harm or danger to client or others or significant risk to independence.	Unable to manage the most vital or most aspects of domestic routines causing major harm or danger to client or others or major risks to independence.
Able to manage most basic aspects of home environment.	Able to manage some aspects of home environment, leaving some risk to independence.	Substantial loss of choice and control managing home environment causing a significant risk of harm or danger to client or others or a significant risk to independence.	Extensive/complete loss of choice and control over vital aspects of home environment causing major harm or danger to client or others or there are major risks to independence.
LOW	MODERATE	SUBSTANTIAL	CRITICAL
(Low/Preventative)	(Medium/Preventative)	(High)	
Risks relating to participation in community life			
Has difficulty undertaking one or two aspects of work/learning / education / family and/or social networks indicating little risk to independence.	Unable to manage several aspects of involvement in work/ learning /education and this will, in the foreseeable future, pose a risk to independence.	Unable to sustain involvement in many aspects of work/ education/ learning causing a significant risk to losing independence.	Unable to sustain involvement in vital aspects of work/ education/ learning causing severe loss of independence.
Able to manage most of the aspects of family / social roles and responsibilities and social contact, that pose some risk to independence.	Able to manage some of the aspects of family / social roles and responsibilities and social contact, that pose some risk to independence.	Unable to sustain involvement in many aspects of family /social roles and responsibilities and social contact causing significant distress and/or risk to independence.	Unable to sustain involvement in vital or most aspects of family /social roles and responsibilities and social contact causing severe loss of independence.

11. Complaints

We recognise that sometimes individuals or their families are not fully satisfied with the care or service that they receive. If this happens you have the right to complain, have your complaint investigated, and be given a full and prompt reply.

To give feedback about a social work service please speak to the person you normally deal with in social work, or to their manager.

Alternatively, you can telephone: 03451 551503 (9am to 5pm) for advice, or to make an appointment.

For further details about social care services complaints handling procedure please visit: www.fife.gov.uk/kb/docs/articles/have-your-say2/make-a-complaint

12. Signposting and resources

Fife HSCP Well:

www.fifehealthandsocialcare.org/your-community/the-well

Community Alarms:

www.fife.gov.uk/kb/docs/articles/health-and-social-care2/help-for-adults-and-older-people/living-independently-at-home/safety-alarms-and-equipment/community-alarms

Meals on Wheels:

www.fife.gov.uk/kb/docs/articles/health-and-social-care2/help-for-adults/living-independently-at-home/meals-on-wheels

Fife on Fort:

www.fifeonfort.org

Food Banks:

www.fife.gov.uk/kb/docs/articles/benefits-and-money-advice/food-banks/access-to-food-locations

Money Advice & Income Maximisation:

www.cabfife.org.uk/get-advice/specialist-advice-from-carf/debt-and-money

Fife Staying Safe and Keeping Well Booklet 2023:



Staying Safe and
Keeping Well Booklet

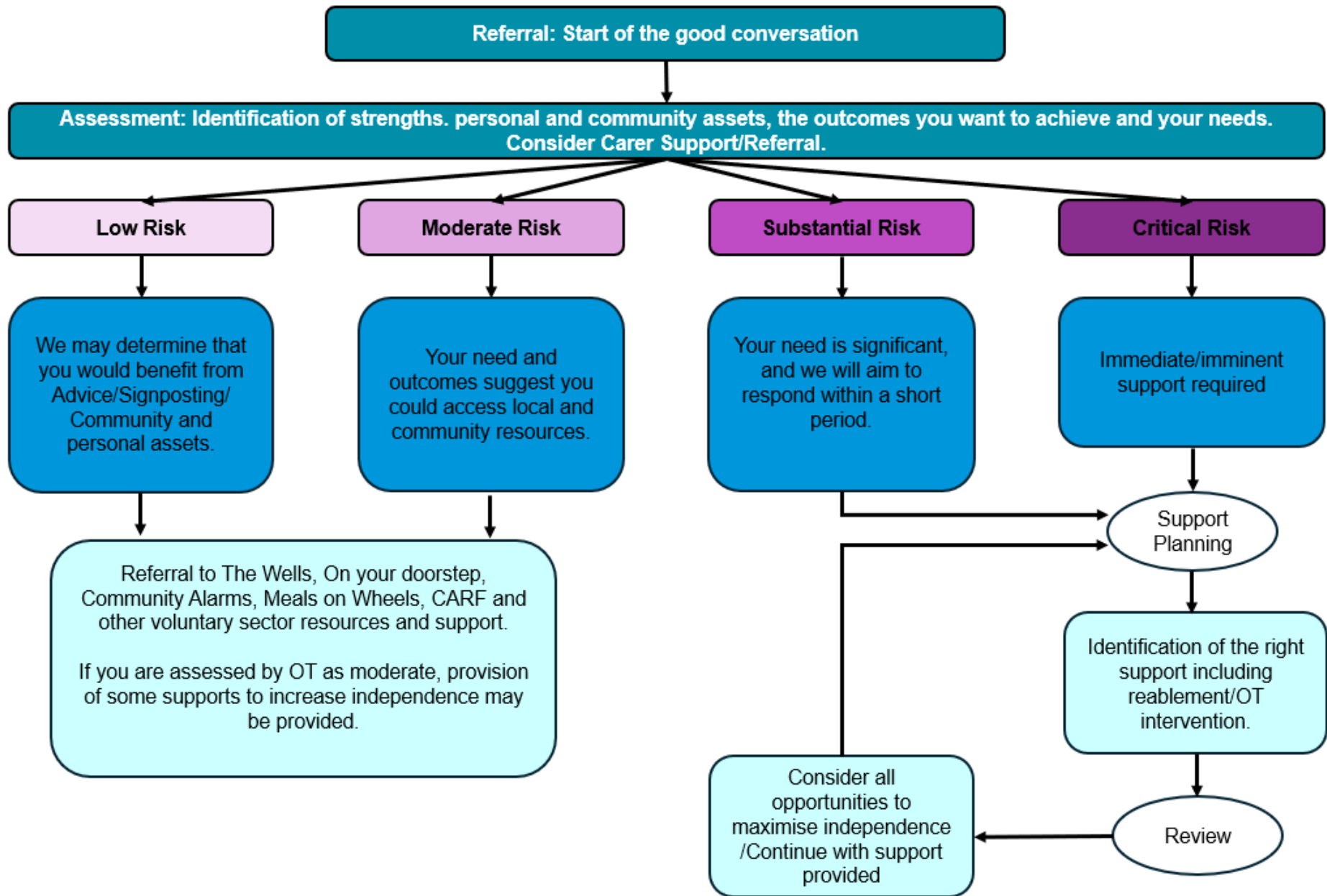
On Your doorstep:

www.onyourdoorstepfife.org

Smart Life in Fife:

www.smartlifeinfife.org

Appendix 1: Assessment Flowchart



Eligibility Criteria Review
Risk Register

Risk Register - as at 29/10/2024					Original Risk Score			Residual Risk Score					Risk Ownership							
Ref.	Source	Date Added	Risk Heading	Risk Description	Likelihood	Consequence	Risk Grade	Mitigation/ Management Actions	Residual Likelihood	Residual Consequence	Residual Risk Grade	Target Risk Grade	Accountable Officer	Managed by	Next Review Date	Review Results	Date last reviewed	Risk Status	Comments	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	
1	Initial Risk	23/09/2024	Resources/ Timescales	There is a risk that insufficient resources are available to review and refresh the existing eligibility criteria within required timescales.	Possible (3)	Moderate (3)	Moderate (9)	A Working Group has been established to review and refresh the existing eligibility criteria and develop the supporting documentation including the Criteria, a Risk Register and an Equality Impact Assessment. Weekly meetings of the working group are taking place.	Unlikely (2)	Moderate (3)	Low Risk (6)	Very Low Risk (3)	Principle Social Work Officer	Principle Social Work Officer						
2	Initial Risk	23/09/2024	Finance	There is a risk that the expected financial savings linked to this review are not realised, this could be due to an unforeseen increase in essential service demands.	Likely (4)	Major (4)	High Risk (16)	Work is underway to consider any financial savings linked to this review further to ensure that these are based on factual data and are realistic and achievable.	Possible (3)	Major (4)	Moderate (12)	Moderate (12)	Principle Social Work Officer	Principle Social Work Officer						
3	Initial Risk	23/09/2024	Political Support/Engagement	There is a risk of insufficient engagement and involvement with key stakeholders during this review leading to poor communication, lack of understanding of the framework, lack of political support, public dissatisfaction and perceived reduced service quality/quantity.	Possible (3)	Major (4)	Moderate (12)	The working group will work with the Participation and Engagement Team and the Communications Team to determine the best approach to engaging with staff, public and carers. Engagement with key stakeholders will continue during the review, development and implementation stages. Communications will be clear that the framework is a national adopted criteria.	Unlikely (2)	Moderate (3)	Low Risk (6)	Very Low Risk (3)	Principle Social Work Officer	Principle Social Work Officer						
5	Initial Risk	29/10/2024	Increased risk of harm	There is a risk that the outcome of the review may increase the risk of harm to vulnerable individuals with significant need.	Possible (3)	Extreme (5)	High Risk (15)	We will undertake social work assessments and reviews that will prioritise significant risk of harm and need.	Possible (3)	Major (4)	Moderate (12)	Moderate (12)	Principle Social Work Officer	Principle Social Work Officer						
6	Initial Risk	29/10/2024	Lack of political support	The outcome of the review may not achieve Fife Council support.	Possible (3)	Extreme (5)	High Risk (15)	Demonstrable benchmarking activity carried out by the Working Group to show that the refreshed Supporting People Framework is consistent with other areas application of the different levels of need.	Possible (3)	Major (4)	Moderate (12)	Moderate (12)	Principle Social Work Officer	Principle Social Work Officer						

Equality Impact Assessment (EQIA)

This template can be used where an overarching Equality Impact Assessment has already been completed and approved, and an additional assessment is required for a specific change. For example, where a high-level EQIA has been completed to support the development of a strategy, this template can be used to record the details for a specific project, an improvement action, or a budget proposal.

Overview

Proposed Change/Project/Budget Saving	Eligibility Criteria Review
Brief Description	<p>Fife Health and Social Care Partnership provides a range of care and support services to individuals of all ages with varying levels of support requirements. Following an assessment of an individual's personal outcomes and needs, access to funded social care support is determined by the Service, through the locally approved, and nationally informed, Adult and Older People's Social Work Eligibility Criteria (2015).</p> <p>Further information is available here: SW eligibility Guide 2015.indd.</p> <p>The HSCP are reviewing the current Eligibility Criteria. The purpose of this Review is to consider and refresh the locally approved Adult and Older People's Social Work Eligibility Criteria in line with our legal requirements whilst taking into consideration increasing demand for Social Work Services, Best Value and finite resources.</p> <p>Decisions for the equitable provision of Social Work Services will be made on the basis of significant need and risk. This approach will ensure that there is equitable opportunity and appropriate access to care and support services to those most in need.</p>
Lead Directorate/Service/Partnership	Complex and Critical Care Services
Lead Person for this EQIA	Jennifer Rezendes, Principal Social Work Officer

Title of overarching EQIA(s)	Carers Strategy 2023-2026
Reference number of overarching EQIA(s)	2023.004

Evidence and Impact Assessment

Please provide details of the positive and/or negative impact of this proposal on any of the protected characteristics. You do not need to repeat any of the information provided in the over-arching EQIA – only the new benefits, barriers, or mitigations which are specific to this proposal/change.

Protected characteristic	Impact (positive and/or negative)
Age (including older people aged 65+)	<p><u>Negative</u> Some older people may have to wait longer for services or additional care and support. This may contribute to a deterioration in the person's health and wellbeing, and an increase in stress, anxiety and other conditions. Increased waiting times may also have a negative impact for any carers who have to provide additional care and support, or who are expected to provide care for a longer period of time. This may be particularly challenging for carers who also have a disability or a long-term health condition.</p> <p><u>Positive</u> Our Supporting People Framework will provide an equitable criterion across all protected characteristics, there is no one characteristic that is favoured above others as all factors are taken into consideration. For example, socio-economic factors and also a service user's or carers level of risk. Each assessment will be undertaken in line with this criteria removing any grounds for discrimination, harassment and/or victimisation as the information will be assessed in line with the approved rating system across all services and service user groups.</p> <p>In line with the NHS Waiting Well Policy, individuals who are waiting for services and support will be signposted to self-help and other resources. A reprioritisation process will be in place to ensure clinical and support needs are appropriately kept under review. Individuals with the most critical needs and outcomes, and/or where there is an immediate risk to life will be prioritised.</p>

Protected characteristic	Impact (positive and/or negative)
	<p>Refreshing the local eligibility criteria assessment process will ensure that sufficient resources, budget, and workforce are prioritised to support critical and other essential services. This will have a positive impact for individuals that require these essential services.</p>
<p>Disability (Mental, Physical, Sensory, and Carers of Disabled People)</p>	<p><u>Negative</u> Under the refreshed eligibility criteria process some individuals may wait longer for an assessed service. However, this will only apply in cases where a robust risk assessment has been completed.</p> <p><u>Positive</u> Our Supporting People Framework will provide an equitable criterion across all protected characteristics, there is no one characteristic that is favoured above others as all factors are taken into consideration. Individuals with the most critical needs and outcomes, and/or where there is an immediate risk to life will be prioritised.</p> <p>Where individuals do not engage or accept regular care services and where it is safe to do so, we will cease care and support services, and signpost the individual, the family or care to alternative sources of advice and/or support.</p> <p>In addition, refreshing the eligibility criteria assessment process will ensure that sufficient resources, budget, and workforce are prioritised to support critical and other essential services. This will have a positive impact for individuals that require these essential services.</p>
<p>Gender Reassignment</p>	<p>There is no direct impact on individuals or communities based on gender.</p> <p>As previously, any impact of gender re-assignment and the impact of this transition will be included within the assessment of an individual's personal outcomes and needs and appropriately assessed under the eligibility criteria.</p>
<p>Marital Status (Marriage and Civil Partnerships)</p>	<p>There is no direct impact on individuals or communities based on marital status.</p>

Protected characteristic	Impact (positive and/or negative)
Pregnancy and Maternity	<p><u>Positive</u> Individuals with the most critical needs and outcomes, and/or where there is an immediate risk to life will be prioritised. Refreshing the eligibility criteria assessment process will ensure that sufficient resources, budget, and workforce are prioritised to support critical and other essential services. This will have a positive impact for individuals that require these essential services.</p>
Race (All Racial Groups including Gypsy/Travellers)	There is no direct impact on individuals or communities based on race.
Religion, Belief, and Non-Belief	There is no direct impact on individuals or communities based on religion, belief, or non-belief.
Sex (Women and Men)	<p>There is no direct impact on individuals or communities based on gender.</p> <p>As previously, a holistic assessment of an individual's personal circumstances, including their specific outcomes and needs, will continue to be appropriately assessed under the Partnership's eligibility criteria.</p>
Sexual Orientation (Heterosexual, Gay, Lesbian and Bisexual)	<p><u>Positive</u> Services will consider the experiences and needs of individuals in this protected group when assessing needs and eligibility for care and support services.</p> <p>In line with the NHS Waiting Well Policy, individuals will be signposted to self-help and other resources. A reprioritisation process will be in place to ensure clinical and support needs are appropriately kept under review.</p>
Armed Forces Community	<p><u>Positive</u> Individuals currently serving in the armed forces, veterans, and their family members, may be disadvantaged when accessing health and social care, housing or educational services.</p> <p>Services will continue to consider the specific challenges faced by the armed forces community including:</p>

Protected characteristic	Impact (positive and/or negative)
	<ul style="list-style-type: none"> • Waiting list allocation following relocation from other areas. • Identifying local support services. • Issues that may be related to military service such as disability, mobility, mental health, post-traumatic stress disorder (PTSD), substance use, debt and loneliness. • Expectations, particularly timescales for access to health and social care and other services. • Reluctance to seek, and/or accept help.
Carers	<p><u>Negative</u> Increased waiting times may have a negative impact for any carers who have to provide additional care and support, or who are expected to provide care for a longer period of time. This may be particularly challenging for carers who also have a disability or a long-term health condition.</p> <p><u>Positive</u> Carers can identify their needs and preferences in an Adult Carer Support Plan or a Young Carer Statement. In line with the NHS Waiting Well Policy, individuals will be signposted to self-help and other resources. A reprioritisation process will be in place to ensure clinical and support needs are appropriately kept under review.</p>
Looked After Children and Care Leavers	<p><u>Positive</u> Services will consider the experiences and needs of individuals in this vulnerable group when assessing needs and eligibility for care and support services.</p> <p>A reprioritisation process will be in place to ensure clinical and support needs are appropriately kept under review.</p>

Children's Rights and Wellbeing Assessment

Which UNCRC Articles are relevant to the policy/procedure/strategy/practice (Please check Guidance for information)	Article 5 Article 24 Article 27
What impact will the policy/procedure/ strategy/practice have on children's rights?	<input checked="" type="checkbox"/> Negative <input checked="" type="checkbox"/> Positive <input type="checkbox"/> Neutral
Will there be different impacts on different groups of children and young people?	<u>Negative</u> This proposal may have a negative impact for any young carers who have to provide additional care and support, or who are expected to provide care for a longer period of time. This may be particularly challenging for young carers who also have a disability or a long-term health condition.
What options have you considered to modify the policy/procedure/strategy/practice or mitigate any negative impact?	The assessment process to identify whether services and/or support is required is based on equitable criteria across all of the protected characteristic groups. All relevant factors are considered, this reduces the potential risk of discrimination, harassment and/or victimisation. In addition, the needs of family members, including children are also considered, for example through a Young Carer Statement. The Social Work assessment and review processes will prioritise significant risk of harm and need. Where relevant, alternatives to funded provision will be considered to ensure compliance with statutory and legislative requirements. This includes the requirements of the Children and Young People (Scotland) Act 2014.
How will the policy/procedure/strategy/practice contribute to the wellbeing of children and young people?	<u>Positive</u> Refreshing the eligibility criteria assessment process will ensure that sufficient resources, budget, and workforce are prioritised to support critical and other essential services. This will have a positive impact for individuals that require these essential services.
How will the policy/procedure/strategy/practice promote the Rights of the Child?	Social Work Services will consider the needs and rights of children who may potentially be affected when assessing an individual's needs and eligibility for care and support services.

	<p>In line with the NHS Waiting Well Policy, individuals will be signposted to self-help and other resources during this time. A reprioritisation process will be in place to ensure clinical and support needs are appropriately kept under review</p>
<p>Have you engaged with children & young people in the development of this policy/procedure/strategy/practice?</p>	<p><input type="checkbox"/> Yes – Please complete Part 4 of the full EQIA template.</p> <hr/> <p><input type="checkbox"/> No – Please explain why?</p> <p>The Eligibility Criteria Working Group is working closely with colleagues in Education and Children’s Services to discuss and agree an implementation action plan to raise awareness, share and embed the Young Carers Eligibility Framework as appropriate with Education Networks and Groups to target those who would be the Lead Named Professional for a Young Carer, for example: Headteachers, Deputy Headteachers, Guidance Teachers.</p> <p>The Young Carer’s Eligibility Framework has not changed during this review and is publicly available on the ‘Children in Fife’ FC website. Website link: Resources and publications GIRFEC</p>

Economy

Please identify the financial impact(s) of the proposed change. If there is no disadvantage to any of the protected groups (i.e. neutral) please explain why?

Negative

There may be a negative impact for people who do not meet the critical eligibility criteria level to receive funded SW support as this might mean that those individuals will have to self-fund their own care.

There may be a negative impact if Fife Council are not purchasing as much care and support services from the independent sector due to directing people to more lower-level preventative community and personal supports.

Positive

The proposed change will assist the service in directing resources (budget and workforce) to support those identified as having the highest risk and need.

Mitigations specific to this proposal

Where a negative impact has been highlighted you must include details of any actions taken to reduce the risk of disadvantage by the relevant equality group(s).

Our Supporting People Framework will provide an equitable criterion across all protected characteristics, there is no one characteristic that is favoured above others as all factors are taken into consideration. For example, socio-economic factors and also a service user's or carers level of risk. Each assessment will be undertaken in line with this criteria removing any grounds for discrimination, harassment and/or victimisation as the information will be assessed in line with the approved rating system across all services and service user groups.

In line with the Waiting Well Policy, individuals who are waiting for services and support will be signposted to self-help and other resources. A reprioritisation process will be in place to ensure clinical and support needs are appropriately kept under review.

Individuals with the most critical needs and outcomes, and/or where there is an immediate risk to life will be prioritised.

Refreshing the local eligibility criteria assessment process will ensure that sufficient resources, budget, and workforce are prioritised to support critical and other essential services. This will have a positive impact for individuals that require these essential services.

Additional Information

Please provide any additional information here.

<i>Additional details....</i>

Governance

Date mini EQIA completed	Vicki Birrell/Billy Bunce
Mini EQIA completed by	06/11/2024
Compliance Team Comments	2023.004.A01
Date approved by Compliance Team	07/11/2024



Review of Social Work and Occupational Therapy Eligibility Criteria Framework for Adults and Older People in Fife

Participation & Engagement Final Report

Ann Kerr, Participation & Engagement Officer

26th November 2024



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1. Introduction

Fife Health & Social Care Partnership (FHSCP) is reviewing how we assess people eligible for adult and older people's social work and occupational therapy services. We need to update the eligibility criteria in-line with the national framework, to ensure everyone can access care and support based on their level of risk.

Fife's eligibility criteria was last updated in 2015 and is being reviewed to ensure it better reflects the current needs of the people of Fife, in line with the national guidelines. FHSCP has invested in services that help people to stay well and provide support when needed. We aim to continue this work by helping people to live at home in their communities, with a focus on encouraging people to be more self-reliant, promote independence, by making sure people know about and how to access community resources where possible. This will enable us to better provide care and support for those most at risk.

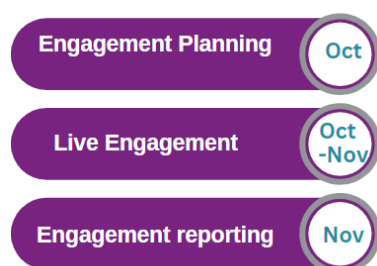
The eligibility criteria is set nationally to ensure all Partnerships allocate their available resources transparently and equitably, prioritising those with the highest level of risk. The eligibility criteria framework will look at things like the person's health, ability to care for themselves, and specific challenges they are facing.

2. Engagement Purpose

The purpose of the engagement is to:

- Consult with providers of social work and occupational therapy services to inform them of the revised eligibility criteria.
- Inform Service Users and Third Sector Organisations of the revised eligibility criteria and approach that will be taken, for people looking to access social work and occupational therapy services to support people to live independent and healthier lives.
- Establish an understanding of people's awareness of the Prevention & Early Intervention supports that are available for the people of Fife.

3. Engagement Timeline



The surveys were launched 5th November for a three-week period. Results in this report are reflective of responses received by 26th November.



4. Stakeholder Engagement

4.1 Engagement Methods

Engagement took the form of three surveys which were made available to social work staff, members of the public and to delivery partners, online via MS Forms.

A link to the survey was promoted in the following ways:

- Directly to staff by cascade via service managers and team managers.
- Directly to targeted groups of delivery partners by email.
- Directly to subscribers of NHS Virtual Panel, Fife Council Peoples Panel and Participation & Engagement Subscribers.
- Directly to unpaid carers via Participation & Engagement Carer Subscribers and Carers Providers Forum delivery partners.

The survey questions were designed to capture:

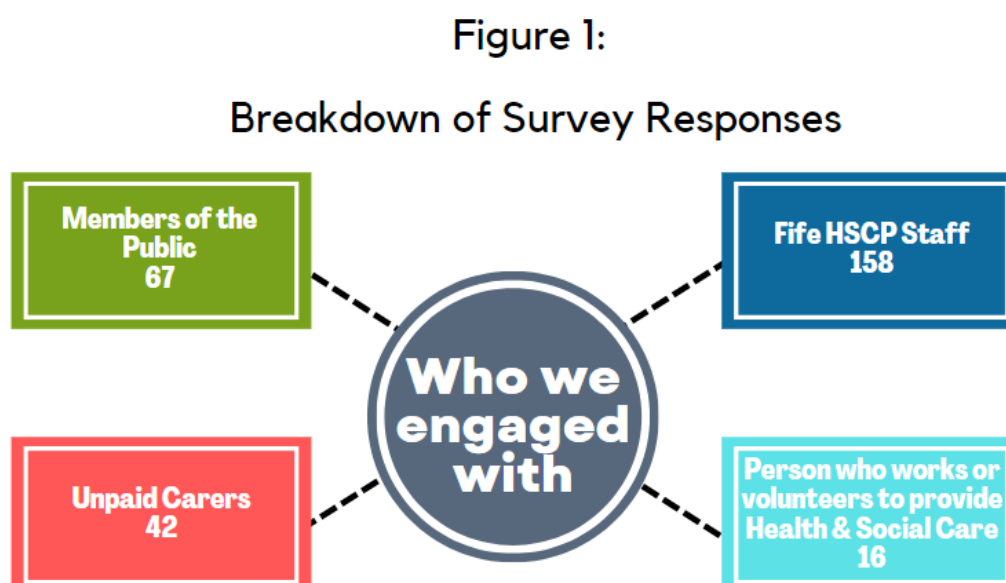
- Staff's understanding of the revised eligibility criteria and what is needed to enable them to be able to deliver services within defined timescales.
- The knowledge and awareness of the public and unpaid carers as to the framework, process and eligibility criteria that is used when undertaking social work and occupational therapy assessments.
- The knowledge and usage of the Prevention and Early Intervention support that is available to the people of Fife.

4.2 Engagement Reach

4.2.1 Survey Respondents

The consultation received **283 responses** from the various stakeholder groups. A breakdown of survey respondents is provided in Figure 1.

Figure 1: Survey respondents

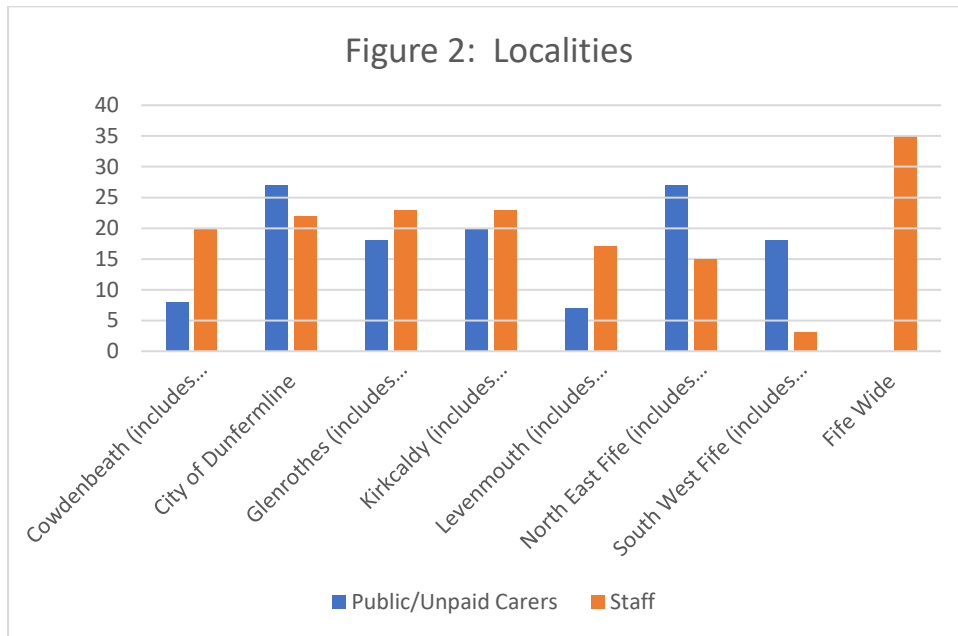




4.2.2 Localities (Staff and Public/Unpaid Carers)

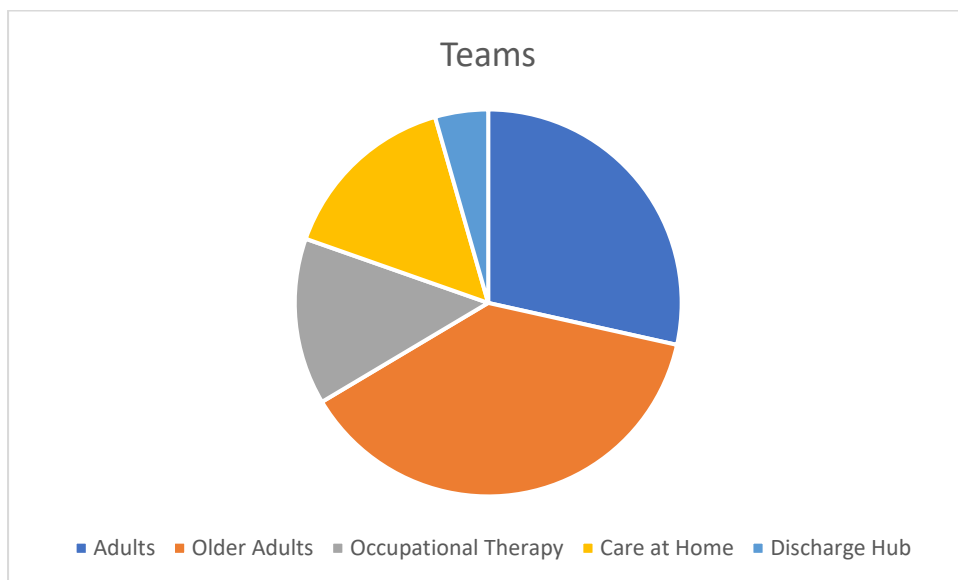
Responses were received from all seven localities for both staff and the public/unpaid carers, as detailed within Figure 2.

Figure 2. Responses by Locality



4.2.3 Fife HSCP Social Work Teams

Responses have been received from the following teams;



4.2.4 Equalities, diversity and inclusion (Public & Unpaid Carers)

From the responses received from the public and unpaid carers **70** people (**67%**) completed the equality, diversity and inclusion questions. The data is detailed in Appendix 1.



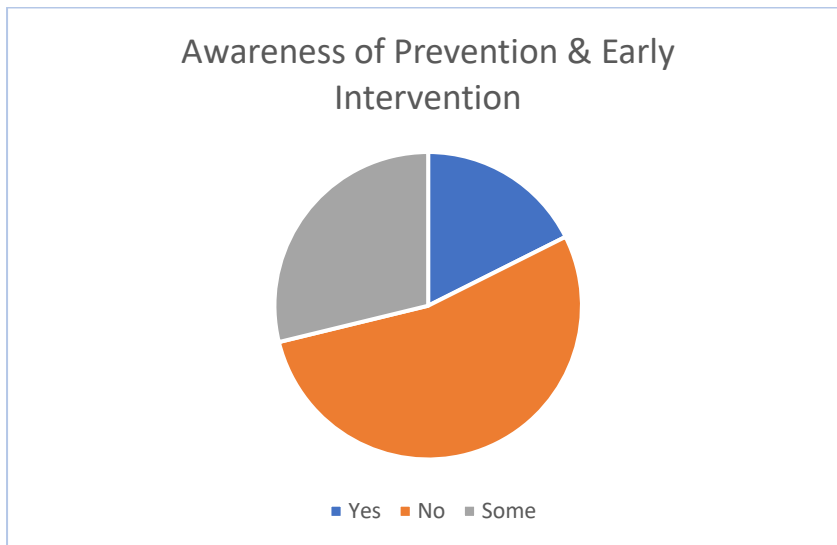
5. Themes from Engagement

Themes from the feedback can be shaped around the following areas and where appropriate have been split between Fife HSCP Staff and Public/Unpaid Carers.

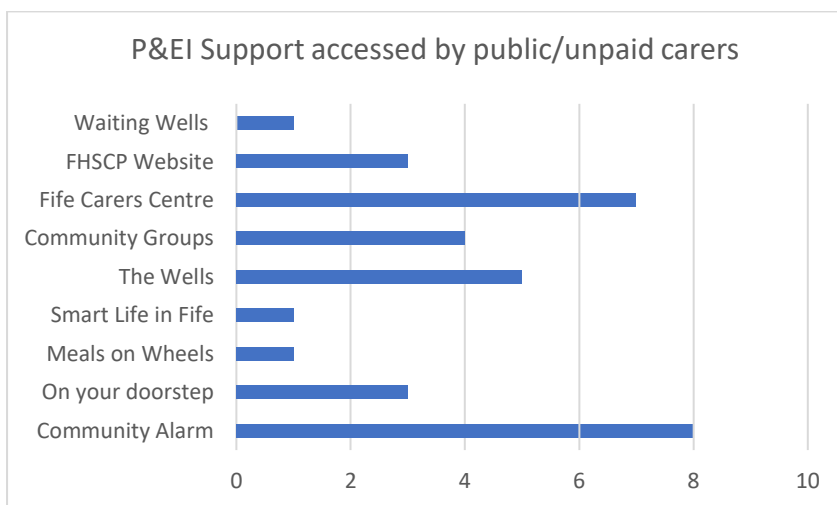
5.1 Prevention & Early Intervention (P&EI)

5.1.1 Public & Unpaid Carers

The responses showed that only **22** people (**18%**) are aware of the services available to them to support them with their health through prevention and early intervention. A further **36** people (**29%**) are aware of some support services.



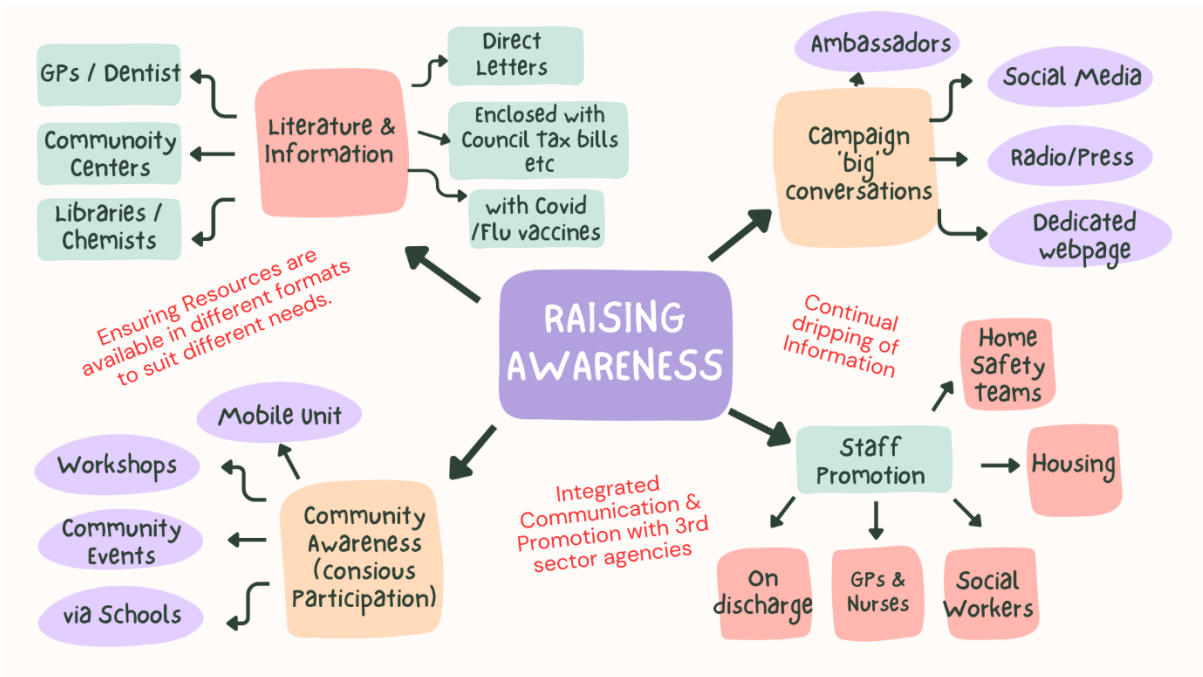
From those that were aware, **21** access prevention & early intervention support, with Community Alarms, Fife Carers Centre, The Wells and Community Groups being utilised the most. Most people access 1 to 3 of the support services.



When asked how we can improve awareness of local prevention and early intervention services, a multitude of ideas were offered which have been categorised within Figure 3.



Figure 3: Raising awareness of P&EI support for the public/unpaid carers



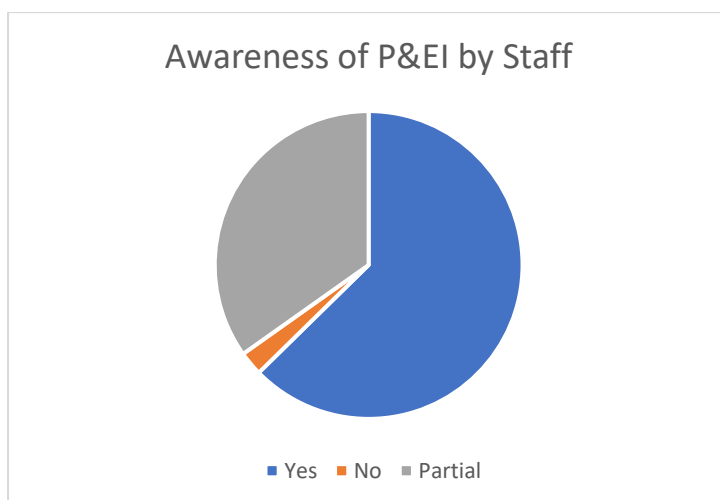
An extract of feedback comments is:

“Good to know. I think if people were made aware it could help greatly to relieve anxiety, particularly those alone without support”.

“the range and quality of these services is good based on personal experience and case examples of benefits could be highlighted more to encourage participation in their use”.

5.1.2 Fife HSCP Staff

The responses received show that **63%** of staff are aware of prevention and early intervention support services with a further **35%** being partially aware.





When asked how we can improve awareness of local prevention and early intervention services, the following suggestions were received, as detailed within Figure 4.

Figure 4. Raising awareness of P&EI support for Fife HSCP staff

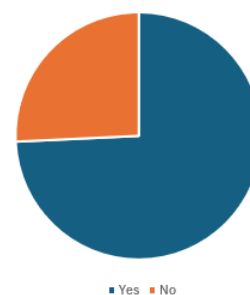


One comment received asked the question ‘*Are people motivated enough to live a healthy lifestyle?*’

5.2 Framework (Public & Unpaid Carers)

A total of **125** responses were received in relation to whether the flowchart provided help to explain the process of how adults, unpaid carers and older people accessed social work and occupational therapy services. **93** people (**74%**) felt that it did with **32** people (**26%**) answering no, it did not.

Process Flowchart



When asked what people liked about the flowchart the key theme fed back was that it was simple, clear, concise and easy to understand. One person commented

‘It demonstrates how there are ways to get support depending upon the severity of your issues’

When asked to share what could be improved within the flowchart the key themes were;

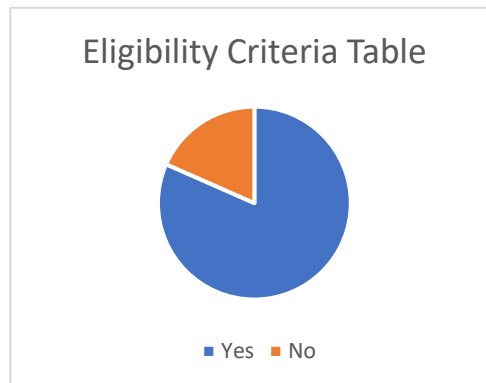
- Provided in different formats i.e. larger print, Braille, Easyread.
- Inclusion of how to get an initial referral and assessment.
- Reduce complexity as it will not be understood by everyone.
- Examples to illustrate.
- End to end timeline for each category.



5.3 Eligibility Criteria (Public & Unpaid Carers)

A total of **125** responses were received to the question whether the table, detailing the eligibility criteria, offered an understanding as to how social work and occupational therapy determine Critical, Substantial, Moderate and Low priorities.

102 people (**82%**) responded that the table helped them to understand, with **23** people (**18%**) responding that it didn't.



When asked for comments, the following themes were identified;

- People liked the easy layout and understanding.
- Some found it too complicated and felt that it is aimed at professionals.
- Greater understanding as to how you move between the different priority levels if your circumstances change.
- Whether resources are available to deliver the services and meet the needs of the people.

The following comment was received.

“This has worked well for the people we support, we have always received support in a timely manner or an explanation as to why this may take longer than usual”.

“Greater communication is needed across third party providers and to the public themselves”.

“ I wonder if definitions of need are open to interpretation by different assessors”.

5.4 Fife HSCP Staff

Within the internal survey, staff were asked to comment by each risk priority (Critical, Substantial, Moderate and Low) as to whether they had what they required (*information, skills, understanding, details, knowledge base*) to be able to deliver services within the defined timeframe.

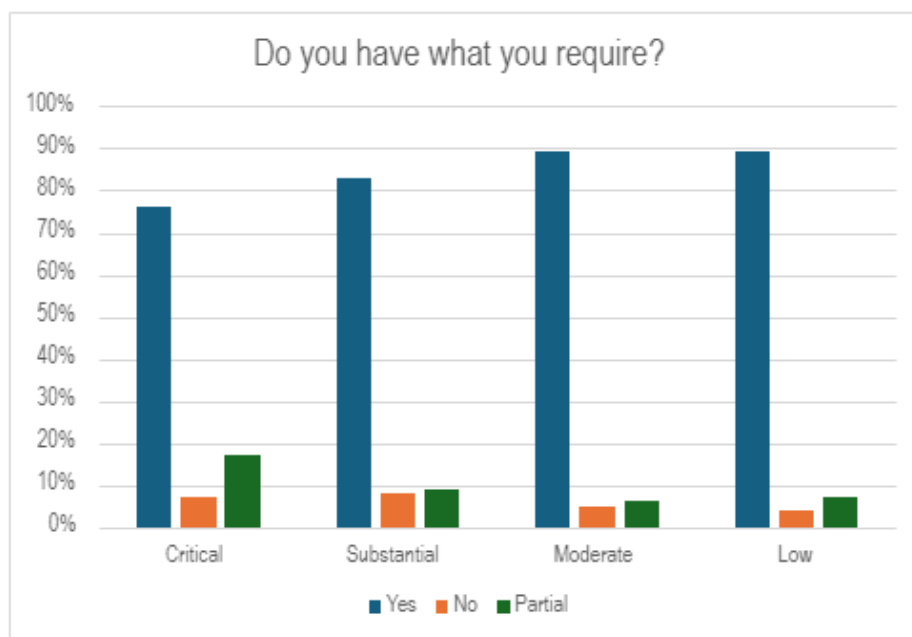
Of the **158** responses to this question, over **120** people (**76%**) responded that they had what they needed to be able to deliver the services, with the number increasing as the risk priority decreased. Less than **13** people (an average of **6%**) said they did not have what they needed.

The following table shows number of responses by risk priority.

	Critical	Substantial	Moderate	Low
Yes	120	131	141	141
No	11	13	7	6
Partial	27	14	10	11



The following graph shows responses by risk priority as a percentage.



The two main themes from staff comments are:

- Available resourcing is seen as a key challenge to meet the critical and significant timescales due to most workloads falling within these categories.
- Subject to interpretation of what is deemed critical – further guidelines/examples are felt to be beneficial, along with practical discussion groups to support staff's confidence and resilience.

6. Conclusion

The purpose of this consultation is to ensure that the revised eligibility framework is transparent to those who may need to access social work and occupational therapy services and to establish what staff may require to be able to deliver this. The consultation also establishes the awareness of the prevention and early intervention support which is available to support people to live independent and healthier lives.

Feedback revealed that most of the public are either unaware of the prevention and early intervention support or only aware of a few support services with less than **18%** of responders accessing any support. The key themes as to why people are not using support services were; lack of awareness, uncertainty of how these could be accessed, and that people do not think about support until they really need it. This has highlighted the importance of raising preventative and early intervention support before crisis situations occur. The survey has revealed that in general the public, including unpaid carers, feel that both the process flow and eligibility criteria (**74%** & **82%** respectively) were easy to understand and explained how social work and occupational therapy services were assessed and allocated.



The awareness of prevention and early intervention support was the opposite within Fife HSCP Staff, with only **3%** being unaware of what was available. Comments and proposals of how to raise awareness have been put forward for consideration by both staff and the public/unpaid carers.

In relation to the revised Eligibility Criteria, **89%** of staff feel that they have what they require to deliver the revised criteria for people that fall within the **low** and **moderate** risk priorities. This however reduced to **83%** and **76%** respectively for the **substantial** and **critical** risk priorities. On average a further **10%** of staff feel they have partial requirements with the key theme being resourcing.

6.1 Next Steps

- This consultation was carried out in a targeted approach to gain maximum feedback within a short timescale. The key feedback themes identified within this engagement will be incorporated into any changes or additional information required to the Supporting People Framework, which will replace our current eligibility criteria, along with our carer's eligibility criteria. The Supporting People Framework will be submitted to Fife Council Cabinet Committee for final review/approval in January 2025.
- Further analysis of the key feedback themes will be undertaken as part of the implementation plan.

NHS Fife and Fife Health and Social Care Partnership would like to thank everyone who responded to this consultation for their time and for sharing their views.

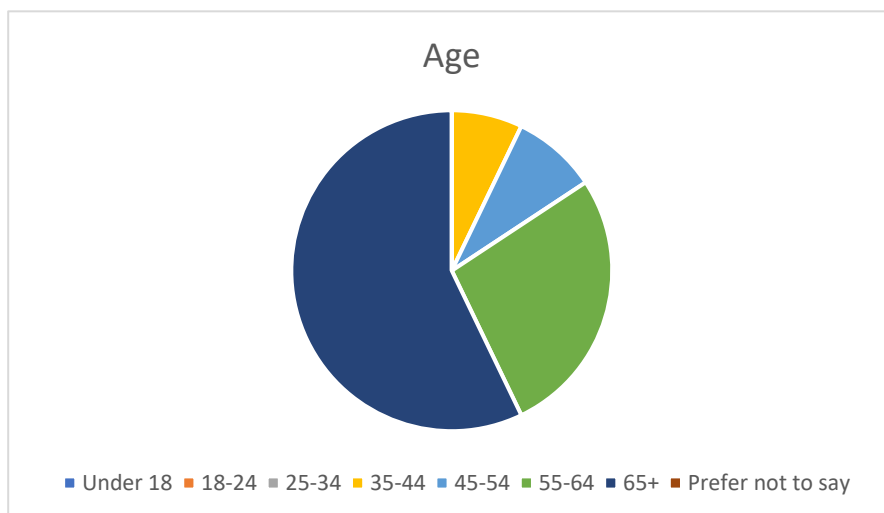


Appendix 1: Equality, diversity and inclusion data

From the responses received from the public and unpaid carers **70 people (67%)** completed the equality, diversity and inclusion questions contained in the survey. Responses are summarised below:

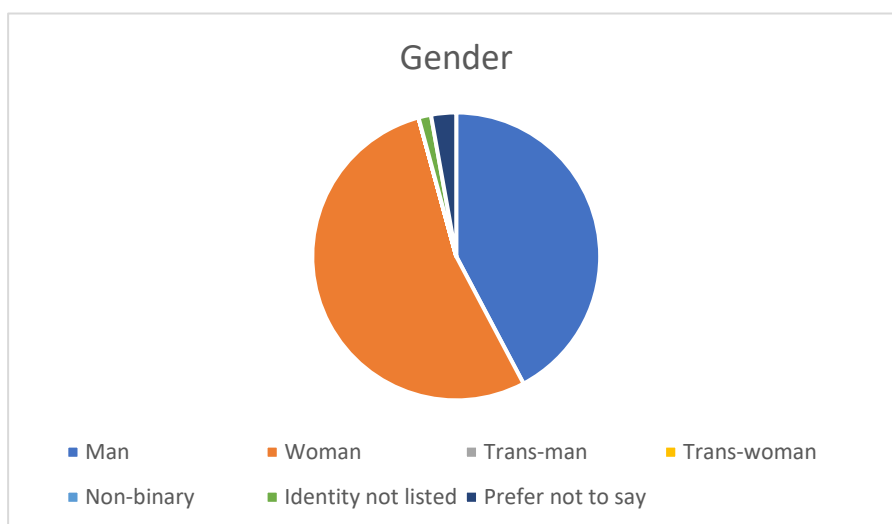
Age

Under 18	0
18-24	0
25-34	0
35-44	5
45-54	6
55-64	19
65+	40
Prefer not to say	0



Gender

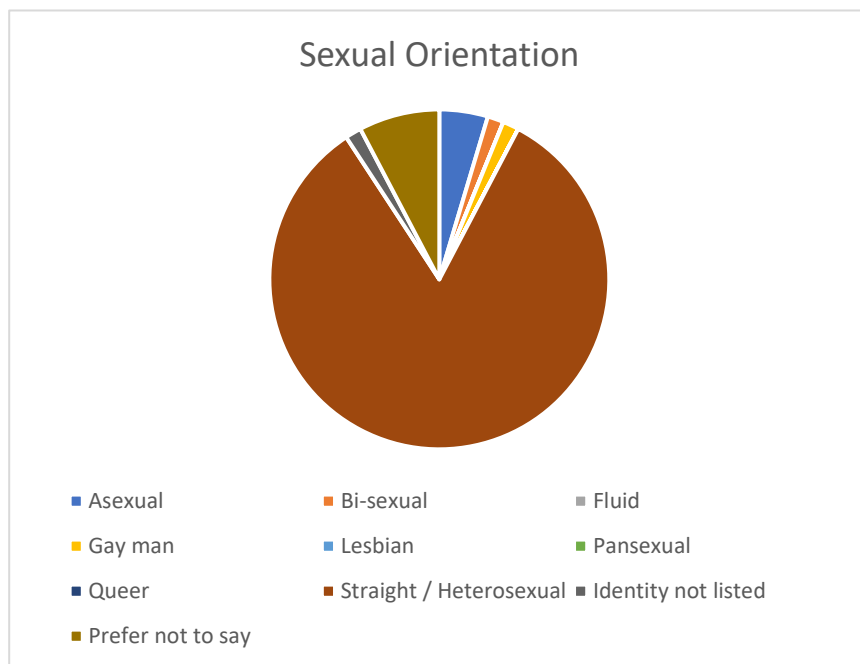
Man	30
Woman	38
Trans-man	0
Trans-woman	0
Non-binary	0
Identity not listed	1
Prefer not to say	2





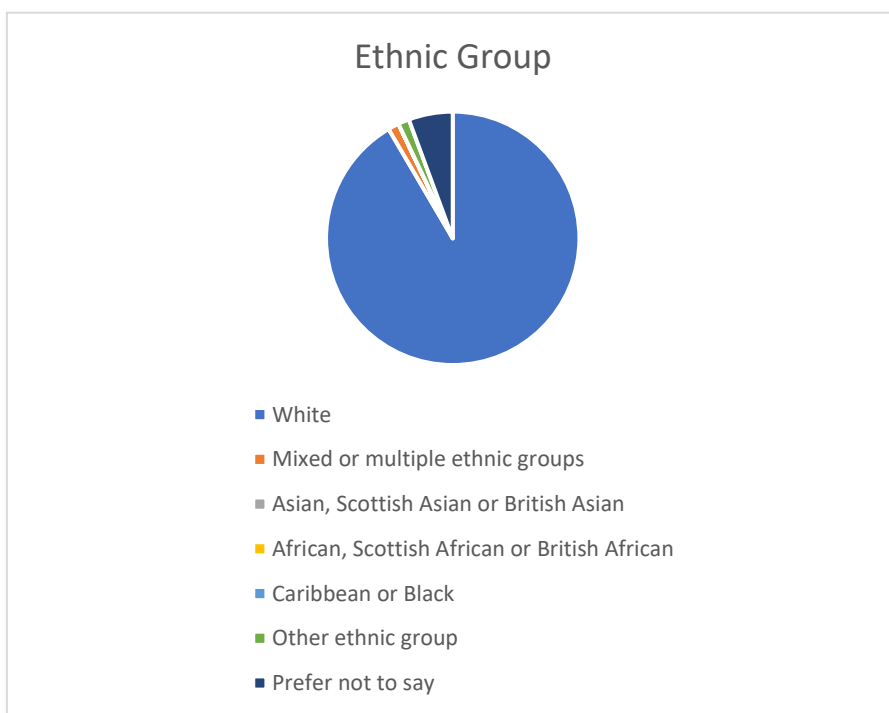
Sexual Orientation

Asexual	3
Bi-sexual	1
Fluid	0
Gay man	1
Lesbian	0
Pansexual	0
Queer	0
Straight / Heterosexual	54
Identity not listed	1
Prefer not to say	5



Ethnic Group

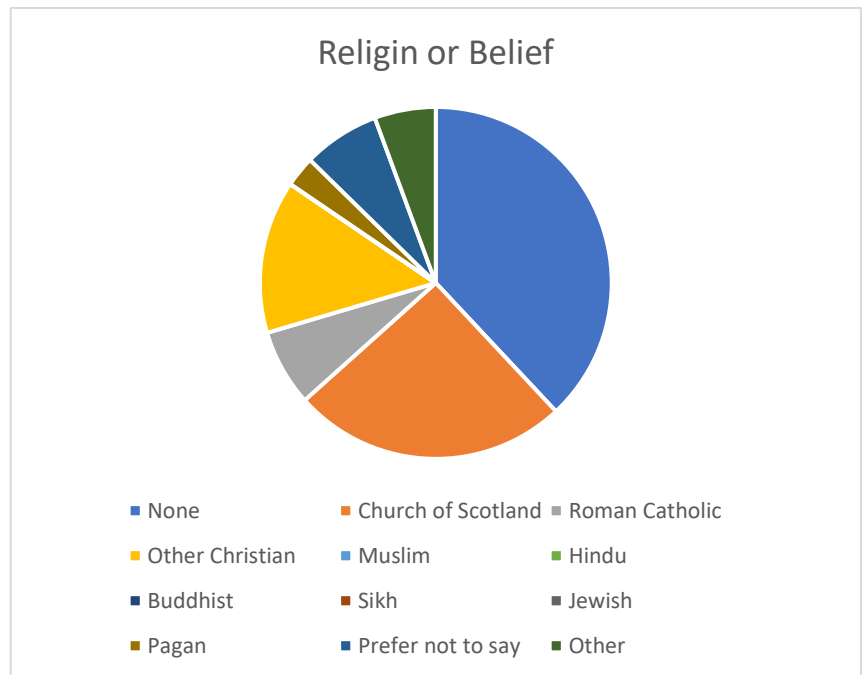
White	65
Mixed or multiple ethnic groups	1
Asian, Scottish Asian or British Asian	0
African, Scottish African or British African	0
Caribbean or Black	0
Other ethnic group	1
Prefer not to say	4





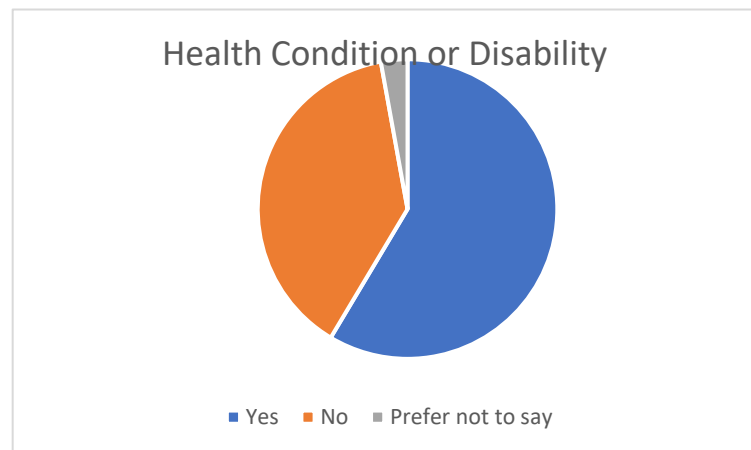
Religion or Belief

None	27
Church of Scotland	18
Roman Catholic	5
Other Christian	10
Muslim	0
Hindu	0
Buddhist	0
Sikh	0
Jewish	0
Pagan	2
Prefer not to say	5
Other	4



Health Condition and/ or a Disability

Yes	41
No	27
Prefer not to say	2





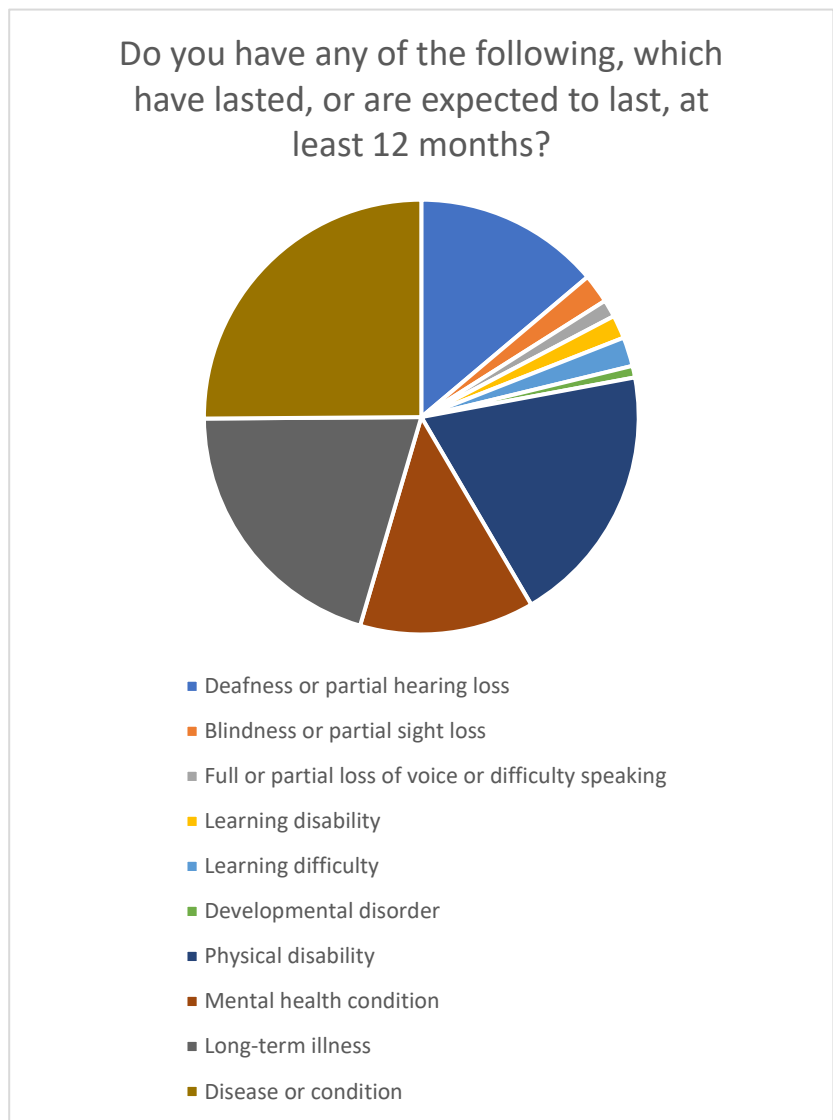
Are you currently breastfeeding, pregnant or recently given birth?

Yes	0
No	67
Prefer not to say	2



Do you have any of the following, which have lasted, or are expected to last, at least 12 months?

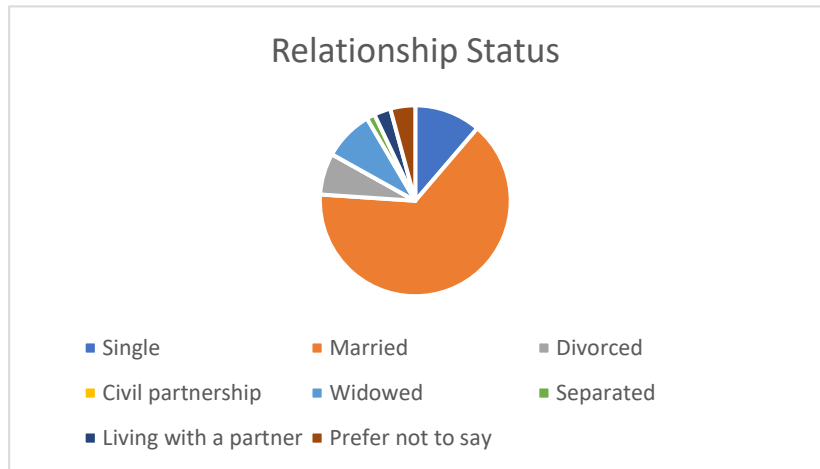
Deafness or partial hearing loss	13
Blindness or partial sight loss	3
Full or partial loss of voice or difficulty speaking	1
Learning disability	4
Learning difficulty	2
Developmental disorder	3
Physical disability	19
Mental health condition	15
Long-term illness	17
Disease or condition	18





What is your relationship status?

Single	8
Married	46
Divorced	5
Civil partnership	0
Widowed	6
Separated	1
Living with a partner	2
Prefer not to say	3



School Exclusion Zones (School Streets)

Report by: John Mitchell, Head of Roads and Transportation Services

Wards Affected: All

Purpose

The purpose of this report is to present the results of the School Exclusion Zones (School Streets) trials and agree the process for future requests.

Recommendation(s)

It is recommended that committee: -

1. note the content of the School Exclusion Zones (School Streets) Trial Project Report summarised within this report and detailed in Appendix 1, with the key points that:
 - a. there has been no clear evidence from the data collected which shows that the three trial zones have materially improved environmental conditions around the schools;
 - b. the resident survey responses, while low in volume (8%), indicate that 72% of respondents consider that the scheme has had a positive impact on the local environment;
2. note the decisions of Area Committees that the trials for Denend and Pitcoudie Primary Schools be terminated and that the trial at St Marie's RC Primary School be continued; and
3. agree that any future School Exclusion Zone requests be considered and funded by the relevant Area Committee.

Resource Implications

The cost to introduce each trial location was approximately £18,000. If the sites were to be made permanent, each would require funding of approximately £7,000 for signage and have ongoing annual maintenance costs of approximately £300 per annum.

The cost to remove the physical measures at Denend and Pitcoudie was £3,750 per site.

The Roads & Transportation Services' Traffic Management revenue budget funded the trials at St. Marie's and Pitcoudie Primary schools whilst Denend Primary was a project delivered within the Area Roads Programme.

Legal & Risk Implications

There are no known legal or risk implications.

Impact Assessment

An Equality Impact Assessment has been completed and the outcome summary is attached as Appendix 2. A Fife Environmental Assessment Tool (FEAT) assessment is not required because the report does not propose a change or revision to existing policies and practices.

Consultation

Councillors from Cowdenbeath, Glenrothes and Kirkcaldy Wards and Police Scotland were consulted prior to the introduction of the Experimental Traffic Regulation Orders (ETRO) for the trial sites.

Formal consultation for the (ETRO) was undertaken through the posting of legal notices in a local newspaper and on affected roads. Details of the ETRO were made available on www.fife.gov.uk.

No formal objections were received during the statutory consultation period.

Consultation was undertaken through surveys with parents and guardians of children attending the schools, and residents in the vicinity of the SEZ.

Legal and Financial Services were consulted in the development of this report.

1.0 Background

- 1.1 A School Exclusion Zone (SEZ) (also known as a School Street) prevents non-residential traffic from using the road network outside a school entrance and selected surrounding streets, at set periods of the school day; typically, during start and finish times.
- 1.2 On 10 September 2020 (FC 2020 219, para191 refers), Fife Council approved a Motion for officers from Roads and Transportation and Education Services to detail the experiences of School Street trials in other Scottish local authority areas for consideration.
- 1.3 On 4 November 2021, the Policy and Co-ordination Committee (2021.PC.95 para 331 refers) noted the experiences of other local authorities and remitted officers from Roads and Transportation Services and Education and Children's Services to agree three pilot locations, including Denend Primary School, Cardenden where a temporary trial of the initiative could take place during financial year 2022/2023.
- 1.4 The initial suitability of the schools to be included in the trial was assessed using a comparative scoring matrix. This included:
 - consideration of the school and street layout
 - level of support from the local school community
 - if the school had a current school travel plan
 - the practicalities to deliver the trial in that location and
 - the number of households that could be affected by a street closure

From this assessment, Pitcoudie Primary School, Glenrothes and St. Marie's RC Primary Schools, Kirkcaldy were also selected for the trial.

All three schools selected are located at the end of cul-de-sacs and have Park + Stride initiatives in place as part of the School Travel Plan.

- 1.5 The trials for all three schools commenced on 28 November 2022 and concluded on 28 May 2024.

2.0 Issues and Options

- 2.1 The scope, outcome, and performance indicators of the School Exclusion Zones (School Streets) Trial is detailed within the project report shown in Appendix A. The performance indicators reference:
- any increase in active travel to and from school
 - any improved perception of road safety in the restricted street
 - the level of compliance with restrictions
 - the impact from displaced vehicles on surrounding streets
 - the impact on air quality
- 2.2 While the focus of the trial was to exclude vehicles from the zone, prior to the trial commencing, representative groups for each of the schools and residents located within the trial zone requested that school staff, school taxis, parents and their children with additional support needs and residents within the street be given a permit which allowed them to access the exclusion zone within the controlled time period. Blue badge holders were also exempt from any restrictions. The collective number of people within these identified groups clearly influenced the level of traffic recorded at each 'School Street.'
- 2.3 The restrictions within the school zones related to moving vehicle offences which Police Scotland enforce. Representation from Police Scotland throughout the SEZ trials was not comprehensive and the trial locations relied on self-compliance.
- 2.4 To support compliance within the trials, traffic management measures were introduced including:
- pre-warning signs to encourage parents to adhere to the SEZ and use Park & Stride areas
 - additional single and double yellow lines
 - a bus box near to St. Marie's RC Primary School (because of the level of pupils bussed to school).
- 2.5 Surveys of resident and pupil behaviours were undertaken at the three stages:
- before the trial
 - after three months
 - one year after implementation
- Approximately 1300 responses (8% response rate) were received across all sites. The response rates were consistent at each of the sites.
- 2.6 Traffic surveys were undertaken pre- and post-trial, including speed, traffic volume and air quality surveys. The results from the annual Hands-Up Scotland Surveys (HUSS) recorded by Fife Council on behalf of Sustrans were also used as a data indicator. (The survey data is outlined in Appendix A, 7 - Traffic Survey Data.)

Influence on Active Travel

- 2.7 The results of the Hands Up Scotland Survey (HUSS) for the three schools were used as an indicator for the success of the trial as was household/pupil perception surveys. The Hands Up Scotland Survey (HUSS) reflects pupils' travel to school mode on a single day in September each year across Scotland.

2.7.1 The results of the HUSS survey for the three schools between 2021 and 2023 are summarised below and shown in Tables 1 to 3 below:

Denend PS – a significant drop in those driven and increase in bus travel.

Pitcoudie PS – a sustained high level of pupils walking to school.

St Marie’s RC PS – a high level of Park and Stride and bus usage (note the school has a wide catchment, with many pupils eligible for bus travel to school).

	Walk	Cycle	Scoot - Skate	Park & Stride	Driven	Bus	Taxi	Other
2021	33.1%	3.8%	4.5%	22.6%	34.6%	1.5%	0.0%	0.0%
2022	32.0%	1.6%	14.8%	27.9%	14.8%	9.0%	0.0%	0.0%
2023	31.3%	3.5%	7.6%	22.9%	16.0%	18.8%	0.0%	0.0%

Table 1: Denend Primary School HUSS Results 2021 - 2023

	Walk	Cycle	Scoot - Skate	Park & Stride	Driven	Bus	Taxi	Other
2021	65.9%	0.0%	0.7%	17.6%	9.3%	6.5%	0.0%	0.0%
2022	60.9%	5.6%	4.6%	18.0%	6.3%	3.2%	1.4%	0.0%
2023	61.7%	2.2%	1.4%	17.7%	11.2%	5.8%	0.0%	0.0%

Table 2: Pitcoudie Primary School HUSS Results 2021 – 2023

	Walk	Cycle	Scoot - Skate	Park & Stride	Driven	Bus	Taxi	Other
2021	26.3%	0.9%	1.2%	38.4%	9.7%	21.8%	1.8%	0.0%
2022	20.8%	3.6%	3.0%	34.8%	4.5%	31.5%	1.8%	0.0%
2023	18.2%	2.2%	3,5%	38.0%	3.3%	31.5%	3.3%	0.0%

Table 3: St Marie’s Primary School HUSS Results 2021 – 2023

Perception of Road Safety

2.8 Perception surveys undertaken before and during the trials revealed the following percentages of whether the trials would/had made the area outside the school safer:

Pre 67%
 3 Months 38%
 1 Year 26%

2.8.1 The reducing confidence in the effectiveness of the trials correlate to the high levels of traffic volumes still experienced at the schools partly because of the number of people exempt from the trial.

Level of Compliance

- 2.9 The results from traffic surveys show that traffic speeds remained similar across the trial period at all locations as expected from cul-de-sac locations. In terms of traffic volumes, as shown in the graphs below, Denend PS experienced similar levels of traffic, while St. Marie's RC PS reduced by 30% and Pitcoudie PS increased by 30%. There was strong engagement with each school at the beginning of the trials to assist and encourage compliance but this reduced over time as the level of staff resource required from the school could not be sustained. The level of Police presence was low through the trial period due to resourcing issues.

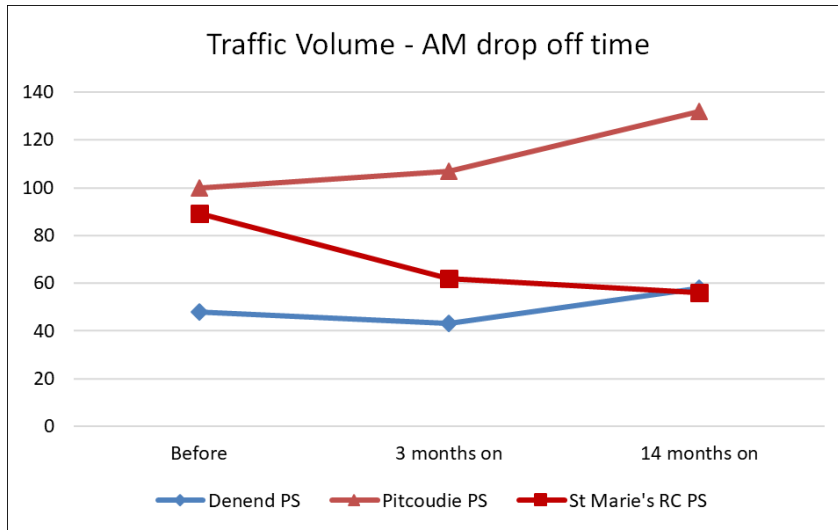


Figure 1: Traffic Volume AM drop-off time

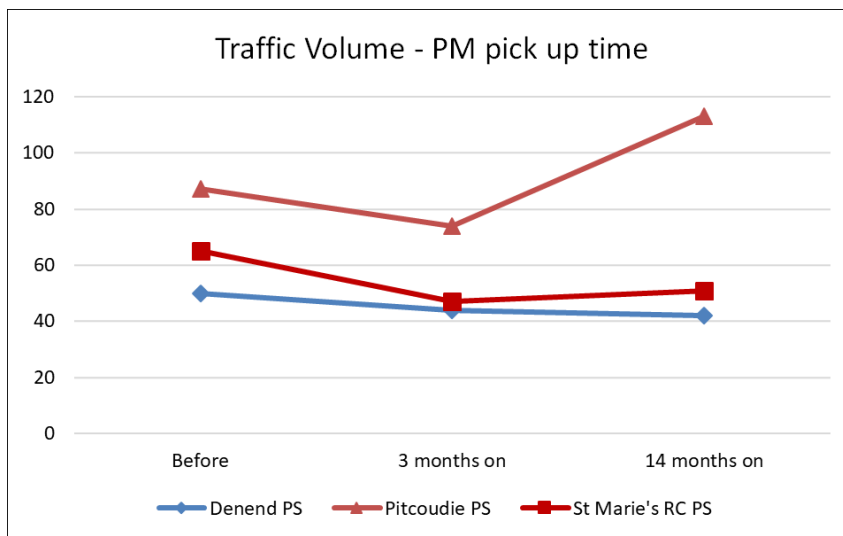


Figure 12: Traffic Volume PM pick-up time

Impact from Displaced Vehicles

- 2.10 From visual monitoring, the surrounding streets showed minimal displacement of vehicles, which is partly explained by the levels of traffic volumes being similar throughout the period.
- 2.10.1 The introduction of the free permit system still allows a similar volume of traffic to access the exclusion zone. Therefore, it is suggested that, rather than excluding traffic, the measures helped manage access to the areas.

Impact on Air Quality

- 2.11 Air quality data was collected over five-day periods before and during the trial and levels have been particularly good with very low carbon monoxide levels throughout.

Summary

- 2.12 The response from the Year 1 survey showed a low level of response with only 8% of questionnaires returned. Of these, 72% indicated that they favoured making the trial sites permanent. The full results are shown below in Table 4.

Combined Responses	Responses	In Favour of Making the Trial Site Permanent	Percentage
Total *	99	71	72%
SEZ Residents	23	21	91%
Nearby Area Residents	28	18	64%
Parents	63	43	68%

Table 4: Survey response after one year

(* Note: parents may also be counted as a resident of SEZ or nearby area)

- 2.12.1 In terms of the data collected from surveys, it is not clear that there has been a material benefit to the environment around the schools.
- 2.12.2 School exclusion zones in other areas have been more successful when they have had ongoing engagement and support from parent councils, with strong branding to encourage awareness and compliance.
- 2.13 It is unclear to what extent the after effects of the Covid period and changes to working patterns for some parents and carers had on the results from the trial and surveys.
- 2.14 Individual workshops, including ward councillors and Roads and Transportation officers, were held with each of the three schools to discuss the SEZ restrictions. At these, councillors agreed to terminate the ETROs for Denend and Pitcoudie Primary Schools and remove the associated SEZ. At St Marie's RC Primary, councillors agreed to extend the trial given positive responses and need for further assessment. A further temporary SEZ will be implemented for St Marie's to allow more concentrated efforts to improve compliance with the restrictions. The school have agreed to provide more frequent marshal support at the entrance to the restrictions. The Ward councillors have confirmed that the Police will be encouraged to offer more enforcement support and will tie this in with increased efforts from the Fife Council Communications Team.
- 2.15 Following the area workshops, reports were presented to each of the relevant Area Committees recommending the proposed course of action noted above. (2024 GAC 53 Item 9; 2024 KAC 46 Item 8; and 2024 CAC 75 Item 5.)

3.0 Conclusions

- 3.1 Successful SEZ schemes are reliant on restricted access into the street, significant support from marshals, committed engagement from parents and guardians and strong and visible enforcement.

- 3.2 While feedback from residents indicated a positive response to the trials, the performance data measured during the trial period has not shown conclusive evidence of success in improving the environmental conditions at the three trial sites.

List of Appendices

1. School Exclusion Zones (School Streets) Trial Project Report
2. Equality Impact Assessment Summary Report

Background Papers

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

EqIA 2023 ETROs – (SEZ)

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Roads & Transportation Services

School Exclusion Zones (School Streets) Trial Project Report

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1 - Introduction

- 1.1 School Exclusion Zones (SEZ) have been introduced in other areas in the United Kingdom and Fife Council were keen to try these in Fife. A School Exclusion Zone (also known as a School Street) is to prevent non-residential traffic from using the road network outside a school entrance gate, and / or in surrounding streets, at set periods of the school day – typically during start and finish times.
- 1.2 Fife Council introduced 3 trial School Exclusion Zones in Fife to gather local data on effectiveness and acceptance by the community. The effectiveness of the trial sites is determined by measuring: 1) any increase in active travel to and from school; 2) any improved perception of road safety in the restricted street; 3) level of compliance with the restrictions; and 4) the impact of displacement of vehicles from the Zone to other streets.
- 1.3 Three schools were chosen for the trial which began simultaneously for each site on 28th November 2022 for a period of 18 months. The schools are:
 - Denend Primary and Nursery School, Cardenden
 - Pitcoudie Primary School, Glenrothes
 - St Marie’s RC Primary School, KirkcaldyThe trial will expire on 28th May 2024.
- 1.4 This report describes the trial project and how it was implemented. Traffic surveys and consultations were conducted to gather information on their effectiveness under the criteria. This report describes the practical and resource implications for introducing and managing a SEZ. This will allow the respective Area Committees to make an informed decision on if it would be beneficial to introduce a permanent SEZ.

2 - Background and School Selection

- 2.1 At a full Fife Council meeting on 10th September 2020 a motion was made concerning “School Streets”. An amendment to the motion received the majority vote and asked, “Officers from Transportation and Education Services to bring a report to Policy and Coordination in due course, which details the experiences of trials similar to School Streets for consideration.”¹
- 2.2 A report was presented to The Fife Council Policy and Co-ordination Committee (P&C) on 4th November 2021 that outlined experiences of other Local Authorities where School Exclusion Zones had been implemented, presented criteria for street selection, and obtained approval to introduce three trial sites for this initiative. Following the local elections in 2022, reorganization of the various Council Committees resulted in the P&C Committee being replaced by the Cabinet Committee.
- 2.3 Denend Primary and Nursery School, Cardenden was specifically chosen at the P&C Committee, as the Parent Council for that school had recently submitted a petition for the street to be closed to traffic during school drop off / pick up times. The school is accessed from a short cul-de-sac with limited turning space and has a small car park intended for Council Housing tenants only.
- 2.4 Pitcoudie Primary School, Glenrothes was selected in line with the selection criteria and in addition this school had attempted to stop traffic entering the street on their own initiative in the past. The school is also accessed from a cul-de-sac with several residential properties. This site has several neighbouring streets and a Park & Stride site a short walk away at Cadham shops.
- 2.5 St Marie’s RC Primary School, Kirkcaldy was selected in line with the criteria. It was important to include a Roman Catholic School in the trial due to the expanded catchment area for this type of school. At a site meeting with the school, Police Scotland, and a Councillor, various unsafe driving manoeuvres were observed and an exclusion zone for this school could address some of these specific safety concerns. This school is also accessed from a cul-de-sac and has a good remote access footpath that leads to the rear of the school. The Park & Stride site is located at a community centre on the opposite side of a busy road which has a part-time 20 mph and a TOUCAN crossing.
- 2.6 All three sites had strong support for the trial from the schools, are accessed from a cul-de-sac, and have Park & Stride options.

¹ The Fife Council meeting 10/09/2020 minute 2020.FC.219 Item 191

3 - Traffic Signs

- 3.1 Following the P&C Committee in November 2021 work began on the school selection and design for the entry sign. At this point there was no provision in the Traffic Signs Regulations and General Directions 2016 (TSRGD) for the entry sign that would be required. An application was submitted to Transport Scotland for special authorisation for the entry sign which was approved.
- 3.2 In the spring of 2022, Scottish Parliament approved legislation amending the TSRGD to allow several additional signs to be permitted in Scotland. This legislation, The Traffic Signs Amendment (Scotland) Regulations and General Directions 2022 came into force on 23rd May 2022.² This Amendment included a sign for use at School Exclusion Zones and was very similar to the approved entry sign Fife Council designed for special authorisation. The initial design was discarded in favour of the sign shown in the Amendment legislation.
- 3.3 SWARCO were selected to manufacture and supply the signs through the procurement process.
- 3.4 Within the first few days of operation, it was discovered the lights on the entry sign were difficult to see from any angle other than straight on. Given that all three sites are culs-de-sac accessed from right angle junctions this was a significant issue that required attention. To address this SWARCO were contacted to increase the brightness of the lights to the maximum setting. Any future signs will require larger LED clusters and specification for increased angle of view.
- 3.5 Even with the brightness set to maximum the entry signs were still difficult to see from a right angle. Twin amber LED flashers were procured and retrofitted underneath the signs. These are to provide an increased visual indication that the signs are operational and are viewable from a wider angle. These additional LED flashers only worked for one school term due to a programming fault within the factory. As these LED flashers are of a different make to the main entry signs there have been significant issues with reprogramming the flashers which was not rectified until after the summer holidays of 2023.
- 3.6 The LED flashers have had repeated problems, and the manufacturer has not permitted any programming software to be passed to ourselves or our maintenance contractor SWARCO. Therefore, faults and reprogramming must be addressed by the manufacturer. This is not practical nor suitable as issues cannot be resolved within an acceptable timeframe. Should the SEZ trial sites be made permanent, new entry signs should be considered providing a clearer field of view and suitability for ongoing maintenance. This would negate any need for additional LED flasher units.

² <https://www.legislation.gov.uk/ssi/2022/111/contents/made>

4 - Permits

- 4.1 It was intended to introduce the SEZs without a permit system, however following communications with the schools and residents it soon became apparent that a permit system was required to allow an element of control and to assist the Police with enforcement.
- 4.2 In Fife there is a permit system for residents parking schemes, and these are on an electronic system that Fife Council Parking Attendants access via their handheld devices for enforcement. However, as contravention of the SEZ restriction is a moving traffic offence, enforcement solely lies with Police Scotland who would not have access to our electronic permit system. Therefore, a paper permit system was required.
- 4.3 Fife Council designed the permits in-house in the style and size of an old tax disc with a holographic border to reduce possibility of counterfeit versions. These permits name the school, include the vehicle registration, and expiry date.
- 4.4 Those who qualified for a permit included residents at qualifying addresses within the SEZ, school staff, and school contract taxis. Blue badge holders are exempt from the restriction and do not require a permit.
- 4.5 Others with extenuating circumstances could also apply and this was up to the School Management Team's discretion. Several permits were issued by the schools for parents of children with additional support needs that do not have blue badges. In most cases these have been provided for children with autism.
- 4.6 There is no provision for visitor permits which caused inconvenience for individuals wishing to visit and care for infirm or elderly residents during the exclusion times. Individuals with temporary circumstances did not qualify for a permit such as pregnant mothers and those with temporary illnesses.
- 4.7 Taxi companies who have a school contract to assist a specific child often have several vehicles in their fleet, with these companies uncertain as to which vehicle will be used throughout the year. Unfortunately, this means the taxi companies apply for many permits and it is difficult to prevent them misusing permits to take a regular fare directly to the school gates.
- 4.8 Permits had to be facilitated by Fife Council's Traffic Management team and by each school which increased pressure on these staffing resources.
- 4.9 If the SEZs are made permanent or made available to other schools, there would be an ongoing resource implication. This would include a staffing resource including overheads to facilitate and provide permits. For the trial SEZs, each paper permit cost £1.64 plus other costs with issuing the permit (envelopes, postage etc). If SEZs are made available for other schools, it would be recommended to invest in an electronic system that can be used by Police Scotland and Fife Council as administrators. Any such software would have a financial implication.
- 4.10 Permits were issued free of charge, and this matches other local authorities in Scotland. Therefore provision of SEZs will have an ongoing resource implication.

5 - Legal Order

- 5.1 There were some delays with production of the Experimental Traffic Regulation Order (ETRO) due to reduced staff levels, local elections, and priorities with preparation of other time sensitive Traffic Regulation Orders. SEZs require several exemptions that need to be defined in the legal order and required careful review by the legal team to ensure the ETRO was competent. The ETRO procedure allowed for an objection period of 6 months and no formal objections were received.
- 5.2 Any new SEZ sites would require approval from the respective Area Committee and should be thoroughly consulted upon and implemented through an Experimental Traffic Regulation Order process.
- 5.3 On review of the experimental SEZ, each respective Area Committee would decide on whether it would be of benefit to retain the restrictions and introduce a permanent Traffic Regulation Order.

6 - Information gathering

- 6.1 As School Exclusion Zones are new to Fife, consultation was carried out prior to each site's launch. This consultation served two purposes: 1) to provide information on what a SEZ is and the objectives, and 2) to gather views and opinions from the community on whether a SEZ would be effective.
- 6.2 A letter was sent to all the properties within each School Exclusion Zone boundary and to other properties in the nearby vicinity. A letter was also issued via the schools to all the parents and guardians of children attending each school. These letters invited individuals to fill in an online consultation form that was multiple choice and offered a section to provide written comments. In addition, individual webpages were provided for each SEZ including FAQs and a location plan on www.fife.gov.uk.
- 6.3 Other traffic surveys were arranged prior and after implementation and these were: traffic collision data, speed / volume traffic count, air quality survey, and the hands-up survey that is annually taken by Sustrans. Analysis of traffic data is provided in [7 - Traffic Survey Data](#).
- 6.4 Residents and parents were invited to share their views approximately 3 months after implementation and again approximately 1 year after implementation. Analysis of the consultations is provided in [8 – Consultation and public view](#).
- 6.5 It should be noted that the level of response to the consultations was low.

7 - Traffic Survey Data

Traffic Collision Data

- 7.1 Comparison of traffic collision data has been gathered, with zero reported injury collisions before and during the trial period to date. This information is based on collisions reported and logged by Police Scotland. Collisions that are damage only to vehicles or other property are often not reported to the Police and not recorded. There can be no clear indicator of road safety improvement from these statistics.
- 7.2 There are anecdotal accounts that one pedestrian collision occurred at Denend Primary where a parent was hit by a vehicle within the SEZ. However anecdotal information is unverified, does not provide complete information, and difficult to use for analysis.

Speed / Volume Data

- 7.3 Survey data was collected using a radar unit that recorded both directions of traffic with results from 5 weekdays over 24 hour periods. Below details a summary for each site.

Denend Primary and Nursery School

Before vs 3 months on

10% and 12% reduction in traffic volume in the AM drop off and PM pick up times respectively. No change in traffic speed.

Before vs 14 months on

AM drop off traffic increased by 21%, however PM pick up traffic reduced by 16%. Traffic speed decreased by 1 mph.

Pitcoudie Primary School

Before vs 3 months on

7% increase in AM drop off traffic volume. 15% decrease in PM pick up traffic volume. Traffic speed increased by 1 mph.

Before vs 14 months on

32% and 30% increase traffic volume in the AM drop off and PM pick up times respectively. No change in traffic speed.

St Marie's RC Primary School

Before vs 3 months on

30% and 28% reduction in traffic volume in the AM drop off and PM pick up times respectively. No change in traffic speed.

It should be noted the survey equipment location was placed further into the street and would not detect traffic only travelling part way into the street and turning in the road.

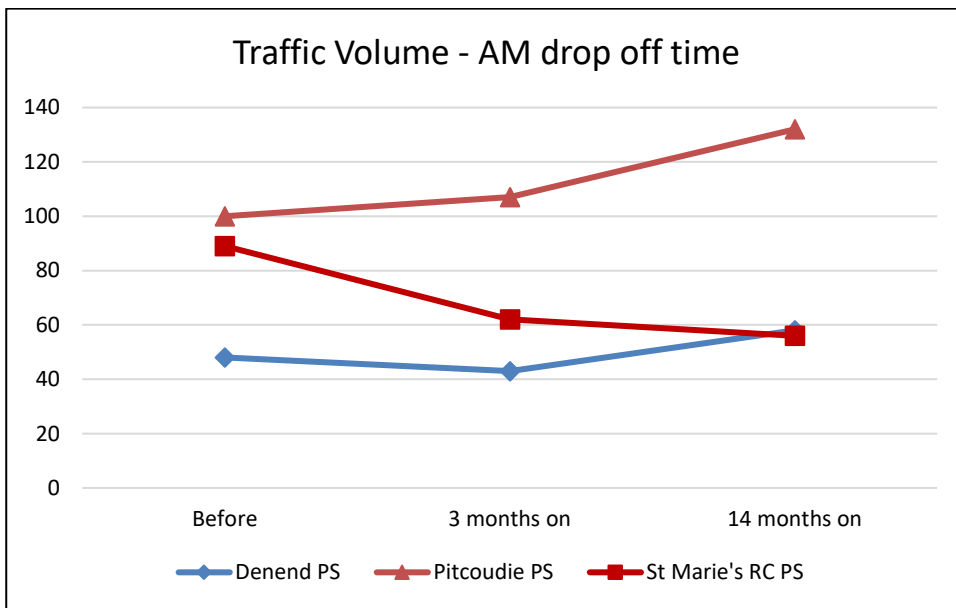
Before vs. 14 months on

63% and 22% reduction in traffic volume in the AM drop off and PM pick up times respectively. Traffic speed increased by 1 mph.

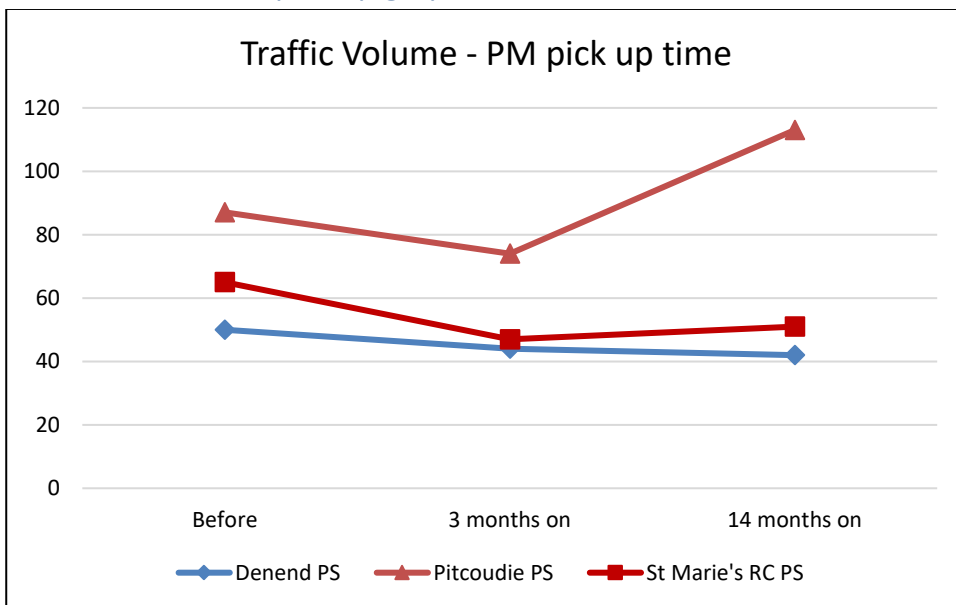
It should be noted the survey equipment location was placed further into the street and would not detect traffic only travelling part way into the street and turning in the road.

- 7.4 Traffic volume data indicates that in the initial 3 months volume has reduced at all three sites which would indicate some compliance with the restrictions. Repeat surveys 14 months following implementation provide mixed results. Denend PS has seen an increase in AM traffic, but a reduction in PM traffic. Pitcoudie Primary School has seen a significant increase in traffic volume since before the restrictions. St Marie's RC Primary School has seen a decrease in traffic volume since before the restrictions.
- 7.5 Based on resources available for the trial project it was decided that monitoring on adjacent and nearby streets would not be carried out.
- 7.6 The following graphs show the traffic volume from before implementation, 3 months and 14 months following the restriction.

Traffic Volume AM drop off graph



Traffic Volume PM pick up graph



Air Quality Data

7.7 Air quality data was collected for a period of 5 days before implementation and 5 days during the trial period. Air quality in these areas is very good with very low carbon monoxide levels.³ The following table shows data from before implementation of the SEZ and data recorded 3 months into the SEZ trial. Results provided are taken from weekdays only.

Table 1 – Air Quality Data

Denend PS	Before	During
	21/06/22 - 27/06/22	20/02/23 - 24/02/23
Max 8 hour running mean	0.25 ppm*	1.08 ppm
AM drop off	0.05 ppm	1.05 ppm
PM pick up	0.2 ppm	1.1 ppm

Pitcoudie PS	Before	During
	01/10/22 - 07/10/22	20/02/23 - 24/02/23
Max 8 hour running mean	0.11 ppm	0.08 ppm
AM drop off	0.15 ppm	0 ppm
PM pick up	0.1 ppm	0.05 ppm

St Marie's RC PS	Before	During
	01/10/22 - 07/10/22	20/02/23 - 24/02/23
Max 8 hour running mean	0.06 ppm	0.5 ppm
AM drop off	0.05 ppm	0.5 ppm
PM pick up	0.1 ppm	0.5 ppm

*parts per million

Hands-Up Survey Data

7.8 The Hands-Up annual survey organised by Sustrans looks at how pupils across Scotland travel to school and nursery.⁴ Percentages shown in the following summary are the percentage of the respondents using a mode of transport to get to school.

Denend Primary and Nursery School

Active travel in the categories of walking, cycling, and scooting reduced from 49% to 42%.

Park & Stride use reduced from 28% to 23%.

Driven to school increased from 15% to 16%.

Bus use increased from 9% to 19%.

³ Further information on Air Quality in Fife can be found here:

<https://www.fife.gov.uk/kb/docs/articles/environment2/environmental-health/air-quality>

⁴ <https://www.sustrans.org.uk/our-blog/projects/uk-wide/scotland/hands-up-scotland-survey>

Pitcoudie Primary School

Active travel in the categories of walking, cycling, and scooting reduced from 72% to 65%.

Park & Stride use remained the same.

Driven to school increased from 6% to 11%.

Bus use increased from 3% to 6%.

St Marie's RC Primary School

Active travel in the categories of walking, cycling, and scooting reduced from 28% to 24%.

Park & Stride use increased from 35% to 38%.

Driven to school decreased from 4% to 3%.

Bus use remained the same.

All three sites saw a reduction in active travel under the walking, cycling, and scooting categories.

8 – Consultation and public view

- 8.1 Prior to each site launch, parents and residents were invited to take part in an online consultation. This consultation gave an indication of the community views on the proposal and whether individuals felt it would be successful.
- 8.2 Generally consultation respondents felt the SEZ would improve safety outside the school, however there was uncertainty over how drivers would obey the restrictions and the effect on active travel.
- 8.3 While some feel that safety outside the school gates has improved, many express concerns that risk has increased at other locations.
- 8.4 Key points from the consultation feedback are highlighted below for each site. These are grouped into the objective headings of 1) perception of road safety; 2) compliance of the restrictions; and 3) influence on active travel.
- 8.5 It should be noted that the level of response from the consultations was low.

Denend Primary and Nursery School

Pre-SEZ consultation responses: 43

3-month consultation responses: 44

1 year consultation responses: 17

Perception of safety

Prior to the SEZ, 76% of consultation respondents felt that the SEZ would make the area outside the school gates safer. 3 months into the SEZ trial this reduced to 30% of consultation respondents agreeing the area outside the school gates is safer. After 1 year, only 12% of respondents felt the area outside the school gates was safer.

Compliance of restrictions

Prior to the SEZ 60% of respondents felt that motorists would not comply with the restrictions. 3 months into the SEZ trial 80% stated there was low or very low compliance. After 1 year, 94% stated there was low or very low compliance.

Influence on active travel to school

A key objective for the SEZ is to encourage more active travel to and from school. Although 51% felt that the SEZ would encourage more active travel prior to launch, 3 months in this reduced to 5%. However, after 1 year 18% of respondents felt the SEZ has encouraged more active travel.

Pitcoudie Primary School

Pre-SEZ consultation responses: 15

3-month consultation responses: 72

1 year consultation responses: 40

Perception of safety

Prior to the SEZ, 60% of consultation respondents felt that the SEZ would make the area outside the school gates safer. 3 months into the SEZ trial this reduced to 32% of consultation respondents agreeing the area outside the school gates is safer. After 1 year, only 17% of respondents felt the area outside the school gates was safer.

Compliance of restrictions

Prior to the SEZ 53% of respondents felt that motorists would not comply with the restrictions. 3 months into the SEZ trial 74% stated there was low or very low compliance. After 1 year, 92% stated there was low or very low compliance.

Influence on active travel to school

A key objective for the SEZ is to encourage more active travel to and from school. Although 33% felt that the SEZ would encourage more active travel prior to launch, 3 months in this reduced to 15%. However, after 1 year 5% of respondents felt the SEZ has encouraged more active travel.

St Maries RC Primary School

Pre-SEZ consultation responses: 12

3-month consultation responses: 52

1 year consultation responses: 42

Perception of safety

Prior to the SEZ, 67% of consultation respondents felt that the SEZ would make the area outside the school gates safer. 3 months into the SEZ trial this reduced to 52% of consultation respondents agreeing the area outside the school gates is safer. After 1 year, 50% of respondents felt the area outside the school gates was safer.

Compliance of restrictions

Prior to the SEZ 42% of respondents felt that motorists would not comply with the restrictions. 3 months into the SEZ trial 35% stated there was low or very low compliance. After 1 year, 62% stated there was low or very low compliance.

Influence on active travel to school

A key objective for the SEZ is to encourage more active travel to and from school. Although 50% felt that the SEZ would encourage more active travel prior to launch, 3 months in this reduced to 21%. However, after 1 year 40% of respondents felt the SEZ has encouraged more active travel.

- 8.6 The consultations allowed respondents to provide written comments. The general theme of these comments expressed concerns with lack of enforcement and poor compliance of the restrictions. Some mentioned how risk has increased in other locations and driver behaviour is poor.
- 8.7 It was highlighted that increased time is required to carry out the school run which is affecting work. The SEZ makes it more challenging for working parents to get their children to school and then get to their place of work and vice versa.
- 8.8 The online consultation asked respondents if they would like to see the trial site made permanent and if they would like to see similar restrictions used at other schools in Fife.

72% of respondents are in favour of the trials being made permanent and 70% are in favour of SEZs being introduced at other schools in Fife. Despite the concerns raised with lack of enforcement, poor compliance, and underwhelming influence on perceived road safety and active travel, it seems that the public are in favour of this initiative. 23% of the respondents were residents within a SEZ. Throughout the trial period, various telephone conversations with residents revealed that some residents have the mistaken view that the objective of the SEZ is to reduce inconsiderate parking outside their homes.

- 8.9 [Table 2 – Consultation Results on Opinion of making SEZ permanent / using across Fife](#) on the next page provides a breakdown of responses for each school along with combined figures for all three schools. These results are taken from the consultation carried out one year after implementation of the trial. However, given the low response numbers it is inconclusive that the views reflect a consensus.

Table 2 – Consultation Results on Opinion of making SEZ permanent / using across Fife
(results are taken from the consultation taken one year after implementation of the trial)

Combined Results	Responses	In favour of making trial site permanent	Percentage	In favour of using SEZs at other schools in Fife	Percentage
Total	99	71	72%	69	70%
SEZ Residents	23	21	91%	19	83%
Nearby area Residents	28	18	64%	18	64%
Parents*	63	43	68%	42	67%

Denend Primary	Responses	In favour of making trial site permanent	Percentage	In favour of using SEZs at other schools in Fife	Percentage
Total	17	12	71%	11	65%
SEZ Residents	2	1	50%	1	50%
Nearby area Residents	4	3	75%	3	75%
Parents*	14	10	71%	9	64%

Pitcoudie Primary	Responses	In favour of making trial site permanent	Percentage	In favour of using SEZs at other schools in Fife	Percentage
Total	40	29	73%	27	68%
SEZ Residents	7	6	86%	6	86%
Nearby area Residents	13	10	77%	8	62%
Parents*	26	18	69%	17	65%

St Marie's RC Primary	Responses	In favour of making trial site permanent	Percentage	In favour of using SEZs at other schools in Fife	Percentage
Total	42	30	71%	31	74%
SEZ Residents	14	14	100%	12	86%
Nearby area Residents	11	5	45%	7	64%
Parents*	23	15	65%	16	70%

*Note – parents may also be counted as a resident of SEZ or nearby area

9 - Enforcement issues

- 9.1 In the first few weeks of operation, all three schools provided staffing support at the entry into the SEZ to inform drivers of the restriction and encourage compliance. While effective, this is not a resource that can be maintained in perpetuum, and occasionally verbal abuse and disregard by drivers led to a reduction in staffing presence.
- 9.2 It has been repeatedly reported by residents and others that there has been very little Police presence and claim no penalties were issued. Lack of enforcement seems to be the primary concern expressed. Traffic Management have requested enforcement on several occasions from the Police.
- 9.3 Confirmation from the Police has been received that during the trial period no fixed penalty notices were issued and that regular deployments to schools cannot be committed to. The Police cannot provide a specific number of deployments or warnings issued regarding the SEZ as this is not a statistic generally recorded.
- 9.4 As school staff cannot be allocated to marshal the SEZ and combined with low Police involvement, it is observed that compliance with the restrictions is reducing.
- 9.5 Although the Police still attend schools wherever possible, it should be made clear that if permanent or new SEZs are introduced, there would be negligible to zero enforcement by the Police.
- 9.6 In England there is different legislation⁵ that gives local authorities powers to enforce certain traffic restrictions such as banned turns and yellow box junctions. Restrictions that have higher severity remain as criminal offences (red-light violations, speeding) and these remain with the Police to enforce. Even if similar legislation is introduced in Scotland, it is unlikely Fife Council would be able to introduce and maintain an automatic enforcement facility as the cost would outweigh income received from fines. It is anticipated that automatic number plate recognition (ANPR) enforcement camera installations will cost somewhere in the region of £25k to £35k per site⁶ (plus initial set up of an ANPR system). Such a system would operate at a significant financial loss to the Council.
- 9.7 Research literature on SEZs or School Streets indicates that low compliance and enforcement are key pushbacks with many councils in England resorting to ANPR technology. Others use some engineering measures to encourage compliance, however as access must be maintained for exempted vehicles, these have low effect. Without daily marshalling or very regular Police presence compliance is low.

⁵ <https://www.gov.uk/government/publications/bus-lane-and-moving-traffic-enforcement-outside-london/traffic-management-act-2004-statutory-guidance-for-local-authorities-outside-london-on-civil-enforcement-of-bus-lane-and-moving-traffic-contravention>

⁶ <https://www.pacts.org.uk/wp-content/uploads/Moving-Traffic-Briefing-Note-PACTS-MWiltshire.pdf>

10 – Costs

- 10.1 An important factor in determining if Fife Council should use SEZs going forward is the financial implication. Estimated costs to provide the trial project is £54,525. This works out at approximately £18,000 per site. It should be noted that the trial sites only had one entry sign each and any new sites would have multiple signs covering all entry points. It would be reasonable to estimate an approximate cost of £25,000 - £30,000 to introduce any future SEZ. This cost does not include ongoing maintenance, staff time, and electricity costs.
- 10.2 Introducing a SEZ has a staff resource implication. To have an effective SEZ requires the site to be marshalled by school staff. During the trial, school staff initially marshalled the entry points, but this could not be sustained. School staff were reallocated from other essential duties to try to make this work, however without a dedicated staff resource it must be accepted that any future SEZ projects will not have on-site marshalling support.
- 10.3 In Roads & Transportation Services, staff would need to be reallocated from other essential work and priorities to introduce and manage SEZ projects. Additionally a staffing resource would need to be provided to manage a permit system.
- 10.4 Each SEZ site requires electronic signs that are connected by mains power and incur electricity costs. Solar powered signs were investigated; however it was determined that insufficient solar power could be generated during winter months to activate the sign for the entire exclusion time.
- 10.5 As a comparison Edinburgh Council produced a report to their Transport and Environment Committee on 30th August 2016 which evaluated a School Streets pilot project at nine schools. The report detailed a total cost of the trial of £186,218 which covered various costs including sign works, permits, surveys and consultation work. This is approximately £20,690 per site. It should be noted that inflation costs have risen significantly since 2016.
- 10.6 As mentioned in the permits section [4.9](#) an electronic permit system would need to be investigated and developed for future SEZ roll out. Introducing this could be very costly and would likely incur annual subscription costs to a software provider.
- 10.7 A permanent SEZ would require ongoing communications and engagement with the community to inform and encourage compliance. Branding and a strong identity are required for a SEZ to achieve greater buy-in from residents and parents.⁷ This will require a committed staff resource and strong support from the school for the life of the project (ongoing).

⁷ School Streets and Traffic Displacement Practitioner's Guide – Birmingham City Council

11 – Similar Schemes in Scotland

- 11.1 Numerous Scottish Councils have introduced SEZs with the same objectives to promote active travel, reduce vehicular traffic around schools, and improve air quality. Unfortunately there are limited details available for these online to determine what level of success these schemes have had particularly in the long term. However, many Councils have made their trial sites permanent and introducing more sites in their areas.
- 11.2 A report by Edinburgh Napier University⁸ reviewed existing literature on the impact of school street closures with semi-structured interviews. The report focused on whether any traffic displacement brought about by schemes was associated with negative safety issues in surrounding streets. The report considered sites across the UK, including sites in Edinburgh, Perth & Kinross, and East Lothian. Key points from the report are explained in the below sections.

Edinburgh

- 11.3 The Napier University report provided a summary of sites in Edinburgh where one-third of parents and one-quarter of peripheral residents still perceive non-compliance as an issue. Although the Police had issued numerous warnings to motorists disobeying the restrictions, insufficient resources were cited as the reasons for their irregular presence in the vicinity of schools.
- 11.4 Although survey results indicated a reduction in traffic volume in the restricted streets, the Edinburgh pilot project identified a need for infrastructure provision including works in peripheral streets to accommodate displaced traffic movements, can contain appropriate parking capacity and safe Park and Stride sites.
- 11.5 The evaluation of the Edinburgh pilot project identified that there was a reduction in vehicles and speed, improvements to air quality, and an increase in active travel.

Perth and Kinross

- 11.6 The Napier University report focused on data from one of the trial sites in Luncarty which is a small village north of Perth (similar in size and population to Balmullo, Fife). It found that traffic volume decreased, and active travel increased. A majority of those surveyed wished for the restriction to be made permanent. There seemed to be concern with displaced vehicles causing an issue, however the Council explained this was “a diluted version of the parking congestion and very localised around a junction.”

East Lothian

- 11.7 East Lothian Council was one of the first authorities in the UK to introduce a SEZ and already has a very high percentage of children travelling using a sustainable form. Survey data compared traffic volume between a restricted time and an unrestricted time (when a nursery afternoon session began) to provide an indication of difference in traffic volume. A report to East Lothian Cabinet⁹ focused on the aims of SEZs and explained the road

⁸ Davis, A. 2020. School Street Closures and Traffic Displacement: A Literature Review and semi-structured interviews. Transport Research Institute, Edinburgh Napier University.

⁹ East Lothian Council Cabinet Report “School Streets – Traffic Prohibition TROs – An Assessment Policy”

environment and problems are different outside each school. Key selection criteria were recommended to rank schools for treatment.

East Ayrshire

11.8 East Ayrshire Council provide snapshot data to indicate substantial vehicular traffic reduction based on traffic surveys carried out in the third week of the trial. They reported that the community wished for their two trial sites to be made permanent (84% and 60% respectively in favour).¹⁰

¹⁰ <https://newsroom.east-ayrshire.gov.uk/news/school-streets-trials-deemed-a-success>

12 – Similar Schemes in London

- 12.1 A Transport for London (TfL) report on school streets¹¹ stated: “There was little evidence of mode shift to walking, cycling or scooting as the main mode of transport to school in either the Intervention [SEZ] or Control [unrestricted] group.” The report detailed that the way children and adults travel to school is relatively unchanged. Although the Fife trial is a much smaller scale than what was introduced in London, there is a clear similarity where no modal shift to active travel has occurred in Fife.
- 12.2 The same report stated that schools with a SEZ “also claim to see the benefits of reduced traffic / congestion and are happier with the greater ease and safety in which they can participate in active travel to and from school. Respondents at Intervention Schools [SEZ] also reported less dissatisfaction with air quality than at Control Schools [unrestricted].” The report indicated that active travel has increased however this was in conjunction with changes due to the Covid-19 pandemic where public transport usage reduced by up to 30%. The report stated that active travel increase is not due to School Streets alone. In Fife the Hands-Up survey has shown a decrease in active travel to school and traffic survey data indicates a small reduction in traffic within the street. This would suggest there are initial benefits of a slight reduction in traffic within the restricted street, however vehicular traffic has dispersed to other nearby streets. At a time of post-pandemic recovery, changes to methods of working and increased fuel costs may have influenced travel choices.
- 12.3 As particular concerns raised with Fife SEZ sites relate to enforcement the following quote from the TfL report is of note: “Although significantly lower than Control Schools [unrestricted], Intervention Schools [SEZ] still claim they face challenges of parking, onward journeys, and danger from traffic. They also spontaneously voice concerns around the perception that some School Streets are not fully enforced and continued frustration with congestion.” The report highlighted that 40% of respondents to their consultation felt that there were more parking problems in the surrounding streets than previously. This is similar to the consultation responses we have received for our Fife sites. Many respondents expressed concerns that parking problems have increased in the surrounding area and there is a high percentage expressing their view that the level of compliance is low.
- 12.4 Although some positives were found to introduction of SEZs in London, lack of enforcement is the main pushback to achieving their goals. In Fife, the level of enforcement has been minimal resulting in very low compliance.
- 12.5 In a report by the FiA Foundation¹², it outlined various means of enforcement that are used across the world. These include using temporary barriers that are closed and sites marshalled by volunteers. Some sites used more significant physical measures and London use automatic number plate recognition (ANPR) cameras extensively. Use of such cameras can fuel opposition if they are seen as a ‘cash cow’, primarily motivated by raising money.

¹¹ Transport for London: School Streets: Intervention Sites vs Control Sites Full Report January 2021 (unclassified report)

¹² FiA Foundation: School Streets: Putting Children and the Planet First: A Political Economy Analysis of the Rise of School Streets in Europe and Around the World April 2022

13 – Conclusions

- 13.1 Various reports from other locations in Scotland and beyond encourage introduction of School Exclusion Zones to improve perception of safety for children, improve air quality, and increase active travel. Successful schemes are reliant on severely restricted access into the street, significant support with marshals continually on site, and strong enforcement.
- 13.2 Determination of the success of the three trial SEZ sites is measured under the following criteria: 1) any increase in active travel to and from school; 2) any improved perception of road safety in the restricted street; 3) level of compliance with the restrictions; and 4) the impact of displacement of vehicles from the Zone to other streets.

Influence on Active Travel

- 13.3 No increase in active travel has occurred with many parents choosing to take their children to school by car. Based on the Hands-Up Survey active travel has reduced. Parents that have onward journeys have now found life to be more challenging with introduction of a SEZ. As no modal change to active travel is evidenced, any future SEZ introduced on a through route would result in increased vehicle mileage.

Perception of Road Safety

- 13.4 There are mixed views from the community on improvement to perception of road safety outside the school gates with increased concern raised for other areas in the vicinity. There is no clear indication from the community that the SEZ trial sites have significantly improved their perception of road safety.

Level of Compliance

- 13.5 The trial sites in Fife were intended to operate realistically in terms of level of enforcement and staffing presence available. As there is currently no staff resource to marshal each site, success is dependent on Police enforcement and self-regulation. As little enforcement has been carried out by the Police, some drivers choose to ignore the restrictions with impunity, resulting in compliance levels continuing to reduce over time. According to the consultation responses, other correspondence received, and engineer observations low compliance is observed. It is expected that if the number of SEZ sites increased Police enforcement support would be spread thinner with negligible to zero enforcement taking place.

Impact of Displacement of Vehicles

- 13.6 Some displacement of parking has occurred, and this is dispersed over an area with specific locations directly outside the SEZ identified as causing further issues. Some mitigating measures have been implemented to address road safety concerns. This echoes what was stated in a report by Edinburgh Napier University on School Street Closures and Traffic Displacement¹³: “Strong and consistent evidence that traffic displacement does not cause road safety issues of any significance and that mitigating measures, where needed, have been applied successfully.”

¹³ Davis. A. 2020. School Street Closures and Traffic Displacement: A Literature Review and semi-structured interviews. Transport Research Institute, Edinburgh Napier University.

Feedback from St Marie's Headteacher

13.7 Feedback from the three school headteachers was requested with the following received from St Maries RC Primary School:

"In St Marie's the SEZ has made a difference compared to the issues we had previously. There are less cars and it is safer for children, but we would say only marginally. Initially school staff were going out to police the road and when this happened there was good compliance with the restrictions, however, this could not be sustained. When staff are not out on the road the restrictions are not adhered to in the same way and this leads to unsafe incidents occurring. We still have local residents and parents complaining to school about the volume of cars and to report unsafe incidents. In terms of rolling out this initiative across Fife, we feel this is a good initiative in theory but without someone to police the restrictions it has very little impact."

13.8 Although there have been some positives from implementation of the SEZs, they have fallen short of the desired objective goals with diminishing return over time. A credible SEZ is dependent on good compliance, and this cannot be achieved without a daily marshal presence and enforcement support. There is no indication that SEZs influence a mode change to active travel. A significant funding source would need to be identified for implementation, on-going costs, and human resources to manage and marshal each site.

14 – Recommendations

14.1 School Exclusion Zones can be introduced, but these should be carefully considered on a case-by-case basis, approved by the respective Area Committee, and funded from the Local Area Budgets. Any new SEZ site should be thoroughly consulted upon and implemented through an Experimental Traffic Regulation Order process.

14.2 It should be clear that any future SEZ will have limited success based on lack of ongoing resources available in terms of Police enforcement, lack of marshal presence, and competing priorities for Roads & Transportation Services.

14.3 It is further recommended that no additional SEZ site is introduced until the resource implications for implementing and managing a permit system have been further explored.

General Traffic Regulation Orders
Equality Impact Assessment

Part 1: Background and information

Title of proposal	General Traffic Regulation Orders
Brief description of proposal (including intended outcomes & purpose)	Introduction or amendment of Traffic Regulation Orders. These will alter restrictions in terms of parking and/or vehicle movements on the road network.
Lead Directorate / Service / Partnership	Place Directorate
EqlA lead person	Sara Wilson
EqlA contributors	Roads and Transportation Officers
Date of EqlA	19/02/2019

How does the proposal meet one or more of the general duties under the Equality Act 2010? (Consider proportionality and relevance on p.12 and see p.13 for more information on what the general duties mean). If the decision is of a strategic nature, how does the proposal address socio-economic disadvantage or inequalities of outcome?)

General duties	Please Explain
Eliminating discrimination, harassment and victimisation	The proposals have no impact on discrimination, harassment or victimisation.
Advancing equality of opportunity	Restrictions can help increase parking opportunity/safety for people with a disability.
Fostering good relations	Restrictions can have a positive impact on community safety and support local services.
Socio-economic disadvantage	The proposals are not of a strategic nature.
Inequalities of outcome	The proposals are not of a strategic nature.

Having considered the general duties above, if there is likely to be no impact on any of the equality groups, parts 2 and 3 of the impact assessment may not need to be completed. Please provide an explanation (based on evidence) if this is the case.

The restrictions apply to all users and are proposed to improve access to services and/or improve safety. Where restrictions are proposed, the impact on disabled people has been considered by staff and addressed where appropriate.

Part 2: Evidence and Impact Assessment

Explain what the positive and / or negative impact of the policy change is on any of the protected characteristics

Protected characteristic	Positive impact	Negative impact	No impact
Disabled people			
Sexual orientation			
Women			
Men			
Transgendered people			
Race (includes gypsy travellers)			
Age (including older people aged 60+)			
Children and young people			
Religion or belief			
Pregnancy & maternity			
Marriage & civil partnership			

Please also consider the impact of the policy change in relation to:

	Positive impact	Negative impact	No impact
Looked after children and care leavers			
Privacy (e.g. information security & data protection)			
Economy			

- Please record the evidence used to support the impact assessment. This could include officer knowledge and experience, research, customer surveys, service user engagement.
- Any evidence gaps can also be highlighted below.

Evidence used	Source of evidence
1.	
2.	
3.	
Evidence gaps	Planned action to address evidence gaps
1.	
2.	
3.	

Part 3: Recommendations and Sign Off

Recommendation	Lead person	Timescale
1.		
2.		
3.		
4.		
5.		

Sign off

(By signing off the EqIA, you are agreeing that the EqIA represents a thorough and proportionate analysis of the policy based on evidence listed above and there is no indication of unlawful practice and the recommendations are proportionate.

Date completed: 02/10/2018	Date sent to Equalities Unit: Enquiry.equalities@fife.gov.uk
Senior Officer: Sara Wilson	Designation: Service Manager

FOR EQUALITIES UNIT ONLY

EqIA Ref No.	566/14/T&E/General Traffic Regulation Orders
Date checked and initials	

Equality Impact Assessment Summary Report

(to be attached as an Appendix to the committee report or for consideration by any other partnership forum, board or advisory group as appropriate)

Which Committee report does this IA relate to (specify meeting date)?
What are the main impacts on equality? There is no negative impact on any of the protected characteristic groups.
In relation to a strategic decision, how will inequalities of outcome caused by economic disadvantage be reduced? N/A
What are the main recommendations to enhance or mitigate the impacts identified? N/A
If there are no equality impacts on any of the protected characteristics, please explain. Whilst the impact on some individuals and some localities can be negative in terms of personal preferences, national policy on traffic management, road safety and town centre parking ensures safe and effective general access to town centres and associated services and facilities via a properly managed transportation network.
Further information is available from: Name / position / contact details: Sara Wilson, Service Manager, Roads & Transportation Services VOIP: 453348

One of the following statements must be included in the "Impact Assessment" section of any committee report. Attach as an appendix the completed EqIA Summary form to the report – not required for option (a).

~~(a) An EqIA has not been completed and is not necessary for the following reasons: (please write in brief description)~~

(b) The general duties section of the impact assessment and the summary form has been completed – the summary form is included as a background paper to the report.

~~(c) An EqIA and summary form have been completed – the summary form is attached to the report.~~

Leven Regeneration – River Park Routes - Capital Funding

Report by: John Mitchell, Head of Roads and Transportation Services

Wards Affected: 21 & 22

Purpose

The purpose of this report is to seek approval to progress delivery of the River Park Routes as part of the River Leven Regeneration Programme.

Recommendations

It is recommended that committee: -

- (1) note the need to reprofile the Leven Connectivity Programme, as detailed in paragraph 2.8 and Table 1, by deferring further delivery of the On-Road Active Travel Network (ATN) until such time as the construction costs for the Mountfleurie Bridge (MFB) and River Park Routes (RPR) are sufficiently progressed and assured;
- (2) approve the delivery of the River Park Routes at an estimated cost of £6.118m which creates a path network joining the new Cameron Bridge and Leven Railway Stations as shown in Appendix 2; and
- (3) approve that further delivery of On-Road Active Travel Network, as approved by Cabinet Committee on 8 February 2024 (2024.CC 114 para.208 refers), be deferred until the full construction costs for the Mountfleurie Bridge and River Park Routes are assured.

Resource Implications

Delivery of the River Park routes is expected to cost £6.118m which includes a risk allowance of £1.779m. The recurring revenue costs are estimated at £0.018m per year and will be funded from Roads and Transportation existing budget.

Legal & Risk Implications

The Department for Transport has confirmed that Fife Council's allocation of the UK Government's LUF funding would continue until 31 March 2026. The programme detailed in this report is designed to meet that deadline.

Fife Council is required to enter into a legal Delivery Agreement with SCAPE Scotland to deliver Phases 1 and 2a of the River Park Routes. Fife Council's Corporate Procurement team have approved this delivery approach. Phase 2b (RP2.5) of the River Park Routes (Kennoway to Duniface Bridge) is to be delivered through Fife Council's Road Maintenance and Civil Engineering Minor Works to avoid time and cost penalties of adding that to the SCAPE contract.

The council is negotiating the terms of a Lease of land for the River Park Routes with Wemyss Estate which will include a provision which allows the Estate to request that the land be reinstated when the Lease comes to an end either on the expiry of 50 years or on the exercise of the option to break at year 15. The risk of this being exercised is deemed to be low.

The full risk implications of the project are detailed within Appendix 1.

Impact Assessment

An EqIA and Fife Environmental Assessment Tool (FEAT) are not required as this report does not propose a change or revision to existing policies and practices. An EIA has been developed by the designers to support the detailed design of the River Park Routes and ensure compliance with funding requirements.

Consultation

Financial Services, Community Services, Legal Services and the Department for Transport have been consulted in the development of this report.

Extensive consultation has been undertaken with the local community, businesses and stakeholders over a number of years to establish the final detailed design of the River Park Routes.

1.0 Background

- 1.1 The River Leven Regeneration Programme currently has committed funding of £21.79m, £19.410m from the UK Government's Levelling Up Fund (LUF) and £2.380m from Sustrans' Places for Everyone Funding (PfE). Of this, £16.810m (£14.430m LUF and £2.380m PfE) is identified to help deliver the Levenmouth Connectivity programme whilst the remaining £4.98m of the funding is programmed for delivery of the improvements to Riverside Park, Glenrothes.
- 1.2 On 4 November 2021, the Policy and Co-ordination Committee (2021.PC.97 para. 329 refers) delegated to the Executive Director (Finance and Corporate Services) and the Executive Director (Enterprise and Environment), in consultation with the Co-Leaders, to complete and submit the Levelling Up Funding applications once the deadline for the next round of Levelling Up funding was announced. On 25 August 2022, Cabinet Committee (2022.CC.6 para. 10 refers) delegated to the Executive Director (Finance and Corporate Services) and the Executive Director (Enterprise and Environment) to complete the Legal Agreements with the UK Government in the event any of the Levelling Up Funding Applications were successful. The Council has now entered into a Minute of Understanding with the Department for Transport as part of the Levelling Up Funding award for the River Leven Regeneration Programme. On 29 June 2023, Cabinet Committee approved the option to investigate delivery of the River Leven Regeneration Programme through the SCAPE Civil Engineering Framework.
- 1.3 The River Leven Regeneration Programme is focussed on place-based regeneration projects with a view to improve connectivity, tourism, the natural asset and provide the first sections in connecting Leven with Loch Leven through an active travel route. The projects included within the LUF award are the Levenmouth Connectivity Project (Active Travel Network and River Park Routes) and Riverside Park, Glenrothes.

- 1.4 On 5 October 2023, Cabinet Committee (2023.CC.82 para.158 refers) approved to deliver the new active travel bridge at Mountfleurie at an estimated cost of £5.83m with Network Rail and their contractor through an Implementation Agreement. Whilst the initial bridge design had been undertaken by Green Action Trust (GAT) and Network Rail, a revised layout was required due to issues in securing the necessary land requirements. The revised design and land agreements have now been secured, the Implementation Agreement was signed on 30 September 2024 and a new planning application for the revised bridge design is now to be made.
- 1.5 On 8 February 2024, Cabinet Committee (2024.CC 114 para.208 refers) approved delivery of the Active Travel Network – On Road (Phase1) at an estimated cost of £7.427m through Network Rail and an Implementation Agreement and Roads and Transportation Services’ Road Maintenance and Civil Engineering Minor Works Framework.

2.0 Issues and Options

- 2.1 The initial detailed design of the RPR was managed by Green Action Trust and delivered through Sustrans PfE grant funding. Following award of LUF to Fife Council and the attendant financial risk, Roads and Transportation Services has co-ordinated the overall programme
- 2.2 The RPR is to create a new path network between the new rail stations at Leven and Cameron Bridge, new footbridges at Duniface and Mountfleurie and the Community Hub, (refer to Appendix 2).
- 2.3 It is proposed that all land purchased or leased as part of the River Park Routes would be held by Fife Council Community Services and Roads and Transportation Services would maintain the routes. In general, the land bordering the new path would be maintained by Community Services.
- 2.4 On 7 February 2024, Fife Council granted Planning Permission in Principle for the overall River Park network with conditions (2024 WCPC.62 para152). On 1 July 2024, Fife Council granted detailed Planning Permission for Phases 1 and 2a. Negotiations for the land necessary to deliver Phases 1, 2a and 2b are programmed to be complete by Spring 2025.
- 2.5 To ensure a comprehensive path network, Roads and Transportation Services identified the need to deliver an additional section of path from the new Duniface Footbridge to the A915. Detailed Planning Permission for this section (Phase 2b) is anticipated in December 2024. Due to timescales and deliverability, Phase 2b is to be delivered through Roads and Transportation Services’ Road Maintenance and Civil Engineering Minor Works Framework.
- 2.6 In April 2023, Sustrans awarded £5.772m from the Places for Everyone Fund to the River Leven Regeneration Programme, including funding for River Park Routes (£2.669m), Active Travel Network (£1.735m) and Mountfleurie Bridge (£1.368m). In 2023/24, £1.913m of that funding was utilised. However, since then, Transport Scotland has revised its funding delivery model for active travel and the Scottish Government could not confirm the availability of funding in time to allow delivery this financial year. A further bid to Transport Scotland for additional funding will be made to help deliver the wider network in financial year 2025/26.

- 2.7 Due to time delays in securing land agreements there is a need to obtain an updated pre-construction estimate from the SCAPE Civil Engineering Framework, which is anticipated to be £4.912m for Phases 1 and 2a of the River Park Routes. In parallel, a cost for the Phase 2b (RP2.5) works has been estimated through Roads and Transportation Services' Road Maintenance and Civil Engineering Minor Works Framework at £1.206m. The total cost for the works is estimated at £6.118m.
- 2.8 It is proposed to deliver Mountfleurie Bridge, On-Road Active Travel Network and the River Park Routes, as detailed within Table 1. Within the programme, £1.779m has been set as an extra-over risk allowance given that any potential overspends for the projects would rest with Fife Council, not the UK Government. Should this extra-over contingency not be required, it would be the intention to utilise this and any potential future funding awards to help deliver routes within the ATN On-Road Network.

Table 1 - Financial Profile

Project	Cost Estimate	FINANCIAL YEAR			Further Phases
		2023/24	2024/25	2025/26	
Mountfleurie Footbridge	£5,830,000	£2,132	£712,131	£5,115,737	
Active Travel Network - On Road	£3,083,066	£1,969,030	£1,114,036	£0	£4,960,445
River Park Routes	£6,117,988	£104,561	£196,617	£5,816,811	
Extra-Over Programme Contingency	£1,779,464	£0	£0	£1,779,464	
PROJECT OVERALL COST	£16,810,518	£2,075,723	£2,022,784	£12,712,011	£4,960,445

Note: Mountfleurie Footbridge now to be funded solely from LUF award

3.0 Conclusions

- 3.1 The Leven Rail Link and associated programmes bring over £150m of direct investment to the Levenmouth area which is a key regeneration focus of Fife Council.
- 3.2 The River Park Routes will help improve connectivity for walking, cycling and wheeling for local communities and link the new rail stations at Cameron Bridge and Leven and surrounding communities via new bridges at Duniface and Mountfleurie.
- 3.3 The SCAPE Scotland Civil Engineering Framework and Roads and Transportation Services Framework provide efficient frameworks to deliver the infrastructure to the quality and timescales to meet UK Government deadline of 31 March 2026.

List of Appendices

- Appendix 1 – River Park Routes Proposal & Business Case (PF01)
 Appendix 2 – River Park Routes Phases 1, 2a & 2b (RP2.5)

Report Contact

Mark Dewar, Service Manager, Roads and Lighting Contracts
[email: mark.dewar@fife.gov.uk](mailto:mark.dewar@fife.gov.uk)

	<h2>Proposal & Business Case</h2>	Document ref
		PF01

Project	River Leven Regeneration Programme – Levenmouth Connectivity Project - River Park Routes Phase 1 & 2a
Project Manager	Mark Dewar, Service Manager, Roads & Lighting Contracts
Project Sponsor	John Mitchell, Head of Roads & Transportation Services
Approval board(s)	Cabinet Committee
Date & version	19/11/24 V1.0

Section 1: Proposal

1.1 What is the project going to do?

The overall Active Travel Network will connect the communities of Levenmouth through an exemplar network of paths, that are accessible to all, and provide key links for walking, wheeling and cycling for the wider Levenmouth Connectivity Project. This project will construct Phases 1, 2a & 2b (RP2.5) of the off-road active travel network through the River Park and complements the wider River Leven Regeneration Programme.

1.2 Why should we do it and what will happen if we do not?

1.2.1 Project background

The Levenmouth Connectivity Project will provide a safe, high-quality active travel network allowing communities in an area of high deprivation to access the new rail stations for the recently opened Leven Rail Link. The Connectivity Project is the Leven Programme's flagship project. It looks to transform walking, wheeling and cycling in the Levenmouth area.

The Leven Programme is a partnership of 16 public and private organisations, jointly committed to deliver place-based, sustainable, inclusive growth. The project aims to reconnect the communities of Leven, Methil, Methilhill, Buckhaven, Windygates and East Wemyss to each other and the river, through the creation of a safe and attractive active travel network that is accessible to all. The network is being designed to accommodate the needs of those walking, wheeling and cycling in the area, so that they can confidently travel safely around Levenmouth.

The Levenmouth Connectivity project has been split into three pieces of work, which are being worked on collaboratively to provide one, connected network. The River Park Routes will create and upgrade existing paths along the river Leven, linking residential areas and allowing communities to access the river and existing assets of the area. The design of this part of the project is being managed by Green Action Trust (GAT) on behalf of The Leven Programme. Construction delivery will be led by Fife Council.

The Phase 1 and 2a works deliver the first stage of the River Park Routes, which will provide a high quality 3km stretch of path network between the new rail stations at Leven and Cameron Bridge. Phase 2b (RP2.5) provide a link between the A915 and the recently constructed Duniface Footbridge.

1.2.2 Project justification

The Leven rail link will help to deliver substantial social, economic and environmental benefits and societal opportunities, unlocking access to cultural activities and attracting business and investment. The Active Travel Network looks to integrate with that and connect communities and improve opportunities and support the priorities of the Plan for Fife of Thriving Places, Inclusive Growth and Jobs, Opportunities for All and Community Led Services.

The active travel network is key to ensuring continued connectivity for local communities now that the new Levenmouth railway line is operational. The project will ensure that a coherent and complete network of paths is available to encourage and support active travel in the area.

1.2.3 Urgency and consequences

There is opportunity to add to the facilities in the Levenmouth area with the award of Levelling Up Fund (UK Government). The funding stream is time limited, delivery must be completed by 31 March 2026.

1.2.4 Lessons learned

The need to deliver the project by an experienced contractor to tight deadlines is critical given the funding constraints. The SCAPE Scotland Civil Engineering Framework and their delivery partner, Balfour Beatty offers that experience and have a proven track record in delivering major active travel projects.

Due to the tight site constraints adjacent to the River Leven, it isn't feasible to split the project into smaller packages and deliver via Roads and Transportation Services' Framework within the funding timescales neither is it possible to issue via an Open Tender due to the lengthy timescale to adhere to the Regulated Procurement Procedure.

1.3 What are the key deliverables/outputs of the project?

The objectives for the River Park Routes element of the Levenmouth Connectivity Project are: (assuming up to 5 years after completion of construction for behaviour change)

- Levenmouth will support a network of paths and sustainable travel routes that will connect people, communities and business to each other and the environment.
- Levenmouth will become a 'go to' destination and sustainable tourism will become one of the area's key economic attractions, whilst not increasing carbon emissions or negatively impacting on biodiversity of the area.
- Levenmouth will be a better place to live, work and visit, with a wider range of people being able to spend time outdoors in the area – improving health and well-being and building and strengthening community ties and resilience.
- People of all abilities will find it easier to move through the area - increased public access to high quality local greenspace.
- People will have a "destination" and have an increased sense of pride in the river and surrounding area.
- More people will understand, enjoy, and have a role in conserving the natural habitat around the river – opportunities to conserve and enhance biodiversity along the river corridor – woodland management, wet woodland, productive spaces, hedge planting, wildflower areas, pollinator routes etc.

Phase	Location, works description	Main works include:	Outputs
Phase 1, 2a & 2b(RP2.5)	Construction of shared use paths for walking, wheeling and cycling to connect the new rail stations at Leven and Cameron Bridge, through the River Park and link the A915 with Duniface Footbridge.	<ul style="list-style-type: none"> • Detailed design of the Phase 1 2a and 2b (RP2.5) sections of the LCP RPR Active Travel Network, including redesign of existing shared use path(s), to accord with Sustrans Cycle by Design guidance. • Re-building and profiling paths incorporating earth bag retention system, where necessary. • New shared use paths, 3.5-4.0m wide. Additional 1m and 1.5m edges to path to include railings, lighting and new planting. • Incorporation of new protective railing system to 1.4m height over railway and river. • Creation of new public entrance spaces along the route incorporating seating, information panels, bollards, artistic panels and protective railings. • New lighting along active travel route and at public space. 	<ul style="list-style-type: none"> • 3km of high quality, fully accessible, upgraded/new, shared path network. • Tree planting at a ratio of 3:1 for any trees felled. • Management of invasive weed species encountered along the route. • Provision of new seated rest areas

1.4 What are the desired outcomes and benefits?

Outcome	Benefit
<ul style="list-style-type: none"> • Number of day visitors (LUF Application forecast an annual increase of 55,000 across Levenmouth) • Percentage of adults who are satisfied with their local area as a place to live. • Percentage of customers/visitors/users who report a positive experience. • Percentage of residents who report a sense of belonging in their local area. • Percentage of visitors who are likely to recommend the place to family or friends. • Year-on-year % change in monthly footfall. • Increase in cycle flow. • Increase in pedestrian flow. • Usual method of travel to work: Bicycle; Walk; E-Cycle. • User satisfaction (transport). 	<p>A Monitoring and Evaluation Plan with baselines and targets will be developed for up to 5 years after the end of construction as part of the Sustainable Growth Agreement for the Leven Programme that will meet the needs of the Levelling Up funding.</p> <p>Annual visitors to Levenmouth are forecast to increase by approx. 30,000. There will be an annual increase in visitors of 1% per year. This increase is expected to generate an additional economic benefit of £8.9m (discounted) over 30 years.</p>

1.5 What are the known costs and timescale? How will this be funded?

1.5.1 Costs

Total expected one-off cost	Total expected recurring cost
Total £6.118m Funded by: £6.118m LUF	The ongoing revenue costs for Phases 1, 2a & 2b(RP2.5) of the River Park Routes are estimated as £18k per annum. These values are based on industry standards and Roads & Transportation Services knowledge of other path networks in Fife. It is anticipated that the new section of network will require minimal maintenance interventions within the first 5-10 years of construction. No significant maintenance costs are expected for 10-20 years after the assets are constructed.

1.5.2 Resource requirement

Resource Type	Task/Skills	FTE required
Project Manager	Project Management – monitoring and reporting	Full time for the project duration (104 weeks)
Lead Consultant - Key Projects, Roads & Lighting Contracts	Contract Management (managing SCAPE Framework Contractor)	Full time for the programme duration (104 weeks)
Technician Engineer	Civil Engineering	Ave.2.0 days per week/0.4 FTE for the project duration (104 weeks)
Project Support	Assisting PM with monitoring and reporting	Ave.2.0 days per week/0.4 FTE throughout project (104 weeks)
Accountant/Finance Technician	Financial monitoring	0.1 FTE (24 months)
Legal/Estates	Land negotiations and conveyancing	1 FTE from Estates (6 months) 1 FTE from Legal (6 months)

1.5.3 Project timeline and Milestones

River Park Routes (Phases 1, 2a & 2b(RP2.5))	Finish	Costs
Phase 1 Detailed design package and specification completed	22/03/24	Sustrans PfEF
Phase 2a Detailed design package and specification completed	22/03/24	Sustrans PfEF
SCAPE Feasibility Study completed	19/01/24	Nil
Land negotiations, TRO's, Statutory Permissions (Planning)	Apr 25	£50,000 (plus land costs £100,000)
SCAPE Pre-construction completed & Delivery Agreement signed	Mar 25	£46,676
Construction, including mobilisation and staff fees	May 2025 – March 2026	£5,921,312
Completion of Construction Monitoring Report	March 2026	Nil
Total		£6,117,988

1.5.4 Funding availability

One-off Capital Costs	Yes
Recurring Revenue Costs	Yes

1.5.5 Resource availability

Resource Type	Task/Skills	Availability
Project Manager	Project Management – monitoring and reporting	Yes
Technician Engineer	Civil Engineering	Yes
Project Support	Assisting PM with monitoring and reporting	Yes
Finance Accountant/Technician	Financial monitoring	Yes
Legal	Title checks, contract procurement	Yes

1.6 What are the known pre start-up risks?

Risk description	Probability score (1-5)	Impact score (1-5)	Overall score (probability x impact)
The project must be delivered in a challenging timeframe, if LUF funding criteria is to be met. There is a risk that delivery does not proceed to timetable or spend profile.	3	4	12
The Council may not be able to transfer risk to the Contractors, even with use of the Scape Framework. The costs of doing so may be too high for the fixed funding available.	3	4	12
As a result of being unable to reach agreement with land owners for use of riverside paths, Leven within the delivery timescales there is a risk that the projects may not be able to complete the full scope of the projects within the funding timescales.	3	4	12
As a result of not drawing down the funding within parameters may result in reputational damage that may impact on future funding applications.	3	4	12
There is a risk that the project is not delivered at the pace and scale required to fully utilise the Levelling, Places for Everyone and Active Travel Infrastructure funding. This could potentially limit the economic vitality and accessibility within the area and the forecast economic, social, and environmental benefits not fully realised.	3	4	12
As a result of continued national and international supply side issues limit available materials and the supply of skilled labour, the projects may not be able to complete the full scope of the projects within the funding timescales.	3	3	9
There is a finite amount of competent construction trade locally, as well as nationwide, and this may struggle to resource all the works currently in development for construction particularly for the C1 element.	3	3	9
There is a risk that the project fails to have a positive carbon impact through its delivery and that it increases emissions. Even if specified in the design and tenders, contractors may not be willing to deliver these when struggling with cost inflation and labour shortages. This will then mean that the projects may not be able to meet the Council's Carbon obligations.	3	3	9

Section 2: Business Case

2.1 What is the scope of the project?

2.1.1 Output

Project outputs are defined in [Section 1.3](#) of this document. Any updates to project outputs will be made in Section 1.3.

2.1.2 Resources

Project resources are defined in [Section 1.5.2](#) of this document. Any updates to project resources will be made in Section 1.5.2.

2.2 Who are the key stakeholders?

A stakeholder mapping exercise has been undertaken and the stakeholders are categorised in the PF13 for the project.

Keep Satisfied

- Public Utility (PU) operators
- SEPA (regulator)
- Health & Safety Executive
- Public Protection team
- Roads Network Management
- Development Management
- Community Manager, Levenmouth

Manage Closely

- Green Action Trust
- Scottish Water
- Convener of Levenmouth Area Committee
- Ward Councillors
- SEPA, and other partners in the Levenmouth Programme

Monitor

- Non-impacted neighbours – residents and businesses
- General Public

Keep Informed

- MP
- MSPs
- Impacted neighbours – residents and businesses.
- Department for Transport
- Sustrans

2.3 What are the options to deliver the project (minimum of 3)?

Note: To add more than 3 options, copy and paste the tables below as required.

Option 1	Delivery of Phases 1 & 2a of the River Park Routes via SCAPE and Phase 2b (RP2.5) via Roads & Transportation Services' C1 Framework
Cost	The costs will be affordable within the committed Levelling Up Funding.
Time	The project can be delivered within timescales.
Quality	Cycle works should meet the standards set out in Cycle by Design, published by Sustrans Scotland.
Resource	The Council's required resources are available to manage the SCAPE and RTS C1 Frameworks.
Scope	This option relies on the Council to appoint and manage an integrated team to deliver the full scope of the project within the available budget and timescales. The scope of the advance enabling work has been agreed in relation to tree clearance.
Risk	Pre-Start Risks for committing to the project are detailed in Section 1.6 of this document.
Benefits	The forecast economic, social, and environmental benefits will be fully realised with this option.

Option 2	Delivery of Phases 1, 2a & 2b(RP2.5) of the River Park Routes – Open Tender
Cost	The costs are likely to be affordable within the committed Levelling Up fund.
Time	The project is almost certain not to be delivered at the pace and scale required to fully utilise the Levelling Up funding due to the lead in time in relation to the Regulated Procurement procedure to appoint a contractor via open tender.
Quality	Cycle works should meet the standards set out in Cycle by Design, published by Sustrans Scotland.
Resource	The Council’s required resources are available to manage this contract.
Scope	This option relies on the Council to appoint and manage an integrated team to deliver the full scope of the project within the available budget and timescales.
Risk	<p>Pre-Start Risks for committing to the project are detailed in Section 1.6 of this document.</p> <p>There is an increased risk with timescales likely becoming an issue, this will affect drawdown of funding, potentially the delivery of the project as well as potential reputational damage for future funding applications.</p> <p>There is an increased risk of a reduced number of tenders returned to deliver this project capable of delivering within timescales.</p>
Benefits	The forecast economic, social, and environmental benefits will be fully realised.

2.4 What is the recommended option from Section 2.3 to deliver the project?

From the options outlined in Section 2.3, Option 1 is the optimum solution due to the ability to deliver within the financial year 2025/26.

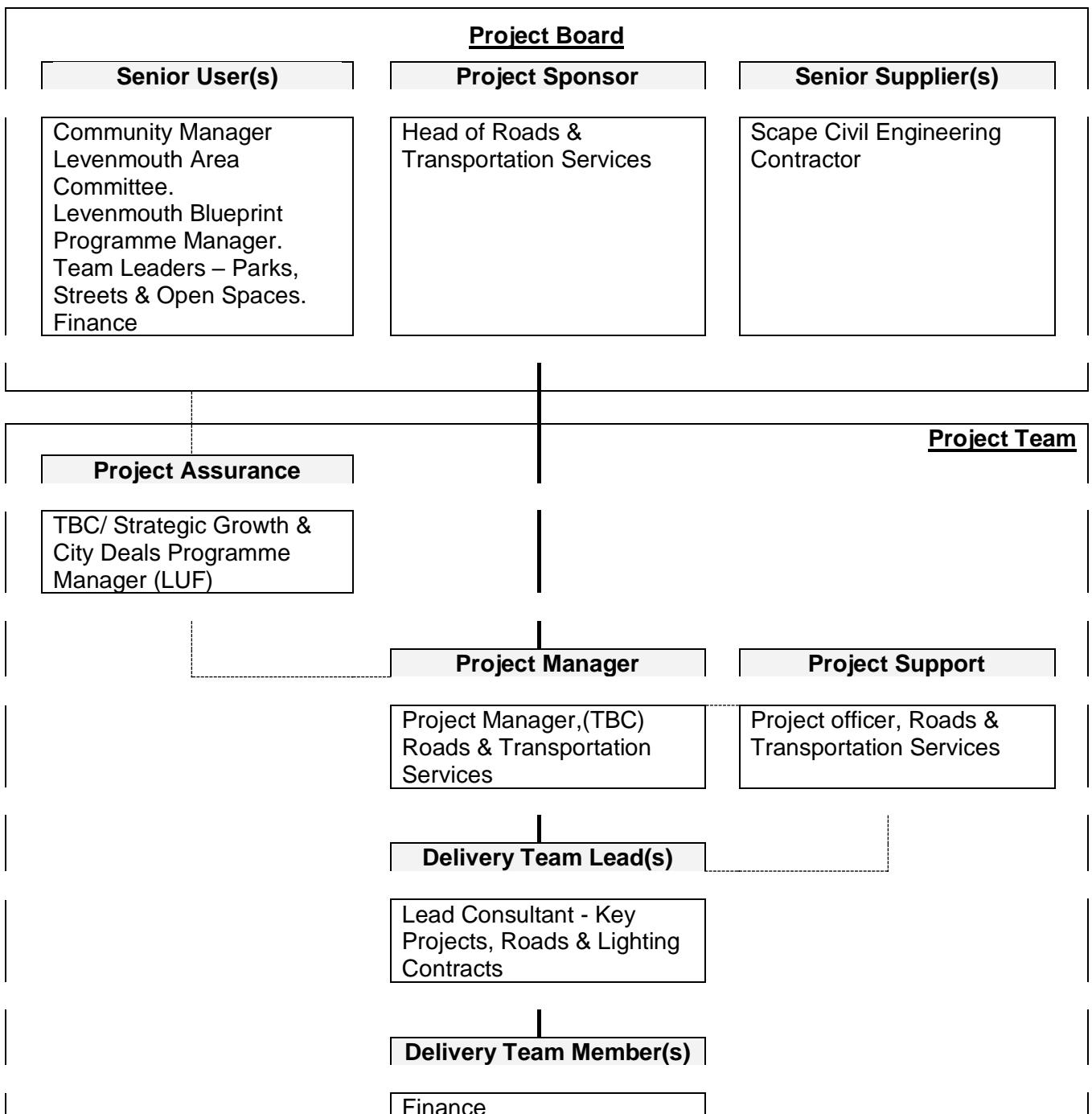
Section 3: Project Structure

3.1 What is the governance arrangement?

This project will be part of a have a formal Programme Board with a Project Sponsor, Senior User(s), and Senior Supplier(s). The existing Leven Programme governance will be used as far as possible. This will be set up during Quarter 1 2024/25 for the duration of the project.

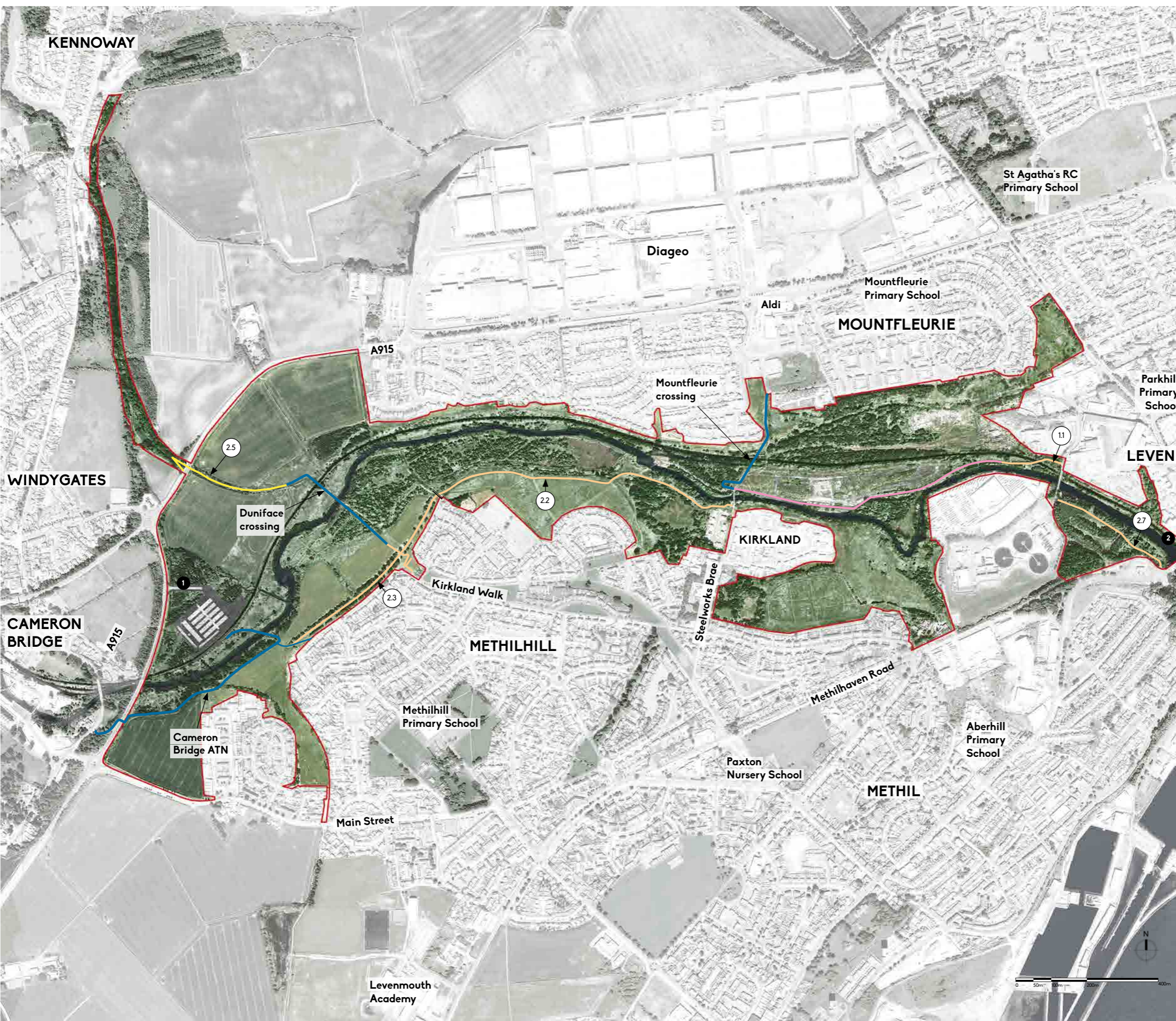
3.2 Project structure chart and project roles

Note: For specific guidance on what each role entails see the [Change & Improvement FISH site](#) for more details.



3.3 Business Case sign-off

Approved by	Role	Date approved
Mark Dewar	Project Manager	
John Mitchell	Project Sponsor	
Caroline Ritchie	Finance Representative/ Service Accountant	



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Legend

- Project boundary
- Phase 1 + 2a
- Phase 2b Route 2.5 Option A
- Phase 3 (Spine route connection)
- ATN to be delivered by others
- Dividing line between route
- 1 Cameron Bridge rail station
- 2 Leven rail station

Rev: Date: Change:

Client: Green Action Trust
Project: Levenmouth Connectivity Project River Park Routes

Drawing title: River Park Routes Phase 2b Option A
Drawing No: 220_SKD_RPR_04

Scale: 1:5000@A1	Drawn by: SM
Date: 11/06/2024	Checked by: PM
Status: Information	Approved by: PM



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Cabinet Committee

Outstanding Remits from Committees

Title	Service(s)	Comments
6 February, 2025		
Housing Emergency Action Plan (HEAP) 2024-27	Housing Services	As agreed at 06.06.24 Cabinet meeting - para. 256 of 2024.CC.138 refers - Cabinet Committee Minute - 6th June 2024 - Further reports back to Cabinet in due course on progress of HEAP.
6 March, 2025		
Local Heat and Energy Efficiency Strategy Delivery Plan	Planning	As agreed at 30.11.23 Cabinet meeting - para. 176 of 2023.CC.98 refers - Cabinet Committee Minute - 30th November 2023 - Detailed Delivery Plan to be reported to Cabinet by March 2025
Housing Allocation Policy Review - Task & Finish Group Update	Housing	As agreed at 08.02.24 Cabinet meeting - para. 207 of 2024.CC.114 refers - Cabinet Committee Minute - 8th February 2024 - Report back to Cabinet Committee following completion of the Task and Finish Group remit in the Autumn.
Public Electric Vehicle Charging - Regional Collaboration	Roads and Transportation	As agreed at 06.06.24 Cabinet meeting - para. 258 of 2024.CC.138 refers - Cabinet Committee Minute - 6th June 2024 - Further report back to Cabinet in due course
Managing Flooding in Fife	Roads and Transportation	As agreed at 16.05.24 FC meeting - para. 130 of 2024.FC.158 refers - FC Minute 160524
3 April, 2025		
Houses in Multiple Occupation (HMO): Review of the Overprovision Policy	Housing Services	As agreed at 04.05.23 Cabinet meeting - para 107 of 2023.CC.57 refers – Cabinet Committee Minute - 4th May 2023 - Report to be presented during 2024
26th June, 2025		
Change Planning	Chief Executive	As agreed at 07.11.24 Cabinet meeting - para. 301 of 24.CC.159 refers - Progress report to be submitted to the 26.06.25 meeting
Pay Strategy and Job Evaluation Project	Human Resources	As agreed at 30.11.23 Cabinet meeting - para. 188 of 2023.CC.103 refers - Cabinet Committee Minute - 30th November 2023 - see also para. 4.1 of report - updates to be brought back to Cabinet

Title	Service(s)	Comments
14th August, 2025		
KIMO UK/KIMO International Annual Update	Planning Services	As agreed at 15.08.24 Cabinet meeting - para. 271 of 2024.CC.144 refers - Cabinet Committee Minute of 15th August, 2024 - Annual update to be brought back to August 2025 Cabinet meeting providing feedback on the work of the organisation over the year.
Anti-Bullying Policy	Education	As agreed at 02.11.23 Cabinet meeting – para. 169 of 2023.CC.93 refers – Cabinet Committee Minute - 2nd November 2023 - Report to be brought back in a year's time UPDATE: A briefing paper to be sent to elected members requesting nominations to establish the Working Group with an update report being submitted in August 2025.
11th September, 2025		
Pedestrian and Cyclist Access to Household Waste Recycling Centres	Environment and Building Services	As agreed at 11.01.24 Cabinet meeting - para. 199 of 2024.CC.110 refers - Deferred to a future meeting. UPDATE: CIRECO to undertake a full health and safety review of all their facilities. Report to Cabinet will be submitted by September 2025.
9th October, 2025		
Community Wealth Building - Progress Report	Property Services	As agreed at 10.10.24 Cabinet meeting - para. 293 of 2024.CC.155 refers - Cabinet Committee Minute - 10th October 2024 - Annual report to be provided of future CWB achievements.

Title	Service(s)	Comments
Unallocated		
Policy on the return of items of local, cultural or historical significance for local displays and heritage centres	Communities and Neighbourhoods	As agreed at 07.09.23 Cabinet meeting - para. 147 of 2023.CC.78 refers - Cabinet Committee Minute - 7th September 2023 Fife Tourism Strategy report. UPDATE: December 2024 - An Elected Members' Briefing to be issued.

Title	Service(s)	Comments
Unallocated		
Allotment & Community Growing Strategy 2024-2028 Update	Communities and Neighbourhoods	As agreed at 08.02.24 Cabinet meeting - para. 209 of 2024.CC.115 refers - Cabinet Committee Minute - 8th February 2024 - Further report back to Cabinet in due course.
Social Housing Net Zero Standard (SHNZS) - Scottish Government Consultation Response	Housing Services	As agreed at 07.03.24 Cabinet meeting - para. 223 of 2024.CC.122 refers - Cabinet Committee Minute - 7th March 2024 - A further report be brought back to Cabinet later in 2024. UPDATE: December 2024 - Deferred from January 2025 meeting as Scottish Government announcement on SHNZS is still awaited. An Elected Members' Briefing to be issued meantime.
Cost of Living Report	Communities	As agreed at 05.12.24 Cabinet meeting - para. 312 of 2024.CC.165 refers - Cabinet Committee Minute - 5th December, 2024 - Report be brought back to either Cabinet Committee or the appropriate scrutiny committee in due course detailing what preventative measures were being undertaken in relation to recurring claims for the Scottish Welfare Fund.
Fife Council's Arm's Length External Organisations - Governance Arrangements	Legal and Democratic Services	As agreed at 5th December, 2024 Cabinet meeting - para. 317 of 2024.CC.168 refers - Cabinet Committee Minute - 5th December, 2024 - Report back on how the governance arrangements of the council's ALEOs could be strengthened to ensure fuller alignment with council policy.