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**REPORT TO: SPECIAL EDUCATION, CHILDREN'S AND LEISURE SERVICES  
COMMITTEE ON 14 DECEMBER 2022**

**SUBJECT: IMPROVEMENT AND MODERNISATION PROGRAMME: RAISING  
ATTAINMENT: IMPROVED WELL-BEING OUTCOMES  
(PASTORAL CARE)**

**BY: DEPUTE CHIEF EXECUTIVE (EDUCATION, COMMUNITIES AND  
ORGANISATIONAL DEVELOPMENT)**

**1. REASON FOR REPORT**

1.1 To up-date Committee on progress in the development of the Raising Attainment: Pastoral Care project within the Council's Improvement and Modernisation Programme (IMP) and seek direction on the development of the project.

1.2 This report is submitted to Committee in terms of Section III (D) 1 of the Council's Scheme of Administration relating to exercising all the functions of the Council as an Education Authority

**2. RECOMMENDATION**

**2.1 It is recommended that Committee:**

- i) Considers and notes the contents of the Pastoral Care Outline Business Case and reaffirms the intended outcomes for the IMP Pastoral Care project (Appendix 2);**
- ii) Determines whether to cease, put on hold or continue with the development of this project through a test of change;**
- iii) If the Committee determines to proceed with the project development, guidance is sought on the further development of the project based on the options set out in the report, however it is recommended that option 2 in the Outline Business Case (OBC) is explored further as the most likely affordable option which offers the potential for future expansion.**

- iv) **If Committee agrees to proceed with the project, a Full Business Case will be developed involving engagement with stakeholders, which will include an implementation timescale, a detailed cost profile and the method for evaluating the test of change and will be reported back to committee for consideration.**

### **3. BACKGROUND**

- 3.1 The Council has established an Improvement and Modernisation Programme (IMP) to deliver transformational change across the authority, which was first approved by the Council on 12 December 2018 (para 5 of the minute refers).
- 3.2 The original IMP contained eight workstreams, one of which focused on Education related projects. A further report to Moray Council on 12 May 2021 (para 13 of the minute refers) outlined two Education workstreams for development: Raising Attainment (Curriculum Breadth and Digital) and Raising Attainment (Well-being). The Raising Attainment: (Well-being) workstream contains a project relating to Pastoral Care in primary schools which aims to improve outcomes for learners through early intervention.
- 3.3 By understanding that the emotional, health and well-being outcomes are inextricably linked to learning outcomes and closing the education gap of children and young people, the original purpose of this project was to promote and safeguard the health and wellbeing and safety of pupils in partnership with parents, support staff and partners to ensure all children, young people and their families receive the right support at the right time no matter the level of need.
- 3.4 The outcomes that this project intended to achieve were:-
- Increased attendance at school for some children;
  - Reduction in exclusions;
  - Reduction in violence and aggressive incidents; and
  - Increased attainment and achievement.
- 3.5 These outcomes are closely aligned with the ASN Review and the broader IMP raising attainment workstream outcomes (**Appendix 1**).
- 3.6 Since the project was approved as part of the original IMP, the COVID pandemic has further heightened concerns regarding the well-being of children and young people and the consequent impact on the workforce in Moray Council schools and Early Learning and Childcare (ELC) settings. These concerns include reports of delayed progress in development milestones such as language for children making the transition from ELC to Primary 1 and the increase in the number of children and young people exhibiting challenging behaviour which undermines learning and attainment.

- 3.7 It is also important to acknowledge the growth in the nature and scale of service demand arising from escalating numbers of children and young people assessed as having Additional Support Needs (ASN), which is a national pattern, and the number of children in Child's Planning. Both bring increased workload for Head Teachers (HTs), some of whom are class committed which is impacting on their workload and time to lead school improvement.
- 3.8 As part of the general IMP up-date report to Moray Council on 12 May 2021, it was noted that "this is outstanding for further development and a decision to whether invest in in this area will be the subject of a future report to Committee", (para 13 of the minute refers).
- 3.9 The purpose of this report is therefore to seek committee guidance in the development of a proposal that will aim to lead to improved well-being outcomes for learners. The Outline Business Case describes the project and comprises an options appraisal in terms of a test change to be conducted in specific schools (**Appendix 2**). In very general terms, this is using the model of Principal Teachers of Guidance in secondary schools to apply a similar model in primary, targeted at a pastoral care approach by providing Principal Teacher posts to lead in this area.
- 3.10 Due to the potential scale of the original proposal for investment, the intention is that the test of change can be evaluated and then if it has positive impact in relation to the above stated outcomes, then consideration can be given to extending the project across other Moray Council Primary Schools, subject to a long term funding stream being identified through demonstration of the benefits in the pilot, for example through future Pupil Equity Funding or HTs could elect to use their DSM budget.
- 3.11 While a recommendation as part of this report is made in relation of the preferred option, direction is sought on the option preferred by Committee in terms of the proposed test of change to be used to assess the benefits of the approach.

#### **Outline Business Case (OBC)**

- 3.11 The OBC identifies that the delivery of positive health and well-being outcomes for Moray learners is undermined by an inconsistent pastoral care approach with variations across Secondary, Primary and ELC settings.
- 3.12 In the secondary sector Principal Teachers of Guidance promote and safeguard the health, wellbeing and safety of pupils, and work in partnership with parents, support staff and partners to ensure all children, young people and their families receive the right support at the right time no matter the level of need. They have a key role in closing the attainment gap by supporting monitoring of attainment, attendance, inclusion, participation and engagement. There is currently an identified gap in the primary sector of a post similar to that of Principal Teacher of Guidance secondary sector to have an overview of wellbeing and support to children and families.

- 3.13 At the ELC phase, while the health visitor is the named person for children to the age of 5, planning and day to day support for the well-being of children is the responsibility of the nursery manager, the setting staff and the Council's early year's team who will liaise with parents to offer support when appropriate.
- 3.14 For primary schools, the head teacher or depute head teacher has overall responsibility for the wellbeing of the children. The head teacher works closely with their teaching team, council officers and, where appropriate, engages directly with parents. However, this can be challenging alongside their other management duties, especially for those who are class committed or have no Depute Head Teacher because of the pupil roll of their school. As noted above, there are growing numbers of children in child's planning and this is having an impact on the time HTs have to provide leadership to support school improvement due to the number of meetings attended many of which are multi-agency. The workload necessary to make referrals to other agencies or to engage in multi-agency meetings is necessary, however, it is also very time-consuming. There is a question as to whether this is best use of HT skills and resource.
- 3.15 Due to the stage at which more developed pastoral support is available (guidance in secondary) there is a risk that this structure inhibits an early intervention approach that puts the child and young person at the centre and does not support key transitions from ELC to primary school and then on to secondary school.
- 3.16 Furthermore, the increased number of children and young people needing support is putting additional pressure on the education service and calls for consideration of how to support children and young people better throughout their educational experience.
- 3.17 The significant increase in the percentage of pupils in the ELC and Primary sector with identified additional support needs as well as those children with behavioural and emotional needs has resulted in a high proportion of pupils being in the child's planning process. This is essential to meet the individual needs of children; however, planning for a child to a high standard requires a significant amount of time which predominantly adds significant workload to leaders (mainly a sole HT) in a primary school. This workload reduces the time that head teachers have available for strategic planning and leading school improvement and improving attainment and other outcomes.
- 3.18 The rationale for change is that the disjoint between guidance/pastoral care structures within ELC, Primary and Secondary Schools is inadequate to meet the current and future learner demands in terms of realising improved well-being outcomes.

### **The Options**

- 3.19 In addressing this weakness, the Outline Business Case presents 3 options in terms of an initial test of change, in addition to which there is the option to do nothing. In determining the best fit option for the test of change, the following critical success factors are used in the Outline Business Case to assess options: Strategic Fit, Affordability, Scalability, and Ability to be Evaluated. The outcome of this exercise is in the attached **Appendix 2** and is summarised below against each option.
- 3.20 **Do Nothing:** It is open to the Committee to determine that there is no further work to be undertaken and to stop the project or put it on hold.
- 3.21 If the Pastoral Care project was to cease at this stage, the Council will be less equipped to deal with the range of behavioural, developmental and well-being issues that are being seen in schools post covid. This is likely to have long term impact on the outcomes for these children and young people and to impact on the future attainment levels across Moray schools. Improving well-being outcomes for children and young people would also likely reduce the number of violence and aggression incidents and indirectly have a positive impact on staff wellbeing. However, to proceed there will be demands on already stretched resources in terms of both officer time and budget and these would not be incurred if the project ceased.
- 3.22 **Minimal: make minimal improvements within the parameters of the current 'as is'.** This option would be to make incremental improvements as part of a 'business as usual' approach. This may include funding additional teaching hours to release class committed head teachers. This may have limited impact as it supports the current model rather than test out a change in approach and does not make allowances for the workload of non-class committed HTs. The costs could, however, be minimal and flexible.
- 3.23 This option would not support a strategic fit in terms of the intended outcomes in that it is largely based on the current 'as is' model. It is affordable and could be evaluated and therefore supported. However, because this option is not a strategic fit delivering change it therefore provides very limited added value and it is not recommend that it is progressed as a test of change.
- 3.24 **Intermediate: Fund a Principal Teacher post at specific primary school(s) for a 2 year period and evaluate the impact that this investment will have on the outcomes for learners.** This option provides a specialist resource to focus on pastoral care, support child planning and early intervention and to take a broader approach centred around getting it right for every child. It offers a new approach to supporting and improving attainment in primary and early years which could be extended across schools or ASGs. Criteria would require to be developed to select pilot school(s) but could include poverty, attainment, child planning case numbers and capacity criteria (e.g. schools who have a roll which is marginally below qualifying for a DHT post). Ideally 2 or 3 schools would pilot this approach so that results can be measured and compared.

- 3.25 This option is considered as supporting a strategic fit in that there would likely be benefits for school leadership in terms of releasing capacity to support school wide improvement as well as improving school well-being outcomes and improvements for individuals. It is slightly less desirable strategically since it does not give a whole area, cross service approach outside of school by encompassing wider resources and support posts. It is less directly aligned the new locality management model, which takes a cross service and partner approach at an area level. However, the proposed PT (Pastoral Care) could be connected into the locality network as PTs Guidance are at present. Therefore, this option does offer scope for this as a future development. This option is considered to provide an affordable and scalable test of change approach that would also support a strong evaluation methodology.
- 3.26 **Maximum: Undertake a test of change within the Forres ASG area that will include introducing the post of Principal Teacher of Pupil Support for Primary Schools and additional support posts such as Home School Link Workers.** This option would support the new locality model and add capacity to meet the health and wellbeing needs of children and young people from 3-18 in line with the GIRFEC approach. Compared to the above option at 3.28 this option would take forward early intervention work across a locality and outside of school as it also includes support posts.
- 3.27 This option has desirable strategic linkages with ASN and the new locality model. However, it is more expensive than the other 2 options, which brings into question both the short and long term affordability, particularly given the worsening financial outlook for the Council finances, even though the test of change would be scalable and can be evaluated.
- 3.28 Based on the application of these critical success factors, it is recommended that Option 2, intermediate is selected to further explore the introduction of the post of Principal Teacher of Pastoral Care into Primary Schools as the basis of the test of change.

### **Next Steps**

- 3.29 If based on this Outline Business Case, the Committee determines to progress the pastoral care project with a test of change, then a Full Business Case will be developed involving engagement with stakeholders. Stakeholder engagement work would inform the development of the criteria for selection of school(s) for the pilot, the role and responsibilities of the new Principal Teacher Pastoral care, how this would work most effectively in schools and the wider children's services system and how benefits can best be assessed. The Full Business case will include an implementation timescale, a detailed cost profile and the method for evaluating the test of change and will be reported back to committee for consideration.

#### 4. **SUMMARY OF IMPLICATIONS**

**(a) Corporate Plan and 10 Year Plan (Local Outcomes Improvement Plan (LOIP))**

The Improvement and Modernisation Programme is the development of the commitment in the Corporate Plan to a programme of modernisation and improvement to contribute to a financially stable Council.

The report also relates to “Building a better future for our children and young people in Moray” as part of the LOIP and the priority “provide a sustainable education service aiming for excellence” as part of the Corporate Plan.

**(b) Policy and Legal**

None.

**(c) Financial implications**

The report to the Corporate Committee on 30 August 2022 (para 6 of the minute refers) noted that the Improvement and Modernisation Programme has at its core financial sustainability and explained that a project review had been carried out to sharpen this focus given the challenging financial period ahead and the importance of delivering savings from transformation where possible. The Raising Attainment: Wellbeing project was one of the projects identified as not bringing a financial advantage but being focussed on other drivers and benefits, in this case attainment. The report to Corporate Committee noted that it was planned to consider how to proceed with this project at the outline business case stage.

The test of change will be funded from transformation reserves.

The cost of each option outlined in this report is as follows:-

<b>Options</b>	<b>Title</b>	<b>Indicative 2 year cost</b>
Option 1	Do Nothing/Minimal: make minimal improvements within the parameters of the current 'as is'	£50,000 to £240,000
Option 2	Intermediate: Fund a Principal Teacher (Pastoral Care) post at school(s) for a 2 year period and evaluate the impact that this investment will have on the well-being of learners for schools who have a roll which is marginally below supporting this post.	£250,000 to £400,000
Option 3	Maximum: Undertake a test of change within the Forres ASG area that will include introducing the post of Principal Teacher of Pastoral Care and support posts for Primary Schools.	£1,000,000

It should be noted that the above costs do not include any allowance for teachers pay awards as these are still under negotiation.

In the context of considering funding this test of change, Council will note the following.

*Corporate Management Team Additional Expenditure Warning.*

*When the Council approved the budget for 2022/23 on 22 February 2022 (paragraph 3 of the Minute refers) it balanced only by using reserves and one-off financial flexibilities. The indicative 3 year budget showed a likely requirement to continue to make savings in the order of £20 million in the next two years. All financial decisions must be made in this context and only essential additional expenditure should be agreed in the course of the year. In making this determination the committee should consider whether the financial risk to the Council of incurring additional expenditure outweighs the risk to the Council of not incurring that expenditure, as set out in the risk section below and whether a decision on funding could reasonably be deferred until the budget for future years is approved.*

**(d) Risk Implications**

Across the council, there is pressure on services and resources. Although project resources would be sought for any significant development of this project work, there would remain a requirement for service specialist input and this will bring pressure upon the central quality improvement and business support teams and will call on staff in schools. However, the benefits that this work would bring are judged to warrant the allocation of resources to deliver them. Therefore, this pressure will be assessed as the project develops and consideration given to identifying mitigations to offset the risk as part of the development of the next stage of work if this is agreed. A limited budget has been included in the upper estimate of Option 2 for e.g. supply time or temporary backfill to release specialist time.

The costings in the outline business case are very high level. There is a risk that as the project develops and options are defined, the budget requirement increases. This would be reported to committee at the full business case stage before proceeding.

If Council decides to agree the recommendations outlined in this report then risk and issues relating to this project will be overseen by the Project Management Group.

**(e) Staffing Implications**

While the test of change options are focused on enhancing staff capacity to better engage with learner well-being issues, Senior Leadership Team and Business Support team time will be required to support the development and implementation of the test of change.

Support from various staff in the service is necessary but will be aimed to be managed effectively.



**(f) Property**

None

**(g) Equalities/Socio Economic Impact**

For the purposes of this report an Equality and a Socio Impact Assessment is not required. If a test of change is undertaken, the evaluation report will incorporate an Equality Impact Assessment and consider equality and equity issues.

**(h) Climate Change and Biodiversity Impacts**

There are no immediate climate change implications directly arising from this report.

**(i) Consultations**

Head of Education (Chief Education Officer), Head of Finance, Quality Improvement Manager (East), Quality Improvement Manager (West), Head of HR, Head of Education Resources and Communities, a sample of primary head teachers and Tracey Sutherland, Committee Services Officer.

**5. CONCLUSION**

- 5.1 The outline business case presents evidence to re-affirm and support the benefit that the introduction of a model of Pastoral Care in primary and early years could offer in terms of early intervention approach that supports getting it right for every child. The approach would support health and well-being and underpin improvements in attainment providing particular benefits given the behaviours and issues presenting in school post-covid. Taking account of the Council's financial position and the need to ensure an affordable change with clear benefits, a test of change is proposed to introduce a Principal Teacher of Pastoral Care in a small number of schools. If supported, the next stage would be to develop a full business case and report this back to committee.**

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Background Papers:

Ref:

SPMAN-1468114179-43

SPMAN-1468114179-44 (Appendix 1)

SPMAN-1468114179-45 (Appendix 2)