

# **DISABLED CHILDREN AND YOUNG PEOPLE (TRANSITIONS TO ADULTHOOD) (SCOTLAND) BILL**

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## **FINANCIAL MEMORANDUM**

### **INTRODUCTION**

1. As required under Rule 9.3.2 of the Parliament's Standing Orders, this Financial Memorandum is published to accompany the Disabled Children and Young People (Transitions to Adulthood) (Scotland) Bill, introduced in the Scottish Parliament on 20 April 2022.

2. The following other accompanying documents are published separately:

- Explanatory Notes (SP Bill 14–EN);
- a Policy Memorandum (SP Bill 14–PM);
- a Delegated Powers Memorandum 14–DPM);
- statements on legislative competence by the Presiding Officer and the Member who introduced the Bill (SP Bill 14–LC).

3. This Financial Memorandum has been prepared by Camphill Scotland and by Inclusion Scotland on behalf of Pam Duncan-Glancy MSP, the Member who introduced the Bill. The Financial Memorandum has been prepared to set out the costs associated with the measures introduced by the Bill. It does not form part of the Bill, and has not been endorsed by the Parliament.

### **BACKGROUND: POLICY AIMS OF THE BILL**

4. The aim of the Bill is to improve outcomes for disabled children and young people in the transition to adulthood. It seeks to achieve this by requiring the Scottish Ministers to introduce, and to implement, a National Transitions Strategy to improve outcomes for disabled children and young people in the transition to adulthood; by requiring the Scottish Ministers to assign to a member of the Scottish Government, or to a junior Scottish Minister, special responsibility in relation to the exercise of their functions under the legislation; and to require local authorities to introduce a transitions plan for each disabled child and young person to ensure that each disabled child and young person receives appropriate care and support before, and during, the transition to adulthood.

5. The National Transitions Strategy will provide an overarching framework in which local authorities, Health Boards, the Integration Joint Boards, Further Education Institutions, Higher Education Institutions and other agencies can take action, including joint-action, to deliver improved outcomes for disabled children and young people in the transition to adulthood, and into their adult lives. This strategy will afford a clear reference point to these agencies in terms of the

aims and objectives which the Scottish Ministers consider necessary to improve transitions into adulthood for disabled children and young people. It will also include a clear reference point for the outcomes which are to be achieved by the National Transitions Strategy in relation to improving transitions to adulthood for disabled children and young people. The strategy will help to shape and inform how these agencies can best work, including joint-working, to significantly increase the life opportunities of disabled children and young people, and to support them in accessing their rights, in fulfilling their potential and in making the most of their lives.

6. Having a National Transitions Strategy, and a Scottish Government Cabinet Secretary or Minister leading on transitions for disabled children and young people, are vital components of the framework, which is necessary to help to deliver significant improvements in the outcomes achieved by disabled children and young people in the transition to adulthood. The implementation of the National Transitions Strategy, and giving a Cabinet Secretary or Minister special responsibility for transitions, will underline the priority being given by the Scottish Government to supporting disabled children and young people in the transition to adulthood.

7. The Bill also seeks to achieve its aim to improve outcomes for disabled children and young people in the transition to adulthood by requiring local authorities to introduce a transitions plan for each disabled child and young person within the local authority area. Disabled children and young people would have a right to a transitions plan from the age of 14 until their 26<sup>th</sup> birthday, or from when a child's disability is diagnosed after their 16<sup>th</sup> birthday and before their 18<sup>th</sup> birthday until their 26<sup>th</sup> birthday.

8. There is currently no statutory requirement to put in place an ongoing and fully supported transitions plan for disabled children and young people in their transition to adulthood. Furthermore, young disabled people do not have a right to ongoing support with their transition to adulthood after they have left school. As a result, the transitions for many disabled children and young people are often extremely challenging, and consistently deliver poor outcomes for the children and young people.

9. To put this in perspective, at the time of the last census approximately 60,000 Scottish children and young people aged 0 – 18 had a long term limiting health condition or impairment. Poor transitions planning could, therefore, affect over 4,000 disabled school leavers each year.<sup>1</sup> This can have a devastating impact upon their lives.

10. Introducing transitions plans through this legislation will help to ensure that the opportunities available to disabled children and young people to access, for example, employment, training and educational opportunities are significantly increased. These plans will provide that

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<sup>1</sup> This estimate is based on figures derived from – “Scotland's census 2011 - National Records of Scotland, Table DC3101SC, Long-term health problem or disability by sex by age”, <https://www.nrscotland.gov.uk/news/2014/census-release-3f>

The 2011 Census return indicated that there were around 4,000 disabled young people aged 16. Not all of these young people would, however, have left school at the same time. Some would have left when they turned 17, and some when they were 18, but the average number of disabled school leavers should lie at around approximately 4,000.

appropriate planning is put in place to identify these opportunities, and to ensure that each disabled child and young person is able to access such opportunities, and to achieve a positive destination.

11. Under the proposed legislation disabled children and young people will have a right to be at the centre of developing their own transitions plans. This will help to ensure that these plans meet the aspirations of the individual disabled child or young person in their transition to adulthood.

12. Such transitions can present many issues and challenges for disabled children and young people and their families. Getting the planning right will increase the chances that disabled children and young people will be able to secure positive outcomes throughout this transition, and into their adult lives.

## **SAVINGS**

13. The costs of providing ongoing support to young disabled people up to the age of 26 by improving planning for their transitions into adulthood would be relatively modest, with total costs for Year 1 estimated at under approximately £893,372 collectively for Scotland's 32 local authorities per year, or an average of £27,197 per local authority. We estimate that these costs would rise year on year until year 10 when they would stabilise at £4,467,360 or an average of £139,605 per year for each authority.

14. Significantly, this total does not include the costs of where a guidance teacher or another member of the child's school's pastoral care staff, prepares and manages the transitions plan, and keeps it under review, while the child remains at school. The costs of the guidance teacher's time, or other staff member's time, should fall within existing resources on the basis that the guidance teacher, or other member of the child's school's pastoral care staff, is likely to already have existing pastoral duties towards the child.

15. By way of further background, the local authority must, under section 12(1) of the Bill, appoint an officer to prepare and manage the transitions plan, and to keep it under review. While the child remains at school this would be the child's guidance teacher, or another member of the child's school's staff with pastoral care duties for the child. A member of the local authority's education department would fulfil this role where the local authority is funding an educational placement for the child at a private, specialist school within the local authority area or through an out of area placement outside the local authority area. A social worker or other local authority staff member (officer level) would be responsible for the management and review of the transitions plan after the child has left school.

16. Section 12(1) of the Bill gives the local authority flexibility about who should be appointed as the "officer of the local authority" in relation to transitions plans. While the young person is at school it is expected that this would be the young person's guidance teacher or another member of the school's pastoral care staff, given that they already have pastoral care duties and responsibilities for children at the school. Similarly, it is expected that a social worker would be appointed after the young person has left school, as they are most likely to provide support to the disabled young person once the disabled young person has left school, particularly as some

disabled young people may already be in receipt of support from social work while they are attending school.

17. An alternative approach would be for the local authority to appoint an officer from other council services, which many might be reluctant to do if the child already receives pastoral care and support from a guidance teacher and/or from a social worker. Existing relationships, and providing continuity, would in many cases help to ensure the young person's transition is a positive one.

18. Another factor to be considered in terms of costs is that not every young disabled school leaver will want, or will require, ongoing support through a transitions plan, e.g. those who enter employment (approximately 40%) or Higher Education (11%).<sup>2</sup> In addition there will be an attrition<sup>3</sup> rate of those seeking support. For example over time other young disabled people may become discouraged from seeking further support if it makes no positive difference to their lives whilst others may lose contact with the local authority due to unreported changes of address etc. In addition, those assisted to achieve ongoing positive destinations will also cease to utilise the support, while some of this group will already be entitled to such support as care leavers.

19. The costings provided in the Financial Memorandum are based on an estimate that, on average, 60 young disabled people who are school leavers per local authority in Scotland per year will require such support. This would take into account the potential, but as yet unknown, impact of Covid-19 upon disabled young people's access to opportunities for positive destinations in education, employment and training. The numbers seeking support will however increase year on year until 10 years after transitions planning becomes a statutory duty when it will stabilise.

20. While the costings are based on an estimated 60 young disabled school leavers per year requiring ongoing transitions planning, the numbers of young disabled school leavers per local authority would, however, vary according to the population size of each local authority. Furthermore, some children will leave school without a transitions plan with the need for ongoing transitions support being agreed, because, for example, they are going to university or another positive destination has been identified.

21. By contrast, the financial costs of doing nothing are staggering. The National Audit Office has highlighted that, supporting just a single young disabled person to achieve a good transition and to live in semi-independent, rather than fully supported, housing can, in addition to quality of life improvements, reduce lifetime costs to the public purse by £1 million.<sup>4</sup> Although these figures relate to England they are unlikely to be substantially different for Scotland. By spending a small

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<sup>2</sup> "Consequences, risk factors, and geography of young people not in education, employment or training (NEET): Scottish Longitudinal NEET study", Scottish Government, 2015

<sup>3</sup> The attrition rate is the proportion of each year's school leavers who we believe will cease to use the support meetings each year. This will occur for a variety of reasons including achieving "permanent" positive destinations, becoming discouraged that support is not leading to a positive outcome and losing contact with young disabled people.

<sup>4</sup> Department for Education and the Department of Health, Special educational needs and disability code of practice: 0 to 25 years, Statutory guidance for organisations which work with and support children and young people who have special educational needs or disabilities, Paragraph 8.2, January 2015, [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/398815/SEND\\_Code\\_of\\_Practice\\_January\\_2015.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/398815/SEND_Code_of_Practice_January_2015.pdf)

amount, therefore, to prevent a young disabled person having a poor transition to adulthood hundreds of millions of pounds in future social care spending could potentially be saved.

## **COSTS ON THE SCOTTISH ADMINISTRATION**

22. The Bill imposes a duty on the Scottish Ministers to prepare, publish and implement the National Transitions Strategy within one year of the Bill receiving Royal Assent. The costs of developing the National Transitions Strategy would be comparable to the Scottish Government’s estimated costs for developing the Fuel Poverty Strategy.<sup>5</sup>

23. Against this background, the staff costs relating to the preparation, publication and implementation of the National Transitions Strategy are estimated at a one off cost of £123,000, which will be incurred during 2022 - 2023. This relates to two staff (C1 and B3 level) for six months, and associated analytical (C1 and B3) staff for this period to develop the strategy.

24. The Bill places a duty on the Scottish Ministers to review the National Transitions Strategy every three years, and to prepare a report on the review. The Scottish Ministers may, following a review, revise the National Transitions Strategy. The Scottish Government will, therefore, need to cover staff costs associated with reviewing the National Transitions Strategy. It is estimated that the preparation of each review report will account for 0.5 Full Time Equivalent (FTE) for two Scottish Government policy officials in the year immediately preceding publication of the report. It also includes 0.25 Full Time Equivalent (FTE) Scottish Government analytical support over the same period. These costs are set out in the table below:

Staff required	Resource	Period of time resource required	Scottish Government policy area	Total Staff Cost
0.5		12 Months per review report (C1 and B3 staff)	Children and young people	£61,500
0.25		12 Months per review report (C1 and B3 staff)	Children and young people Analytical Division	£31,000
<b>TOTAL</b>				<b>£92,500</b>

<sup>5</sup> Fuel Poverty (Target, Definition And Strategy) (Scotland) Bill, Financial Memorandum, <https://beta.parliament.scot/-/media/files/legislation/bills/previous-bills/fuel-poverty-targets-definition-and-strategy-scotland-bill/introduced/financial-memorandum-fuel-poverty-scotland-bill.pdf>

25. A report on the review of the National Transitions Strategy produced every three years would, therefore, require staff costs of approximately £92,500 per review, or £30,833 per year.
26. In terms of the costs of publishing the National Transitions Strategy, the expected costs would be in the region of £2,000.<sup>6</sup> It is also estimated that the publishing costs of each revised strategy would be £2,000, and that the publishing costs of each report on the review of the National Transitions Strategy would be £2,000.<sup>7</sup>
27. Section 6 of the Bill places a duty on the First Minister to assign responsibility in relation to the exercise of the Scottish Ministers' functions under the legislation to a Cabinet Secretary or Minister.
28. The Cabinet Secretary or Minister appointed would be the Scottish Ministers' lead for improving transitions into adulthood for disabled children and young people, and for fulfilling the Scottish Ministers' functions under the legislation. These functions would include preparing, publishing, implementing and reviewing the National Transitions Strategy, publishing an annual report about the National Transitions Strategy, making regulations relating to transitions plans, issuing guidance about transitions plans and issuing directions in relation to transitions plans.
29. Assigning responsibility for transitions to an existing Scottish Government Cabinet Secretary or Minister would mean that the costs of this post, including office costs consisting of staff costs and admin costs, will be met within existing resources.
30. The staffing costs relating to the preparation, publication and implementation of the National Transitions Strategy, and of keeping the strategy under review, are outlined above.
31. The Scottish Government would have to provide a relatively small amount of additional funding to local authorities in relation to their duties to prepare and manage transitions plans, and to keep these plans under review. It is estimated that this would be a maximum of under approximately ££893,372 collectively for Scotland's 32 local authorities for Year 1, or £27,197 per local authority. We estimate that these costs will rise year on year until year 10 when they will stabilise at £4,467,360 or an average of £139,605 per year for each authority.

## **COSTS ON LOCAL AUTHORITIES**

32. The Bill seeks to improve transitions planning for disabled children and young people in the transition to adulthood. The provisions in the Bill are designed to improve transitions planning. The Bill will require local authorities to work with disabled children and young people and their families and significant others in their lives to identify positive destinations for the children and young people. In effect, the Bill seeks to improve the transitions planning process, and to give young people an opportunity to identify, and to access, existing resources and potential positive

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<sup>6</sup> Fuel Poverty (Target, Definition and Strategy) (Scotland) Bill, Financial Memorandum, <https://beta.parliament.scot/-/media/files/legislation/bills/previous-bills/fuel-poverty-targets-definition-and-strategy-scotland-bill/introduced/financial-memorandum-fuel-poverty-scotland-bill.pdf>

<sup>7</sup> Fuel Poverty (Target, Definition And Strategy) (Scotland) Bill, Financial Memorandum, <https://beta.parliament.scot/-/media/files/legislation/bills/previous-bills/fuel-poverty-targets-definition-and-strategy-scotland-bill/introduced/financial-memorandum-fuel-poverty-scotland-bill.pdf>

destinations, rather than for each transitions plan to require new funding for each destination identified by the transitions plans.

33. The relatively small amount of additional resources which local authorities will require to prepare and manage transitions plans, and to keep them under review, will be funded by the Scottish Government.

### **Transitions plans put in place while the child attends school**

34. The local authority must appoint an officer to prepare and manage the transitions plans, and to keep them under review. This gives the local authority flexibility about who is appointed. While the child is at school, however, it is expected that this would be the child's guidance teacher or another member of the child's school's pastoral care staff who already have pastoral care duties and responsibilities for children at the school, and a social worker after the child has left school. A member of the local authority's education department would fulfil this role where the local authority is responsible for the child's education, and is funding an educational placement for the child at a private specialist school, including out of area placements. The costs of the guidance teacher's, or other staff member's, time would fall within existing resources on the basis that the guidance teacher or other staff member will already have existing pastoral duties in relation to, and responsibilities for, the child.

35. The appointed officer would arrange the transitions planning meetings, and invite the child and other attendees, e.g. their parents, their legally appointed guardian, or other carers, their social worker (if one has been appointed) and other significant people or agencies in the child's life etc. They would also agree the plan with the child, or their parents, legally appointed guardian or other carers, manage the plan and keep it under review.

### **Transitions plans put in place after the child has left school**

36. After the child has left school a social worker (officer level) would be responsible for the management and review of the transitions plan. The appointed officer would arrange the meetings to review the transitions plan, and invite the child and other attendees, e.g. their parents, their legally appointed guardian, or other carers, and other significant people or agencies in the child's life etc. The officer would keep the transitions plan under review.

37. If a child has left school before their eighteenth birthday, and a transitions plan had not been agreed before they left school, a social worker (officer level) would also need to prepare and manage the transitions plan, and to keep it under review, In this respect, the officer would arrange the transitions planning meetings, and invite the child and other attendees, e.g. their parents, their legally appointed guardian, or other carers, and other significant people or agencies in the child's life. The local authority officer would also agree the plan with the child, or their parents, their legally appointed guardian or other carers, manage the plan and keep it under review.

### **Review of transitions plans**

38. The local authority will have a duty to keep the transitions plan under review, while the child is at school, and after they have left school.

39. While the child is at school this duty should be the responsibility of the child's guidance teacher or other member of the child's school's pastoral care staff, in liaison with other local authority officers supporting the child at school (e.g. their social worker if there is one) while the child is at school.

40. After the child has left school, the responsibility for keeping the transitions plan under review would transfer to a social worker or other appropriate local authority staff member at officer level. The social worker would then keep the transitions plan under review in liaison with others supporting the young person's transition, e.g. Skills Development Scotland.

### **Estimates of costs**

41. There should not be any major resource implications for local authorities in implementing this Bill. The practices that are enshrined in the Bill will actually save resources because they will ensure that local authorities focus their efforts on key points of transition for disabled children and young people during the transition to adulthood. Research,<sup>8</sup> and the experiences of professionals, families, carers and other organisations show that, if good quality, strategic thinking, planning and actions are undertaken at this crucial time in the child's or young person's life then a great deal of heartache, pain, trouble and cost can be avoided through the breakdown of unsuitable placements, mental health issues, family problems, and the impact on working relationships.

42. As indicated above, the Bill, rather than consuming local authority resources, will actually save local authorities' resources. The transition to adulthood is an important transition for disabled children and young people. It is also clear from the feedback received from disabled children and young people, and from their parents and carers, that seeking to improve transitions planning through guidance is not enough, and is inadequate. Improving transitions planning for disabled children and young people through the protections provided in the Bill, however, will significantly improve outcomes for disabled children and young people in the transition to adulthood without requiring any major, additional resources from local authorities.

43. All disabled school leavers will require a transitions plan. Based on the census figures, it is estimated that there are approximately 4,000 disabled young people leaving school each year<sup>9</sup> in Scotland. On that basis it is estimated that there would be an estimated 4,000 transitions plans per annum. This would mean approximately 125 transitions plans being put in place per local authority per year for disabled children before they leave school.

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<sup>8</sup> Ritchie, L. (2008). *The Paper Hydra, My Transition Quest*, Edinburgh, Scotland's Commissioner for Children & Young People; Inclusion Scotland, "Activate: A report about the issues faced by young disabled people in Scotland and about their activism for change", September 2019, <https://inclusionScotland.org/activate/>; Scottish Government. (2017). *Young people's experience of education and training from 15-24 years: A Report to the Scottish Government*. <https://www.gov.scot/publications/young-peoples-experience-education-training-15-24-years/>; Joan Murphy and Margo Mackay, 'Will anyone listen to us? What matters to young people with complex and exceptional health needs and their families during health transitions', *Children with Exceptional Healthcare Needs* National Managed Clinical Network, (October 2015), <https://www.talkingmats.com/wp-content/uploads/2015/11/20151027-CEN-report.pdf>

<sup>9</sup> Based on figures derived from – "Scotland's census 2011 - National Records of Scotland, Table DC3101SC, Long-term health problem or disability by sex by age", <https://www.nrscotland.gov.uk/news/2014/census-release-3f>

44. To put this in perspective, according to the Office for National Statistics, around 29% of disabled 18-24 year olds in the UK are NEET<sup>10</sup> meaning around 1,300 – 1,400 disabled young people per year might seek additional support with their transition to adulthood – that is potentially, on average under 45 young people out of the 125 young people per local authority in Scotland per year would require ongoing support with their transitions plan.

45. The costings provided in the Financial Memorandum are based on an estimate that, on average, 60 young disabled people who are school leavers per local authority in Scotland per year will require such support. This would take into account the potential impact of Covid-19 upon young disabled people’s access to opportunities for positive destinations in education, employment and training.

46. Numbers per local authority would, however, vary according to the population size of each local authority. Furthermore, some children will leave school without a transitions plan with the need for ongoing transitions support being agreed, because, for example, they are going to university or another positive destination has been identified.

47. Each of these transitions plans will require meetings with the disabled child or young person and their parents, their legally appointed guardian, or other carers or, and also potentially involving other significant people in their lives. It is estimated that there would be two transitions planning meetings per year until the child’s last year at school, when the meetings would be quarterly.

48. With reference to the costs which local authorities will incur in relation to transitions plans, it is estimated that on average each local authority will only be providing ongoing transitions planning support to potentially, on average under 45 young people per local authority in Scotland per year.<sup>11</sup> The costings provided in the Financial Memorandum are based on an estimate that, on average, 60 young disabled people who are school leavers per local authority in Scotland per year will require such support though the numbers of each cohort of school leavers seeking and receiving support will decline year on year due to attrition. This would take into account the potential impact of Covid-19 upon young disabled people’s access to opportunities for positive destinations in education, employment and training.

49. It is envisaged that the costs of delivering transitions planning will rise each year as a new cohort of young disabled people leaves school and seeks support. However, costs will stabilise in Year 10 after Transitions Planning is introduced as the first cohort of school leavers loses entitlement to ongoing support.

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<sup>10</sup> Office for National Statistics, ‘Proportion of young people aged 16 to 24 years that are not in education, employment or training (NEET) by disability status, UK: 2014 to 2017’, <https://www.ons.gov.uk/employmentandlabourmarket/peoplenotinwork/unemployment/adhocs/009631proportionofyoungpeopleaged16to24yearsthatarenotineducationemploymentortrainingneetbydisabilitystatusuk2014to2017>

<sup>11</sup> Office for National Statistics, ‘Proportion of young people aged 16 to 24 years that are not in education, employment or training (NEET) by disability status, UK: 2014 to 2017’, <https://www.ons.gov.uk/employmentandlabourmarket/peoplenotinwork/unemployment/adhocs/009631proportionofyoungpeopleaged16to24yearsthatarenotineducationemploymentortrainingneetbydisabilitystatusuk2014to2017>

50. It is estimated that developing and agreeing the 4,000 transitions plans through these meetings would require the following:

- Approximately 2 hours attendance per meeting, 1 hour allocated for preparation per meeting and 1 hour allocated for follow-up action per meeting = a total of 4 hours per meeting
- Each transitions plan would require 4 meetings per year in the child's final year at school amounting to a maximum of 16 hours per transitions plan per year (4 hours per meeting x 4 meetings per year), and 2 meetings per year in the years prior to the child leaving school), amounting to a maximum of 8 hours per transitions plan per year (4 hours per meeting x 2 meetings per year)
- The 4,000 transitions plans across the 32 local authorities would, in the context of the children's final year at school, require a collective total of 64,000 hours (4,000 transitions plans x 16 hours per meeting [4 hours per meeting x 4 meetings per year]) including preparation for the meetings, attending the meetings and time allocated for follow up action, or 2,000 hours per local authority per year (64,000 hours ÷ 32 local authorities). This would include writing-up the transitions plans, sending initial drafts to the children and young people and to the other attendees of the meetings, and for arranging sign off of the transitions plans as well as for liaising with other relevant agencies such as, for example, Skills Development Scotland.
- The 4,000 transitions plans across the 32 local authorities would, in the context of each year prior to the children's final year at school, require a collective total of 32,000 hours (4,000 transitions plans x 8 hours per meeting [4 hours per meeting x 2 meetings per year]) including preparation for the meetings, attending the meetings and time allocated for follow up action, or 1,000 hours per local authority per year (32,000 hours ÷ 32 local authorities). This would include writing-up the transitions plans, sending initial drafts to the children and young people and to the other attendees of the meetings, and for arranging sign off of the transitions plans as well as for liaising with other relevant agencies such as, for example, Skills Development Scotland.

### **Transitions plan prepared and managed while child is at school: costs**

51. The local authority would appoint a guidance teacher, or another member of the child's school's pastoral care staff, to act as the officer to prepare and manage the transitions plan, and to keep it under review. Where the local authority officer is a guidance teacher or another member of the pastoral care staff a salary of approximately £36,891 is assumed.<sup>12</sup> A member of the local authority's education department would fulfil this role where the local authority is responsible for a child's education, and is funding an educational placement for the child at a private specialist school, including out of area placements.

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<sup>12</sup> It is estimated that the salary costs of the guidance teacher would be Point 4 on the teachers' salary scale, agreed by The Scottish Negotiating Committee for Teachers (SNCT), which is available at: <https://ssta.org.uk/draft-salary-scales-2018-2020/>. It is assumed that a guidance teacher at Point 4 on the salary scale would have the prerequisite experience and expertise to fulfil the role in relation to transitions planning. The salary costs could change if another member of the child's school's pastoral care staff was appointed as the officer responsible for the child's transitions plan.

52. Significantly, where the local authority officer is a guidance teacher, or other member of the child's school's pastoral care staff, and is responsible for preparing and managing the transitions plan, and for keeping it under review, while the child remains at school, the costs of the guidance teacher's, or other member of the school's pastoral care staff's, time would fall within existing resources on the basis that the local authority officer will already have existing pastoral duties for, and responsibilities for, the child.

53. It is also assumed that office costs would fall within existing resources, and that the appointment of a guidance teacher, or another member of the child's school's pastoral care staff would minimise any travel costs, which would also be met within existing resources.

54. While the child is still at school the costs of their transitions plan will be met from within existing resources. It should be noted, however, for information purposes and for the purpose of estimating these costs, that if the salary of the local authority officer preparing the transitions plan is approximately £36,000 then this would equate to an hourly rate of £19.78 per hour, with £5.93 in "on costs" (Employers NI, Pension costs and office costs), making a total of £25.71 per hour.

55. The costs per local authority per year for preparing, managing and reviewing each transitions plan for each child in their final year at school would be 4 meetings x 2 hours per meeting per year for each young person = 8 hours, with an additional 1 hour per meeting for preparation (= 4 hours) and a further 1 hour per meeting for follow up action (= 4 hours), amounting to a total of 16 hours' per year per transitions plan. The staff costs per transitions plan would be 16 hours x £25.71 = £411.36 per transitions plan per year.

56. The costs per local authority per year for preparing, managing and reviewing each transitions plan, in the context of each year prior to the child's final year at school, would be 2 meetings x 2 hours per meeting per year for each young person = 4 hours, with an additional 1 hour per meeting for preparation (= 2 hours) and a further 1 hour per meeting for follow up action (= 2 hours), amounting to a total of 8 hours' per year per transitions plan. The staff costs per transitions plan would be 8 hours x £25.71 = £205.68 per transitions plan per year.

57. The total costs to Scotland's 32 local authorities collectively for preparing and managing 4,000 transitions plans, and of keeping them under review, for each child in their final year at school would be £1,645,440 per year (£411.36 [cost of a transitions plan] x 4,000 transitions plans), or £51,420 per year per local authority. These costs should fall within existing costs for pastoral care work within school.

58. The total costs to Scotland's 32 local authorities collectively for preparing and managing 4,000 transitions plans, and of keeping them under review, in the context of each year prior to the child's final year at school would be £822,720 per year (£205.68 [cost of a transitions plan] x 4,000 transitions plans), or £25,710 per year per local authority. As previously mentioned, these costs would fall within existing costs for pastoral care work within school.

### **Transitions plan has been agreed at school and child has left school: costs**

59. Where a transition plan has been agreed while the child is at school, it is estimated that a total of, on average, under 45 young people school leavers per annum per local authority will

require ongoing support to attain goals set in transition plans. The costings provided in the Financial Memorandum are based on an estimate that, on average, 60 young disabled people who are school leavers per local authority in Scotland per year will require such support. This would take into account the potential impact of Covid-19 upon young disabled people's access to opportunities for positive destinations in education, employment and training.

60. After the young person has left school, the officer appointed by the local authority to manage the transitions plan and to keep it under review would be a social worker (officer level), with a salary of, on average, up to £36,000 depending upon experience.<sup>13</sup> This would equate to an hourly rate of £19.78 per hour, with £5.93 in "on costs" (Employers NI & Pension costs), making a total of £25.71 per hour.

61. It is not feasible to provide an estimate of office costs on £36,000, or on any particular salary, as this would depend on the nature of the work involved, and on the local authority where an officer is located. It is estimated that travel costs per plan could amount to approximately £54 per year based on 4 meetings per year incurring 30 miles each, claimed at 45p per mile.

62. The officer appointed by the local authority will meet the young person and, if necessary, their parents, legally appointed guardian, or other carers at 2 transitions planning meetings per year if the child is settled in a new environment, and 4 meetings per year if a successful transition is still outstanding.

63. This would require an estimated maximum of 240 meetings per year per local authority for the 60 young people (4 meetings per year x 60 young people), but potentially significantly less if

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<sup>13</sup> There are no national pay scales for social workers. The SSSC provides the following information about the salaries of social workers: "A social work graduate can expect an average starting salary of £23k – £25k. After the first few years social workers can earn £29k or more depending on their chosen field and post qualifying training. These are just some of the options and the salary will depend on the career path a graduate takes and where they work", [sssc.uk.com/your-career-in-care/what-kind-of-work-is-it/social-work](https://sssc.uk.com/your-career-in-care/what-kind-of-work-is-it/social-work)

One source suggests that the salary of a Social Worker is on average £28k - £39k, with the average salary for a Social Worker in Edinburgh being £32,845;

[https://www.payscale.com/research/UK/Job=Social\\_Worker/Salary/a57c949c/Edinburgh](https://www.payscale.com/research/UK/Job=Social_Worker/Salary/a57c949c/Edinburgh)

Another source suggests that the average salary of a social worker in Aberdeen is £36,351 per year.

<https://www.indeed.co.uk/cmp/Aberdeen-City-Council/salaries/Social-Worker/Scotland>

The three links below support a salary scale of £34,000 - £37,000. Senior social work practitioner roles are between £37 -41k: [https://goodmoves.org.uk/vacancy/a4s3z00000wMjMFAA0/supported-living-manager-maternity-cover?distance=16.09344&page=2&salary\\_min=32000](https://goodmoves.org.uk/vacancy/a4s3z00000wMjMFAA0/supported-living-manager-maternity-cover?distance=16.09344&page=2&salary_min=32000) ; <https://www.myjobscotland.gov.uk/councils/highland-council/jobs/social-worker-full-part-time-vacancies-available-highland-area-hgh09147-192823> <https://www.myjobscotland.gov.uk/councils/west-lothian-council/jobs/social-worker-x-3-assessment-care-management-team-43514-197699>

For the purpose of the costings in this document, it is assumed that the social worker with responsibility for transitions plans would have a salary of, on average, up to £36,000 depending upon experience. This salary level would reflect that the social worker is experienced, and has the prerequisite skills and expertise to fulfil the role in relation to transitions planning.

the young person is settled in a new environment when the total number of meetings could be 120 meetings per year per local authority (2 meetings per year x 60 young people).

64. A transitions plan agreed under section 7(2) or (3) of the Bill must remain in place until the young person reaches their twenty sixth birthday, or such higher age as may be prescribed by regulations, or until the transitions plan is ended under section 12(6)(c). If the Scottish Government did decide to introduce, by regulations, a higher age limit for young disabled people to receive transitions planning support, this would incur additional costs. The level of costs involved would depend upon the new age limit, and the number of additional young disabled people entitled to such support as a result of the introduction of the higher age limit.

### **Case load**

65. Each meeting would also require time for preparation, and for follow up action. It is anticipated, however, that as time progresses there will also be school leavers from previous years who will continue to need ongoing transitions planning support to attain their goals.

66. Against this background, it is suggested that, the number of disabled young people being supported, receiving transitions planning support will rise year on year until 10 years after planning is introduced when the first cohort of school leavers will no longer be eligible for support. Due to attrition<sup>14</sup> it is estimated that after 10 years the maximum caseload being carried by each local authority will be equivalent to 5 times the annual caseload.<sup>15</sup> This would require 1,200 meetings a year [4 meetings x 300 young people], if a successful transition was outstanding.

67. The costs per local authority per year for managing and reviewing the transitions plans would be a maximum of 4 meetings (where a successful transition is still outstanding) x 2 hours per year for each young person = 8 hours, with an additional 1 hour per meeting for preparation (= 4 hours) and a further 1 hour per meeting for follow up action (= 4 hours), amounting to a total of 16 hours per transitions plan per year. The staff costs per transitions plan per year would be 16 hours x £25.71 = £411.36 plus £54 [travel costs] = £465.36

68. The costs per local authority per year for managing and reviewing the transitions plans where the young person is settled in a new environment would be lower. This is due to the fact that the transitions plans of some of the young people will be ended after a review because they have secured a positive destination, and other alternative sources of support are available, e.g. they are attending university. There is also the other attrition factors to be considered which might mean that fewer than 60 young people in each new year require an ongoing transitions plan. This would require a maximum of 2 meetings x 2 hours per year for each young person = 4 hours, with an

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<sup>14</sup> It has been assumed that there will be an attrition rate of 15% per annum for each cohort of school leavers for the first 3 years of operation rising to 20% per annum for each of the succeeding years up to Year 10. This will be made up of a mixture of positive outcomes achieved (such as work & training placements, progress into further or higher education and volunteering opportunities) and those discouraged from attending further planning meetings through continued lack of success and young people that the local authority loses contact with due to unreported changes of address etc.

<sup>15</sup> This number reflects the impact of the attrition rate on the numbers seeking and receiving support in each of the 10 cohorts of school leavers who will be eligible for support between their leaving school and reaching their 26<sup>th</sup> birthday. Thus the figure of 300 is based on our estimate that 60 young people per local authority will need a transitions plan each year x 5.

additional 1 hour per meeting for preparation (= 2 hours) and a further 1 hour per meeting for follow up action (= 2 hours), amounting to a total of 8 hours per transitions plan per year. The staff costs per transitions plan per year would be 8 hours x £25.71 = £205.68 + £27 [travel costs] = £232.68.

69. It is estimated that 60 young people per local authority per year will require ongoing transitions planning support after they have left school. The local authority's staff costs for managing and reviewing transitions plans for 60 disabled young people who have left school, and require ongoing transitions planning support, and a maximum of 4 transitions plan meetings (where a successful transition is still outstanding) would be 60 x 16 hours = 960 hours x £25.71 = £24,681.60 + £3,240 travel costs [60 plans x £54 travel costs per plan] = £27,921.

70. The costs per local authority per year for managing and reviewing the transitions plans where the young person is settled in a new environment would be lower, as only two meetings per year would be required. In this context, the costs would be 60 x 8 hours = 480 hours x £25.71 = £12,340.80 + £1,620 travel costs [60 plans x £27 travel costs per plan] = £13,961

71. The total costs to Scotland's 32 local authorities collectively would be £893,472 per year (£27,921 per local authority x 32 local authorities) based on each young person requiring 4 transitions plan meetings per year where a successful transition is still outstanding.

72. The costs after 10 years (that is when the first cohort of school leavers will reach their 26<sup>th</sup> birthday and will no longer be eligible for support) for the equivalent of a five year case load per local authority referred to above would be £139,605 [£27,921 initial annual costs x 5].

73. The collective annual costs for Scotland's 32 local authorities after 10 years would be £4,467,360 per annum [£893,472 initial annual costs across 32 local authorities x 5].

74. A factor which would need to be taken into account is that the costs of preparing transitions plans, managing the plans and keeping them under review, while disabled children remain at school would fall within existing resources, given the existing pastoral duties and responsibilities of guidance teachers and other members of schools' pastoral care staff for these children.

75. The duties placed on the officer appointed by the local authority to progress the transitions plans might also attract extra pay for the additional responsibilities involved. Even allowing for any such extra pay, it is not anticipated that the initial costs of preparing and implementing the transitions plans would rise above £1 million in total, or £31,250 per local authority per year.

## **COSTS ON OTHER BODIES, INDIVIDUALS AND BUSINESSES**

76. There are no direct costs on other bodies, individuals and businesses. This could change, however, if the Scottish Ministers decides to use their powers in Section 8 of the Bill ('Other duties') to place other duties on local authorities in relation to a transitions plan, and new duties on NHS Health Boards, on Integration Joint Boards, and on such other persons as they consider appropriate, in relation to a transitions plan.

77. It would be a matter for the Scottish Government to identify which new duties might be required, and on which bodies or persons those duties should be imposed. It is, therefore, not possible to comment upon the potential costs associated with any such new duties, other than to flag up that these duties could require additional funding.

## **SUMMARY OF COSTS**

78. The costs of the Bill are summarised in the table below:

Item	Cost	Who bears cost?	Due
Preparing and implementing the National Transitions Strategy	£123,000	Scottish Government	2022 - 2023
Reviewing the National Transitions Strategy every 3 years	£92,500 [£30,833 per year]	Scottish Government	Every 3 years after 2022
Publishing the National Transitions Strategy	£2,000	Scottish Government	2022 -2023
Publishing copies of revised National Transitions strategies	£2,000	Scottish Government	Every 3 years after 2023
Publishing copies of the report on the review of the National Transitions Strategy	£2,000	Scottish Government	Every 3 years after 2023
Local authority costs of preparing, implementing and reviewing transitions plans	Approximately £893,372 in Year 1 rising gradually to £4,467,360 in Year 10	Scottish Government	Initial annual costs and eventual annual costs after 10 years

*This document relates to the Disabled Children and Young People (Transitions to Adulthood) (Scotland) Bill (SP Bill 14) as introduced in the Scottish Parliament on 20 April 2022*

# **DISABLED CHILDREN AND YOUNG PEOPLE (TRANSITIONS TO ADULTHOOD) (SCOTLAND) BILL**

## **FINANCIAL MEMORANDUM**

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