Education, Children and Families Committee

10am, Tuesday, 11 December 2012

Review of Community Access to Schools

Item number	7.4
Report number	
Wards	ALL

Links

Coalition pledges	P4
Council outcomes	CO1 - CO6, CO10,
Single Outcome Agreement	SO2, SO3

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Executive summary

Review of Community Access to Schools (CATS)

Summary

The purpose of this report is to seek approval to progress the work streams identified by the Project Team which has been established to review community access to schools.

Recommendations

The Committee is asked to:

1. Note progress to date

2. Agree the tasks identified by the Project Team

3 Ask the Project Team to provide a number of proposals for consideration in March 2013 with timelines for implementation.

Measures of success

The measures of success for the review of community access to schools will be

- To increase levels of community access to schools

- To ensure efficient and effective systems are in place to support community access to schools

- To introduce equity of access to facilities throughout the city

- To achieve an efficiency of £300,000

Financial impact

The financial implications arising from the proposals include

- The need to identify the source and methods of achieving the £300,000 efficiency

- The possible changes to Devolved School Budgets

- The impact on partner agencies
- The need to better understand costs and benefits of existing and/or proposed system change

Equalities impact

There are no adverse impacts arising from this report.

Sustainability impact

There will be no adverse impacts arising from this report.

Consultation and engagement

A wide consultation will be undertaken by the Project Team which will involve all key stakeholders, including service users.

Background reading / external references

None.

Report

Review of Community Access to Schools (CATS)

1. Background

1.1 Schools are at the heart of local communities. The key ambition of the Community Access to Schools review is to increase the level of community access to schools and ensure that this is meeting local needs. A commitment has been made to review the way in which the Council manages and administers Community Access to Schools. There are currently high levels of access in some schools. This review will highlight where there is capacity to increase usage.

1.2 The current position in Edinburgh is that CATS is supported by a number of separate systems. These are in place for discrete areas of activity i.e. Nursery, Primary and Special Schools, Secondary Schools and Community High Schools and the fee paying Adult Education Programme. There is also a unique model of managing access to recreational facilities in Queensferry High School which involves Edinburgh Leisure. All these discrete areas of activity have specific resources attached to them and different approaches to gaining access and charges have developed over a long number of years and are no longer fit for purpose.

1.3 The aim is to develop a new system which maximises the appropriate use of schools both within and outwith school hours.

2. Main report

2.1 At the Education, Children and Families Committee held on 9th October 2012 approval was given to create a Short Life Project Team that would take forward the review and in particular focus on key areas of activity within that review.

2.2 Membership of the Project Team

Membership of the Project Team has been established (Appendix 1).

It is important to acknowledge the intent to be inclusive of a wide range of contributions to the review process but at the same time keep the membership of

the Project Team a manageable number for open dialogue and a task centred approach.

It was agreed that the Project Team will need to work in a way that allows for contributions to be made, but does not require everyone to attend every meeting, this may require single focus discussions with fewer people or more use of online communication.

2.3   Frequency of Project Team Meetings

It has been agreed that the Project Team will meet fortnightly in the first instance as there is so much to be done and a complex number of issues to be explored (Appendix 2).

2.4   Terms of Reference

A terms of reference has been agreed for the Project Team (Appendix 3) this sets out the initial scope of the review and highlights the governance and respective accountabilities.

2.5   Scope of the Review

At the first meeting of the Project Team agreement was reached on the key areas of activity that the Project Team would focus on. It was also agreed the best way to make progress was for a task centred approach to be taken with individuals being willing to undertake work in between meetings and to bring progress back to the table. The key areas of activity are as follows:

- Establishing a baseline of current levels of access to all schools

- Identifying where access could be increased and how that could happen

- Examine the range of existing systems to support access

- Examine the various letting charges currently in place

- Proposing options to align charges

- Exploring the range of customer care and health and safety practices in place

- Establishing current income from school lets/access to schools including PPP schools

- Development of IT to support new system

- Consideration of all HR impacts where appropriate

- Consideration of partner needs

- Consultation with stakeholders

2   Information gathered since week 1 meeting

Please note that when considering the details of the appendices there is a lack of consistency in the language used, e.g. number of enrolments, number of students, number of participants etc. This reflects the inconsistencies in practice

that have emerged over the years and this provides further illustration of the need to review the current processes.

- Adult Education

One of the key issues emerging from the CATS review is that access supports a wide range of activity and a significant element of that is adult education. Community Based Adult Education is highly valued by those who participate in it. There is a growing bank of evidence in terms of the impact adult education has on people's lives and that this kind of lifelong learning contributes to the Coalition Pledges, Council Outcomes and the Single Outcome Agreement. There are varied programmes of adult education in Edinburgh which range from fee paying classes available to everyone to targeted provision supporting key priorities such as Adult Literacy and Numeracy, English as a Second Language, Parenting and Family Support, Health and Wellbeing. There are significant numbers of learners involved in adult education some illustrations are provided in Appendix 4.

- Participation Levels

There are significant levels of Community Access to Schools across the school estate in Edinburgh. Each of the discrete areas of activity has however designed its own system for recording statistics and management information. There is no single system that can provide an accurate account of how many people are currently involved. We also therefore have no system that can help establish a baseline from which we can measure progress. The information in the appendices, while useful, is therefore limited as a basis for comparison.

What can be established from the data we are able to collate is:

- Centralised system for processing primary school lets is efficient and provides single point of contact.

- Varied levels of access to primary schools, SEN schools and nurseries across the city. Some very well used others not at all.

- Varied levels of access to secondary schools. Some very busy e.g. WHEC, Leith, Drummond others less so, e.g. Castlebrae and Queensferry.

- Very large numbers of people accessing schools for sports facilities.

- Significant reduction in participation levels in off peak times i.e. April – September and weekends.

- Designated community high schools have more access during off peak times.

There are reasons for the reduction in off peak times:

- Exams use of space

- Family holidays

- Service budgets to employ staff

- Costs of lets and janitorial cover etc

Illustrations participation levels are provided in Appendix 5. One of the keys issues to be addressed is to increase weekend usage.

- Charges and Categories

The CATS review team has established that there is a lack of consistency throughout the city in terms of the application of charges for Community Access to Schools. There been attempts made to improve this situation but without a single system in place different practices have emerged which have resulted in some significant difference in what users are expected to pay for the same facility in different schools (an illustration of this is provided in Appendix 6). There has been a commitment to apply concessions for certain categories of Let e.g. youth groups, those in receipt of benefits etc and this has been welcomed. However, it is not consistent.

It has been established that there are significant issues relating to the income and expenditure associated with Community Access Use in secondary schools. Designated community high schools are allocated additional funds to support the programming and access of facilities. Non designated community high schools receive very little additional support. Also secondary schools are expected to generate income to meet targets set each year. The table below illustrates the current distribution of resources and is an area of potential scrutiny within the review.

Income and expenditure relating to community use in secondary schools

	Allocated Budget 2012/13 £	Income Target 2012/13 £	Actual Income 2011/12 £
Community High Schools	3,003,722	1,247,750	1,286,430
Non-Community High Schools	38,417	617,358	686,943

4   Emerging Good Practice

It is important that the review of Community Access to Schools aligns itself with, and supports, the successful implementation of a number of key priorities for the council and its partners. The development of Community Sport Hubs (CSH) is a national priority and there are early signs of success in Edinburgh. One measure of that early success has been to increase the level of access to schools sports facilities (an illustration of this is provided in Appendix 7). Whilst the Community Sport Hubs are increasing Community Access it is important to acknowledge that there are still issues relating to reduction in participation during off peak times.

5   Libraries

Increasing Community Access to Schools does not rely solely on the increased participation through community lets. It is possible to explore the extent to which schools could function as "hubs" for a range of other community services. An area that could be explored would be the possibility of relocating community libraries in schools. An example of this which is currently being developed is in Balerno. The Head Teacher of Balerno High School is keen to host a community library in the school. This will bring added value to the school and also allow the Library Service to relocate to better premises and as such create an opportunity to further develop a wider range of opportunities for service users.

6   Edinburgh Leisure

There is a current arrangement in place which has resulted in Edinburgh Leisure managing the access to sports facilities in Queensferry High School. This is a model that has potential for development in other schools in the City and it is important that the business case for this is widely understood. There have been some difficulties with income generation and investment in the facilities in the school and the Head Teacher and Edinburgh Leisure have worked well together to explore alternative models for the future. Edinburgh Leisure are to propose a way forward that will require a new approach and limited investment but it may be that this could provide a way forward for other schools in years to come.

3.   Recommendations

The committee is asked to:

3.1   Note progress to date

3.2   Agree the tasks identified by the Project Team

3.3   Ask the Project Team to provide a number of proposals for consideration in March 2013 with timelines for implementation.

Gillian Tee

Director of Children and Families

4. Links

Coalition pledges	P4. Draw up a long term strategic plan to tackle both over-crowding and under use in schools
Council outcomes	CO1. Our children have the best start in life, are able to make and sustain relationships and are ready to succeed
	CO2. Our children and young people are successful learners, confident individuals and responsible citizens making a positive contribution to their communities
	CO3. Our children and young people at risk, or with a disability, have improved life chances
	CO4. Our children and young people are physically and emotionally healthy
	CO5. Our children and young peoples are safe from harm or fear of harm, and do not harm others within their communities
	CO6. Our children and young people's outcomes are not undermined by poverty and inequality
	CO10. Improved health and reduced inequalities
Single Outcome Agreement	SO2. Edinburgh's citizens experience improved health and wellbeing with reduced inequalities in health
	SO3. Edinburgh's children and young people enjoy their childhood and fulfil their potential
Appendices	1. Members of CATS Review Project Team
	2. CATS Review Project Team Meeting Dates Nov 2012 – March 2013
	3. Terms of Reference
	4. Community High School Adult Education Programme
	5. High School bookings – survey results
	6. Charges and categories for lets
	7. Example of good practice within Community Sports Hubs

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Name of Member	Title	Location	Phone Number	Email Address
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Robin Yellowlees	Service Manager (Sports & Outdoor Education Unit)	WC 1/1	0131 469 3479	robin.yellowlees@edinburgh,gov.uk

CATS Review Project Team Meeting Dates Nov 2012 – March 2013

1st November 2012 Room G.15 - 3pm - 5pm

14th November 2012 - Room G.37 - 12pm - 1pm

13th December 2012 - Room G.37 - 1pm - 2pm

10th January 2013 - Room G.37 - 8.30am - 10am

24th January 2013 - Room G.37 - 9am - 11am

7th February 2013 - Room G.37 - 9am - 11am

21st February 2013 - Room G.15 - 3pm - 5pm

7th March 2013 - Room G.37 - 9am - 11am

21st March 2013 - Room G.37 - 9am - 11am

Community Access to Schools Review Project Team

Terms of Reference

1. Purpose of Terms of Reference

The purpose of the Terms of Reference is to outline the proposed review of Community Access to Schools (CATS). This paper will form the basis of the consultation process with staff and Trade Union representatives and will explain the rationale for the review, the key work streams and timescales.

The outcome of this review will be reported back to the Education, Children and Families Committee in March 2013. The work of the project team will also be reported to the Policy and Procedures sub group of the Education, Children and Families Committee and will be forwarded to the Culture and Leisure Committee for noting.

2. Background, Aims and Objectives of the Review

A commitment has been made to review the way in which the Children and Families Department manages and administers CATS. There are currently high levels of access in schools and this review will result in increased levels of access where possible. There is an intended outcome that a new system is developed which maximises the appropriate use of schools both in and outside of core hours and that the approach embeds schools fully as community assets. The review should also result in a system which is cost effective and efficient. The overall ambition of the review is to result in the maximisation of access to schools.

The current position in Edinburgh is that CATS is supported by a number of separate systems. These are in place for discrete areas of activity i.e. Primary Schools (including special schools and nurseries), Secondary Schools, Community High Schools and the fee paying Adult Education programme. There is also a unique model of managing access to recreational facilities in Queensferry High School which involves Edinburgh Leisure. All of these discrete areas of activity have specific resources attached to them and different approaches to gaining access and charges have developed over a long number of years and are no longer fit for purpose.

3. Scope of the Review

The review will include consideration of;

- Establishing a baseline of current levels of access
- Identifying where access could be increased and how that could happen
- The need to look at establishing the level of need for community access
- Engaging in some benchmarking with other local authorities

- Examining the range of existing systems that are in place
- Examining the various letting charges that are in place
- Proposing options for aligning charges and eliminating any inequity across the system

- Establishing the current income from school lets
- Establishing the costs of administering existing systems and proposing new structures and systems that would be less costly
- Developing IT and in particular on line booking and payment
- Consider all HR issues and impacts on staff
- Consult with key stakeholders
- Take account of the needs of partner agencies, e.g. Edinburgh Leisure
- Protect compliance in health & safety (this varies from school to school)
- Achieve a saving in region of £300k.

4.   Proposed Review Methodology

A project team will be set up to undertake the review and will report back to the Education, Children and Families Committee on progress and make recommendations for implementation for consideration and approval. The project team will be led by David Bruce, Senior Education Manager, Community Services, and will include representation from schools and community services, HR, Finance, Culture and Sport, Edinburgh Leisure. Others will be included as and when required.

Members of the project team will be expected to attend fortnightly meetings and will also be expected to undertake tasks between meetings. Each member of the project team will bring a specific expertise to the process and as such that should be exploited.

The project team members can provide a substitute for meetings but must ensure that any tasks that have been agreed are completed within the timescales set.

Business support will be provided to the project team and there will be a central point for banking information and collation of reports etc.

Throughout the review consultation will take place with the appropriate Trade Unions, staffing groups and relevant stakeholders. A communication strategy will be in place throughout the project.

5.   Timescale

The review will commence in November 2012 and will report to Committee in March 2013. An extended period of time may be required for the testing of new systems etc. with an ambition that new ways of working will be in place from Aug 2013 and become embedded during 2013 -14.

- Community High School Adult Education Programme

This exercise has only been undertaken once, which was in 2011/12, and as such we are not able to demonstrate any increased levels of participation year on year. However, we have established a base line from which we can measure progress.

The table below (Table 1) illustrates the average number of courses being run and the average number of participants in all of these courses (the following figures were provided by 7 out of 8 Community High Schools).

Table 1: Adult Education organised by Community High Schools

Average number of courses per Community High School (daytime/evening/weekend) Sept 2011 – June 2012	Average number of enrolments (daytime/evening/weekend) per Community High School Sept 2011 – June 2012
105 courses	1078 enrolments

- Community Learning & Development (CLD) Adult Education Programme

Table 2 shows figures relating to the Adult Education programme that was run from September 2011 – April 2012 in 13 schools (some primary schools and high schools). The figures do not include cancelled classes for this period.

Table 2: CLD Adult Education Programme

	TOTALS FOR YEAR (Sept 2011 – April 2012)	
Name of School	**Number of Classes**	**Number of Students**
Boroughmuir HS	92	1400
Broughton HS	106	1336
Bruntsfield PS	8	150
Craigmount HS	18	238
Davidson Mains PS	2	58
Edinburgh Academy*	19	280
Firrhill HS	6	75
JGHS	82	952
Liberton HS	13	230
Portobello HS	9	111
The Royal High School	8	126
St Thomas of Aquin's HS	51	713
Tynecastle HS	31	453
TOTAL	**445**	**6,122**

*Not a City of Edinburgh Council School

- Survey results relating to all High School bookings for a range of activity including access to adult education, childcare, sport and cultural activity.

Table 3 reflects the results from a survey which all high schools were requested to complete and which 19 out of 23 high schools contributed to. The figures from Craigmount HS, James Gillespie's HS, St.Thomas of Aquin's RC HS and Queensferry HS are not included. The results provide details of the number of lets and the number of participants involved in those lets. It is important to appreciate that these figures include both regular and casual usage and reflects small groups as well as larger group bookings, for example, sports teams.

Table 3: All High Schools (figures based on 19 out of 23 high schools)

Total number of let bookings August 2011 – August 2012 (a let is regarded as a single booking for a group of people)	Total number of participants August 2011 – August 2012
12,943	712,888*

*The number of participants at 712,888 does not refer to the number of different people but to the number of times a person uses a school e.g. one person could go to the school for 3 classes that would mean that person was being counted 3 times.

- Primary school permits/lets

Within the period 2011/12 in primary, nursery and special schools, 520 organisations or individuals (i.e. customers) applied for a total of 1617 permits, this resulted in 39,210 lets being granted for use of premises. A permit is defined as permission to use a school and can be for a variable amount of Lets. A Let is defined as each individual room booked under a permit.

Table 4 below gives a sample illustration of the level of community access in three primary schools in a randomly chosen week in October 2012. This excludes all school activities, e.g. parent nights.

Table 4 Primary Schools (including nurseries and Special Schools) October 2012

Name of School	Day of Week	Time	Group	Number of participants at time of application
Bruntsfield PS	Mon	7.30pm – 9pm	Bruntsfield Ex-Parents Badminton Club	10
Bruntsfield PS	Tues	7.15pm – 8.15pm	Zumba Exercise Class	16
Bruntsfield PS	Weds	7pm – 9pm	Voicehouse Community Choir	105
Bruntsfield PS	Fri	6pm – 9pm	Edinburgh Woodcraft Folk	50
Sciennes PS	Mon	6pm – 8pm	Dolphin Swim Group	32

Sciennes PS	Tues	6pm – 7.30pm	Keith Anderson Aquatic Learning	17
Sciennes PS	Weds	3.30pm – 7.30pm	Making Waves Swim Group	17
Sciennes PS	Weds	6pm – 9pm	UKTC Taekwon-do	13
Sciennes PS	Sat	9am – 12pm	Making Waves Swim Group	17
Granton PS	N/A	N/A	Not used at all	0

In the example above, the total number of participants from these three schools is 277 (this equates to an average of 92 people per primary school per week). This sample demonstrates the differences in levels of access between two primary schools regarded as busy and one primary school which is not used at all.

- Sportscotland Audit

In 2011/12, the Sports & Outdoor Education Unit was asked to respond to a national audit of access to schools sports facilities (indoor and outdoor). Tables 5 and 6 below provide an illustration of levels of access in both peak and off-peak times of the year. Off-peak is defined as the period which includes summer holidays and includes the use of facilities for exams. A major point of interest to the Project Team is the comparison in reduced levels of access between community high schools and non-community high schools.

Table 5: Community High Schools (Sports access only) 2011/2012   (8 schools in total)

Usage in peak period (Sept 2011 – March 2012)	Usage in off peak period (April 2011– Aug 2011)	Total Usage
253,494 users	174,388 users	427,882 users

Table 6: Non-Community Secondary Schools (Sports access only) 2011/2012 (15 schools in total)

Usage in peak period (Sept 2011 – March 2012)	Usage in off peak period (April 2011– Aug 2011)	Total Usage
223,857 users	78,361 users	302,218 users

- Charges and categories for lets

Table 7 provides illustrations of the variety of charges and categories of lets across the school estate. There are a variety of facilities available to let in our schools and we have chosen to use four in this example.

Table 7: Illustration of variety of current charges across City for facility hire

Facility to hire	Primary Schools		Community High School (Currie CHS)		Non-Community High School (Forresters/St.Aug HS)	
	Standard Rate	Eligible youth group	Standard Rate	Eligible youth group	Standard Rate	Eligible youth group
Swimming Pool	£38.50/hr (Mon -Sat) £77/hr (Sun)	£19/hr (Mon-Sat) £36/hr (Sun)	£35/hr	£22/hr	£35/hr	£22/hr
Classroom	£32.50/hr	£11/hr	£5/hr 1st hour then £2.50 thereafter	N/A	£25/hr	N/A
Gym Hall	£21/hr (Mon-Sat) £41/hr (Sun)	£11/hr (Mon- Sun)	£20/hr	£12/hr	£27/hr	£19/hr
Games Hall	N/A	N/A	£27/hr	£19/hr	£37/hr	£25/hr

It is important to note that we already have concessionary categories available, e.g. for youth groups, however, as the table above illustrates, there appears to be a lack of consistency of some charges across the City.

- Example of good practice within Community Sports Hubs

It is important that the review of Community Access to Schools aligns itself with, and supports, the successful implementation of a number of key strategies for the Council and its partners. The development of Community Sports Hubs (CSH) is a national priority and there are early signs of success in Edinburgh. An explicit outcome for CSH is to increase the level of access to school's sports facilities. Table 8 provides an example of success to date.

Table 8: Forrester High School/ St.Augustine's High School Community Sports Hub 2011 and 2012 Comparison

Usage for period Feb 2011 – October 2011	Usage for period Feb 2012 – October 2012	Percentage increase since developing sports hub
20,083 users	38,902 users	48%

Whilst the Community Sports Hubs are increasing community access, it is important to acknowledge that there are still issues relating to a reduction in user numbers during off-peak times, e.g. during school summer holidays. Table 9 illustrates this point.

Table 9: Forrester High School/ St.Augustine's High School Community Sports Hub Monthly Comparison

Usage for March 2012	Usage for July 2012	Usage for September 2012	Percentage decrease in school summer holidays
5,963 users	1,352 users	6,869 users	78%