

# Education, Children and Families Committee

10am, Tuesday, 19 May 2015

## Primary School Estate Rising Rolls

<b>Item number</b>	7.8
<b>Report number</b>	
<b>Executive/routine</b>	
<b>Wards</b>	Drumbrae/Gyle (3); Forth (4); Inverleith (5); Corstorphine/Murrayfield (6); Sighthill/Gorgie (7); City Centre (11); Leith (13); Craigentinny/Duddingston (14) and Portobello/Craigmillar (17)

### Executive summary

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This report provides an update on the potential accommodation pressures which may arise in August 2016 and beyond at Balgreen, East Craigs, Ferryhill, Fox Covert, Granton, Roseburn, St Mary's RC and Towerbank Primary Schools.

At seven of these schools it is proposed to progress the detailed development of solutions to respond to the potential pressures allowing these to be delivered, if required, in advance of August 2016 with the decision to progress to implementation being taken in January 2016. Any new build accommodation would, as in previous years but subject to satisfactory terms being agreed, be delivered through hub South East Scotland Limited.

The exception is Towerbank Primary School where undertaking a catchment review represents the only reasonable option due to the existing size of the school and the limited scope for development of new classrooms or supporting infrastructure due to a very restricted site. On 3 March 2015 Committee approved that a statutory consultation process be undertaken which commenced on 8 May 2015, the outcome which will be reported to Council on 22 October 2015.

### Links

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<b>Coalition pledges</b>	<a href="#">P4</a>
<b>Council outcomes</b>	<a href="#">C01</a> and <a href="#">C02</a>
<b>Single Outcome Agreement</b>	<a href="#">S03</a>

## Primary School Estate Rising Rolls

### Recommendations

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- 1.1 Note the content of this report.
- 1.2 Approve that new accommodation is provided at the following primary schools subject to the final decision regarding the necessity for such provision being delegated to the Director of Children and Families to be taken in January 2016 (or earlier if appropriate) upon assessment of pupil registration figures:
  - Balgreen Primary School
  - East Craigs Primary School
  - Fox Covert Primary School
  - St Mary's (Leith) RC Primary School
- 1.3 Approve that internal reconfiguration works be undertaken at Ferryhill, Granton and Roseburn Primary Schools to provide increased classroom provision for August 2016.
- 1.4 Note that a statutory consultation proposing a range of options for the realignment of Towerbank Primary School's catchment boundary is underway and that a report to Council on 22 October 2015 will provide the outcomes of this consultation.
- 1.5 To delegate authority to the Director of Children and Families to:
  - i. Agree what the most appropriate final solution for each school would be taking into consideration factors such as cost, deliverability and the impact on the school.
  - ii. Approve the final costs of the most appropriate final solution whilst always ensuring that value for money is achieved.

### Background

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- 2.1 Primary school rolls are projected to rise to an estimated 31,700 pupils by 2020 which is an increase of 13.2% on the position at the start of the 2014/15 school year. In a period during which the impact of high births will be reflected in a continuation of large numbers of pupils entering primary school education, the key Council requirement is to accommodate demand from catchment pupils at the P1 stage.

- 2.2 A report to Committee on [10 December 2013](#) set out how the primary school roll projections were derived; explained the difficulties associated with making accurate catchment projections in a city as fast changing as Edinburgh and explained the further detailed analysis which would require to be carried out on an annual basis to identify any school where a pressure on accommodation to meet catchment demand may be experienced in future years.
- 2.3 An update on projected primary school roll projections at a city-wide level was included in a report to Committee on [9 December 2014](#). As a result of the detailed analysis subsequently undertaken, eight primary schools were identified as potentially facing accommodation pressures in August 2016 and beyond. The eight schools, together with a range of potential solutions which had been identified for each school to address the accommodation pressures, were detailed in a report to Committee on [3 March 2015](#).
- 2.4 New rising rolls working groups were established at five of these schools (Balgreen, Ferryhill, Fox Covert, Roseburn and St Mary's (Leith) RC) involving the Head Teacher and other school staff, representatives from the school's Parent Council and officers from the Asset Planning Team to identify the preferred and proposed accommodation solution.
- 2.5 East Craigs Primary School had previously been identified as part of the third phase of the rising rolls programme but P1 registrations in January 2015 suggested that delivery for August 2015 would not be necessary. However, projections continue to suggest that East Craigs Primary School will require additional classroom accommodation and the working group formed last year will continue to consider the delivery of the rising rolls classroom building. This same group will also oversee the delivery of a new gym hall for August 2016, funding for which has been secured from the Scottish Government.
- 2.6 The Granton Primary School management team identified means of making more efficient use of existing accommodation through rationalisation of non-teaching spaces at an early stage therefore and no working group was required. School management undertook to keep the Parent Council informed of changes.
- 2.7 The only reasonable solution at Towerbank Primary School was to undertake a catchment review. Accordingly, rather than form a working group, the school Parent Council and wider school community were engaged in an informal consultation process to review the proposed catchment area changes and determine if there were any other feasible options for catchment area change which should also be considered during the statutory consultation. The same informal consultation process was also conducted with the school communities of neighbouring schools directly affected by the catchment review proposals which are Brunstane, Duddingston and The Royal High Primary Schools. As a result of this informal consultation process a range of options will now be considered during the statutory consultation period which began on 8 May 2015.

The statutory consultation paper and other information on the consultation process is available online [www.edinburgh.gov.uk/towerbankconsultation](http://www.edinburgh.gov.uk/towerbankconsultation).

- 2.8 For the schools where new working groups were established two meetings have now been held with each school community and this report outlines the outcomes of these meetings including the proposed solution for each school. As in previous years, due to the tight delivery timescales required for new build accommodation it is recommended that the final decisions regarding implementation be delegated to the Director of Children and Families, these being taken in January 2016 (or earlier if appropriate) upon assessment of pupil registration figures.
- 2.9 Provision of accommodation solutions for August 2016 will be the fourth year of the primary school rising rolls programme. New accommodation was successfully delivered for August 2013 at Granton, Trinity and Wardie Primary Schools and for August 2014 at Broughton, Craigour Park, St David's RC and Victoria Primary Schools. These buildings have been very well received and have been essential to avoid accommodation pressures which would have otherwise arisen.
- 2.10 Construction of new accommodation for August 2015 is currently underway at Clermiston, Flora Stevenson, James Gillespie's, Gilmerton, Pentland, Ratho and Wardie Primary Schools. The reconfiguration and refurbishment of Deanbank Resource Centre to create a new temporary P1 to P2 annexe for South Morningside Primary School is also being progressed.
- 2.11 The rising rolls programme has also resulted in internal reconfiguration works being completed to create new classrooms at Bruntsfield, Gylemuir, Fox Covert and Stockbridge Primary Schools for August 2014. Further internal reconfiguration work is also being undertaken at Bruntsfield Primary School for August 2015 along with works at Liberton Primary School and, following discussion with school management, at Granton Primary School.

## Main report

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### **Schools Facing Possible Accommodation Pressures for August 2016**

- 3.1 The following schools were identified as facing potential accommodation pressures in August 2016 and beyond:
- Balgreen Primary School
  - East Craigs Primary School
  - Ferryhill Primary School
  - Fox Covert Primary School
  - Granton Primary School
  - Roseburn Primary School

- St Mary's (Leith) RC Primary School
  - Towerbank Primary School
- 3.2 Working groups involving school staff and Parent Council representatives were established at Balgreen, Ferryhill, Fox Covert, Roseburn and St Mary's (Leith) RC Primary Schools to discuss the analysis undertaken and agree the preferred and proposed accommodation solution. The working group at Fox Covert also included staff from the adjoining Fox Covert RC Primary School. Two meetings with each working group have now taken place.
- 3.3 A summary of the proposed solution identified for each school, in most instances by the respective working group, is provided in Table 1 below with further detail included in Appendix 1. Where a working group is in place, this will continue to meet and develop the agreed option for the school through the design and approval stages.
- 3.4 East Craigs Primary School was part of the third rising rolls programme and an accommodation solution was identified and subsequently developed to the point where a completed design and all statutory permissions including planning approval are already in place.
- 3.5 The table also summarises any other issues which have been identified by each working group. Many of these issues are not within the scope of the rising rolls programme however liaison will be undertaken with colleagues in other areas of the Council to establish if these issues can be addressed with feedback being provided to the school and Parent Council at future working group meetings.

**Table 1: Summary of Proposed Solutions for Rising Rolls Schools for August 2016**

Primary School	Proposed Solution	Other Issues Raised by Working Group
Balgreen	Permanent three class stand-alone building	Balgreen has only one hall and the issue of the limited hall space being placed under further pressure by rising rolls and the introduction of free school meals was raised as an ongoing concern by the school and the Parent Council. This is acknowledged to be a suitability issue for the school.
East Craigs	Permanent three class stand-alone building	The issue of the existing limited hall space being placed under further pressure by rising rolls is being addressed through provision of a new hall to be delivered for August 2016.
Ferryhill	Convert existing nursery into two classrooms and deliver a new, expanded, stand-alone	None.

Primary School	Proposed Solution	Other Issues Raised by Working Group
	nursery within the school grounds. Further details on the new nursery are provided in the Early Years Capital Investment Report which is a separate item on the agenda for this Committee.	
Fox Covert	Permanent three class stand-alone building	<p>The school shares hall and dining facilities with Fox Covert RC Primary School and concerns were raised about the additional pressure on these facilities.</p> <p>Under Local Development Plan (LDP) proposals Fox Covert RC Primary School would also eventually require to be extended by a further three classrooms. Accordingly, the working group will give consideration to locations for future expansion and identify opportunities to create a building under the rising rolls programme which has the potential to be extended at a future date.</p>
Granton	Internal reconfiguration of existing accommodation to provide one additional classroom in August 2015 and one additional classroom for August 2016	n/a
Roseburn	Internal reconfiguration of existing accommodation to provide one additional classroom for August 2016	<p>The solution proposed may only be sufficient to address accommodation issues until August 2017. A longer term solution may be required and, due to the constrained site, the solution may not necessarily be the provision of additional accommodation.</p> <p>The gym hall and dining space are both small and the school already operates with a temporary unit accommodating two classes. These are both acknowledged to be suitability issues for the school.</p>
St Mary's (Leith) RC	Permanent two class stand-alone building	The temporary unit on the school site accommodating Community Learning and Development (CLD) functions would require to be demolished prior to the construction of a new unit, either to provide the site for the new classrooms or access for construction vehicles to the

Primary School	Proposed Solution	Other Issues Raised by Working Group
		<p>north of the school site.</p> <p>The school has only one hall and the issue of the limited hall space being placed under further pressure by rising rolls and the introduction of the extended entitlement to free school meals was raised as an ongoing concern by the school and the Parent Council. This is acknowledged to be a suitability issue for the school.</p>

- 3.6 In relation to Towerbank Primary School, the statutory consultation process to consider changes to existing catchment boundaries requires to be concluded and a decision made by Council by November 2015 in order to provide clarity for parents at the outset of the P1 registration process for August 2016. The outcomes of the consultation will be reported to Council on 22 October 2015.

#### **Delivering the New Accommodation**

- 3.7 New stand-alone accommodation was successfully delivered at Granton, Wardie and Trinity Primary Schools for August 2013 and at Broughton, Craigour Park, St David's RC and Victoria Primary Schools for August 2014. The new accommodation is of a very high quality and specification, is energy and carbon efficient and is spacious and light. The new facilities have been very well received at all schools by staff, pupils and parents. The process which was successfully followed for August 2013 and August 2014 is also being used for the delivery of new stand-alone accommodation at Clermiston, Flora Stevenson, Gilmerton, James Gillespie's, Pentland, Ratho and Wardie Primary Schools which will be completed by August 2015.
- 3.8 All of the new accommodation completed for August 2013 and August 2014 was delivered through hub South East Scotland Limited (HSESL). The new accommodation for August 2015 is also being delivered by HSESL. The continuity of provider and personnel has allowed lessons learned and improvements identified to be carried forward into each subsequent phase of the programme.
- 3.9 Due to the further improvements made in the process during 2015 and the effective partnerships which have been developed it is recommended that, subject to satisfactory terms being agreed, the use of HSESL remains the preferred delivery option for the provision of any new stand-alone accommodation required for August 2016. This process involves less risk in the timing of delivery as it does not involve the necessity for a protracted procurement process. However, the process still allows value for money to be achieved through external benchmarking.

- 3.10 As identified in the table above, the delivery of new stand-alone accommodation is the preferred delivery option at four schools for August 2015 and contract negotiations with hub South East Scotland Limited will be progressed in relation to these projects.
- 3.11 Committee is asked delegate authority to the Director of Children and Families to:
- i. Agree what the most appropriate final solution for each school would be taking into consideration factors such as cost, deliverability and the impact on the school.
  - ii. Approve the final costs of the most appropriate final solution whilst always ensuring that value for money is achieved.
- 3.12 Each individual project is discrete and will be progressed as a separate construction contract which, due to the values involved, would be progressed in accordance with the scheme of delegation to officers.

### **Progress and Next Steps**

- 3.13 An Investment Steering Group oversees the delivery of the primary school rising rolls programme, including the delivery of any new accommodation required. This operates based on the project management principles of Prince 2 following the same governance structure as all other Council major projects including the delivery of new schools. It is chaired by Children and Families and involves Council officers from other service areas and also representatives from HSESL.
- 3.14 The working groups at each school will continue so the design team and officers from Children and Families can continue to work with the schools and parent representatives to discuss the delivery of the proposed solutions including suitable locations for any new accommodation which ultimately has to be delivered. The location of any new accommodation will be determined in part by the location of utilities and guidance from Planning.
- 3.15 This is the start of an iterative design development process which will involve a significant level of engagement with, and involvement of, the schools and parent representatives in agreeing the detail of the final solution. Following agreement of the location of the new extensions and the subsequent detailed design of the buildings the next step will be the submission of planning applications which are anticipated by the end of October 2015.
- 3.16 This approach also allows the projections of when the classrooms are needed to be refined once annual information on anticipated pupil numbers is available in January each year. A final decision regarding which schools will require additional accommodation for August 2016 will be taken by 31 January 2016. This will mitigate the risk of any potentially unnecessary expenditure being incurred by closely monitoring, and then responding to, each school's intake numbers and only delivering new accommodation if it is definitely required.



- 3.17 Should it be decided that additional accommodation is required this will then be delivered in the same way as in previous years with on-site construction starting in March 2016. The main structure of the building would be constructed off-site in factory conditions and then constructed on-site in a relatively short time period to minimise disruption to the school.

## Measures of success

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- 4.1 The delivery of accommodation solutions at any primary school identified as facing potential future accommodation pressures to ensure the capacity of the school is appropriate to meet the level of demand for places from its catchment population.
- 4.2 The delivery of any accommodation required to a design specification which fully meets all educational related requirements.
- 4.3 Delivery of the agreed projects on time, within budget and to the necessary quality.

## Financial impact

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### Capital Expenditure

- 5.1 There is provision of £19.902m within the Children and Families Capital Investment Programme to 2019/20 for the capital funding necessary to respond to the challenges arising from rising primary school rolls.
- 5.2 An updated forecast has been produced taking into consideration the costs incurred in delivering the necessary additional accommodation in August 2013 and 2014 together with the latest estimated costs of delivering the new accommodation for August 2015 and the projected costs of delivering the further new accommodation which, based on the latest projections, may be required up to 2019/20.
- 5.3 The cost of the new accommodation being delivered for August 2015 will be higher than anticipated due to significant cost inflation pressures in some areas (which are also being experienced in other projects) and a significant degree of site specific abnormal costs arising, particularly the diversion and installation of services. Whilst the latest forecast suggests that the capital funding available of £19.902m should be sufficient to respond to the challenges of rising primary school rolls further detailed consideration and analysis is required.

### Revenue Costs

- 5.4 Providing additional accommodation will, in the majority of cases, result in an increase in the size of the establishment and, in turn, an increase in the associated revenue property costs e.g. rates, utilities and cleaning. All such costs will be funded from future revenue budgets as, and when, necessary.

- 5.5 Accommodation solutions that improve the efficiency of the existing accommodation, such as that proposed for Granton Primary School, will result in no additional revenue costs.

#### Loans Charges

- 5.6 There is currently provision of £19.902m within the Children and Families Capital Investment Programme to 2019/20 for the capital funding necessary to respond to the challenges arising from rising primary school rolls. If this expenditure were to be funded fully by borrowing, the overall loan charges associated with this expenditure over a 20 year period would be a principal amount of £19.902m and interest of £12.952m, resulting in a total cost of £32.854m based on a loans fund interest rate of 5.1%. The annual loan charges would be £1.643m.
- 5.7 As the capital expenditure of £19.902m outlined in this report forms part of the approved capital investment programme, provision for funding it will be met from the revenue loan charges budget earmarked to meet overall capital investment programme borrowing costs.
- 5.8 It should be noted that the Council's Capital Investment Programme is funded through a combination of General Capital Grant from the Scottish Government, developers and third party contributions, capital receipts and borrowing. The borrowing required is carried out in line with the Council's approved Treasury Management Strategy and is provided for on an overall programme basis rather than for individual capital projects. Following instruction from Members, notional loan charge estimates have been provided above, which it should be noted are based on the assumption of borrowing in full for this capital programme.

### **Risk, policy, compliance and governance impact**

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- 6.1 All Children and Families capital projects are delivered in line with the Council's Risk Management Policy and Framework. Ensuring sufficient accommodation for catchment pupils to secure a place at their catchment school is the key objective of the primary school rising rolls programme and there is a significant reputational risk to the Council if this is not achieved.
- 6.2 The primary school rising rolls programme is overseen by an Investment Steering Group which operates based on the project management principles of Prince 2 following the same governance structure as all other Council major projects including the delivery of new schools. The consideration and management of risk is undertaken through this group.
- 6.3 The contractors delivering the accommodation will operate in accordance with all relevant legislative and health and safety requirements and have community engagement policies. The school community will be kept informed of any issues that arise during the construction process which again mitigates against the risk of criticism of the Council in relation to these high profile and visible projects.

- 6.4 The engagement of hub South East Scotland Limited for delivery of the new build accommodation reduces the risk of project delay as procurement timescales are reduced and provides a considerable degree of cost certainty by establishing affordability caps prior to the finalisation of contracts.

## **Equalities impact**

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- 7.1 There are no negative equality or human rights impacts arising from this report.
- 7.2 By providing additional capacity at local schools the Council is responding to parental choice and endeavouring to offer all catchment pupils from all equalities groups the opportunity to attend their catchment school. The Council will continue to ensure that the needs of pupils who have a disability are met by the accommodation available at the schools affected by these proposals. The provision of facilities offered to school users with learning and behavioural support needs will be unaffected.
- 7.3 Accordingly, these proposals have no significant impact on any equalities groups and provide greater opportunities for catchment pupils to attend their catchment school. For these reasons, the overall equalities relevance score is 1 (out of a possible 9) and a full Equalities Impact Assessment is not required.

## **Sustainability impact**

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- 8.1 This project would see the addition of new classrooms across the City however it would create additional accommodation at local schools so that children can access their catchment school. Accordingly it should ensure that travel to school patterns are minimised.

## **Consultation and engagement**

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- 9.1 Where necessary, working groups involving school staff and parent council representatives were established at schools to consider the analysis previously undertaken and agree the proposed accommodation solution. Two meetings with each working group have already taken place.
- 9.2 The working group at each school will continue to allow the design team and officers from Children and Families to work with the school and parent representatives to progress the delivery of the proposed solution including identification of the suitable location for any new accommodation which ultimately has to be delivered and its detailed design. Information events for the wider school communities will also be arranged as and when required.
- 9.3 For the Towerbank Primary School statutory consultation engagement with all stakeholders and consultation events have been arranged in line with legislative requirements.

## Background reading/external references

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There have been seven previous reports to the Education, Children and Families Committee regarding the issue of rising school rolls on [9 October 2012](#); [8 October 2013](#); [10 December 2013](#); [4 March 2014](#); [20 May 2014](#); [9 December 2014](#) and [3 March 2015](#).

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### Links

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<b>Coalition pledges</b>	P4 - Draw up a long-term strategic plan to tackle both over-crowding and under use in schools
<b>Council outcomes</b>	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
<b>Single Outcome Agreement</b>	SO3 - Edinburgh's children and young people enjoy their childhood and fulfil their potential
<b>Appendices</b>	1. Schools Facing Accommodation Pressures for August 2016

## Appendix 1

### Schools Facing Accommodation Pressures for August 2016

#### 1 Introduction

- 1.1 This appendix provides details of the potential accommodation pressures at the eight schools identified in the main report and the proposed solutions.

#### 2 Balgreen Primary School

##### **Accommodation Issues**

- 2.1 Balgreen Primary School has a capacity of 14 classes and is currently operating at its classroom capacity. By mid-April 2015 there were 73 P1 catchment registrations for the 2015/16 session. It is anticipated that this will fall prior to the actual P1 intake in August 2015. Accordingly, an intake limit of 60 P1 pupils has been established for August 2015. If intakes do fall to this level it is likely that no additional accommodation would be required for 2016/17.
- 2.2 Projections suggest that the P1 intake in August 2015 will not exceed 60 pupils. However, the number of births in the catchment area has seen consistent growth and the number of P1 registrations for August 2015 remains higher than anticipated. With the addition of likely refusals from the Roman Catholic sector due to the prioritisation of baptised RC pupils a breach of the 60 pupil intake limit in August 2015 appears increasingly likely.
- 2.3 Accordingly, relying on the number dropping below 60 is a significant risk leaving little flexibility in the school to accommodate an equally high intake in August 2016 should the drop not occur.
- 2.4 Balgreen has consistently been flagged as a school likely to come under increased accommodation pressure and was included in two previous phases of the rising rolls programme only to drop out when the numbers projected failed to materialise. However, with the number of P1 pupils in the catchment area increasing it appears to be inevitable that a solution will be required in the near future.

##### **Solutions**

- 2.5 The working group concluded that new build accommodation is the preferred solution. As projections suggest a requirement for sustained intakes of 66 pupils in future years, the new accommodation required is three class spaces.
- 2.6 The working group was not in favour of the option of catchment review.
- 2.7 Previous involvement in the rising rolls programme had highlighted that internal reconfiguration of existing accommodation would not be effective.

## **Next Steps**

- 2.8 The working group has started to consider location options for a new building ahead of engagement with the design team prior to the end of the summer term.

## **3 East Craigs Primary School**

### **Accommodation Issues**

- 3.1 East Craigs Primary School has a capacity of 14 classes and is currently operating at its classroom capacity. P1 registrations for August 2015 have dropped from a peak of 76 pupils in March 2015 to 68 pupils by mid April 2015. If the intake in 2015/16 is 60 pupils or less the forecast intake of 66 may be accommodated in 2016/17 through a single team teaching arrangement and the potential requirement for additional accommodation to be delivered in that year would be reduced.
- 3.2 However, in the longer term, projections suggest that intakes of 66 may be necessary until 2020. This level of intake is better associated with a 16 class capacity school and could not be sustained within the current 14 class capacity.
- 3.3 If the intake in 2015/16 remains above 60, there may be a requirement for an additional team teacher to be carried forward into P2 and P3. A further P1 intake of 66 in 2016/17 would require a further team teaching arrangement. Accordingly, if the intake in 2015/16 exceeds 60 pupils and registrations for 2016/17 suggest the same, it is suggested that an accommodation solution rather than a teaching solution should be implemented for August 2016.
- 3.4 The school currently operates with a small single gym/dining hall however on 9 December 2014 Committee approved that a new gym hall be provided at the school using the additional capital funding provided by the Scottish Government to address accommodation shortfalls arising as a result of the extended entitlement to free school meals to all P1-P3 pupils which came into effect from January 2015. The new gym is not dependent on delivery of the rising rolls building or changes in the school roll and will be delivered for August 2016. The Working Group formed to consider the delivery of the rising rolls classroom building will continue to meet to also oversee the delivery of the gym hall.

### **Solutions**

- 3.5 East Craigs Primary School was included in the third phase of the rising rolls programme for potential delivery in August 2015. However, the P1 intake in August 2014 and P1 registration figures in January 2015 suggested that delivery of new accommodation would not be required at this time. Accordingly, a design for new accommodation has been developed and all statutory permissions are in place. This means that new accommodation can be delivered in August 2016 should registration figures in January 2016 suggest a requirement to do so.

### **Next Steps**

- 3.6 A solution for new classroom accommodation is already in place. Accordingly, the working group will monitor the requirement for the additional classroom accommodation and oversee the delivery of the new gym hall. The working group will reconvene following the appointment of the design team for the gym hall project prior to the end of the summer term.

## **4 Ferryhill Primary School**

### **Accommodation Issues**

- 4.1 The P1 intake in August 2015 is projected to be 50 pupils. This is consistent with the double stream intakes which have been experienced by the school since 2012. Projections suggest that double stream intakes will continue to be required until at least 2018. This level of intake cannot be sustained within 12 classes and is better suited to a 14 class school.
- 4.2 If the P1 intake in August 2015 is double stream as the number of P1 registrations currently suggests, the school would be required to exceed its classroom capacity in August 2016 to accommodate a further double stream intake. Accordingly, an accommodation solution is likely to be required for August 2016.

### **Solutions**

- 4.3 The working group concluded that the provision of additional classrooms was the preferred solution for the school. As projections suggest a requirement for sustained intakes of 50-60 pupils in future years, the new accommodation required is two class spaces.
- 4.4 The working group considered the option of catchment review but concluded that it was not an appropriate or deliverable solution to the rising rolls issue.
- 4.5 Ferryhill Primary School has been identified as the location for the provision of a new nursery building; further details are available in the Early Years Capital Investment report which is a separate item on the agenda for this Committee. This provides an opportunity to reconfigure the existing nursery space which is located within the main school building in order to provide the two required additional classrooms. It is therefore recommended that the working group continues to oversee the delivery of the nursery and the provision of the new classrooms which will be implemented as one combined project.

### **Next Steps**

- 4.6 The working group has started to consider location options for a new stand alone nursery building ahead of engagement with the design team prior to the end of the summer term.

## **5 Fox Covert Primary School**

### **Accommodation Issues**

- 5.1 The P1 intake at Fox Covert Primary School in the past two years has exceeded 35 pupils. As of mid-April 2015 there were 37 P1 catchment registrations for August 2015, marginally lower than the equivalent time last year but still above a standard single stream intake.
- 5.2 As there is only accommodation for a P1 intake of a single class, it is likely that this will require a team teaching arrangement. The intake limit has been set at 30 pupils however, if the 37 P1 registrations do not fall to allow this level of intake, it may be difficult to defend the release of further places to non-catchment pupils and the intake will be limited only by the capacity of the classroom space.
- 5.3 Projections suggest that intakes in the next three years will continue to rise. The large classes on the ground floor would allow these intakes (up to 45) to be accommodated initially through team teaching, however the use of this space for team teaching would undermine the rationale for inclusion of this space in the school's GP provision. Accordingly, the school would effectively be short of one GP space.

### **Solutions**

- 5.4 The working group concluded that new build accommodation is the preferred solution. As projections suggest a requirement for sustained intakes of 40-45 pupils in future years, the new accommodation required is three class spaces.
- 5.5 The working group considered the option of catchment review but concluded that it was not an appropriate or deliverable solution to the rising rolls issue. The group also agreed that internal reconfiguration of existing accommodation would not be effective.
- 5.6 Fox Covert Primary School shares a campus with Fox Covert RC Primary School. The Local Development Plan (LDP) proposals for the area affects Fox Covert RC Primary School with a requirement for a further three classrooms being forecast to accommodate the additional pupils which it is estimated would be generated from the new housing development in this area.
- 5.7 While it is too early in the LDP process to set timescales for the delivery of this accommodation, in planning the expansion of Fox Covert Primary School the potential expansion of Fox Covert RC Primary School must be considered. Accordingly, options for a new building will consider where two separate expansions may take place and also the potential for a single building with the option to extend it at a later date.

### **Next Steps**

- 5.8 The working group has started to consider location options for a new building ahead of engagement with the design team prior to the end of the summer term.



## **6 Granton Primary School**

### **Accommodation Issues**

- 6.1 In 2014/15 Granton Primary School is operating with a 16 class organisation. By mid April 2015 there were 69 P1 registrations for August 2015. Registrations at Granton Primary are often late in the process and on the basis of current registrations and those forecast based on previous year's experience, an intake limit of 75 P1 pupils has been set for August 2015. This would be consistent with the long-term projections.
- 6.2 Intakes of this size are relatively new at Granton and, in 2014/15, classes beyond P2 are all less than 60 pupils. Accordingly, the new accommodation delivered under the first phase of the rising rolls programme means that there is capacity within the school to accommodate a three stream intake in August 2015.
- 6.3 However, three stream intakes cannot be sustained within a 16 class capacity. If the P1 intake in 2016/17 is a large three stream intake then it is likely that there will be a requirement for additional accommodation in that year. Smaller intakes in August 2015 and/or August 2016 may allow a composite class to be formed avoiding the requirement for an accommodation solution until August 2017.
- 6.4 However, projections suggest that the former scenario is currently more likely and that three stream intakes will be sustained in future years.

### **Solutions**

- 6.5 Initial discussions with school management revealed that the school had aspirations to make more efficient use of the available accommodation by rationalising resources stores and generous office spaces. Further analysis of the school accommodation revealed that, by undertaking minor internal reconfiguration, the school's objectives could be achieved and two additional classroom spaces created. Under these proposals the only teaching space affected would be a Support for Learning (SfL) class which would move from a full-size classroom to a smaller room. However, the room made available for this SfL class would still be considerably larger than the equivalent in a new school building and more than sufficient for the 6-12 pupils it is required to accommodate.
- 6.6 While it would be possible to delay creating both of these classrooms it was agreed that it would benefit the school to stagger the work undertaken and deliver one of the classrooms for August 2015 and the other for August 2016.
- 6.7 As it was clear from the outset that there was a straightforward solution to accommodation issues at Granton Primary School which correlated with school management's objectives for the school and could be achieved without any significant impact on learning and teaching spaces, it was decided that a working

group would not be required but that the Head Teacher would update parents directly.

### **Next Steps**

- 6.8 The work required to form both classes will be commissioned and undertaken in the summer of 2015 and the summer of 2016.

## **7 Roseburn Primary School**

### **Accommodation Issues**

- 7.1 Between 2004 and 2010 the P1 intakes at Roseburn Primary School fluctuated between 23 pupils and 32 pupils and were appropriate for the school's 10 class capacity: mainly single stream with an occasional requirement for intakes of a class and a half (a P1 class plus a P1/2 composite class). However, since 2011 Roseburn Primary School's P1 intakes have been between 31 and 50 pupils and have been characterised by alternating years of high and low intakes.
- 7.2 The number of catchment pupils in P1 intakes since 2011 has also fluctuated (as the birth rate in the catchment area suggested it might) however, while it would have been possible to accommodate demand from catchment pupils in no more than a class and a half, it has been necessary in some years to form a double stream intake as it would not have been possible to defend a lesser intake in an appeals process. This has necessarily created higher numbers of places for non-catchment pupils.
- 7.3 The result has been that the single stream year groups leaving at later stages have been replaced by one and a half or two stream P1 intakes which has seen the school increase from an eight class organisation in 2010 to a 10 class organisation in 2014. Accordingly, while projections do not suggest that catchment demand alone will cause the school to breach its capacity, the requirement in some years to create an organisation with additional space means that maintaining the school within a 10 class capacity may be difficult to achieve.
- 7.4 In mid-April there were 50 registrations for P1 in August 2015. This is higher than projected and, while it is still anticipated that the number of catchment pupils will fall between by August, it is unlikely to fall sufficiently to avoid creating a two stream intake. This will require that the school forms two P1 classes and team teach a larger class at P6. However, three of the classrooms in the school are particularly large and can accommodate larger team teaching classes.
- 7.5 A two stream intake in August 2015 will mean that a similar intake in August 2016 could not be accommodated within the school's current 10 class capacity.

### **Solutions**

- 7.6 School management have identified that an additional classroom could be created by rationalising resources storage space. An additional classroom

would address the accommodation requirements for August 2016. However, single stream year groups leaving at the end of 2015, 2016 and 2017 mean that, if P1 intake numbers do not fall in 2016, accommodation will continue to be an issue in August 2017. Accordingly, while a solution for August 2016 can be achieved through minor internal reconfiguration works, it is likely that a longer term solution will also be required.

- 7.7 Parent representatives on the working group were positive about the possibility of a long term solution that would expand the school's capacity to address accommodation issues. There was also a positive response to investigating whether an increase in the capacity of Roseburn could be used to reduce pressure on neighbouring Balgreen Primary School by undertaking a catchment review.
- 7.8 However, due to the small size of the school site and potential planning issues presented by the proximity to neighbouring residential properties, options to expand the school through the provision of additional accommodation appear to be extremely limited.
- 7.9 A catchment review between Balgreen Primary School and Roseburn Primary School would also mean a change of secondary school catchment areas. Catchment review is also something that the working group from Balgreen Primary School was not in favour of pursuing as a solution to Balgreen's own accommodation issues. In addition, a catchment review would not be deliverable for August 2016 by when it is forecast that Balgreen will need to have an accommodation solution in place.
- 7.10 A catchment review to *reduce* the size of Roseburn's catchment population would be an alternative option. However, until now Roseburn's issues have not been caused by catchment demand but by a necessity to accept non-catchment pupils and fill classes to legislative maxima. Accordingly, a catchment review would seek to reduce the catchment intake to a level which would allow an intake limit of less than 50 to be defended in an appeals process. It is anticipated that delivery of a catchment change undertaken on the basis of limiting non-catchment pupils would be difficult to achieve because it would affect existing catchment pupils who are not the actual source of the school's capacity issues.
- 7.11 If the number of catchment P1 registrations for August 2015 does remain high it may suggest that catchment demand is becoming an issue and catchment review may be the only feasible option. While this would have the advantages of allowing Roseburn to remove its temporary units and reduce pressure on its small hall and gym facilities, neighbouring schools are also under pressure and options for catchment review are very limited.
- 7.12 Another potential solution to the issue which requires further investigation is if scope exists to preserve sufficient space within each P1 intake to allow an

appropriate intake the following year. This would require discussion with colleagues in Legal Services to determine whether a robust argument could be made to reject out of catchment placements on this basis as any decisions of this nature are more than likely to become the subject of an appeal. .

- 7.13 There are no straight forward options to address accommodation issues at Roseburn Primary School. However, the option of creating an additional classroom for August 2016 through internal reconfiguration provides the opportunity to consider options in greater detail and monitor how the unexpectedly high number of catchment P1 registrations in April 2015 translates into actual P1 pupils in August 2015.

### **Next Steps**

- 7.14 The working group will reconvene prior to the end of the summer term to develop options further. The work necessary to create a new classroom through internal reconfiguration will be undertaken in July 2016. The recommendations of the working group to address the longer term accommodation issues will be included in the report to Committee in March 2016 on the proposed rising rolls programme for August 2017.

## **8 St Mary's (Leith) RC Primary School**

### **Accommodation Issues**

- 8.1 During 2013 St Mary's RC (Leith) Primary School was highlighted as one of the schools which might face potential accommodation pressures for August 2014; the details can be found in the report to Committee on [8 October 2013](#). In August 2013 the P1 intake necessitated the creation of a 12th class which was achieved through the loss of a GP space. However, under the Scottish Government's Primary School Capacity Guidance issued in October 2014 the school's GP provision is now deemed to meet requirements and the school's capacity is now confirmed as 12 classes.
- 8.2 At the end of the 2013/14 session the exiting P7 was double stream allowing a double stream intake at P1 in August 2014 without the requirement for any additional accommodation. In 2014/15 the exiting P7 is also a double stream year group allowing the August 2015 intake to also be double stream without a requirement for additional accommodation. However, at the end of the 2015/16 session, the exiting P7 class is only single stream therefore to allow the double stream intake at P1 that is currently forecast for August 2016 an accommodation solution would be required.
- 8.3 Forecasting demand for RC places is difficult. However, projections do suggest that the double stream intakes that the school has experienced in the past two years will be maintained.

## **Solutions**

- 8.4 The working group concluded that new build accommodation is the preferred solution. As projections suggest a requirement for sustained intakes of 50-60 pupils in future years, the new accommodation required is two class spaces.
- 8.5 The working group considered the option of catchment review but due to pressures on neighbouring schools and the timescales by which catchment change could be implemented, a catchment review is not considered to be a deliverable solution.

## **Next Steps**

- 8.6 The working group has started to consider location options for a new building ahead of engagement with the design team prior to the end of the summer term.

## **9 Towerbank Primary School**

### **Accommodation Issues**

- 9.1 The [Primary School Estate Rising Rolls](#) report to Committee on 3 March 2015 set out in detail the accommodation issues at Towerbank Primary School. The report noted that the P1 intake in August 2014 was 108 pupils and that, while the school is operating with 22 classes in the 2014/15 session, team teaching would allow this to be achieved within the school's existing capacity of 21 classes.
- 9.2 As of mid-April 2015 registrations for P1 in August 2015 stood at 98 pupils and an intake limit of 99 P1 pupils for 2015/16 now appears to be likely. This aligns with the likely intake suggested by projections for the school for August 2015. This level of intake would cause the capacity of the school to be breached and 22 classes would be necessary.
- 9.3 However, projections suggest that Towerbank Primary School will experience a spike in its intake for August 2016 with a P1 intake of 114 pupils being projected. Allowing for four P1 classes, two of which would be team teaching classes of 32 pupils, this would require that the school organise 23 classes. With two year stages exceeding 99 pupils working their way through the school and three stream intakes forecast for future years, it is likely that the school would be required to maintain a 23 class organisation in the long-term.
- 9.4 Application of the Scottish Government Capacity Guidance for Primary Schools reduces the number of general purpose spaces required by the school however this only increases the capacity of the school to 22 classes, the level at which the school is currently operating.
- 9.5 In addition to the number of pupils already projected, the potential development of the Baileyfield site in Portobello for housing, which has recently received planning permission in principle, would place additional pressure on the school. The consultation response from Children and Families for the Baileyfield planning application advised that one extra class of primary school

accommodation would be required and that it may be necessary for a review of the Towerbank Primary School catchment area to be proposed in order to deliver the required capacity at a neighbouring primary school.

### **Solutions**

- 9.6 On 3 March 2015 Committee approved that a statutory consultation be undertaken regarding proposals to alter catchment boundaries between Towerbank Primary School and the neighbouring primary schools together with any associated changes required to secondary school catchment boundaries.
- 9.7 A catchment change requires to be in place by the start of the P1 registration process in November 2015 if it is to have an impact on the P1 intake in August 2016.
- 9.8 Committee also approved that an initial informal consultation be undertaken to review the proposed catchment area changes and determine if there were any other feasible options for catchment area change which should also be considered during the statutory consultation. Committee delegated authority to the Director of Children and Families to develop a detailed consultation paper reflecting the outcomes of the informal consultation process so that a full statutory consultation process may be undertaken.

### **Next Steps**

- 9.9 A full statutory consultation proposing a range of options for catchment review began on 8 May 2015. A consultation paper has been made available to all consultees as defined by Schools (Consultation) (Scotland) Act 2010 as amended by the Children and Young Peoples (Scotland) Act 2014. The consultation process will include four public meetings, one at each of the four main affected schools. Further details of the consultation are available at [www.edinburgh.gov.uk/towerbankconsultation](http://www.edinburgh.gov.uk/towerbankconsultation).
- 9.10 The outcomes of the consultation will be reported to the scheduled meeting of the full Council on 22 October 2015.