

# Education, Children and Families Committee

10am, Tuesday, 8 December 2015

## Rising School Rolls

Item number	7.4
Report number	
Executive/routine	Executive
Wards	All

### Executive summary

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The issue of rising rolls in the primary school sector across Edinburgh has been the subject of several previous reports to Committee, most recently on [9 December 2014](#), [3 March 2015](#) and [19 May 2015](#). Over the last three years 74 additional classrooms have been created throughout the primary estate as a result of the delivery of three major school extension projects, 14 new stand-alone buildings and internal reconfiguration at other schools. Plans are being progressed to provide additional accommodation at a further seven schools for August 2016 should that be required.

This report provides an update on the primary school rising rolls programme including the latest forecast for future city wide primary school rolls. It also details the initial work carried out to assess the impact of rising rolls in the secondary sector where, from 2017 onwards, rolls are projected to start rising again following a period of decline and identifies the further actions which will be progressed during 2016.

### Links

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Coalition pledges	<a href="#">P4</a>
Council outcomes	<a href="#">CO1</a> and <a href="#">CO2</a>
Single Outcome Agreement	<a href="#">SO3</a>

## Rising School Rolls

### Recommendations

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- 1.1 Note the content of this report and the intention to bring a further report to Committee on 1 March 2016 to confirm the primary schools which have been identified as potentially facing accommodation pressures from August 2017.
- 1.2 Note the solutions which have been developed for seven primary schools to address potential accommodation pressures at these schools which, if required, can be delivered by August 2016.

### Background

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#### Primary Schools

- 2.1 The methodology used to identify primary schools across the city which may come under future accommodation pressure as a result of rising rolls was explained in the report to Committee on [10 December 2013](#).
- 2.2 Each year a detailed analysis is undertaken to identify any school where it is considered that a pressure to meet catchment demand may be experienced in future years. The outcome is reported to Committee each March which allows a 17 month period in advance of August of the following year for engagement with the relevant school communities, development of a preferred solution for every school and ultimately, if required, implementation of that solution.
- 2.3 In recent years a significant level of high quality, additional capacity has already been provided in the primary school estate all of which has been very positively received by pupils, parents and staff:
  - Large extensions to existing school buildings have been delivered at Kirkliston (Phase 1), Towerbank and Corstorphine Primary Schools and internal reconfigurations progressed at several other schools to provide additional capacity.
  - In August 2013 three new stand-alone extensions were opened at Granton, Trinity and Wardie Primary Schools.
  - In August 2014 four new stand-alone extensions were opened at Broughton, Craigour Park, St David's RC and Victoria Primary Schools.
  - In August 2015 seven new stand-alone extensions were opened at Clermiston, Flora Stevenson, Gilmerton, James Gillespie's, Pentland, Ratho and Wardie Primary Schools. In addition the new temporary annexe for

South Morningside Primary School was opened at the refurbished former Deanbank Resource Centre.

- 2.4 Due to the budget pressures faced by the Council new build is considered as a last resort solution to accommodation pressures and other options such as catchment review are, and have been, considered where possible. However, there have been very limited opportunities to consider catchment review as the pressure is being experienced in clusters, with neighbouring schools all experiencing pressure as a result of rising rolls.
- 2.5 One area where a catchment review has recently been approved is between Towerbank Primary School and three of its neighbouring primary schools with sections of the Towerbank catchment area being transferred to The Royal High, Duddingston and Brunstane Primary Schools, the changes becoming affective for the 2016/17 school session. Details of the catchment changes can be found in the [Consultation Outcomes Report](#) approved by Council on 22 October 2015.
- 2.6 On [19 May 2015](#) Committee approved that designs be developed for extensions to the four primary schools where new accommodation may be required in future years, starting in 2016/17, to address capacity pressures. The Committee also approved that internal reconfiguration works could be progressed at a further three schools if required. This report provides an update on solutions which have been developed for potential delivery at these seven schools.
- 2.7 The report also includes the latest forecast of future citywide primary school rolls. As the National Records of Scotland (NRS) only provides updated information on births and population projections every two years this forecast has again used the last published 2012 based data. However the forecast has been updated to include the most recent school roll information for 2015/16.

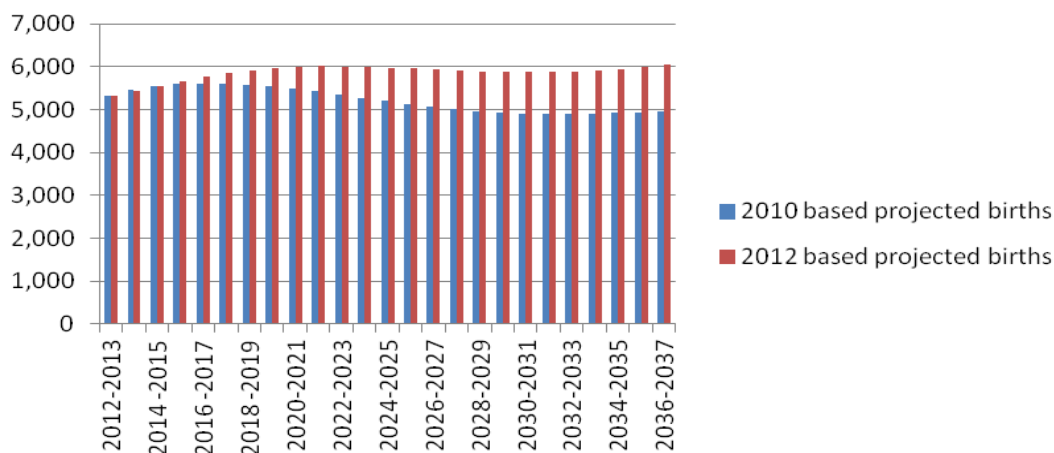
### **Secondary Schools**

- 2.8 While the immediate pressure of rising rolls is being experienced in the primary sector, these increased rolls will start to have an impact on the secondary sector. This report provides an update on the projected future position in the secondary sector where, from 2017 onwards, rolls are projected to start rising again following a period of decline.
- 2.9 As previously reported to Committee in the Children and Families Asset Management Plan update report on [19 May 2015](#), in order to address the implications of rising rolls in the secondary sector the Asset Planning team has commenced the process of engagement with management teams in several schools to consider a range of potential solutions to any future rising rolls which may arise. An update on this process and the further actions which will be progressed during 2016 is also provided.

### Demographic Context

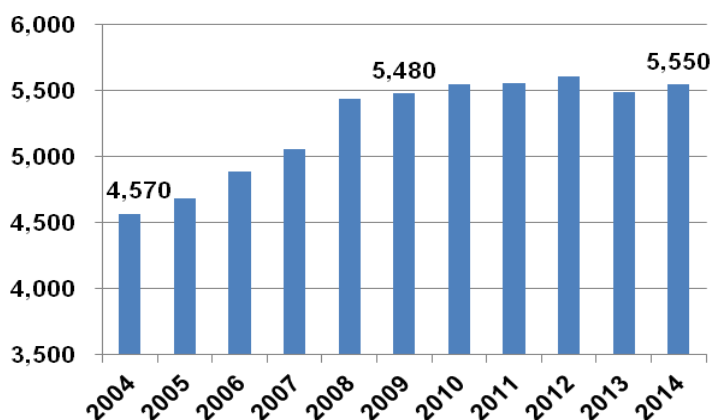
- 3.1 Since 2010 the City has experienced a period of rapid increase in primary school pupil numbers. The citywide primary school roll has risen by 4,200 pupils since 2010 and over the next two years is projected to increase by a further 1,800 pupils. From a low in 2010 of 24,600 pupils it is predicted that, by 2020, the primary school roll will have increased to an estimated 31,300 pupils.
- 3.2 In 2013 it was projected that primary school rolls would peak around 2019/20 before gradually starting to fall back. This was based on the [2010 based population projection](#) which was the most current data available from the NRS at that time. However, during 2014 the NRS published an updated [2012 based population projection](#) which showed a very different position emerging.
- 3.3 The NRS 2012 based projection estimates that the population of the City of Edinburgh will increase from 483,000 in 2012 to 609,000 by 2035 which represented a slight decrease on the 611,000 which had been estimated in the 2010 based projection. However the number of births in future years is projected to be far higher than estimated in the 2010 based projection.
- 3.4 The 2010 based projection showed births peaking at 5,586 in 2015 and gradually reducing thereafter to a low of 4,882 in 2032. The 2012 based projections show births increasing each year to a peak of 6,000 in 2022 and being sustained at around that level thereafter. The difference is illustrated in the graph below.

#### Projected Births in the City of Edinburgh Council area (2012-2037)



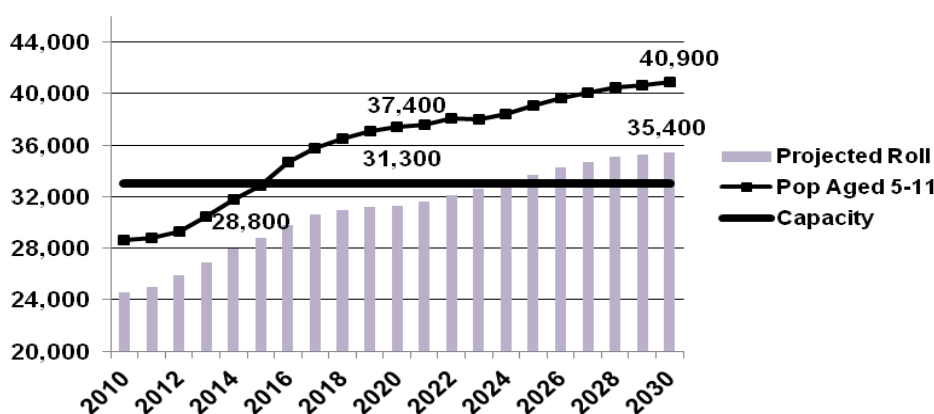
- 3.5 The actual births in 2011 and 2012 were, at over 5,500 in each year, the highest for 20 years and will feed through to the P1 intake at primary schools in 2016 and 2017. The table below shows the change in the number of births from 2003 to 2014. There was a sharp increase in births between 2004 and 2008 and thereafter births have remained consistently high at around 5,500 per annum.

### Actual Births in the City of Edinburgh Council area (2003-2013)<sup>4</sup>



- 3.6 Actual and projected citywide primary school rolls are illustrated in the graph below. The graph also shows the estimated population aged 5-11. The gap between the population aged 5-11 years and the citywide roll is largely attributable to the independent sector in the city which provides education for around 4,000 primary school pupils of which 3,600 are estimated to come from the City of Edinburgh Council area.

### Actual and Predicted Citywide Primary School Roll (2010-2030)



### Primary School Rolls

- 3.7 Taking account of the latest NRS 2012 based population projections the citywide primary school roll is projected to continue rising and reach an estimated 31,300 by 2020 and then increase further to an estimated 35,400 by 2030.
- 3.8 Sustained population growth of this magnitude year on year would require the record levels of population growth experienced in recent years to continue for another 20 years. Whilst this is possible it would also be unprecedented therefore it will be necessary to continue to monitor the position very closely and consider any new data which becomes available regarding actual births and any revised population projections which are produced.
- 3.9 The graph also shows the current capacity of the primary school estate for 2015/16. Should the overall primary school roll rise to the projected levels further additional accommodation is likely to be required beyond that already

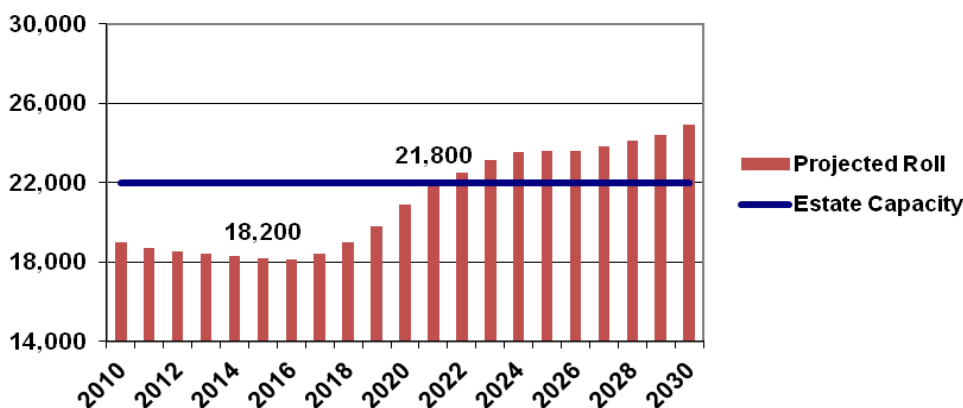
delivered or proposed. A significant part of this requirement is expected to be met by the necessity to provide new or expanded schools to accommodate the significant number of additional pupils expected to be generated from the new housing development in the city as outlined in the second proposed Local Development Plan.

- 3.10 These additional pupils will represent an element of the projected growth in the primary school age population. However, this infrastructure will not be delivered immediately and will only cater for pupils generated by new developments therefore the ongoing rising primary school rolls programme is anticipated to continue to be required to ensure the Council can continue to provide sufficient places in every school for catchment pupils.

### Secondary School Rolls

- 3.11 Secondary school rolls are still experiencing the decline in numbers that affected the primary school sector between 1997 and 2005 and the city wide secondary school roll is still predicted to drop very slightly from 18,200 pupils in 2015 to an estimated 18,100 pupils in 2016. As the rising school rolls in the primary sector work through to the secondary sector, the city wide secondary school roll is projected to then rise steadily thereafter to over 24,900 pupils by 2030 and continue to rise beyond this date. Part of this increase is due to the much higher stay on rates that are now being recorded from S4 to S5 and S5 to S6.
- 3.12 With a secondary school estate capacity of 22,015 places, including the increased capacities for the new James Gillespie’s and Boroughmuir High Schools, it is projected that the overall capacity will be exceeded by 2022. The graph below shows the predicted school roll and the current capacity of the secondary school estate.
- 3.13 Capacity pressure on the secondary school estate will emerge before 2022 as the number of pupils entering S1 increases. Based on an estimated S1 citywide intake limit of 4,140 places, it is predicted that this capacity will be exceeded by 2020. Ways in which the capacity of the estate can be increased therefore need to be identified.

### Actual and Predicted Secondary School Rolls (2010-2030)



## Primary School Accommodation to be Delivered for August 2016

- 3.14 At its meeting on [19 May 2015](#) Committee approved that new accommodation be provided at a number of schools which had been identified as facing potential accommodation pressures in August 2016 subject to the final decision regarding the necessity for such provision being delegated to the Director of Children and Families (now Executive Director of Communities and Families) to be taken in January 2016 (or earlier if appropriate) upon assessment of pupil registration figures. The schools in question are listed in the table below together with the final solutions which have been developed for each school and the proposed delivery mechanism.

Primary School	Proposed Solution	Delivery Mechanism
Balgreen	Delivery of a new four classroom stand-alone building in the school and nursery grounds.	Hub South East Scotland Ltd
East Craigs	Delivery of a new three classroom stand-alone building in the school grounds.	Hub South East Scotland Ltd
Fox Covert	Delivery of a new stand-alone building constructed over two phases with four classrooms built in Phase 1 and an option to deliver a further two classrooms built in a later Phase 2. Phase 2 will only be required to address accommodation requirements at Fox Covert RC Primary School arising as a result of pupils generated by development sites proposed in the Local Development Plan	Hub South East Scotland Ltd
St Mary's (Leith) RC	Delivery of a new two classroom stand-alone building in the school grounds.	Hub South East Scotland Ltd
Ferryhill	Internal reconfiguration of the existing nursery space into two classrooms when a new stand-alone nursery is delivered within the school grounds. As the new classrooms cannot be delivered until August 2017 due to the timing for the completion of the new nursery, appropriate interim measures to accommodate the expected roll for the 2016/17 have been agreed with the school.	CEC
Granton	Internal reconfiguration of existing office and storage space to form an additional classroom.	CEC
Roseburn	Internal reconfiguration of an existing resources space to form an additional classroom.	CEC

- 3.15 For those schools where new buildings are potentially required, working groups at each school involving Council officers, school staff, Parent Council representatives and members of the design team have been meeting over the last seven months to establish the location and progress the detailed design of the proposed accommodation. As and when required, working groups and discussions with school management have also been ongoing with the schools where internal reconfiguration is the proposed solution.
- 3.16 For the schools where new buildings will potentially be required, in advance of the submission of planning applications information evening “drop-in” sessions were held at each school during October to which all parents, local Elected Members, Community Councils and immediate neighbours were invited. At these sessions the final layouts and designs of the proposed buildings were presented and members of the working group were on hand to answer any questions arising from those in attendance. The exception was East Craigs Primary School regarding which planning permission was secured for the preferred solution last year.
- 3.17 Planning applications for the proposed new permanent stand-alone buildings at Balgreen, Fox Covert and St Mary’s (Leith) RC primary schools were submitted in early November. This timescale ensures that, when a decision is made in January 2016 (based on the registration figures for August 2016 P1 intakes) regarding whether or not the accommodation will require to be delivered, the construction of any new buildings can be progressed immediately thereafter to ensure they are completed and ready for occupation by August 2016.

#### **Primary Schools - Future Accommodation Pressures**

- 3.18 The next annual process to identify any further primary schools potentially facing future accommodation pressure to meet catchment demand will now be progressed. The initial stage of the process involves detailed analysis of data for those schools where the higher level catchment analysis suggests accommodation pressures may be experienced in relation to the projected P1 intake for August 2017.
- 3.19 For any school where a rising rolls issue is identified, there will be a range of potential solutions to be considered. The options include catchment review; changing the use of existing space within the building; reconfiguration of internal space; the creation of annexes and the provision of new build extension accommodation on the existing school site.
- 3.20 The identification of schools which are considered to have a risk of possible future accommodation pressure to meet catchment demand will be progressed and the outcome reported to Committee on 1 March 2016. Working groups would then be established with each school to consider options to address the possible future accommodation pressure with the preferred solution for each school being reported to Committee on 24 May 2016 for consideration.



## **Rising Rolls in Secondary Schools**

- 3.21 As is demonstrated by the projections provided earlier in this report, it is anticipated that the secondary school estate will start to experience rising rolls from 2017.
- 3.22 Due to the scale of the increase in rolls which has been experienced in the primary sector feeding through to the secondary sector it is inevitable that additional accommodation will ultimately be required at some schools. However, research on opportunities for addressing rising rolls in secondary schools through other means has been carried out by a former secondary Head Teacher. The outcomes of this work were outlined in the Children and Families Asset Management Plan update report to Committee on [19 May 2015](#) which were:
- 3.23 The Asset Planning team have held initial meetings with some school management teams to discuss the opportunities for addressing any potential future rising rolls issues which may arise at their school. This process will continue with all secondary schools during 2016 and the outcomes will be reported to a future meeting of the Committee. In tandem with the discussions which will be progressed with each school, several supporting actions have been identified and will also be progressed which are summarised below.
- Review capacity methodology to determine a more flexible system where S1 intake levels are more closely related to stay on rates in the senior school.
  - Investigate opportunities where groups of schools can increase collaboration in relation to delivery of the senior school curriculum.
  - Investigate opportunities for changing the structure of the school day.

### **Capacity Review**

- 3.24 One of the reasons the review of the capacity methodology is required for every school is the increased S4 to S5 and S5 to S6 stay on rates. While the ratio used in the previous methodology to determine the numbers of timetabled spaces required for a school's capacity remains appropriate, the S1 intake rates which are aligned to different capacities now require to be flexible and linked to the stay on rates within the senior phase for each school.
- 3.25 The previous methodology classed an enhanced stay on rate as occurring in a school where the total number of pupils in S5 and S6 was greater than the number of pupils in S4. However, in many schools the stay on rates are above 80%; in some they are above 90% and in the most popular schools any places which do become available in the senior years are frequently filled by out of catchment placing requests.
- 3.26 For each school the capacity and a proposed S1 intake level based on the current stay on rates requires to be reviewed. This review will set the parameters for any additional capacity which needs to be generated through

alternative solutions such as increased collaboration for the delivery of the senior school curriculum or changing the structure of the school day.

### **Improved Timetabling**

- 3.27 Linked to the review of capacity is the establishment of improved timetabling in schools. The ratio of timetabled spaces required for any given capacity is based on an assumption of each timetabled space being utilised for 80% of its available time. This rate is still considered to represent a very efficient use of space within schools. However, as rolls have dropped in many schools, the use of space has become much less efficient than the 80% target.
- 3.28 The first step for any school facing rising rolls will be to make sure the timetabling of existing space is as efficient as possible. Where necessary, schools can collaborate to ensure those already timetabling to maximum efficiency provide support and advice on best practice to others. It may also be necessary for existing rooms within schools to be converted into alternative uses (e.g. a practical room changed into a more general teaching room) to fit with the delivery of the curriculum and increase the efficiency of the use of the overall space within the school.
- 3.29 We will also explore ways in which the structure of the school day might be capable of being more efficient, this could possibly involve the adoption of a pilot scheme.

### **Senior School Collaboration**

- 3.30 All of the schools visited to date indicated that they already collaborate with other schools for the delivery of some senior school courses and particularly for the delivery of advanced higher courses. It was suggested that increased alignment of timetables, including the introduction of additional travel columns, may help to increase this activity.
- 3.31 A short life working group involving the appropriate officers from Communities and Families and involving Head Teachers where necessary will be established to research this option in greater detail. This would include an analysis of all advanced higher courses being delivered across the city, including identifying the schools where each course is being provided, the numbers taking each course and the number of pupils travelling from other schools to attend the course. One of the items for consideration by the working group would be if stronger links with colleges and universities could also offer increased opportunities for senior school pupils.

### **Providing Additional Accommodation**

- 3.32 At any school where it is considered the measures outlined above may not be sufficient to address the rising rolls issue in the longer term then the provision of additional accommodation will require to be considered.
- 3.33 Where it is considered feasible that new accommodation could be constructed on the existing school site, a feasibility study will be undertaken to establish the

best option to deliver any additional accommodation which may be required. These feasibility studies would be carried out during 2016 alongside those for schools outlined in the [Education Infrastructure Appraisal](#) associated with the Local Development Plan (LDP) as requiring additional capacity. For any school within the scope of either of the PPP contracts, the PPP contractor would be engaged during the feasibility stage.

- 3.34 LDP development within the catchment areas for Castlebrae High School and Queensferry High School will also require the provision of additional capacity. However as these schools have been identified as priorities for replacement, any necessity to provide additional capacity would become part of the scope of the projects to replace the schools rather than considering ways to extend them.

## Measures of success

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- 4.1 The delivery of accommodation solutions at any 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 in the Capital Investment Programme to 2019/20 for the capital funding necessary to respond to the challenges arising from rising school rolls. This excludes any costs associated with providing a long term solution to the specific challenges in the south Edinburgh area which comprises Bruntsfield, James Gillespie's and South Morningside Primary Schools.
- 5.2 The annual process to identify any further schools regarding which there may be a risk of a possible future accommodation pressure to meet catchment demand will now be progressed. Any schools identified will be reported to Committee on 1 March 2016 with the preferred solutions for each school, together with any financial implications arising.
- 5.3 In the interim, and in advance of the forthcoming annual detailed review process, an updated forecast has been produced. This has identified that, whilst the available funding of £19.902m will still be sufficient to accommodate the anticipated capital funding requirements in the period to 2019/20, if the period is extended to 2020/21 the funding requirements would increase to an estimated £20.33m.

- 5.4 Whilst this represents a funding deficit of £0.428m for which additional resources would need to be identified, it is not an immediate issue as the additional funding would not be required until the 2020/21 financial year.

### **Revenue Costs**

- 5.5 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 require to be funded from future revenue budgets as, and when, necessary.
- 5.6 The necessity for additional funding to be identified to meet these costs was incorporated in the review of anticipated demographic pressures in Children and Families services which was undertaken earlier this year as [reported](#) to the Finance and Resources Committee on 24 September 2015.

### **Loans Charges**

- 5.7 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 £13.278m, resulting in a total cost of £33.18m based on a loans fund interest rate of 5.0%. The annual loan charges would be £1.659m.
- 5.8 This report identifies that the capital funding necessary to respond to the challenges arising from rising primary school rolls may increase to £20.33m. 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 £20.33m and interest of £13.55m, resulting in a total cost of £33.88m based on a loans fund interest rate of 5.0%. The annual loan charges would be £1.694m.
- 5.9 As the capital expenditure outlined of £19.902m 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. If the estimated increased capital funding of £20.33m was to be required there would be a funding deficit of £0.428m and additional resources would have to be made available to fund the associated additional annual loan charges arising of £36,000.
- 5.10 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 project.

## **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 Ltd for delivery of the new build accommodation reduces the risk of project delay as procurement timescales are reduced and provides a 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 offering 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 any such proposals. The provision of facilities offered to school users with learning and behavioural support needs will be unaffected.
- 7.3 Accordingly, any proposals to provide additional accommodation have no significant impact on any equalities groups and provide greater opportunities for catchment pupils to attend their catchment school.

## **Sustainability impact**

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- 8.1 The rising rolls programme results in the addition of new classrooms across the city which are delivered to ensure the minimum environmental impact through use of non mechanical ventilation and renewable energy systems. Creation of

additional accommodation at local schools so that children can access their catchment school also ensures that travel to school patterns are minimised.

## Consultation and engagement

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- 9.1 For all those projects where a solution is to be delivered for August 2016 the working group at each school will continue to allow the design team and staff from Children and Families to work with the school and parent representatives to progress the delivery of the proposed solution.

## Background reading / external references

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There have been eight previous reports to the Education, Children and Families Committee including sections regarding the general issue of rising school rolls on [9 October 2012](#); [8 October 2013](#); [10 December 2013](#); [4 March 2014](#); [20 May 2014](#); [9 December 2014](#); [3 March 2015](#) and; [19 May 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>	None