

Education, Children and Families Committee

10am, Tuesday, 24 May 2016

Local Development Plan Education Infrastructure Update

Item number	7.4
Report number	
Executive/routine	Executive
Wards	All

Executive summary

Over the next decade and beyond there is expected to be significant housing development across Edinburgh with the main development areas being identified in the Local Development Plan (LDP).

The education infrastructure implications of the expected future housing developments have been assessed based on eleven zones across the city and include the potential for the delivery of eight new primary schools and a new secondary school to be required together with extensions to many existing schools.

The purpose of this report is to update Committee regarding the anticipated education infrastructure implications of the expected future housing developments. The report advises Committee of the actions which require to be progressed now to ensure that any required new education infrastructure and/or catchment reviews can be delivered on a timely basis. It seeks approval to progress informal consultations regarding those actions in advance of taking any proposals to Committee for approval prior to either being implemented, or in advance of any required statutory consultation being undertaken in advance of implementation.

Links

Coalition pledges	P4
Council outcomes	CO1 and CO2
Single Outcome Agreement	SO3

Local Development Plan Education Infrastructure Update

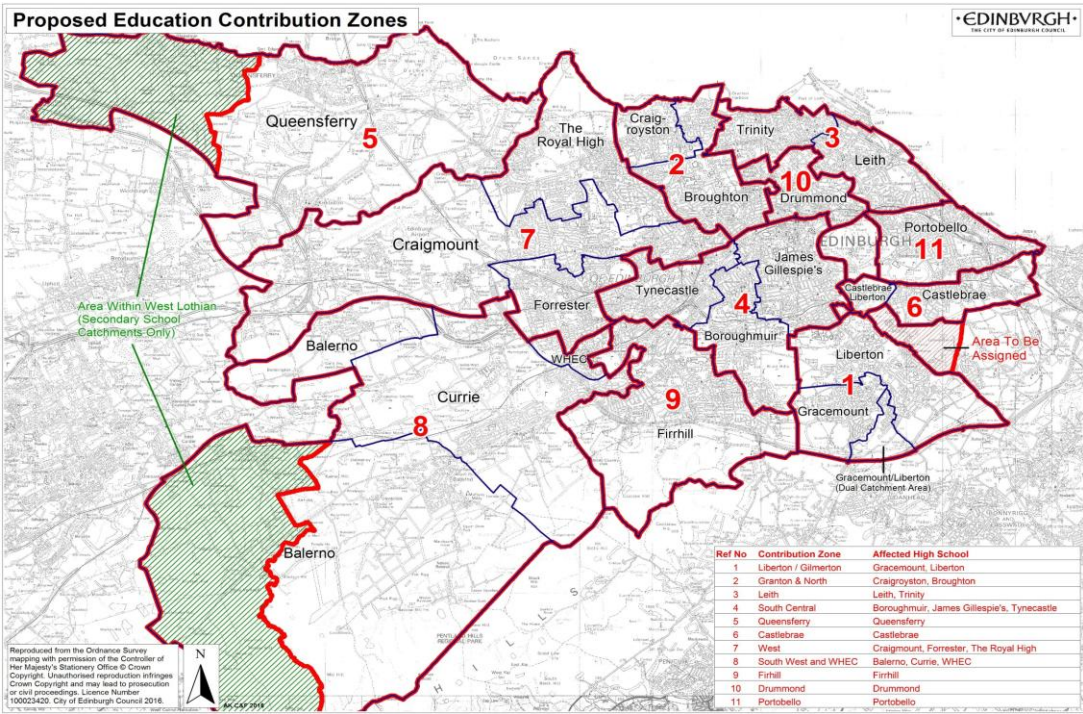
Recommendations

- 1.1 Note the content of this report and the significant level of new education infrastructure which it is anticipated will be required as a result of the pupils expected to be generated from new housing development throughout the city in the coming years.
- 1.2 Note that the new education infrastructure assessment is based on the most up to date indication of future housing numbers provided by the Council's Planning Service and that a further assessment and update of the required actions will be carried out once the recommendations of the Scottish Government's planning reporter are received.
- 1.3 Approve that informal consultations be undertaken regarding those actions which require to be progressed now to ensure that any required new infrastructure and/or catchment reviews can be delivered on a timely basis.
- 1.4 Note that any changes proposed to the education infrastructure would be taken to Committee for approval prior to either being implemented, or in advance of any statutory consultation which may be necessary being undertaken in advance of implementation.

Background

- 2.1 In June 2014 an [Education Infrastructure Appraisal](#) was published as a supporting document for the [Second Proposed Local Development Plan](#) (LDP). This appraisal provided details of the changes to the primary and secondary education infrastructure that would be required to accommodate the expected pupil generation from the new developments proposed in the LDP across the city. These infrastructure requirements were then included as actions in the [LDP Action Programme](#).
- 2.2 On 3 December 2015 the Planning Committee approved new guidance on [Developer Contributions and Affordable Housing](#). This guidance required that the 2014 Education Infrastructure Appraisal be updated with a new assessment taking cognisance of not just all LDP sites but also considering the education infrastructure implications of known brownfield sites with windfall development potential and any other sites with planning permission for housing.

2.3 The new assessment divided the city into eleven zones based on school catchment areas and for each zone the necessary additional education infrastructure required has been assessed. In each zone assumptions have been made regarding the amount, type and location of housing land that is likely to be developed in the future. The impact of the pupils estimated to be generated by this housing land capacity has then been assessed against the current education infrastructure within each zone. The eleven zones are shown in the following map.



2.4 Based on this assessment additional education infrastructure requirements, or 'actions', have been identified for each zone. Each zone has its own 'financial model' which sets out the infrastructure actions and their costs and generates a cost per flat and house which forms the basis for developer contributions. The cost per flat and house is directly linked to the actions required to increase education capacity in the relevant zone with contributions to be secured through legal agreements. The latest education infrastructure actions which have been assessed as being necessary for each zone are detailed in Appendix 1.

2.5 In summary, the potential extent of the new education infrastructure required is currently estimated to be eight new primary schools at various locations across the city, a new secondary school in West Edinburgh and extensions to many existing primary and secondary schools (both denominational and non-denominational).

2.6 The establishment of any new school, its location and catchment area would require a statutory consultation to be undertaken in accordance with the requirements of the Schools (Consultation) (Scotland) Act 2010 as amended by the Children and Young People (Scotland) Act 2014. In due course the necessary statutory consultations will require to be progressed in line with the

build out of the associated housing developments. In some zones, statutory consultations will require to be undertaken relating to changes which are also anticipated to be required to existing catchment areas to align development areas to alternative existing primary, and sometimes secondary, catchment areas.

- 2.7 Since June 2015 the LDP has been the subject of a public examination by a Scottish Government Planning Reporter and the recommendations resulting from this process are now expected to be provided to the Council at the end of May 2016. While at present the new education infrastructure assessment is based on the most up to date indication of future housing numbers provided by the Council's Planning Service, a further assessment and update of the required actions will be carried out once the recommendations of the Scottish Government's planning reporter are received.
- 2.8 Despite the fact that the LDP has not been approved in its final form, there are a number of the development sites included within it which have already secured planning permission, windfall sites which have received support or sites which have received permission as the result of an appeal to the Scottish Government.
- 2.9 As developments will start to generate pupils in line with the occupation of new housing, it is now necessary to progress some of the required statutory consultations as soon as possible to ensure these pupils can be accommodated within existing or new schools.
- 2.10 Further information on the immediate statutory consultations which will require to be progressed is provided in the following section of this report. It is the intention that informal consultations related to the necessary statutory consultations will now proceed and that draft statutory consultation papers will be presented to future meetings of the Education, Children and Families Committee for approval before any statutory consultation would proceed.
- 2.11 The purpose of this report is to update Committee regarding the anticipated education infrastructure implications arising from future housing developments. The report advises Committee of the actions which require to be progressed now to ensure that any required new education infrastructure and/or catchment reviews can be delivered on a timely basis. It seeks approval to progress informal consultations regarding those actions in advance of taking any proposals to Committee for approval prior to either being implemented, or in advance of any required statutory consultation being undertaken in advance of implementation.

Main report

- 3.1 There are a number of actions which require to be progressed now to ensure that any required new education infrastructure and/or catchment reviews can be delivered on a timely basis.

3.2 It is proposed that informal consultations are undertaken with key stakeholders in each school community regarding any such actions in advance of taking any final proposals to Committee for approval prior to either being implemented, or in advance of any required statutory consultation being undertaken in advance of implementation. The actions regarding which it is proposed that informal consultations now be undertaken are set out below.

Liberton/Gilmerton Contribution Zone

3.3 In this zone two new non-denominational primary schools are proposed at the Broomhills and Gilmerton Station Road development sites to accommodate the pupils expected to be generated by new housing in the area. There is also a requirement for extensions to be provided at one or both of Liberton and Gracemount High Schools.

3.4 The locations and catchment areas for the new primary schools require to be established. Due to the geography of the area and the locations of all the development sites, establishing the catchment areas for the new primary schools will potentially require the catchment areas for the existing primary schools to be altered in order to create the most efficient use of education infrastructure, both old and new, across the wider area.

3.5 The review of non-denominational primary school catchment areas will in turn require the secondary school to which each primary school is aligned to be considered and this may require associated changes between the catchment areas for the two high schools. The informal consultation process will consider potential options for catchment changes with the aim of finalising the option/s it is proposed would be included in the statutory consultation process. This would then be taken to Committee for approval prior to any consultation being undertaken.

3.6 There is also a requirement for an additional three classrooms to be provided at the denominational (RC) primary schools within this zone which are St Catherine's RC Primary School and St John Vianney RC Primary School. Consideration will be given to what would be the best location at which to provide the additional accommodation and whether any catchment review between the two schools would be necessary.

3.7 The schools which would be involved in the informal consultation for this area are:

- Gracemount High School
- Liberton High School
- Craigour Park Primary School
- Gilmerton Primary School
- Gracemount Primary School
- Liberton Primary School
- St Catherine's RC Primary School
- St John Vianney Primary School

Castlebrae Contribution Zone

- 3.8 In this zone some of the development sites are in an area of land which has not previously been allocated to a non-denominational primary or secondary school catchment area. It is therefore proposed that a catchment review be progressed to include these development sites (and some other sites currently in the Niddrie Mill Primary School catchment) within the catchment area for Castleview Primary School and Castlebrae High School. The informal consultation process will seek views on these proposals in advance of seeking the approval of Committee to any proposal/s to be subject to a statutory consultation process.
- 3.9 The schools which would be involved in the informal consultation for this area are:
- Castlebrae High School
 - Castleview Primary School
 - Niddrie Mill Primary School

West Edinburgh Contribution Zone

- 3.10 In this zone the current required educational infrastructure actions include two new non-denominational primary schools (one within the Maybury development site and one within the International Business Gateway development site) and a new non-denominational high school.
- 3.11 The locations and catchment areas for these new schools require to be established. While the majority of the land which will potentially be included in the new catchment areas currently contains no housing, the development sites are within the catchment areas of existing schools and do contain some residential properties. The informal consultation will therefore consider options for the catchment areas of the new schools to identify the preferred option/s it is proposed would be included in the statutory consultation process. This would then be taken to Committee for approval prior to any consultation being undertaken.
- 3.12 The schools which would be involved in the informal consultation for this area are:
- The Royal High School
 - Craigmount High School
 - Cramond Primary School
 - Corstorphine Primary School
 - Hillwood Primary School

South West and WHEC Contribution Zone

- 3.13 In this zone planning permission was recently granted by a Scottish Government reporter for new housing on a site at Ravelrig Road which will require two additional classrooms to be provided at Dean Park Primary School. In addition, as outlined in Appendix 1 a further three non-denominational classrooms require

to be provided in the contribution zone and a re-assessment of how best to provide the overall increased capacity at local primary schools is required.

- 3.14 This may involve catchment reviews which propose the transfer from one local primary school to another of areas of land which are dominated by development sites which are either in the LDP or where the construction of houses has recently been progressed. All sites which could be subject to transfer lie on or close to the boundaries of the catchment areas between the two local primary schools.
- 3.15 One of the potential transfer sites, Curriemuirend (LDP HSG 31) was proposed to be relocated from Juniper Green Primary School to Clovenstone Primary School in the original LDP Education Infrastructure Appraisal completed in June 2014 and this proposal remains. Clovenstone Primary School feeds into Wester Hailes Education Centre. The other sites which could also now be considered for transfer between two local primary schools are the Kinleith Mill site, from Currie Primary School to Nether Currie Primary School, where development has already commenced and the Newmills Road site (LDP HSG 37), from Currie Primary School to Dean Park Primary School. Dean Park Primary School feeds into Balerno High School.
- 3.16 The detail of these proposals, the resulting level of accommodation which would require to be provided at which primary schools and the impact on secondary school catchment areas would be prepared and presented to key stakeholders for discussion as part of the informal consultation process for this area. The informal consultation process will consider options regarding how best to provide the overall increased capacity at local primary schools and identify any new accommodation which would be provided or catchment changes which it is proposed would be included in the statutory consultation process. These would then be taken to Committee for approval prior to any new accommodation being delivered or statutory consultation being undertaken.
- 3.17 The schools which would be involved in the informal consultation for this area are:
- Balerno High School
 - Currie High School
 - Wester Hailes Education Centre
 - Clovenstone Primary School
 - Currie Primary School
 - Dean Park Primary School
 - Juniper Green Primary School
 - Nether Currie Primary School

Structure for Informal Consultations

- 3.18 Key stakeholders who would be involved in the informal consultations include:
- School Management Teams

- Representatives from school parent councils
- Local Elected Members
- Developers
- Local people and relevant community groups

3.19 The structure of the informal consultation process undertaken would follow with the best practice which has been established by Communities and Families in recent informal and statutory consultations and include:

- Development of initial options by Officers in Communities and Families.
- Workshops with the school communities – staff and parent council representatives – to discuss the options and consider if any other viable options are available.
- Finalisation of preferred draft option/s for each area.
- Consultation sessions for local elected members to outline the preferred draft option/s.
- Preparation of final option/s for consideration. These would then be taken to Committee for approval prior to any new accommodation being delivered or any required statutory consultation being undertaken.

3.20 It is proposed that the informal consultations regarding the actions required in the contribution zones set out above are progressed between June and September 2016 with any proposals for new accommodation or for actions which would require a statutory consultation being taken to a future meeting of the Education, Children and Families Committee for approval.

Other Issues

3.21 Any changes to the sites included in the LDP and associated changes to the actions in Appendix 1 which might arise as a result of any recommendations made by the Scottish Government Planning Reporter, currently expected to be available at the end of May, will be taken into consideration during the informal consultations.

3.22 Further actions and/or statutory consultations may be required in the zones above, or in other zones, and when these are required the details will be included in future update reports to Committee. A similar process of informal consultations with school communities, followed by the progression of any necessary statutory consultations, will be proposed for each contribution zone.

3.23 The delivery of any new education infrastructure required within the contribution zones as outlined in Appendix 1 and included within the LDP Action Programme is managed through the LDP Action Programme Board which involves senior management from Planning, Communities and Families and Finance. The Action Programme Board provides regular updates on progress to the LDP Oversight Group whose members include the Chief Executive and Executive Directors.

Measures of success

- 4.1 Full engagement with relevant stakeholders through the informal consultations resulting in appropriate options being identified for consideration during any subsequent statutory consultations which may be required.

Financial impact

- 5.1 There are no financial impacts arising directly from this report.
- 5.2 A financial model has been developed for every contribution zone which includes the estimated capital costs of delivering the required infrastructure in the zone and calculates the rates which developers will be requested to pay per house and per flat for their development site.
- 5.3 The financial implications arising from the Local Development Plan were the subject of a report to the Finance and Resources Committee on [29 October 2015](#). That report estimated the capital costs associated with the delivery of LDP education infrastructure actions (which prevailed at that time) to be £243.843m which included provision for future construction cost inflation.
- 5.4 Following the recent reassessment, the capital costs associated with the delivery of LDP education infrastructure actions have now been estimated to be £239.404m which excludes any provision for future construction cost inflation. The sources of potential funding for these costs, the majority of which it is expected would come from developer contributions, were set out in the last report to the Finance and Resources Committee.
- 5.5 In addition to the capital costs above, the revenue costs associated with providing the new education infrastructure have also been assessed. The annual cost will increase gradually over the next few years and reach a full recurring cost of an estimated £8.478m. In addition to revenue running costs, there is also significant risk that that Council will require to support additional borrowing associated with the LDP. It has not been possible to produce a profile of spend at this point as information is awaited regarding the timing of build of future housing developments. As the quantum and profile of this requirement requires further clarification, no specific provision is included within the current Long Term Financial Plan for this and as such, represents a future budget pressure at this point. The position will remain under review as additional details of likely costs and future funding settlements become available.
- 5.6 Update reports regarding the financial implications of the LDP Action Programme will continue to be submitted to the Finance and Resources Committee. As any required education infrastructure projects progress to the delivery stage, the necessary approvals for any capital and revenue costs arising will require to be sought through the Council's budget process.

Risk, policy, compliance and governance impact

- 6.1 All Communities 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 a key objective for the school estate planning team and there would be a significant reputational risk to the Council if this is not achieved.
- 6.2 The delivery of any education infrastructure projects would be overseen by an Investment Steering Group which would operate based on the project management principles of Prince 2 following the same governance structure as all other Council major projects. The consideration and management of risk would be undertaken through this group.
- 6.3 The procurement of the necessary infrastructure would be in line with Council standing orders and the contractors delivering any accommodation solutions will operate in accordance with all relevant legislative and health and safety requirements and have community engagement policies. The school communities will be kept informed of any issues that arise during the construction process which will mitigate against the risk of criticism of the Council in relation to these high profile and visible projects.

Equalities impact

- 7.1 There are no negative equality or human rights impacts arising from this report.
- 7.2 By providing additional capacity across the school estate to accommodate pupils generated by new development the Council is responding to parental choice and endeavouring to offer all pupils from all equalities groups the opportunity to attend a suitable catchment school.
- 7.3 The Council will continue to ensure that the needs of pupils who have a disability are met by any new accommodation to be provided. The provision of facilities offered to school users with learning and behavioural support needs will be unaffected. Accordingly, these proposals have no significant impact on any equalities groups and provide greater opportunities for catchment pupils to attend their catchment school.

Sustainability impact

- 8.1 Any new education infrastructure required to be provided to accommodate pupils generated from new development will ensure that children can access an appropriate local catchment school. Accordingly it should ensure that any negative impacts arising from travel to school patterns are minimised and that social cohesion within the new developments is given an opportunity to be established.
- 8.2 All new education infrastructure will, as a minimum, meet the latest energy efficiency requirements required through the statutory building warrant process.

- 8.3 The provision of new schools is necessary to support the economic growth of the city by ensuring that the families who come to live and work in our communities have the access to quality learning and teaching environments for their children.

Consultation and engagement

- 9.1 Informal consultations will now be undertaken with each school community and the wider community where appropriate as detailed in section 3 of this report. Any proposals which would have to be subject to a statutory consultation process would then be taken to Committee for approval before that process was undertaken.
- 9.2 Any necessary statutory consultations would be conducted in accordance with the statutory consultation process set out in the Schools (Consultation) (Scotland) Act 2010, as amended by the Children and Young People (Scotland) Act 2014.

Background reading/external references

None other than those referred to within the report.

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Links

Coalition pledges	P04 - Draw up a long-term strategic plan to tackle both over-crowding and under use in schools
Council outcomes	C01 - Our children have the best start in life, are able to make and sustain relationships and are ready to succeed. C02 - Our children and young people are successful learners, confident individuals and responsible citizens making a positive contribution to their communities.
Single Outcome Agreement	S03 - Edinburgh's children and young people enjoy their childhood and fulfil their potential
Appendices	1 – Contribution Zones - Education Infrastructure Actions

Appendix 1

Contribution Zones - Education Infrastructure Actions

Castlebrae Contribution Zone
<p>Non-Denominational Primary Schools</p> <ul style="list-style-type: none">• Castleview Primary school - four additional classes and extension to dining hall• Brunstane LDP Development site - new 11 class primary school and 40/40 nursery• Newcraighall Primary School - one additional class <p>Secondary Schools</p> <ul style="list-style-type: none">• Castlebrae High School - increase secondary school capacity to accommodate 264 extra pupils
Drummond Contribution Zone
<p>Non-Denominational Primary Schools</p> <ul style="list-style-type: none">• Three additional classes in zone primary schools or neighbouring primary schools (with associated catchment review) <p>Secondary Schools</p> <ul style="list-style-type: none">• Drummond High School - increase secondary school capacity to accommodate 44 extra pupils
Firrhill Contribution Zone
<p>Secondary Schools</p> <ul style="list-style-type: none">• Firrhill High School or St Augustine's RC High School - increase secondary school capacity to accommodate an extra seven pupils
Granton & North Central Contribution Zone
<p>Non-Denominational Primary Schools</p> <ul style="list-style-type: none">• Granton Waterfront - new 14 class primary school and 40/40 nursery• One additional class in zone primary schools or neighbouring primary schools (with associated catchment review) <p>Denominational Primary Schools</p> <ul style="list-style-type: none">• Two additional classes in zone RC primary schools (with associated catchment review if required) <p>Secondary Schools</p> <ul style="list-style-type: none">• Broughton High School, Craigroyston High School and St Augustine's RC High School – increase secondary school capacity to accommodate 231 extra pupils

Leith & Trinity Contribution Zone

Non-Denominational Primary Schools

- Leith Waterfront - new 14 class primary school
- Four additional classes in zone primary schools or neighbouring primary schools (with associated catchment review)

Denominational Primary Schools

- Three additional classes in zone RC primary schools (with associated catchment review if required)

Secondary Schools

- Leith Academy, Trinity Academy - increase secondary school capacity to accommodate an extra 270 pupils

Liberton / Gilmerton Contribution Zone

Non-Denominational Primary Schools

- Broomhills - new 11 class primary school and 40/40 nursery
- Gilmerton Station Road - new seven class primary school and 30/30 nursery

Denominational Primary Schools

- Three additional classes in zone RC primary schools (with associated catchment review if required)

Secondary Schools

- Gracemount High School and/or Liberton High School- increase secondary school capacity to accommodate 368 extra pupils

Portobello Contribution Zone

Non-Denominational Primary Schools

- Two additional classes in zone primary schools or neighbouring primary schools (with associated catchment review)

Queensferry Contribution Zone

Non-Denominational Primary Schools

- Builyeon Road - new 14 class primary school and 40/40 nursery

Denominational Primary Schools

- St Margaret's RC Primary School - two additional classes

Secondary Schools

- Queensferry High School and St Augustine's RC High School - increase

secondary school capacity to accommodate 269 extra pupils

South Central Contribution Zone

Non-Denominational Primary Schools

- Four additional classes in zone primary schools

Denominational Primary Schools

- One additional class in zone RC primary schools

Secondary Schools

- Tynecastle High School, Boroughmuir High School, James Gillespie's High School, St Augustine's RC High School - increase secondary school capacity to accommodate 102 extra pupils

South West and WHEC Contribution Zone

Non-Denominational Primary Schools

- Three additional classes in zone primary schools (with associated catchment review if required)
- Amend Clovenstone PS catchment area to include Curriemuiress site

West Edinburgh Contribution Zone

Non-Denominational Primary Schools

- Maybury - new 21 class primary school and 60/60 nursery
- IBG - new 14 class primary school and 40/40 nursery

Denominational Primary Schools

- Four additional classes in zone RC primary schools

Secondary Schools

- Increase secondary school capacity to accommodate 99 extra RC pupils (St Augustine's RC HS)
- New 600 capacity ND secondary school