

Education, Children and Families Committee

10am, Tuesday, 24 May 2016

Primary School Estate Rising Rolls

Item number	7.6
Report number	
Executive/routine	Executive
Wards	Drum Brae/Gyle (3); Forth (4); Inverleith (5); Corstorphine/Murrayfield (6); Fountainbridge/Craiglockhart (9); Meadows/Morningside (10); City Centre (11); Leith Walk (12); Leith (13); Liberton/Gilmerton (16); Portobello/Craigmillar (17)

Executive summary

This report provides an update on the potential accommodation pressures which may arise in August 2017 and beyond at Bruntsfield, Liberton, Newcraighall, Stockbridge, St Margaret's RC, Trinity and Victoria Primary Schools. It also identifies a further school, Corstorphine Primary School, which has been added to the Rising Rolls programme for August 2017 since the report to Committee on 1 March 2016.

This report outlines the engagement undertaken with the working groups which were established at each of these schools and the actions proposed following these discussions. This includes the detailed development of new build solutions at Liberton and Trinity; of internal reconfiguration of existing spaces at Bruntsfield and St Margaret's RC and the commissioning or updating of feasibility work at Corstorphine, Newcraighall, Stockbridge and Victoria Primary Schools.

Where new build options are proposed these will be developed to respond to the potential pressures allowing these to be delivered, if required, in advance of August 2017 with the decision to progress to implementation being taken in January 2017. Any new build accommodation would, as in previous years but subject to satisfactory terms being agreed, be delivered through Hub South East Scotland Limited.

Links

Coalition pledges	P4
Council outcomes	C01 and C02
Single Outcome Agreement	S03

Primary School Estate Rising Rolls

Recommendations

- 1.1 Note the content of this report.
- 1.2 Based on the assessment of options which is set out in Appendix 1, approve the delivery at Liberton Primary School for August 2017 of either:
 - (i) two new classrooms; or
 - (ii) four new classrooms (addressing suitability issues associated with a lack of hall space)

subject to the final decision regarding the necessity for such provision being delegated to the (if still applicable at that time Acting) Executive Director of Communities and Families to be taken in January 2017 (or earlier if appropriate) upon assessment of pupil registration figures.
- 1.3 Approve that internal reconfiguration works be undertaken at Bruntsfield and St Margaret's RC Primary Schools to provide increased classroom provision for August 2017.
- 1.4 Approve the detailed development of new accommodation at Trinity Primary School subject to the final decision regarding the necessity for such provision being delegated to the (if still applicable at that time Acting) Executive Director of Communities and Families to be taken in January 2018 (or earlier if necessary) upon assessment of pupil registration figures and the long-term accommodation solutions identified through any formal or informal consultation processes.
- 1.5 To delegate authority to the (if still applicable at that time Acting) Executive Director of Communities 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).
- 1.6 Approve that feasibility studies be commissioned regarding Victoria Primary School and the former Fort Primary School building to identify the potential additional capacity which may be achieved in the Trinity/Victoria area.
- 1.7 Note the intention to use the completed feasibility studies to inform a single Trinity and Victoria Primary Schools working group to develop a long-term

strategy for the Trinity/Victoria area and report the proposed approach to Committee in October 2016.

- 1.8 Approve that a feasibility study be commissioned regarding Corstorphine Primary School to assess the viability of sub-dividing the existing dining hall.
- 1.9 Note the intention to report the findings of the feasibility study and conclusions of the Corstorphine Primary working group to Committee in October 2016.
- 1.10 Approve that a feasibility study be commissioned regarding Newcraighall Primary School to assess options to relocate the nursery class and refurbish the existing nursery class for primary classroom use.
- 1.11 Note the intention to report the findings of the feasibility study and conclusions of the Newcraighall Primary working group to Committee in October 2016.
- 1.12 Note that the latest cost projection to 2020/21, excluding any further costs to deliver the additional capacity which may be required at Stockbridge, Corstorphine and Victoria Primary Schools (the latter including any works required at the former Fort Primary School) represents a funding deficit of £1.853m for which additional resources will need to be identified in future capital budgets. This is based on a two class new building being provided at Liberton Primary School for August 2017; the provision of a four class new building would increase the projected costs, and the estimated deficit, by a further £0.36m.

Background

- 2.1 Primary school rolls are projected to rise to an estimated 31,300 pupils by 2020 which is an increase of 8.67% on the position at the start of the 2015/16 school year.
- 2.2 This growth is being driven by a high birth rate across the city which has maintained P1 intakes at a high level since 2012/13. However, the birth rate fell in 2014/15 and the initial data received suggests a far more significant drop occurred in 2015/16. This may therefore bring some reduction in the pressure on early stages from 2019/20. Until then the key Council requirement to accommodate demand from catchment pupils at the P1 stage will remain a significant challenge. Additionally, the impact of the prolonged period of high P1 intakes is likely to maintain school rolls at a high level and place pressure on the accommodation available to meet demand for places beyond 2019/20.
- 2.3 A report to Committee on [10 December 2013](#) set out how the 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.

- 2.4 An update on projected primary school roll projections at a city-wide level was included in the Rising School Rolls report to Committee on [8 December 2015](#). As a result of the detailed analysis subsequently undertaken, seven primary schools were identified as potentially facing accommodation pressures in August 2017 and beyond. The seven 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 [1 March 2016](#).
- 2.5 New Rising Rolls working groups consisting, where possible, of the Head Teacher and other school staff, representatives from the school's Parent Council and officers from the School Estate Planning Team were established at six of these schools (Liberton, Newcraighall, St Margaret's RC, Stockbridge, Trinity and Victoria) to identify the preferred and proposed accommodation solution. In the case of Stockbridge and Victoria, this has resulted in identification of a requirement for further information on which to develop a long-term accommodation strategy.
- 2.6 Bruntsfield Primary School had previously been identified as part of phase two of the Rising Rolls process resulting in the completion of a feasibility study identifying strategies for the expansion of the school through internal reconfiguration. Works were subsequently undertaken for August 2014 and August 2015.
- 2.7 For the schools where new working groups were established, a meeting of each group has now been held and this report outlines the outcome of these meetings including the proposed solution for each school or the approach to be adopted in identifying a solution. As in previous years, due to the tight delivery timescales required it is recommended that the final decisions regarding implementation of proposals requiring new build accommodation for August 2017 be delegated to the (if still applicable at that time Acting) Executive Director of Communities and Families, these being taken in January 2017 (or earlier if appropriate) upon assessment of pupil registration figures.
- 2.8 At its meeting on 1 March 2016, Committee requested that officers develop a variant option for Liberton Primary School which would, in addition to delivering the classroom spaces identified as necessary to address future demand, provide an extended activity area to take pressure off the school's single available hall space. An analysis of the benefits, and the additional cost, of providing the additional two classroom spaces which would be required to achieve this is included in Appendix 1.
- 2.9 Provision of accommodation solutions for August 2017 will be the fifth year of the primary school Rising Rolls programme. New accommodation was successfully delivered for August 2013 at Granton, Trinity and Wardie Primary Schools; for August 2014 at Broughton, Craigour Park, St David's RC and Victoria Primary Schools and for August 2015 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 was also completed for August 2015.
- 2.10 At its meeting on 1 March 2016, Committee asked that the next report on Rising Rolls include an update on accommodation pressures at Wardie Primary School. The high intake which will be experienced by Wardie Primary School in August 2016 was predicted by catchment births from five years prior. However, birth data also suggests that August 2016 is a peak and a significant drop in the P1 catchment population is projected for 2017 and 2018 which will allow intakes in these years to be accommodated within the school's existing 19 class capacity.
- 2.11 It should also be noted that a desktop study has indicated that the impact of the Scottish Government's new capacity guidance will result in the capacity of the Wardie Primary School increasing from 19 to 20 classes; officers from the School Estate Planning Team will visit the school in the coming months to confirm if this is the case. For these reasons, Wardie Primary School was not identified as a school facing accommodation pressures in the 'Primary School Rising Rolls' report to Committee in March.
- 2.12 Construction of new classrooms for August 2016 is currently underway at East Craigs, Fox Covert and St Mary's RC (Leith) Primary Schools. However, due to highly significant discoveries made during the archaeology evaluation which was requested as part of the planning permission for St Mary's RC (Leith), the completion of this project is likely to be delayed beyond August 2016 and contingency measures will be put in place until such time as the new classrooms are completed.
- 2.13 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 and at Bruntsfield, Granton and Liberton Primary Schools for August 2015. Internal reconfiguration works will take place at Ferryhill, Granton and Towerbank Primary Schools for August 2016.
- 2.14 In the Primary Schools Rising Rolls report to Committee on 1 March 2016 Corstorphine Primary School was not identified as a school potentially facing accommodation pressures in August 2017 and beyond. However, a subsequent review of the school's capacity as part of the roll out of the Scottish Government's capacity guidance issued in October 2014 has identified that the school may not have sufficient classroom space to support demand for catchment places in August 2017. Accordingly, a working group was established at the school and the outcome of the initial meeting of this group, together with the rationale for the school's inclusion in the Rising Rolls programme, are included in Appendix 1.

Schools Facing Possible Accommodation Pressures for August 2017

- 3.1 The following schools have been identified as facing potential accommodation pressures in August 2017 and beyond:
- Bruntsfield Primary School
 - Corstorphine Primary School
 - Liberton Primary School
 - Newcraighall Primary School
 - St Margaret's RC Primary School
 - Trinity Primary School
- 3.2 Working groups involving school staff and Parent Council representatives were established at all of these schools with the exception of Bruntsfield where the accommodation solutions have already been identified and agreed in previous phases of the Rising Rolls programme. Each of these working groups considered the analysis undertaken and agreed the preferred and proposed accommodation solution.
- 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 Appendix 1 also highlights two schools – Stockbridge Primary School and Victoria Primary School – which have previously been part of the Rising Rolls programme and which are projected to continue to face accommodation pressures beyond 2017. The complexity of their situations merits early consideration of the pressures faced by these schools. The working groups established at these schools have identified a need for further information to allow a balanced assessment of the options available so that deliverable long-term strategies may be developed.
- 3.5 Table 1 (below) 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 2017

Primary School	Proposed Solution or Action	Other Issues Raised by Working Group
Brunsfield	Internal reconfiguration of existing accommodation to provide one additional classroom for August 2017 as per feasibility study undertaken in 2014.	n/a
Corstorphine	Identify measures with school management to limit impact of additional class. Beyond 2017: feasibility study to split dining hall into two levels.	Concerns were raised about the disruption which the loss of the dining space during a construction period would cause if sub-dividing the dining hall were an option.
Liberton	Permanent two <i>or</i> four class stand-alone building.	Liberton is one of two schools in the City which have a capacity of more than 14 classes but has a single hall space. 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. An option to allow the delivery of additional space which would take pressure off this single hall space is set out in Appendix 1 of this paper.
Newcraighall	Feasibility to consider relocation of the nursery to a temporary facility in the school grounds and internal reconfiguration of existing nursery accommodation for classroom space for August 2017 and any other viable options.	The Head Teacher raised concerns about the condition of the existing temporary units and their remaining lifespan in relation to the potential delivery of a new school in the area.
St Margaret's RC	Internal reconfiguration of existing accommodation to provide one additional classroom for August 2017. New build, stand-alone hall.	The school currently has a single hall which is only marginally larger than the classrooms. Developers have provided contributions which may be sufficient to allow the construction of a hall within the school grounds.

Primary School	Proposed Solution or Action	Other Issues Raised by Working Group
Trinity	Reorganisation of existing spaces; development of design for two classroom stand-alone building.	The requirement to deliver an extension to address accommodation issues at Trinity will be dependent on the long-term solution identified for the Trinity/Victoria area. The school have raised concerns about the further loss of external space a new class building would entail and have asked that consideration be given to realigning part of the adjacent park within the school boundary.
Stockbridge	Update and refresh feasibility work previously undertaken to identify accommodation solution for August 2018.	The school have raised concerns about the impact that further classes on the site will have on supporting spaces; particularly the small single hall. This is acknowledged to be a suitability issue for the school.
Victoria	Undertake feasibility work to identify further potential to expand the school on its existing site. Also undertake feasibility work at the former Fort Primary School to identify the potential additional capacity it may offer the Trinity/Victoria area.	Parents have raised concerns about the impact that further classes on the site would have on supporting spaces – particularly the external space and dining and gym provision. This would be a suitability issue for the school.

Delivering the New Accommodation

- 3.6 New stand-alone accommodation was successfully delivered for August 2013 at Granton, Trinity and Wardie Primary Schools; for August 2014 at Broughton, Craigour Park, St David's RC and Victoria Primary Schools and for August 2015 at Clermiston, Flora Stevenson, James Gillespie's, Gilmerton, Pentland, Ratho and Wardie Primary Schools. 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, August 2014 and August 2015 is also being used for the delivery of new stand-alone accommodation at East Craigs and Fox Covert Primary Schools which will be completed by August 2016.
- 3.7 The same process is also being followed to deliver new stand-alone accommodation at St Mary's RC (Leith). However; due to highly significant discoveries made during the archaeology evaluation which was requested as part of the planning permission for St Mary's RC (Leith), the completion of this

project is likely to be delayed beyond August 2016 and contingency measures will be put in place until such time as the new classrooms are completed.

- 3.8 All of the new accommodation completed for August 2013, August 2014 and August 2015 was delivered through Hub South East Scotland Limited (HSESL). The new accommodation for August 2016 will also be 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 improvements made in the process during 2016 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 2017. The use of HSESL 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 For the reasons set out above it is also recommended that HSESL be commissioned to undertake the feasibility work required at Victoria Primary School and the former Fort Primary School. Their involvement in these works and the development of a new building at Trinity Primary School will provide continuity between the two projects in terms of the personnel involved, reducing the number of stakeholders and giving the design team the full overview required to input effectively into a long-term strategy for the Trinity/Victoria area.
- 3.11 In addition, given their recommended involvement in the delivery of a new hall at St Margaret's RC Primary School, there may be benefit in also commissioning HSESL to undertake the necessary internal reconfiguration of space to provide the additional classroom space at the school.
- 3.12 The delivery of new stand-alone accommodation, feasibility work or refurbishment works is an identified requirement at up to eight school, or former school, sites and contract negotiations with Hub South East Scotland Limited will be progressed in relation to six of these projects.
- 3.13 The exception would be at Stockbridge where the feasibility work previously undertaken by the Council's Building Programmes Team (BPT) may more effectively be reviewed and updated internally by the BPT; and at Corstorphine where the involvement of the BPT in the design of the extension should allow them to more efficiently draw together the information necessary.

Progress and Next Steps

- 3.14 An Investment Steering Group oversees the delivery of the primary school Rising Rolls programme, including the delivery of any new accommodation required and the completion of any feasibility work commissioned. 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 Communities and Families and involves Council officers from other service areas and also representatives from HSESL.

- 3.15 The working groups at each school will continue so the design team and officers from Communities and Families can continue to work with the schools and parent representatives to discuss 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.
- 3.16 This is the start of an iterative 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.
- 3.17 A report outlining the solutions identified by the working groups at those schools where further feasibility work requires to be undertaken, will be taken to Committee for consideration in October 2016.
- 3.18 Where new build is required, following agreement of the location of the new building and the subsequent detailed design of the buildings, the next step would be the submission of planning applications which it is anticipated would be by the end of October 2016.
- 3.19 This approach also allows the projections of where 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 2017 will be taken by 31 January 2017 or earlier if necessary. 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.
- 3.20 Should it be decided that additional accommodation is required this would then be delivered in the same way as in previous years with on-site construction starting in March 2017. The main structure of the buildings would be constructed off-site in factory conditions and then constructed on-site in a relatively short time period to minimise disruption to the schools.

Measures of success

- 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

Capital Expenditure

- 5.1 There is provision of £19.902m in the Capital Investment Programme to 2020/21 for the capital funding necessary to respond to the challenges arising from rising school rolls. This excludes any costs associated with providing a new school in the south Edinburgh area.
- 5.2 Whilst the available funding of £19.902m will still be sufficient to accommodate the majority of the anticipated capital funding requirements to August 2018 (excluding any further costs to deliver the additional capacity which may be required at Stockbridge Primary School, Corstorphine Primary School and Victoria Primary School, including any works required at the former Fort Primary School), if the period is extended to 2020/21 the funding requirements increase to an estimated £21.755m. This is based on a two class new building being provided at Liberton Primary School for August 2017; the provision of a four class new building would increase costs by a further £0.36m.
- 5.3 It should be noted that this forecast does not include any costs to create any additional capacity which *may* be required at Stockbridge, Corstorphine and Victoria Primary Schools (the latter including any works required at the former Fort Primary School). It is not possible to predict what the requirements might be regarding these schools due to the current uncertainty regarding how this would be provided and if it would entail any capital expenditure. Once the preferred approach becomes clearer following consultation with the schools an update will be provided to Committee. It is anticipated that this will be in October 2016.
- 5.4 The forecast costs also do not include provision for any works which may be required at Newcraighall Primary School or St Margaret's RC Primary School as if they are required; it is assumed they would be funded from developer contributions. Again, once the preferred approach becomes clearer following consultation with the schools an update will be provided to Committee. It is anticipated that this will be in October 2016.
- 5.5 The latest cost projection, excluding any further costs to deliver the third phase of additional capacity which may be required at Stockbridge, Corstorphine and Victoria Primary Schools (the latter including any works required at the former Fort Primary School) represents a funding deficit of £1.853m for which additional resources will need to be identified in future capital budgets. This is based on a two class new building being provided at Liberton Primary School for August 2017; the provision of a four class new building would increase costs by a further £0.36m.

- 5.6 The likelihood of additional capital funding being required to address rising rolls in both the primary and secondary school estates was identified in the recent report to Council on [21 January 2016](#) regarding the Capital Investment Programme.

Revenue Costs

- 5.7 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.
- 5.8 The necessity for additional funding to be identified to meet these costs was incorporated in the review of anticipated demographic pressures in Communities and Families services which was undertaken earlier this year as reported to the Finance and Resources Committee on 24 September 2015. On 4 June 2015, the Finance and Resources Committee approved that additional demography funding of £2.1m be provided to Communities and Families within which £0.091m related to the property costs associated with rising rolls. This additional funding has been transferred to Corporate Property with whom responsibility for all property budgets now lies.

Loans Charges

- 5.9 There is currently provision of £19.902m in the Communities and Families Capital Investment Programme to 2020/21 for the capital funding necessary to respond to the challenges arising from rising school rolls.
- 5.10 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 £12.674m, resulting in a total cost of £32.58m based on a loans fund interest rate of 5.0%. The annual loan charges would be £1.629m.
- 5.11 This report identifies that the capital funding necessary to respond to the challenges arising from rising primary school rolls may increase to £21.755m. 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 £21.76m and interest of £14.50m, resulting in a total cost of £36.26m based on a loans fund interest rate of 5.0%. The annual loan charges would be £1.813m.

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 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

- 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 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

- 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

- 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 or the actions required to identify a solution. 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 Communities 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 will also be arranged for the wider school communities as and when required.

Background reading/external references

There have been 10 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](#); [3 March 2015](#); [19 May 2015](#); [8 December 2015](#) and [1 March 2016](#).

Alistair Gaw

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Links

Coalition pledges	P4 - Draw up a long-term strategic plan to tackle both over-crowding and under use in schools
Council outcomes	CO1 - Our children have the best start in life, are able to make and sustain relationships and are ready to succeed CO2 - Our children and young people are successful learners, confident individuals and responsible citizens making a positive contribution to their communities
Single Outcome Agreement	SO3 - Edinburgh's children and young people enjoy their childhood and fulfil their potential
Appendices	1. Schools Facing Accommodation Pressures for August 2017

Appendix 1

Schools Facing Accommodation Pressures for August 2017

1 Introduction

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

2 Bruntsfield Primary School

Accommodation Issues

- 2.1 The 'Primary School Estate Rising Rolls' report to Committee in March 2014 identified potential accommodation issues at Bruntsfield Primary School. Due to the small site occupied by the school Committee approved that a feasibility study be undertaken to identify how additional class space might be created through reconfiguration of the larger classrooms within the school building. This feasibility study was undertaken in 2014 and identified several options to increase the classroom capacity of the school. Individual projects were undertaken in the summer holidays in 2014 and 2015 to increase the classroom capacity for August in each of these years.
- 2.2 There are currently 92 P1 registrations for August 2016 which is marginally higher than had been suggested by projections. Allowing for drop off it is anticipated that all catchment pupils will be accommodated within a P1 intake of 83. However, with only two classes exiting at the end of the 2016/17 session and a projected requirement for a further three stream intake in August 2017, it is anticipated that the further works identified by the 2014 feasibility study will require to be undertaken in the summer of 2017.

Solutions/Next Steps

- 2.3 As the works required at Bruntsfield Primary School to create an additional classroom for August 2017 have already been identified and agreed with the Rising Rolls working group at the school, Committee noted in March 2016 that the preferred approach would be for the Rising Rolls working group to review the works required in autumn 2016 once the actual P1 intake in August 2016 is known.

3 Corstorphine Primary School

Accommodation Issues

- 3.1 Following the release of the Scottish Government's 'Determining Primary School Capacity' guidance for local authorities, a desktop study was undertaken to identify the impact this new capacity methodology would have on the primary school estate. This study identified Corstorphine Primary School as increasing

from an 18 class capacity under the old methodology to a 20 class capacity under the new methodology. For this reason the projected requirement to form a 20th class from August 2017 was not reported in the 'Primary School Rising Rolls report' to Committee on 1 March 2016.

- 3.2 However, as part of the capacity review process, a subsequent visit to the school by officers from the Communities and Families School Estate Planning Team identified that the school's accommodation would be better suited to a 19 class capacity. This means that the school is projected to breach its available capacity in August 2017.
- 3.3 A composite arrangement in the school's current organisation at P2/3 will mean that consistent three stream P1 intakes may be accommodated within 20 classes until this composite class exits the school in August 2020. At this time projections suggest that the school will be three stream at every stage and require 21 classes. Accordingly, while there is a requirement in the short-term to identify how 20 classes may be delivered, ultimately projections suggest that 21 classes will be required at the school.

Solutions

- 3.4 Corstorphine Primary School is a large Victorian school building on a relatively small site. An extension of the school building to provide a new dining hall and classroom space was completed in 2013 and a new 50/50 nursery building is being developed which is estimated to be completed for Easter 2017. In addition, the school and the parent council have raised funding to undertake a significant playground improvements, phase one of which will be coordinated with the construction of the new nursery. These factors, together with the planning restrictions associated with the school site, mean that opportunities to provide additional accommodation on it are highly limited.
- 3.5 However, the new dining extension was built partly double height and there may be an opportunity to split this space to provide additional floor area. This may provide the space necessary to accommodate the additional classrooms required and would preserve the limited outdoor space. It is recognised that undertaking such a project might result in significant disruption to the operation of the school and may carry with it significant cost. Accordingly, School Estate Planning Officers and the school's management have agreed that a full feasibility study is required to explore the opportunities and risks that this potential solution may present. The feasibility study will also consider what alternative options may be available if sub-division of the hall is ultimately neither deliverable nor cost effective.
- 3.6 However, regardless of the solution ultimately progressed it is unlikely that it will be possible to make provision for a 20th classroom for August 2017. Accordingly, school management and School Estate Planning Officers are considering the measures which may be put in place to allow the 20th class to

be accommodated whilst minimising the impact on other learning and teaching spaces.

Next Steps

- 3.7 A feasibility study will be commissioned which considers whether extending the upper floor above the dining hall may provide additional classroom space and what the implications of this proposal might be in terms of disruption to the school, timescales and costs. It is proposed that the final study, and any measures to be implemented by August 2017, be considered by a working group consisting of school management, parent representatives and School Estate Planning Officers following the summer break in August 2016.

4 Liberton Primary School

Accommodation Issues

- 4.1 In April 2013 Liberton Primary School was identified as a school facing accommodation pressures for August 2014 on the basis of a particularly high number of births in the catchment area in 2008/09. If the intake in August 2013 were to have exceeded 60 pupils as the birth rate five years prior and the P1 registrations in January 2013 suggested it might, this would have necessitated the delivery of an additional classroom for August 2014. Accordingly, Liberton Primary School was included in the second phase of the Rising Rolls programme.
- 4.2 The 'Primary School Estate Rising Rolls' report to Committee on 8 October 2013 noted that two options to address accommodation pressures at the school were being progressed. The first option would result in the delivery of five additional classrooms in a single phase while a second option would deliver the five classrooms in two phases with three classrooms in an initial phase and, subject to the requirement for the additional space being confirmed, a second phase of two further classrooms.
- 4.3 However, Liberton Primary School has only a single hall space and it was subsequently agreed that there would be benefit in delivering the first option as this would allow the additional classroom spaces to be used as a single, but sub dividable, activity space which would assist the school in taking pressure off the hall.
- 4.4 There were also cost efficiencies associated with the delivery of the classroom space in a single phase if the additional space were ultimately to be required. Accordingly, detailed designs for a single-storey five class new build at Liberton Primary School to be delivered in a single phase were developed through the Rising Rolls working group process and secured planning approval in December 2013.
- 4.5 However, the actual P1 intake in August 2013 reduced to 60 pupils and the decision was taken in January 2014 not to progress delivery of the proposed

classroom building for August 2014. Instead it was determined that the requirement for additional accommodation would continue to be reassessed on an annual basis.

- 4.6 The release in October 2014 of the Scottish Government's 'Determining Primary School Capacity' guidance for local authorities changed the way in which primary school capacity is assessed and allowed the creation of an additional classroom space within Liberton Primary School's existing accommodation. This allowed the high intake projected in 2015 to be accommodated but the larger numbers 'bounced' back from the Roman Catholic sector increased the numbers beyond those forecast.
- 4.7 The 'Primary School Estate Rising Rolls' report to Committee on 1 March 2016 stated that "allowing for some drop-off the actual P1 registrations for August 2016 are in-line with projections which do indicate an intake of 66 should be expected in 2016". However, at the time of writing there are 77 P1 catchment pupils registered suggesting that the intake in 2016 will exceed projections and will require that the school either reorganise to accommodate a third P1 class in an existing GP space or team teach two large classes of up to 41 and 36 pupils at P1.
- 4.8 The P1 intake in 2015 exceeded projections and registrations for P1 in August 2016 suggest that this intake will also exceed projections. This means that additional accommodation will be required for August 2017.

Solutions

- 4.9 While they have exceeded projections, higher intakes in 2015 and 2016 were expected and have demonstrated the trend predicted by catchment birth data. If this trend were to continue, the two additional years of birth data available since Liberton Primary School's inclusion in Rising Rolls phase 2 in 2013 suggest that a small increase in 2017 will be followed by a fall in numbers with the school ultimately returning to intakes of 60 pupils in the long-term. This would suggest that the second phase of expansion originally proposed in 2013 may no longer be necessary.
- 4.10 Furthermore, having already delivered an additional classroom through application of the capacity methodology released by the Scottish Government in October 2014, the requirement for three classrooms in a first phase may be reduced. Accordingly, the five classroom model previously developed is now considered to be excessive and it is considered that a two classroom building would be sufficient to meet the pressures suggested by current projections.
- 4.11 However, as the parent representatives on the Working Group stated in their deputation to the Education, Children and Families Committee meeting on 1 March 2016, they have concerns about the school's ability to continue to deliver the Scottish Government target of 2 hours of PE due to the pressure a growing class timetable will place on the school's single hall. They argue that for two

hours of quality PE to be provided for 15 classes, 30 hours of PE requires to be timetabled and this cannot be achieved in the school's single hall space which is limited to a maximum of 18 hours a week for PE due to the requirement to also deliver lunches, assemblies and other events in this space. While the 18 hours of hall time are augmented by 12 hours of outdoors PE, parents and school management have concerns regarding the practicality of this arrangement in providing a quality learning experience in all seasons.

- 4.12 The school advised that, for example, during a four-week audit in February/March 2016 it was identified that, despite timetabling two hours of PE per week for each class, this target was met on only 85% of occasions. The school reported that the majority of cancelled lessons were due to periods of heavy rain or because the hall was required for another purpose (e.g. visiting speaker, presentations or class photographs). Furthermore, in some cases where the two hours of PE target was achieved, it was only possible to do so by undertaking PE sessions in the music room, a small classroom sized GP space. This significantly limited the quality of the learning experience and impacted on other areas of the curriculum as lessons planned for the music room during these times had to be cancelled.
- 4.13 There are 21 primary schools across the primary estate which have a single hall. However, Liberton Primary School is one of only two operating with more than 14 classes. While the limitations presented by a single hall are acknowledged, this is a suitability issue and there is currently no budget available to address suitability issues across the school estate.
- 4.14 Accordingly, school management and the parent representatives on the Working Group would like the Education, Children and Families Committee to consider approving the delivery of a four classroom Rising Rolls building rather than the two classroom building which it is suggested by the projections is required. This would allow the school to form a large open activity area from two adjoining classroom spaces which could be used for a number of PE activities including fitness circuits, aerobics, small ball skills and some indoor athletics activities.
- 4.15 In addition, this space could be used for many of the curricular activities and whole school events which require a large space so that the main hall could be freed up for PE activities. While this activity space would essentially be two classroom spaces and could not be considered a hall, school management believe that it would provide a facility which ensures that the school could provide the year-round entitlement for two hours of PE for all children even with the projected increase to 17 classes.
- 4.16 The implications of the Education, Children and Families Committee approving the delivery of a four classroom building rather than a two classroom building it has been assessed is required to address projected demand is an estimated additional cost of £0.36m from the Rising Rolls capital budget representing the

difference (adjusted for inflation) between the cost of a four classroom model and a two classroom model.

Next Steps

- 4.17 Committee is asked to consider whether a two or four classroom building should be delivered at Liberton Primary School.
- 4.18 The working group has considered location options for a new two or four classroom building ahead of engagement with the design team prior to the end of the summer term.

5 Newcraighall Primary School

Accommodation Issues

- 5.1 Newcraighall Primary School is located in an area which is experiencing significant housing development and forms part of the Local Development Plan (LDP). Accordingly, while the birth rate within the existing catchment population is falling, pupil generation from housing developments is likely to result in demand for places at all stages, particularly at P1 to P3.
- 5.2 Historically, the number of catchment pupils generated at P1 has been very low. However, Newcraighall draws significant numbers of pupils from outside its catchment area – most notably from the Niddrie area – and this means that spare places within the class organisations formed tend to fill quickly.
- 5.3 Recent increases in the number of catchment pupils arriving at P1 has meant that forming the composite classes required to maintain the school within a six class organisation has proved to be difficult. The Council has a statutory obligation to fill these places if the demand exists and, as a result, P1 class sizes in the past two years have been 25 pupils within a standard class. As it is not possible to form a composite P1/2 class with a P2 which is 25 pupils, the intake limit for the P1 in August 2016 will also be 25 pupils and, assuming that this does not fall during the course of the 2016/17 session, it is likely that the intake in August 2017 will also be 25 pupils. Only at later stages where a drop off in pupils between year groups may take place might the opportunity to form composite classes exist. However, any loss of pupils at Newcraighall in the next few years is likely to be more than compensated for by demand for places from pupils moving into the area.
- 5.4 Accordingly, projections suggest that by August 2017 the school may require an additional classroom to allow the formation of a single class for each year group. Due to development in the area, developer contributions are available for improvements at the school.

Solutions

- 5.5 There is significant uncertainty regarding the proposals in the LDP both in terms of the number of pupils likely to be generated and the timescales within which these pupils may come forward. The area proposed for development falls in its

entirety within Newcraighall Primary School's catchment area and a new school has provisionally been proposed as part of this development with the additional capacity to be funded by developer contributions.

- 5.6 The difficulties associated with populating a new school and the need for an efficient and strategic approach to accommodating demand for places within what is already Newcraighall's catchment area may mean that there are considerable advantages in relocating Newcraighall Primary School to a new, larger school building rather than establishing an entirely new school and undertaking catchment change.
- 5.7 However, until the Scottish Government's reporter has returned their verdict on the Council's LDP proposals in May 2016 and there is greater certainty regarding the development proposals for the area, forming a strategic long-term plan for the existing school estate in the area is difficult to achieve. For this reason it is proposed that the solutions developed at Newcraighall to address the short to medium term accommodation issues at the school do not commit the Council to a course of action which may ultimately be superseded within a short time frame.
- 5.8 Accordingly, the discussions held between Council officers and the school's Head Teacher have focused on what might temporarily be achieved within the school's existing accommodation and the wider school site, including two areas of land adjacent to the school boundary which were made available to the school by developers.
- 5.9 With the potential introduction of further increased hours at nursery level there may be a requirement to identify ways of expanding the Early Years service offered within the area. However, it is considered that the nursery facilities currently available at Newcraighall Primary School, which it is understood include the first nursery classroom built in Edinburgh, lacks in the facilities expected of a larger nursery and may not easily be expanded within its existing accommodation. The nursery classroom may, however, provide a good quality primary classroom space. Accordingly, initial proposals have focused on relocating the nursery facilities within the school to a temporary nursery unit, such as the one currently successfully being employed at Leith Primary School; and the refurbishment of the existing nursery to provide the additional classroom space necessary.

Next Steps

- 5.10 The initial proposal set out above, together with an analysis of other accommodation on the school site, including the risks and opportunities presented by the school's existing temporary classroom unit, will be explored and developed in detail and considered in light of the Scottish Government's reporter's findings regarding the LDP at the end of May 2016. A further meeting

with the school management will be arranged prior to the end of the summer term to agree the solution to be progressed.

6 St Margaret's RC Primary School

Accommodation Issues

- 6.1 The school roll at St Margaret's RC Primary School has increased every year since 2010/11 from 89 pupils to 110 pupils in 2015/16 which is the highest the roll has been since the 2004/05 session.
- 6.2 The school has a five class capacity and relies on being able to form composite classes across most stages to accommodate demand. However, projections suggest that pupils generated from new housing in the area may make the formation of composite classes at every stage difficult to sustain and an additional class may be required from August 2017.
- 6.3 Due to development in the area developer contributions are available for improvements at the school.

Solutions

- 6.4 The working group concluded that the size of the existing classroom spaces in the building would allow their sub-division to create additional classroom spaces. This would have the advantage of limiting the impact on external areas and would allow the works to be phased so that additional classroom space is delivered only when it can be confirmed that it is absolutely required. These works will be funded through the developers contributions received to date.
- 6.5 The school has a single hall which is only marginally larger than its classrooms. Accordingly, it is proposed that the developer contribution funding received will be applied towards the cost of providing a new hall for the school.

Next Steps

- 6.6 As the hall will be funded via developer contributions further details of this proposal will be included in future LDP Education Infrastructure updates to Committee. However, the working group established to oversee the delivery of additional classroom space will also oversee this project and location options for a new hall have been considered ahead of engagement with the design team prior to the end of the summer term.

7 Stockbridge Primary School

Accommodation Issues

- 7.1 Stockbridge Primary School was identified in April 2013 as facing potential accommodation pressures and was included in the Rising Rolls programme for August 2014. Due to the size of the school site, delivering a new build classroom option was discounted. Instead, the solution identified through the working group was to make better use of the available accommodation by

refurbishing and reconfiguring the nursery and school accommodation within the annexe building to provide two additional classrooms.

- 7.2 However, the work undertaken in August 2014 was only the first in a three phase approach approved in the 'Primary School Estate Rising Rolls' report to Committee on 8 October 2013. This report identified a potential requirement for a further three classrooms to be delivered in phases 2 and 3 at Stockbridge Primary School and current projections suggest that this requirement remains.

Solutions/Next Steps

- 7.3 A feasibility study undertaken in 2013 identified that phases 2 and 3 would not be straightforward, requiring potentially disruptive works and the acquisition of adjacent land or properties. With projections now suggesting that phase 2 will be required for August 2018 and phase 3 for August 2019, the working group has agreed that it would be prudent to begin the process of reviewing the solutions identified for phases 2 and 3 and, where appropriate, developing these in greater detail.
- 7.4 Also, in light of changes in the school roll and potential residential developments in the catchment area since 2013, the working group also acknowledges that it would be beneficial to consider whether other options which may have been discounted in 2013 may now offer greater potential.
- 7.5 Accordingly, feasibility work undertaken in 2013 will be refreshed and updated and other options will be explored and developed as necessary ahead of a meeting with working group members in August 2016 to agree the solution(s) to be progressed.

8 Trinity Primary School (and Victoria Primary School)

Accommodation Issues

- 8.1 Following the release of the Scottish Government's 'Determining Primary School Capacity' guidance for local authorities a desktop study was undertaken to identify the impact this new capacity methodology would have on the primary school estate. This study identified that the existing assessment of an 18 class capacity at Trinity Primary School would not change as a result of the new guidance. For this reason, the projected requirement to form a 19th class at Trinity Primary School from August 2017 was reported to Committee on 1 March 2016 in the 'Primary School Rising Rolls' report.
- 8.2 However, following the establishment of the Rising Rolls working group at the school, it has been identified with school management that, with some minor reorganisation of space, a 19th class could be created without breaching the capacity guidance provided by the Scottish Government. Accordingly, this internal reorganisation and reassessment of the school as having a 19 class capacity will mean that the projected P1 intake in August 2017 can now be accommodated.

- 8.3 The P1 projections for Trinity Primary School in August 2016 suggested an intake of 72 pupils should be anticipated. Currently there are 83 catchment registrations requiring that a P1 intake limit of 90 pupils be applied. If the unexpected significant increase in registrations for August 2016 were to be repeated in August 2017, while this could now be accommodated within the revised capacity, it would mean that the projected three stream P1 intake in August 2018 could not.
- 8.4 Furthermore, Trinity Primary School is located adjacent to Victoria Primary School which is coming under increasing pressure from pupils generated from the Waterfront development. Victoria Primary School is a small 10 classroom capacity school which was extended in 2014 as part of the Rising Rolls programme. However, the scale of existing development in the area means that Victoria may also exceed its available capacity in August 2018.
- 8.5 In addition to known or confirmed development, both Trinity and Victoria Primary School's catchment areas include significant areas designated for development through the Local Development Plan. The current uncertainty regarding the future potential of these sites means that it is not possible to form accurate or reliable roll projections. However, based on the proposals currently being considered by the Scottish Government's reporter, high level estimates suggest that Victoria and Trinity may eventually be required to accommodate 14 and 25 classes respectively. The release of the reporter's review of the Councils LDP proposals at the end of May 2016 should provide greater clarity on the scale of the developments to be progressed.
- 8.6 In summary: existing growth may cause both Trinity and Victoria Primary Schools to breach their existing capacities in August 2018 with, as yet unconfirmed, development through the LDP suggesting that significant additional capacity might be required in the long-term.

Solutions

- 8.7 Working groups have been established at both schools to consider the issues set out above. However, both groups agree that rather than consider these schools in isolation, the approach taken has to be holistic; considering the options available between the two schools and other facilities in the area, such as the former Fort Primary School building, to identify an accommodation strategy which addresses not only the short and medium terms but also provides the flexibility to address the longer term demand for places.
- 8.8 Accordingly, both school's working groups have proposed that the potential to develop additional classroom space on the school's existing sites should be explored. This means developing further the additional Rising Rolls building proposed in 2013 as a second phase of Trinity's expansion to provide two classes. The working group at Trinity has raised concerns about the loss of space this additional building on the school site would represent and has asked

that consideration be given to realigning the school boundary to include a section of the adjacent Victoria Park. This will form part of the investigations undertaken into this solution.

- 8.9 At Victoria Primary School a feasibility study is required to identify if further expansion of the school is possible on its existing site and what the implications of this may be. In particular, concerns were raised about what this would mean for supporting spaces such as dining space, gym hall and the external play areas.
- 8.10 Additionally, both working groups agreed that the potential offered by the former Fort Primary School site should be explored in more detail. It is proposed that a full feasibility study to explore the capacity available within the existing accommodation and through further expansion should be undertaken. This information can then be used to determine if, and how, this facility could be used as a solution, or as part of a solution, to the accommodation pressures facing both Trinity and Victoria Primary Schools.
- 8.11 Finally, further information regarding the proposed new school site in the Western Harbour area is required to determine if, and when, this may provide a viable accommodation solution within the area and, if so, what form this solution may take.

Next Steps

- 8.12 The working groups at Trinity Primary School and Victoria Primary School will be brought together after the summer break to consider a long-term strategy for the area on the basis of the developed expansion strategy at Trinity Primary School, the feasibility work undertaken at Victoria Primary School and the former Fort Primary School sites and the latest information available regarding the progress of the LDP and the Western Harbour school site.
- 8.13 Separate meetings will be held with each group prior to the summer break as required to inform the feasibility process.