

Education, Children and Families Committee

10am, Tuesday 24 May 2016

Review of Community Access to Schools (CATS) - Progress Report

Item number	8.7
Report number	
Executive/routine	
Wards	All

Executive summary

This report updates elected members on achievements and issues in relation to the review of Community Access to Schools (CATS).

The Education, Children and Families Committee on 20 May 2014 considered a report on the review of CATS and approved the recommendations within that report.

A subsequent report making recommendations on a revised scale of charges for use of school facilities and participation in the citywide adult education programme was considered by the Finance and Resources Committee on 3 February 2015. The recommendations within that report were also approved.

Links

Coalition pledges	P4
Council outcomes	CO1 , CO2 , CO4 , CO23 , CO24
Single Outcome Agreement	SO4

Review of Community Access to Schools (CATS) - Progress Report

Recommendations

Committee are asked to note:

- 1.1 the key achievements of Community Access to Schools (CATS) detailed in the main report. Committee are also asked to note the following issues impacting upon CATS and support the associated proposals;
- 1.2 Corporate Policy and Strategy Committee on 29 September 2015 approved a proposal for Edinburgh Leisure to develop a business plan to manage school sports facilities. Council officers are working closely with Edinburgh Leisure to take forward these developments;
- 1.3 the former Improving Access to Schools member officer group ceased to operate in April 2016. However there is still a need for officers to identify and develop appropriate mechanisms to address issues that impact upon the Council's ongoing commitment to CATS which includes investing in the school estate to ensure ongoing community use and subsequent income generation;
- 1.4 further reports will be made available to committee when progress has been made in these areas.

Background

- 2.1 In 2012 a commitment was made by the Council to review the arrangements for Community Access to Schools (CATS). A Project Team was established in November 2012 led by the Senior Education Manager - Community Services, bringing together representatives of all relevant sectors, to take forward the Council's commitment.

The overall aims of the review were to:

- Maximise use of school facilities within and outwith normal school operating hours by, where possible, increasing usage of facilities by local people and ensuring provision is responsive to local needs.
- Bring consistency to charges for use of school premises

- Ensure users and potential users of school facilities can access on-line information about facilities available and enrol for adult education classes and other activities.
 - Improve collaborative working across council services including; Children and Families, Culture and Sport and library services, in addition to the development of new partnership arrangements with Edinburgh Leisure.
 - Ensure facilities are also utilised to contribute to the implementation of national sports and culture strategies.
- 2.2 To support the vision for Community Access to Schools phase 1 of an organisational review of the existing management arrangements for school based community programmes was undertaken. This has resulted in the management responsibility for existing staff, and responsibility for all aspects of CATS, remaining within Communities and Families managed by the Community Learning and Development (CLD) service in Children and Families.
- 2.3 It is anticipated that the forthcoming organisational review of Communities and Families will result in a further revision of arrangements for the management and operation of CATS within the Council's forthcoming locality structure.

Main report

- 3.1 The key ambition of the CATS review at its inception in 2012 was, where possible, to increase the level of community access to schools to ensure local needs are being addressed. This was to be achieved through the development and introduction of new management and staffing arrangements that would; maintain levels of community access to schools and maximise use of schools and increase efficiency in the use of school buildings and associated facilities.
- 3.2 The implementation of the CATS review has been carried out against a backdrop of ever reducing Council budgets and the requirement to make considerable financial savings at departmental level. The resource originally identified to support the development and implementation of the revised management and operational structure for CATS came from a proportion of the budgets allocated to the eight former Community High Schools that totalled circa £2.8m. Since the initiation of the CATS review the amount of monies available to implement the CATS structure has reduced to circa £1.2m and CATS is subject to further savings. Many of the original ambitions for the CATS review including; the development of a CATS hub office in each of the former Council neighbourhood areas, cannot be achieved.

3.3 The table below compares the budget allocations and expenditure for the previous school structure in 2014/15 and the CATS budget and expenditure for 2015/16.

Community High School Budget allocated 2014/15	Budget Expenditure	Income Target for all 23 High Schools 2014/15	Total income from all High Schools	Every £1.00 of budget spend generated	Notes
£2,797,640	£2,797,640*	£1,870,741	£2,247,056	£0.80	* Actual budget expenditure is unavailable due to 'crossover' within school budget allocations. Income generated exceeded the schools 14/15 income target by £376,315
CATS Budget Allocated 2015/16	Actual Budget Spend	CATS Income Target	Total Income from 21 High Schools (Not including WHEC or Castlebrae)	Every £1.00 of budget spend generated	Notes
£1,158,827	£1,556,826	£1,450,000	£1,512,761	£0.97	CATS exceeded income target by £62,761. CATS incurred an overspend of £397,999 see paragraphs 3.3 – 3.6 below.

Income generated by CATS at the end of April 2106 totalled £1,512,761 which compares favourably with income generated by schools in 2014/15 in relation to budgets allocated.

3.4 Income streams that were previously available to the schools that are no longer available to CATS include:

- Removal of internal recharging for Children and Families staff and services to utilise Children and Families facilities from 1 April 2015;
- Transfer of two school based crèche/early years services and subsequent income generated to the Early Years service in 2015.

- 3.5 The Axiom consortium in financial year 2015/16 introduced charges for use of additional bank hours that exceed the 4,000 hour allocation required to support current levels of community access outwith core hours in PPP2 schools. This has resulted in an additional budget pressure for Communities and Families in excess of £250,000. This is in line with the PPP2 contract; however these charges had not been applied in the previous six years.
- 3.6 The ongoing support of secondary school staff in the management and administration of lets of school facilities should be noted. However the removal of income targets from secondary schools and the income generated from community access has resulted in some schools not fully supporting CATS. In some cases this has led to difficulties in ensuring invoices for community use of some school facilities have been raised consistently and systematically throughout the year.
- 3.7 The implementation of the Council's Transition Programme and the implementation of a series of organisational reviews, including business support services, have resulted in clerical support staff identified as being in scope of Phase 2 of the CATS review having to remain in their original workplaces. This also impacted on the development of four neighbourhood based CATS operational hubs.
- 3.8 Wester Hailes Education Centre (WHEC) has retained responsibility for the operation of its leisure centre and letting of facilities and continues to receive a budget of £1,023,271 to support this and is required to achieve an income target of £500,000.
- 3.9 CATS has however also achieved the following:
- The introduction of a revised scheme of charges for use of secondary school facilities across the city from 1 August 2015. This included a new commercial rate for businesses that utilise school facilities and the implementation of a consistent scale of charges for participation in citywide adult education programmes;
 - The implementation of phase 1 of the organisational review of staffing that resulted in the introduction of a new management and staffing structure for CATS in September 2014;
 - The removal of Community High School Headteacher and Depute Headteacher allowances in August 2015;
 - The development of an online booking and payment system for CATS for use of school facilities has been included in the Council wide online booking solution led by the Council's new ICT partner CGI. It is anticipated the new system for booking school lets will be available for use by the public by October 2016.

- 3.10 In addition to sports and other lets of school premises a range of programmes and opportunities continue to be developed and offered to local people and groups in the former Community High schools which include; community based adult learning, swim schemes, and holiday programmes for children and young people.
- 3.11 CATS has also supported and contributed to the development of a range of other opportunities that support community access to schools including:
- Funding of sports leaders to support the ongoing successful operation of community sports hubs in three secondary schools with another two set to come on-stream in 2016 and 2017;
 - The funding allocated by Sportscotland of £1.2m per year until 2019 for Active Schools and Community Sports Hubs depends upon the ongoing support of schools and CATS to ensure its continued success;
 - CATS now undertaken responsibility for the maintenance and staffing of the new Malleny Park 3G pitch in Balerno;
 - A revised adult education programme in Liberton High School has resulted in excess of 500 adults attending a range of courses and classes each week almost tripling the previous number of adult students. Further adult learning opportunities have also been developed in Queensferry High School, Portobello High School and Wester Hailes Education Centre (WHEC).
- 3.12 The online booking and payments system for adult education programmes was successfully introduced in August 2014 and has been very well received, 73% of adult student enrolments are now undertaken online. Introduction of the online system has also resulted in further key achievements:
- Learners can browse over 1,000 classes and courses online;
 - 36% of bookings were made outwith normal business hours;
 - 16,125 enrolments were taken between August 2015 and February 2016;
 - Reduction in face to face and postal enrolments and associated costs;
 - Reduction in programme brochure printing costs;
 - Improved management information.
- 3.13 Alternative enrolment methods are still available to the public who do not have access to ICT facilities and are not able to book online. All income generated from the citywide programme covers the costs incurred in its development, administration, resourcing and staffing.
- 3.14 In September 2015 approval in principal was given by the Corporate Policy and Strategy committee to progress a business plan that would see Edinburgh Leisure take over the running of some school sports facilities. If successful it is anticipated that this will result in; different approaches to usage of these facilities, more effective

and efficient use of these facilities, increased numbers of participants and considerably increase the income generated from hiring of these facilities. It is also anticipated that this will create an opportunity for Council officers to focus resources on non sporting use of secondary schools and to work in partnership with Edinburgh Leisure to maximise opportunities for local people. A further report about progress of the business plan was presented at the Corporate Policy and Strategy Committee on 17 May 2016.

Measures of success

- 4.1 Online booking and payment for lets in the city's schools is being developed as part of the Council's corporate booking project led by CGI and will be publicly available from October 2016.

Financial impact

- 5.1 The proposal to introduce a daily charge for commercial/for profit out of school care (OOSC) organisations that utilise primary schools to deliver their activities would result in a considerable increase in income from use of the primary school estate.
- 5.2 A number of for profit, commercial and franchised organisations deliver a range of activities and clubs in primary schools at the end of the school day between 4pm and 6pm. The majority of these organisations do not pay to utilise school facilities or resources yet generate profit and no contribution is made to the Council. It is therefore proposed to introduce a revised charge that is slightly less than the existing hourly charge for commercial organisations delivering activities in primary schools between 4.00pm and 6.00pm, to acknowledge children's participation in these clubs and activities can make a valuable contribution to their learning experiences. A further report detailing proposed charges will be submitted to the Finance and Resources Committee for approval.
- 5.3 In financial year 2015/16 the Axiom consortium implemented, for the first time, the contractual agreement to charge the Council for use of additional bank hours within the PPP2 schools estate. This has resulted in an additional budget pressure in excess of £250,000 arising within Communities and Families. It should be noted that the PPP2 contract still has 23 years to run.

Risk, policy, compliance and governance impact

- 6.1 A risk register has been produced that details all risks identified within the review of Community Access to Schools. See Appendix 1.
- 6.2 High levels of school and community use result in considerable wear and tear on school facilities. In many cases equipment, for example; goalposts and artificial pitch surfaces, are nearing or have reached the end of their lifespan, yet there is no budget for replacement and no contingency plan exists to address this. If no strategic approach to this issue is introduced a further decline in community use of schools will be experienced leading to a greater reduction in income received and potential generation of further budget pressures within Communities and Families.
- 6.3 The terms of the current PPP2 contract require to be revisited to identify whether current levels of community access can be maintained in these schools as the current levels of expenditure outweigh the income generated which is not sustainable in the longer term

Equalities impact

- 7.1 A full equalities rights impact assessment (ERIA) of the CATS review was undertaken and reported to committee on 20 May 2014.

Sustainability impact

- 8.1 There are no adverse impacts arising from this report.

Consultation and engagement

- 9.1 Consultation and engagement has been undertaken with a range of partners, stakeholders and Trade Unions throughout the implementation of the CATS review. Consultation will continue with relevant stakeholders in relation to further developments within CATS, including the online booking and payment system for school lets.

Background reading/external references

[Review of Community Access to Schools Committee report 20 May 2014](#)

[Review of Community Access to Schools – Revised Scale of Charges, report to Finance and Resources Committee 3 February 2015](#)

[Citywide review of Council-owned sports facilities and services: Management transfer of school sport facilities to Edinburgh Leisure](#)

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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. CO4 – Our children and young people are physically and emotionally healthy. CO23 – Well engaged and well informed – Communities and individuals are empowered and supported to improve local outcomes and foster a sense of community. CO24 – The Council communicates effectively internally and externally and has an excellent reputation for customer care.
Single Outcome Agreement	SO4 - Edinburgh's communities are safer and have improved physical and social fabric
Appendices	Appendix 1; CATS Health and Safety Risk Register

APPENDIX 1



Communities and Families Community Access to Schools Health and Safety Risk Register

UPDATED January 2016

Ref	Category	Key Risks	Risk Owner	I	L	Inherent Risk	Key Controls in place	I	L	Current Risk	Approach to Risk	Further Actions	Action Owner	Due Date
CAT SRR 1	Operational	HEALTH & SAFETY GUIDANCE - GENERAL Risk that there are not sufficient resources to provide responsible people in the building for the duration of the LET/Adult Classes, which could lead to H&S implications as well as theft/vandalism.	CATS H&S Group	5	5	25	To be discussed	5	4	20	Treat	Ensure that building has CEC staff present at all times, recommendation for Secondary schools: One SSO and one other. Creation of Receptionist/Evening Clerical role Development of H&S LETS guidance pack Regular liaison meetings with Corporate FM	CATS H&S guidance sub group Corporate FM	May 2016
CAT SRR 2	Operational	HEALTH & SAFETY GUIDANCE - GENERAL Roles and Responsibilities, risk that the lead person for managing H&S out of school hours is not clear. Advice required on who is responsible after 6.00 pm.	CATS H&S Group	4	4	16		4	4	12	Treat	Discuss with Corporate FM Development of LETS guidance pack which will define H&S roles and responsibilities. Creation of Receptionist/Evening Clerical role	CATS H&S guidance sub group	May 2016

Ref	Category	Key Risks	Risk Owner	I	L	Inherent Risk	Key Controls in place	I	L	Current Risk	Approach to Risk	Further Actions	Action Owner	Due Date
CAT SRR 3	Legal	HEALTH & SAFETY GUIDANCE - COMMUNICATION Risk that H&S information/policy and procedure is not communicated effectively and that staff are not aware of their responsibilities	CATS H&S Group	5	5	25	The C&F Health & Safety Working Group and Committee manage all H&S related policy/procedure to ensure the content is relevant and fit for purpose 'Risk Matters' now in place Annual H&S/risk management self assurance questionnaire now circulated	3	2	6	Treat	Development of CATS H&S LETS guidance pack	CATS H&S guidance sub group	May 2016
CAT SRR 4	Operational	STANDARDISATION Risk that systems and procedures relating to LETS are not standardised across the estate, leading to lack of understanding and risk that unsafe practices may arise as a consequence.	CATS H&S Group	5	5	25	Primary LETS use a standardised form Protocols that exist at establishment level – good practice	4	3	12	Treat	H&S CATS group to look at H&S procedures associated with LETS and ensure that approach is standardised. The development of a LETS guidance pack. This guidance will be City Wide, available on the Orb/Council Website, cascaded to all. Information on emergency procedures, use of defibrillators, Swimming Pools etc. will be included. CATS H&S guidance sub group to be put together to develop guidance/standardisation.	CATS H&S guidance sub group	May 2016
CAT SRR 5	Operational	HEALTH & SAFETY GUIDANCE - GENERAL Risk of unsafe equipment being used by letting groups or equipment used in an unsafe manner. Uncertainty of responsibility for equipment and potential for unsafe equipment being stored by groups	CATS H&S Group.	5	5	25	Within LETS guidance document	5	4	20	Treat	Development of H&S LETS guidance pack to include: Audit of equipment used for LETS and ownership Checklist for safe use of school equipment. Guidance on equipment used for LETS not owned by CEC, storage/maintenance	CATS H&S guidance sub group	May 2016

Ref	Category	Key Risks	Risk Owner	I	L	Inherent Risk	Key Controls in place	I	L	Current Risk	Approach to Risk	Further Actions	Action Owner	Due Date
CAT SRR 6	Legal	CHILD PROTECTION Risk of adults in school during the day and child protection incident occurring.	CATS H&S Group Security supported by Corporate FM. School Management at local level	5	5	25	Sign in sheets Local client knowledge	5	4	20	Treat	Consistent system to monitor adults such as name badges or signing in. Risk assessments Update Council Wide Emergency Procedures & associated training. Includes e.g. Bomb threat procedure & marauding firearms advice	CATS H&S guidance sub group Corporate FM Schools at local level	May 2016
CAT SRR 7	Legal	HEALTH & SAFETY GUIDANCE – EVENT MANAGEMENT – Large Events Risk that capacity is not calculated accurately for large events	CATS H&S Group	5	5	25	To be discussed	4	4	12	To be discussed	Development of H&S LETS guidance pack to include guidance	CATS H&S guidance sub group	May 2016
CAT SRR 8	Legal	HEALTH & SAFETY GUIDANCE – EVENT MANAGEMENT - Licensing Risk that licenses are not in place for special events (alcohol license/PRS)	CATS H&S Group	4	4	12	Development of H&S LETS guidance pack will include this information	4	4	12	Tolerate		CATS H&S guidance sub group	May 2016
CAT SRR 9	Legal	HEALTH & SAFETY GUIDANCE - GENERAL Risk of not having appropriate H&S signage in place around building, leading to lack of awareness of risk and potential accident	CATS H&S Group	4	4	12	Health & Safety audits signage checked regularly – legal requirement	3	3	9	Treat	Corporate H&S to be asked to advise on what signage is required specifically relating to LETS. Audit to be undertaken to look at what is in place Development of H&S LETS guidance pack	Schools @ local level	January 2016

Ref	Category	Key Risks	Risk Owner	I	L	Inherent Risk	Key Controls in place	I	L	Current Risk	Approach to Risk	Further Actions	Action Owner	Due Date
CAT SRR 10	Operational	HEALTH & SAFETY GUIDANCE - GENERAL Risk that defibrillators in C&F establishments are not put in place using Council guidance and that staff are not familiarised on expectations and how the equipment is managed	CATS H&S Group	5	4	20	Defibrillator guidance Defibrillator action plan which assigns roles and responsibilities Defibrillators in place managed by corporate FM	4	2	8	Tolerate		Corporate FM	December 2015
CAT SRR 11	Legal	HEALTH & SAFETY GUIDANCE - GENERAL Risk that there is no one who is First Aid trained resulting in an inadequate response to staff/service user accident	CATS H&S Group	5	5	25	Advice included in LETS guidance	4	2	8	Tolerate	Corporate Health & Safety to advise on what guidance requires to be in place in terms of First Aid for public use of a building – is a risk assessment required? Development of H&S LETS guidance pack Creation of Receptionist/Evening Clerical role	CATS H&S guidance sub group	May 2016
CAT SRR 12	Operational	HEALTH & SAFETY GUIDANCE - GENERAL Risk of LETS/Classes taking place where there is a known infection control issue	CATS H&S Group	5	5	25	Children & Families Infection Control Procedure Noro Virus toolkit (will be an appendix to the Infection Control Procedure) Annual C&F "Ready for Winter" campaign and use of associated scenarios in establishments RFW workshops for all new leaders in C&F outlines expectations re. Infection control Noro Virus awareness campaign in place	4	3	12	Tolerate		Schools @ local level using Council guidance	Oct 2015

Ref	Category	Key Risks	Risk Owner	I	L	Inherent Risk	Key Controls in place	I	L	Current Risk	Approach to Risk	Further Actions	Action Owner	Due Date
CAT SRR 13	Operational	<p>HEALTH & SAFETY GUIDANCE - PROPERTY</p> <p>Risk that agency SSOs do not have an understanding of the technical H&S operations of the building, leading to H&S breach/accident. Risk that technical knowledge is not sufficient e.g. where an agency SSO is not pool trained but working in an establishment with a swimming pool. This risk also applies to the use of other equipment e.g. snow blowers and the risk includes Corporate Facilities Management SSOs and PPP SSOs</p>	CATS H&S Group	5	5	25	<p>Corporate Facilities Management will not put SSOs in schools with swimming pools if they are not trained in pool operations</p> <p>SSO training in general</p> <p>Swimming Pool technical procedure now in place</p> <p>Swimming Pool training in pool safety</p>	4	3	12	Treat	<p>Corporate Facilities Management to advise</p> <p>Pool Operating procedure to be finalised and put in place through input from CATS H&S Group to ensure procedure is robust/fit for purpose</p> <p>Remedial property actions taking place as part of the Edinburgh Leisure C&F Pool Audit report of April 2014</p> <p>Development of H&S LETS guidance pack</p> <p>Corporate Facilities Management Develop a training package for SSOs Seek assurance through development of SLAs for pool management training for all concerned staff. Named FM manager required for pool management</p>	Corporate FM CATS H&S guidance sub group	March/April 2016
CAT SRR 14	Legal	<p>INSURANCE ADVICE</p> <p>Risk of lessees not having sufficient insurance in place., Impact on CEC/Service users</p>	CATS H&S Group	4	4	12	<p>Primary & secondary LETS booking forms ask for a signature that insurance is in place</p>	2	2	4	Treat	<p>Insurance situation in particular to high risk LETS to be checked with Margaret Rae (Council Insurance Manager)</p> <p>Development of H&S LETS guidance pack incorporates advice re. Insurance for all users of schools</p>	CATS H&S guidance sub group	May 2016
CAT SRR 15	Legal	<p>RESILIENCE</p> <p>Risk of not managing emergency procedures (fire/bomb evacuation safety) for LETS in terms of the following;</p> <ul style="list-style-type: none"> Defining LETS H&S responsibilities for staff and service users 	CATS H&S Group	5	4	20	<p>Fire report</p> <p>Fire requirements/evacuation information on all doors</p> <p>Primary & secondary LETS have a section on the booking form to sign that Fire Safety is in place and known for the LET</p>	4	3	12	Treat	<p>Development of H&S LETS guidance pack, fire safety information to be included within this pack.</p> <p>LETS Users to be provided with pack and sign that they have read the details. Named person must be there for the duration of the LET</p> <p>Identify key staff responsible for management of H&S during LETS</p>	CATS H&S guidance sub group Corporate FM	From May 2016

Ref	Category	Key Risks	Risk Owner	I	L	Inherent Risk	Key Controls in place	I	L	Current Risk	Approach to Risk	Further Actions	Action Owner	Due Date
		<ul style="list-style-type: none"> Cascading LET emergency procedural information who all that require it in particular service users <p>Resulting that inadequate response is made to emergency incident due to lack of understanding and knowledge around emergency procedures, roles/responsibilities</p>										<p>who ensures all groups are provided the pack and it is signed for.</p> <p>CATS H&S guidance sub group to be put together to develop guidance/standardisation.</p> <p>Roll out of emergency procedures – see risk 5. Associated training for responsible person</p>		