

# Education, Children and Families Committee

10am, Tuesday, 15 August 2017

## Schools and Lifelong Learning Estate – Strategic Review

Item number	7.2
Report number	
Executive/routine	Executive
Wards	All

### Executive summary

---

A report to the Education, Children and Families Committee on 7 March 2017 – [School and Lifelong Learning Estate Update](#) – approved that a strategic review of the school and lifelong learning estate should be progressed. The initial stages of the strategic review have been completed and details of the emerging issues are provided in this report.

It is recommended that detailed informal consultation with local elected members, school communities and other key stakeholders is progressed in relation to future infrastructure requirements in several areas of the city and statutory consultation papers based on the outcomes of this engagement process are prepared for consideration by the Committee later in 2017.

It is expected that later this year the Scottish Government will request bids from local authorities for the next round of the Schools for the Future funding programme (or its equivalent replacement funding programme) and the initial suggestions for the Council's submission to this funding programme are provided in the report.

### Links

---

**Coalition pledges**  
**Council priorities**  
**Single Outcome Agreement**

# Report

## Schools and Lifelong Learning Estate Strategic Review

### Recommendations

---

- 1.1 Agree that engagement with the school community to inform the design for a replacement Castlebrae High School on the site identified in Craigmillar Town Centre is progressed and that a statutory consultation paper for this proposal is prepared for consideration by the Education, Children and Families Committee in October 2017.
- 1.2 Agree that informal consultation is progressed with local elected members, school communities and other key stakeholders in west and south west Edinburgh to inform a detailed statutory consultation paper which would be submitted to Committee for consideration in December 2017.
- 1.3 Agree that informal consultation is progressed with elected members, school communities and other key stakeholders on future provision of secondary Gaelic Medium Education in Edinburgh to inform a detailed statutory consultation paper which would be submitted to Committee for consideration in December 2017.
- 1.4 Agree that a feasibility study should be progressed with colleagues in housing to consider the possibility of additional capacity for Boroughmuir High School being provided on the India Quay site.
- 1.5 Agree the Wave 4 feasibility study for Trinity Academy should be extended to consider detailed design of sports facilities for the school beside the playing fields adjacent to Bangholm Recreation Centre.
- 1.6 Note that the Communities and Families senior management team will continue to engage with the Scottish Government Education Infrastructure Unit and the Scottish Futures Trust with a view to the preparation of a strategic submission to the next Schools for the Future (or equivalent) funding programme.

## Background

---

- 2.1 A report to the Education, Children and Families Committee on 7 March 2017 – [School and Lifelong Learning Estate Update](#) – approved that a strategic review of the school and lifelong learning estate should be undertaken with regard to the most effective approach to delivery of all future Communities and Families infrastructure including:
  - 2.1.1 short term “rising rolls” accommodation requirements for August 2018 and August 2019;
  - 2.1.2 longer term delivery of new schools related to the Local Development Plan or the Wave 4 investment programme;
  - 2.1.3 early years facilities required to meet the statutory increase in hours for eligible children due to be introduced by the Scottish Government by 2020;
  - 2.1.4 the future asset requirements to support the emerging 0-18 Gaelic Medium Education (GME) strategy (being developed by a co-production group involving Council officers and members of the Gaelic Implementation Group) which is part of the next Gaelic Language Plan due to be finalised by October 2017;
  - 2.1.5 the asset requirements for Children’s Services and;
  - 2.1.6 wider community infrastructure requirements linked to the service delivery remit of Communities and Families, other services and partners.
- 2.2 The outputs of the strategic review were to be a set of proposals for shaping the future schools and lifelong learning estate which include:
  - 2.2.1 New schools and associated community facilities required as a result of the housing and associated population growth outlined in the Local Development Plan;
  - 2.2.2 Extensions to existing assets which will create a more effective and efficient schools and lifelong learning estate;
  - 2.2.3 A list of statutory consultations which will be required for any new policy or catchment proposals thought necessary to support the creation of a more effective and efficient schools and lifelong learning estate;
  - 2.2.4 A detailed cost plan demonstrating the overall value of establishing a more strategic approach to provision of future asset requirements, showing the funding which is already available and identifying any funding gaps which will be required to be addressed in the longer term.

## Main report

---

- 3.1 The initial stages of the strategic review have been completed and a summary of the key elements of the review are provided below.

### Current expectations and commitments

#### Rising rolls

- 3.2 The known rising rolls primary school projects required for August 2018 and August 2019 are shown in the table below.

Primary School	Delivery	Required Capacity
Granton	2018	2 classes
Davidson's Mains	2018	8 classes (including replacement of 6 classes in existing temporary units).
Trinity	2018	2 classes
Stockbridge	2018	2 classes
St Margaret's RC	2018	1 class (being delivered through internal reconfiguration)
Kirkliston	2018/2019	1 extra class required for each session. Projections to be monitored for future years and a plan prepared for further expansion (if required).
Queensferry	2019	4 classes

Working groups have been established at each school to ensure staff and parents are fully engaged in the project delivery process. These projects are funded by the existing rising rolls capital budget or agreed contributions from developers.

- 3.3 Rising rolls are beginning to have an impact on secondary schools. At the Education Children and Families Committee on [13 December 2016](#) it was agreed that projections would be updated annually and published on the Council's website every December. The latest [projections](#) which were published in December 2016 show a theoretical capacity for all the secondary schools in Edinburgh of 22,165 pupil places, an actual roll of 18,145 pupils attending at the point of the annual census undertaken in September 2016 and a projected roll of 24,093 by August 2026. The annual projections will always cover a ten year period and it is expected that the secondary school rolls will continue to rise beyond 2026.
- 3.4 The potential accommodation solutions for rising rolls in the secondary sector are more complicated to deliver than for the primary sector and solutions have

therefore been considered as an integral part of the strategic school and lifelong learning estate review. The various secondary school proposals which are described in more detail in the remainder of this report will therefore begin to address the expected rising rolls in the secondary sector as part of a wider strategic investment plan.

### **Castlebrae High School**

- 3.5 A capital budget of £618,000 has been allocated in the Communities and Families Capital Programme for a replacement Castlebrae High School. However, the last update on the project to the Education, Children and Families Committee was on 24 May 2016 (in the Children and Families Asset Management Plan update [report](#)) highlighted that the remaining funding for the school would have to be allocated by early 2017 to ensure a replacement school could be delivered for August 2020.
- 3.6 While the Council's budget setting process in February 2017 did not allocate any additional funding for a replacement Castlebrae High School, budgets were established for the three projects which were put forward as greater priorities by Communities and Families. This means that the project remains a high priority for any funding which does become available in the future. One funding opportunity which is likely to be forthcoming before the end of 2017 is another round of the Scottish Government's Schools for the Future (or equivalent) Programme.
- 3.7 Projects which have a good chance of being successful in terms of the early phase of a future government funding programme are those which could be delivered quickly and will result in a significant improvement in the overall condition of a local authority's estate. A project to replace Castlebrae High School could therefore be a suitable project for the Council to put forward for Scottish Government funding as a site for the new school is available and it is a High School in the city which has a poor suitability rating and has elements in poor condition.
- 3.8 A funding proposal would also be strengthened if any necessary statutory consultation required to be progressed before a new school could be delivered were already underway or completed. It is therefore recommended that a statutory consultation paper for relocation of Castlebrae High School to the site in Craigmillar Town Centre is prepared for consideration at the next Education, Children and Families Committee in October 2017. Further details of the approach to any future Scottish Government funding opportunity are provided later in this report.

### **Queensferry High School**

- 3.9 A replacement secondary school for Queensferry is being progressed with construction of the new school to be completed by March 2020. The new school is part funded by the Scottish Government through the Schools for the Future Programme and is being delivered by hub South East Scotland Ltd

through a DBFM (Design, Build, Finance and Maintain) revenue funding arrangement.

- 3.10 Projections show that, in the future, the new school will not be able to accommodate all the expected pupils from the current Queensferry High School catchment area. A [report](#) to Council on 24 November 2016 highlighted this will result in a catchment review proposal being brought forward for Kirkliston Primary School feeding into a different secondary school. The options for this catchment review will be considered as part of the proposed informal consultation to be progressed in west/south west Edinburgh further details of which are provided below.

#### **Wave 4 Feasibility Studies**

- 3.11 Feasibility studies to determine the best option for replacement or refurbishment of the four secondary schools prioritised for future investment (should funding become available) have been completed. The four schools are Balerno High School, Liberton High School, Trinity Academy and Wester Hailes Education Centre (WHEC). The output of the feasibility studies has been considered as part of the strategic review.
- 3.12 The assessment of the four Wave 4 schools showed that Trinity Academy has the poorest support accommodation in terms of sports, dining and assembly spaces. The preferred replacement strategy for Trinity Academy proposed in the feasibility study addressed this issue by proposing that as a first stage of delivering a replacement school further consideration should be given to the possibility of delivering a dedicated schools sports facility beside the school's current playing fields which are across the road from the school adjacent to Bangholm recreation centre.
- 3.13 Before it can be confirmed whether this suggestion for developing new school sports facilities can be progressed, further detailed design work requires to be progressed to aid discussions with planning colleagues about the scale of the proposed development. If it can be confirmed that the development of the new sports facilities is possible, then this would also allow further consideration to be given to the best option for replacement and/or refurbishment of the remainder of the school. It is therefore recommended that the Wave 4 feasibility study for Trinity Academy is further progressed to establish whether sports facilities can be developed at Bangholm.

#### **Local Development Plan**

- 3.14 An Education Infrastructure Appraisal was completed to support the development of the LDP Action Programme and a list of required infrastructure aligned to the growth of the city has been published. Finance are preparing a model to demonstrate the funding which is expected to be available for these projects through developers contributions and other sources in order to identify any funding gap for specific projects which will need to be considered as part of future Council budget setting processes.

- 3.15 To deliver the first two new LDP school projects – south east Edinburgh Primary School and Leith Waterfront (replacement Victoria) Primary School - which are fully required by or linked to the LDP Action Programme, statutory consultations have been progressed and the “Outcome of the Consultation” reports were considered by Council on 29 June 2017. The recommendations to proceed with the two new schools were approved.
- 3.16 While a limited LDP infrastructure capital budget is available during 2017-18 to progress both these projects to the planning application stage, the projects will not be able to be delivered on time unless the full budgets for each project are established in the 2018-19 budget setting process. There is a considerable risk that the existing catchment schools will not be able to accommodate pupils being generated from development if the new infrastructure is not deliverable.
- 3.17 Several other new primary schools and secondary schools and a number of school extensions are also required to be delivered in line with the timescales set out in the LDP Action Programme. Some of these will also require budgets to be established during the 2018-19 budget setting processes and the same risk of lack of school estate capacity exists if these projects cannot be taken forward.

### **Early Years**

- 3.18 Due to the government’s policy of introducing 1140 hours of early years provision per year for all 3-5 year olds by 2020 there will be significant investment required in the early years estate over the next few years. Whenever a new primary school is delivered it will include an early years facility. An assessment of all the other new infrastructure requirements has been completed and has identified a potential requirement for up to 25 new early years facilities and the refurbishment of many existing establishments. Further details of the approach proposed for the delivery of this work will be made available in future reports to this Committee, as will the capital and revenue costs associated with this work stream. The government is going to continue to provide revenue and capital funding specifically for early years but the exact amounts beyond 2017-18 are not yet known.

### **Emerging issues arising from the strategic review**

#### **West and South West Edinburgh**

- 3.19 In the west and south west of Edinburgh there are already significant education infrastructure commitments, such as Queensferry High School and elements of the LDP requirements, which have been highlighted above. However, since the last Education, Children and Families Committee in March 2017 a further issue which will affect the strategic approach to new infrastructure in this area of the city has emerged.
- 3.20 In west Edinburgh, the LDP Action Programme identifies a requirement for a new West Edinburgh High School to support the significant housing development within this area. The Council’s proposed Local Development Plan Supplementary Guidance on Developer Contributions and Infrastructure

Delivery identifies that the proposed site for this new school is within the International Business Gateway (IBG).

- 3.21 On 3 July 2017 the City of Edinburgh Council received a letter from the Scottish Government directing the Council not to adopt the Supplementary Guidance. The Scottish Ministers' reason for this direction relates solely to the supplementary guidance identifying the new secondary school within the IBG site. While the direction does not rule out a new high school ultimately being delivered in this location, it is a significant enough intervention that alternative options for a new high school in West Edinburgh now require to be explored.
- 3.22 When this issue is considered alongside the inclusion of Balerno High School in the Wave 4 feasibility studies and all the other new education infrastructure requirements identified for west and south west Edinburgh through rising rolls, the LDP and early years 2020, the strategic approach to the future schools and lifelong learning estate in this area requires further consideration before any formal statutory consultations are progressed. In addition, the ongoing survey of the condition of the Council estate has identified that it will be necessary to replace the Currie High School building in the long-term. It is therefore recommended that informal consultation to consider all the potential options is progressed with local elected members, school communities and other key stakeholders in the area.
- 3.23 Following the informal consultation, a detailed statutory consultation paper with the preferred option for the future of schools and catchment areas in west and south west Edinburgh will be submitted to the Education, Children and Families Committee in December 2017 for consideration.

#### **Gaelic Medium Education, James Gillespie's High School and Boroughmuir High School**

- 3.24 The school roll projections for both James Gillespie's High School (JGHS) and Boroughmuir High School (BHS) show that both will experience issues accommodating the expected pupil intake in future years. The [school roll projections](#) are updated annually and published on the Council's website in December each year.
- 3.25 One solution which would help to address the rising rolls issue at JGHS would be to establish an alternative location for secondary Gaelic Medium Education (GME). An aspiration for a dedicated GME secondary school has been expressed in the 0-18 GME strategy being developed by the Gaelic Implementation Group as part of a new Gaelic Language Plan.
- 3.26 The school roll projections suggest that sufficient capacity exists at JGHS to allow GME pupils to enter the school up to and including 2020. However, the need to consider this issue has recently been enhanced due to the August 2017 intake at the GME primary school Taobh na Pàirce being significantly higher than in previous years. The transition process for pupils in relation to the establishment of a dedicated GME secondary school would require careful consideration although as a minimum, it would be necessary to ensure any

pupil who begins GME at JGHS would be able to remain there for all of their secondary education.

- 3.27 It is therefore proposed that informal consultation is now progressed with local elected members, affected school communities, the Gaelic community, the Gaelic Implementation Group and other key stakeholders. The purpose of the informal consultation would be to gauge the level of support for an alternative secondary GME solution in line with the recommendations of the Gaelic Language Plan. Following the informal consultation, a detailed statutory consultation paper will be submitted to the Education, Children and Families Committee in December 2017 for consideration.
- 3.28 Previous reports to the Education, Children and Families Committee have agreed that the rising rolls issues at JGHS and BHS could be jointly addressed through the creation of extra capacity at Darroch. However, the relocation of GME from JGHS will significantly reduce the forecast pressure on this school meaning that the rising roll issue at BHS could be considered as a stand-alone project.
- 3.29 A solution to address rising rolls at BHS would be new build of general classrooms and vocational teaching space on the land directly across the road from the new BHS, development of which was previously being progressed by EDI. This project would require to be taken forward in partnership with colleagues in housing who are now leading on the development of the India Quay site. It is recommended that a feasibility study to consider this option is now progressed.

#### **Children's Services**

- 3.30 The review of Children's Services accommodation has identified that one school (Kaimes) and two young people's centres (Moredun and Northfield) would be the priorities for investment if funding was made available. These properties have been identified as priorities as they are not fit for purpose and/or are in poor condition.

#### **Community Centres and Libraries**

- 3.31 A review of community centres and libraries is currently being carried out as part of the Council's Asset Management Strategy. Any emerging review outcomes would be reported to the committee meeting for further consideration. This area of the service needs to be aligned with the rest of the Communities and Families requirements and there may be opportunities for more alignment of services in the future.

#### **Funding**

- 3.32 Several of the proposals identified above require budgets to be established during the Council's 2018-19 budget setting process if they are to be delivered and the school estate planning team is working with colleagues in finance and planning to develop the necessary budget proposals. As part of this work consideration is being given to the extent to which receipts from developers contributions or generated by the disposal of land and/or buildings which

become surplus to requirements as a result of the strategic review can form part of the overall funding package.

- 3.33 It is expected that later in the year the Scottish Government will request bids from local authorities for the next round of the Schools for the Future funding programme (or its equivalent replacement funding programme). The statutory consultations and financial modelling outlined above will ensure the Council's submission to this funding programme is suitably advanced and robust when the call for proposals is circulated.
- 3.34 As noted above one of the best opportunities for early funding from a future Scottish Government programme could be for a replacement Castlebrae High School. However, a new funding programme may have further stages of investment and a submission to the Scottish Government will therefore outline the Council's overall strategic approach to the provision of education infrastructure in a growing city in order to set the delivery of any initial funding requests within the wider context of improving the school and lifelong learning estate across Edinburgh.

## Measures of success

---

- 4.1 A schools and lifelong learning estate which is fully integrated with the requirements, objectives and aspirations of the whole Council and other key partners.

## Financial impact

---

- 5.1 The financial implications on future capital and revenue budgets associated with the potential infrastructure projects arising from this strategic review will be considered in detail with colleagues in finance. Business cases will be developed through the Communities and Families Asset Investment Group and presented to the Corporate Property Board for consideration. Following this process the identification and approval of the required additional capital and revenue funding would require to be established by Council as part of future budget setting processes.

## Risk, policy, compliance and governance impact

---

- 6.1 One of the aims of the strategic review is to ensure Communities and Families are fully engaged in a "One Council" approach to the provision of future assets which will assist with the improvement of service delivery. As such any future project led by Communities and Families will be aligned to all the necessary Council risk, policy, compliance and governance requirements.

## Equalities impact

---

- 7.1 Equalities impact assessments will be carried out for any statutory consultation or capital infrastructure project which emerges from the strategic review.

## Sustainability impact

---

- 8.1 An approach to the provision of Communities and Families assets which is fully integrated with the wider asset priorities of the Council and its partners will ensure a sustainable approach to future asset provision.

## Consultation and engagement

---

- 9.1 Engagement with all key stakeholders, including elected members and school communities will be undertaken through both informal and statutory consultation. All statutory consultations will be conducted in line with the procedures set out in the Schools (Consultation) (Scotland) Act 2010 as amended by the Children and Young People (Scotland) Act 2014.

## Background reading/external references

---

- 10.1 Education, Children and Families Committee - 13 December 2016: [Developing a Vision for the Schools and Lifelong Learning Estate](#); [Local Development Plan Education Infrastructure Update](#); [Rising School Rolls](#); [School Roll Projections](#)
- 10.2 Education Children and Families Committee – 7 March 2017: [School and Lifelong Learning Estate Update](#)

### **Alistair Gaw**

Executive Director for Communities and Families

Contact: Crawford McGhie, Acting Head of Operational Support

E-mail: [crawford.mcghie@edinburgh.gov.uk](mailto:crawford.mcghie@edinburgh.gov.uk) | Tel: 0131 469 3149

## Links

---

**Coalition pledges**

**Council priorities**

**Single Outcome  
Agreement**

**Appendices**