

# BACKGROUND PAPER



## INVESTMENT IN SCHOOLS

August 2008

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## Investment in Schools

### Primary School Estate Review

#### 1. Introduction

- 1.1 This report is a background paper to supplement the three consultation papers on proposals to close Bonnington, Lismore and Westburn Primary Schools.
- 1.2 The report provides a context for the proposed closures with regard to the investment strategy for the entire school estate. The report also provides a strategic perspective on factors affecting demand for school places.

### Primary School Estate Review

#### 2. Investment in the school estate

##### **School Estate Strategy**

- 2.1 The Council has number of guiding principles governing its management of the school estate. These were formally brought together in the Education Asset Management Plan in 2003. Two of the key themes in the strategic management of the estate are:
  - Achieving a “fit for purpose” estate and making sure buildings meet teaching needs in the Twenty First Century, and
  - Making efficient use of existing resources.

##### **Investment in primary schools**

- 2.2 Between 2000 and the end of 2008, seventeen new or substantially refurbished primary schools will have been completed, providing places for approximately 6,400 pupils in new buildings. Appendix 1 provides a list of these schools. With a current total estate capacity of over 34,000 places, this means that nearly 20% of the primary school estate has been modernised over the last eight years.
- 2.3 Funding for this level of investment has come from three sources;
  - Public/Private Partnership (PPP)
  - Funded wholly by the Council
  - Funded via a joint venture with PARC (a joint venture company set up to regenerate Craigmillar)

- 2.4 All 17 new and refurbished schools replaced existing provision. A key component of the ability to deliver these new buildings was rationalising the number of school places to better match demand. This allowed the release of funding back into investment in new buildings. Frequently schools were amalgamated and since 2000, sixteen primary schools have closed (see Appendix 2), to be replaced with seven new school organisations. The overall effect of this new build, the closure programme and reassessment of capacities has been to reduce the number of places in the primary school estate by around 3,000 places.

#### **Investment in secondary schools**

- 2.5 There has been significant investment in secondary schools since 2000. Out of the 23 secondary schools in the school estate, 12 have been rebuilt, modernised or are currently under construction (see Appendix 3 for details). Once all the schools are operational (programmed for 2010), over 50% of secondary school places will be in new or substantially modernised accommodation.

#### **Future investment in the school estate**

- 2.6 There are commitments for further development of the school estate. Council funding and private developer contributions will deliver a new primary school to serve new housing in the Granton Waterfront. At Craigmillar, PARC and the Council have committed to building a replacement Castlebrae Community High School as part of the wider regeneration of the area.
- 2.7 The Council proposes to build a further three replacement secondary schools, a new primary school and a special school under 'Wave 3' however full funding has still to be secured for this project. The redevelopment of Leith Docks for housing will require both new primary school and secondary school provision to meet the needs of the area - the timing of which will depend on the phasing of development (possibly over a 30 year period) and pupil generation.

#### **Summary on investment in schools**

- 2.8 The Council has invested heavily in modernising the school estate from 2000 onwards and part of the investment strategy has been the closure of schools to facilitate new development. Population change and the shifting pattern of demand means there is a need to regularly review the school estate to ensure that best value is being met.

## **Primary School Estate Review**

### **3. Pupil demand for places and school rolls**

#### **Introduction**

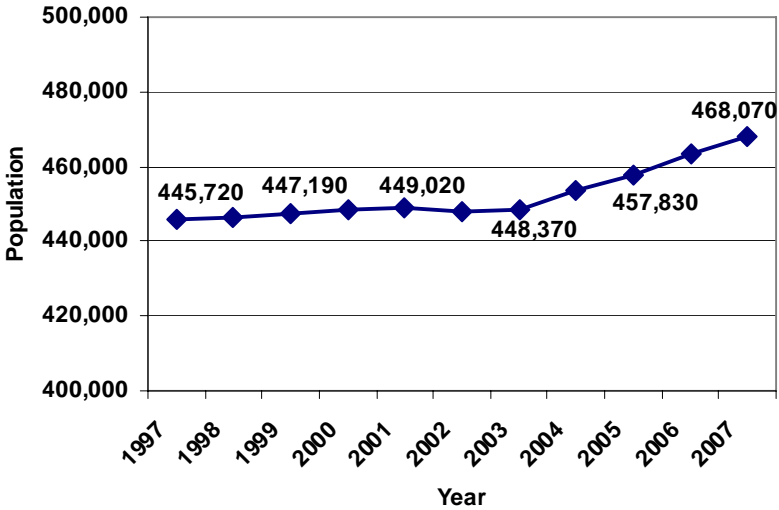
- 3.1 This section focuses on school capacity and demand for school places and helps to explain why the Council is seeking to reduce capacity in the primary school estate.

- 3.2 There are two factors affecting pupil demand - national or regional trends that apply council wide and local influences which apply at a neighbourhood level.
- 3.3 The consultation papers on school closures have focused on local influences such as the number of pupils living in the catchment area, cross pupil movement between primary schools and educational attainment.
- 3.4 This paper considers the impact of national and regional trends under five headings;
  - Population change
  - Population structure
  - Average household size
  - Population projections
- 3.5 The main data source on population is the General Registrars Office (GRO) which produces statistics on an annual or bi-annual basis. The analysis of data in this paper covers the twenty year period between 1997 and 2017. This allows for an examination of past trends and consideration of future projections.

**Population change**

3.6 Between 1997 and 2007, the estimated population of the City of Edinburgh Council grew by over 22,000 – a 5% increase. Most population growth (4%) occurred from 2003 onwards and, prior to this, the population was relatively static.

**Figure 3.1: Estimated population of The City of Edinburgh 1997-2007**

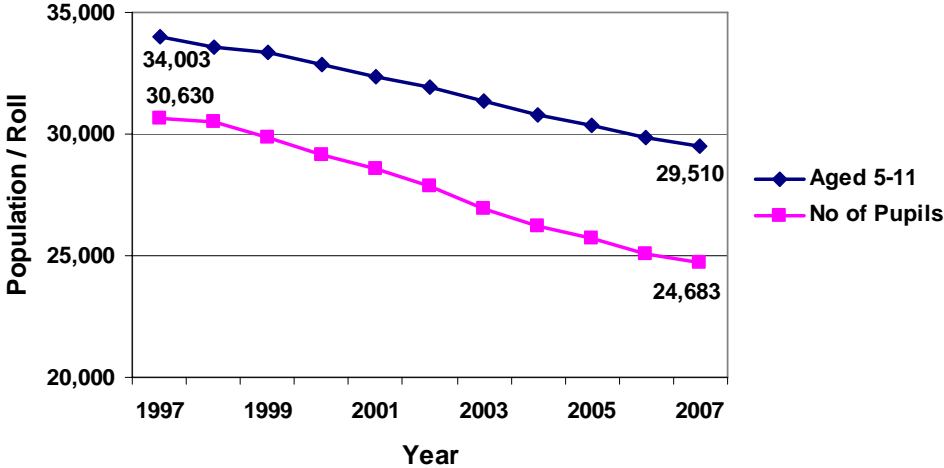


Source: GRO Population Estimates

3.7 Population growth is not evenly spread among the different age bands. Between 1997 and 2007 there was a steady fall in the number of 5 -11 year olds - from over 34,000 to 29,500 (see Figure 3.2). This represents a 13% drop in the total primary school age population.

3.8 Figure 3.2 also shows the number of pupils attending Council primary schools over the same period. The overall school roll has dropped from over 30,500 to under 25,000 pupils (a 19% reduction).

**Figure 3.2: Primary School Rolls and the No of 5-11 Year Olds (1997-2007)**



3.9 There is a strong correlation between the number of 5-11 year olds and the overall school roll. The total estimated primary age population is greater than the number attending local authority schools because of those attending private sector schools and schools outwith Edinburgh Council boundaries. The drop in pupils attending local authority schools has, however, been steeper than the drop in the total population. The divergence between total estimated numbers and those attending local authority schools has increased from 10% to over 16%. The reasons for this divergence are unknown.

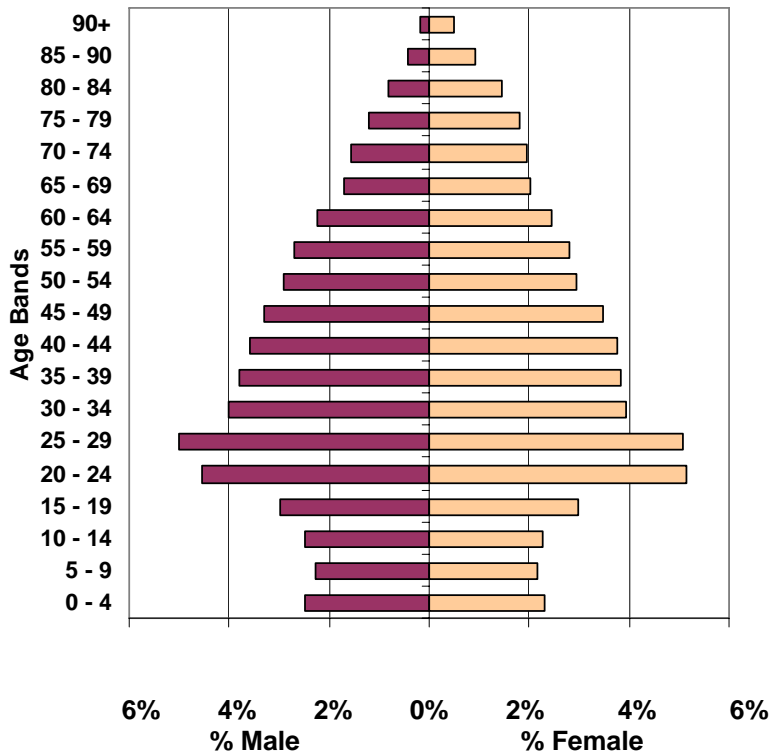
***Population structure***

3.10 The City of Edinburgh Council area has a below average proportion of its population in the 0 -14 age bands compared with neighbouring councils. Figure 3.3 shows the population structure for the City of Edinburgh.

3.11 The population structure of Edinburgh is the shape of a Christmas tree with a noticeably low percentage in three age bands up to fourteen. Factors for this include the high student population, the draw of city for a young workforce, (both factors making the 20-24 and 25-29 age bands disproportionately large), the movement of families out of the city to more affordable family homes and, until recently, the falling birth rate.

3.12 Neighbouring Councils such as East and West Lothian have a more youthful age structure which supports the belief that many families have moved out from the city thereby reducing demand for school places in Edinburgh.

Figure 3.3: Population structure for The City of Edinburgh (1997)

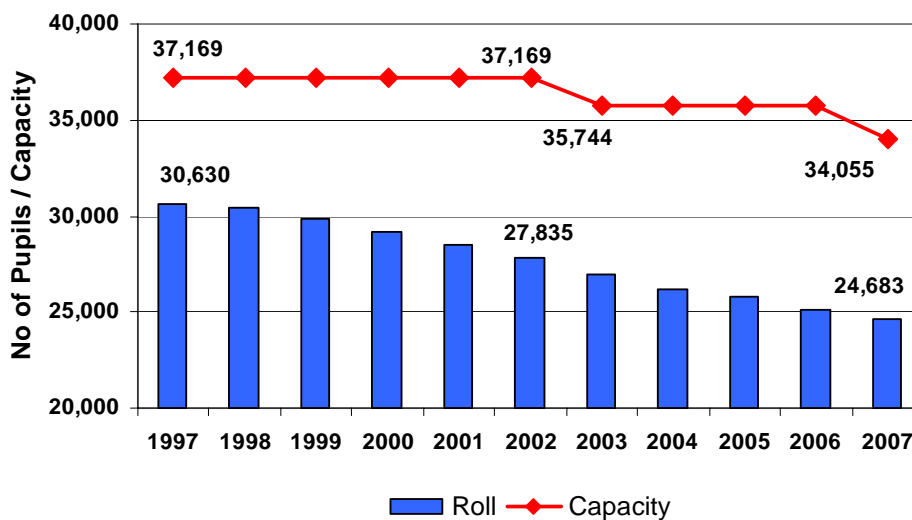


### Capacity in the primary school estate

3.13 The 94 Council primary schools have an overall capacity of 34,000 places. School closures and other reductions in capacity have cut the number of places by around 3,000 since 1997.

3.14 Notwithstanding these reductions, the spare capacity in the school estate has increased to 9,300 places as rolls have fallen. The occupancy level is now 72% - down 10% from 1997.

Figure 3.4: Primary school pupils and school capacity (1997-2007)



3.15 The occupancy level of 72% is not evenly spread across the city. There are four clusters in the city where the occupancy level of 22 schools is below 60%. Table 3.1 lists these clusters which have an average occupancy level ranging from 42% to 53%. A map in Appendix 4 shows the clusters.

**Table 3.1: School Clusters with an Occupancy Rate below 60%**

<b>Cluster</b>	<b>No of Schools</b>	<b>Occupancy Rate</b>
Granton area	5	53%
Leith area	6	42%
Craigmillar/SE Edinburgh	5	46%
Wester Hailes area	6	46%

3.16 Closer evaluation of the schools within the clusters led to the current closure proposals being taken forward for consultation. The three identified schools have a combined capacity of over 1,000 places and their closure would increase the overall estate occupancy level by 3%.

***Average household size***

3.17 One of the reasons that well-established residential areas feature in the clusters with low occupancy rates is the ongoing drop in the average household size.

3.18 House building in Scotland is not primarily driven by population growth - the overall population only rose by over 1% during the last 10 years. The demand is created by a steady drop in the average household size meaning that more dwellings are required for the same number of people.

3.19 Assuming no development, a residential area that contained 5,000 people in 1991 will on average only hold 4,600 in 2011 – a drop in population of 8%. This means that established housing areas will experience a reduction in pupils of primary school age unless new house building takes place over and above the existing stock.

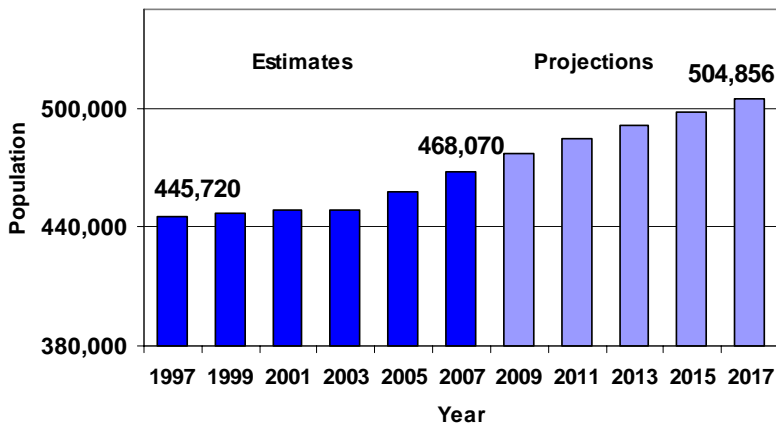
***Population projections***

3.20 The General Registrar Office produces population projections that use past trends to extrapolate forward. The projections are statistically based and assume a continuation of trends. The projections tend to be strongly influenced by recent trends so any sharp changes may carry through the projections creating a compounding, multiplier effect.

3.21 The recent upsurge in the population is reflected in the latest GRO projections as shown in Figure 3.5. This shows the population of Edinburgh rising to over 500,000 by 2016. This would require a population increase of 7.5% over the next ten years. It is too early to predict if the recent population growth will continue at the same level over the period to 2017, but the impact of the recent growth will affect demand for places in the primary school estate.



**Figure 3.5: Estimated and projected population of The City of Edinburgh**



Source: GRO Population Estimates and Projections

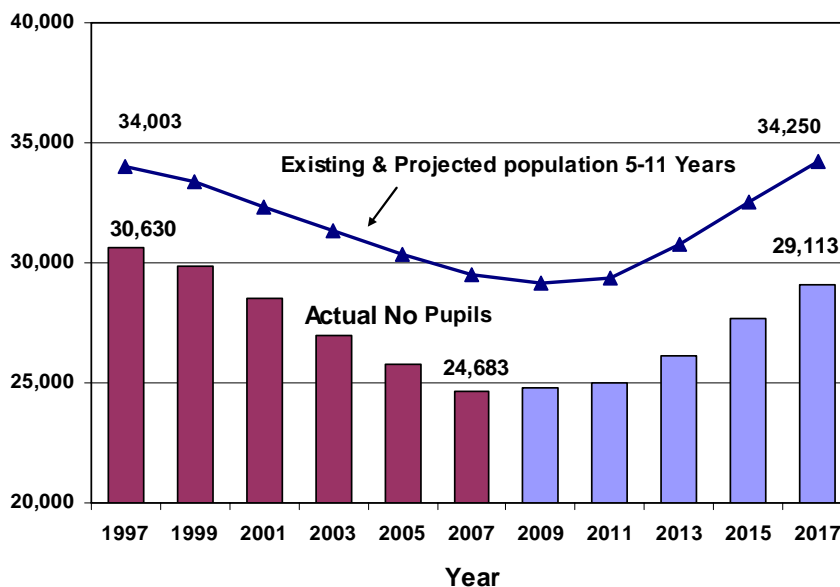
Note: Data for 1997-2007 relates to estimates, from 2008-2017 the data is based on projections

**Potential implications for primary school rolls**

3.22 Whereas the period from 1997 to 2007 was characterised by falling rolls, primary school rolls are expected to “bottom out” around 2009 and thereafter they will start to increase.

3.23 The projections show the population in the 5 -11 age group falling to just over 29,000 in 2009 before rising to over 34,000 by 2017. Assuming that the current differential is maintained between the school rolls and actual numbers, an 85% capture rate factor has been applied to the total population to estimate local authority school rolls – to allow for loss to the private sector and other factors. Figure 3.6 shows that this would result in a total roll of approximately 29,000 pupils by 2017.

**Figure 3.6: Projected population (5-11 Yrs) and primary school roll**



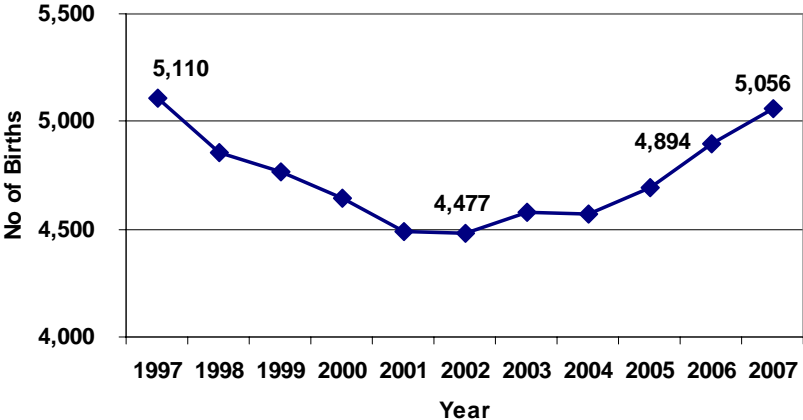
Source: GRO Mid Year Estimates and Population Projections; CEC Actual pupil rolls

- 3.24 There are two factors driving population growth;
- natural change (the increase in births over deaths)
  - net inward migration (the incoming population exceeds the numbers leaving)

3.25 Net migration is very difficult to determine but according to the GRO, some 75% of the projected growth in the council area is expected to come from this source – the other 25% is via natural change.

3.26 Births are officially recorded so provide an accurate measure of trends. Figure 3.7 shows the number of births between 1997 and 2007 in the City of Edinburgh. This increase reflects a trend throughout Scotland. The year 2002 was the lowest point for births. The increase between 2002 and 2007 is almost a mirror reflection of the earlier decline.

**Figure 3.7: Births in The City of Edinburgh Council area 1997-2007**

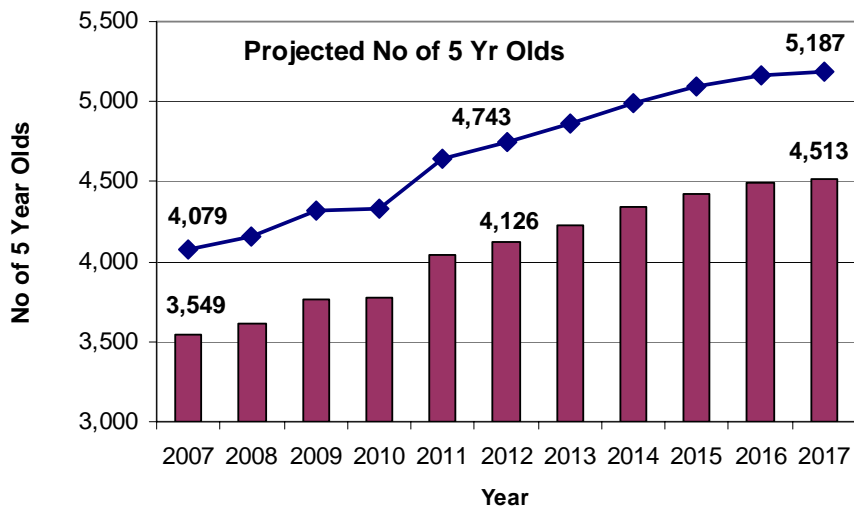


**Predicted Primary 1 intake**

3.27 The increase in births will be reflected in the number of pupils entering primary school. Figure 3.8 shows the projected number of 5 year olds for 2007-2017. This indicates a steady increase, rising from over 4,000 to well over 5,000.

3.28 Between 1997 and 2007 there was a near constant relationship in the number of five year olds living in the Council area and the numbers attending Primary 1. This indicated that 13% of 5 year olds do not attend local authority primary schools, choosing private sector or schools outwith Edinburgh. Assuming a continuation of this relationship, the projected Primary 1 intakes are also shown in Figure 3.8.

**Fig 3.8: Projected number of 5 year olds and projected P1 intake**



Note that the actual 2007 pupil intake was nearly 3,500, some 50 lower than the figure projected by these assumptions

3.29 Set against the GRO projections, the Primary 1 intakes are predicted to grow by 1,000 pupils, from 3,500 to 4,500, by 2017. The GRO projections are revised at two year intervals and can change quite significantly, so caution must be used with the figures, but the trend is clearly upwards.

## Primary School Estate Review

### 4. Conclusions

4.1 The main points to emerge from this paper are:

- Considerable investment has been made in new schools to modernise the estate
- There is currently provision for over 34,000 places in the primary school estate
- Further substantial investment in the school estate is committed or proposed
- Areas proposed for major housing development will have a specific need for new school provision
- There has been a steady drop in primary school rolls between 1997-2007
- The gap between provision and demand has increased to over 9,000 places
- The Council has removed around 3,000 places from the estate over the past eight years but this action has not kept pace with the fall in school rolls
- The overall occupancy level of the primary school estate is now 72% compared to over 80% in 1997
- The current proposed closures would increase the overall estate occupancy level by 3% to 75%

- Over-capacity in the primary school estate is concentrated in four clusters within the city
  - Primary 1 intakes are expected to increase due to higher birth rates
  - The overall number of primary school pupils is expected to rise from 2009-10 onwards.
- 4.2 In preparation for the anticipated increase in pupil numbers in certain parts of the city, the school estate needs to provide a better match between supply and demand in overall terms and in terms of geographical location.
- 4.3 Closing schools is part of the process of managing the estate to ensure that Best Value is being met. The supply of school places must be well located to serve current and expected pupil demand. The places where surplus capacity currently exists do not match the locations with anticipated increases in local populations.
- 4.4 City-wide, the Primary 1 intakes are expected to increase from 2008 onwards. With the occupancy level unevenly spread across the city this will eventually put pressure on the “pinch points” in the school estate to provide extra places. With maximum class sizes at P1 stage now reduced to 25, and aspirationally set at 18 by the Scottish Government, this will place additional pressure on the school estate to make the necessary provision in areas of high demand.
- 4.5 Retaining clusters of under-occupied schools in certain locations while providing for the expected influx of new primary school pupils elsewhere and delivering further new schools will put a huge pressure on the budget. In terms of good management, addressing the issue of over-capacity in specific parts of the city is best met through school closures.

## Appendix 1: Investment in Primary Schools

<b>Primary Schools</b>	<b>Notional Capacity</b>	<b>New/ Refurb</b>	<b>Funding Source</b>	<b>Completed</b>
Pirniehall PS	324	N	PPP1	2002
St David's RC PS	219	N	PPP1	2002
Broomhouse PS	415	N	PPP1	2002
St Joseph's RC PS	199	N	PPP1	2002
Craigroyston PS	415	N	PPP1	2002
Craigour Park PS	415	N	PPP1	2003
Castleview PS	415	N	PPP1	2003
Forthview PS	415	N	PPP1	2003
Oxgangs PS	415	N	PPP1	2005
St Peter's RC PS	415	N	PPP1	2005
Canal View PS (Org created 2005)	415	R	Council	2007
Pentland PS (Org created 2005)	415	R	Council	2007
Currie PS (Org created 2005)	415	R	Council	2007
Niddrie Mill PS	415	N	PARC	2008
St Francis PS	279	N	PARC	2008
<b>Primary Schools</b>				<b>Under construction</b>
Bonaly PS	415	N	PPP2	2008
Juniper Green PS	415	N	PPP2	2008
<b>FUTURE PROPOSALS</b>				
<b>Primary School</b>				<b>Committed</b>
Granton Waterfront PS	415	N	Dev C/ Council	2012
<b>Primary Schools</b>				<b>Proposed</b>
St John's RC PS	415	N	Wave 3	To be determined
<b>Primary Schools</b>				<b>Potential need for new schools</b>
Leith Western Harbour	199	N	Dev C/ Council	To be determined
Leith Docks Regeneration Area	To be determined	N	Dev C/ Council	Requirement to serve new development
Greendykes, SE Edinburgh	199	N	Dev C/ Council	To be determined

Note: N- New building R- Refurbishment  
Dev C = Developer Contribution

## Appendix 2: List of Primary School Closures from 2000-08

School	Year Closed	Building Capacity	Last Roll	Comment
Craigmillar	2000	415	87	Closed
Greendykes	2003	415	153	Amalgamated to form Castleview PS
Peffermill	2003	415	89	Amalgamated to form Castleview PS
Craigmuir	2003	415	140	Amalgamated to form Forthview PS
Inchview	2003	189	98	Amalgamated to form Forthview PS
Fernieside	2003	279	165	Amalgamated to form Craigour Park PS
Moredun	2003	279	145	Amalgamated to form Craigour Park PS
Muirhouse	2003	333	143	Amalgamated to form Craigroyston PS
Silverknowes	2003	415	174	Amalgamated to form Craigroyston PS
Orwell	2004	145	66	Closed
Hunters Tryst	2005	379	94	Amalgamated to form Pentland PS
Comiston	2005	333	278	Amalgamated to form Pentland PS
Riccarton	2005	249	169	Amalgamated to form Curriehill PS
Curriehill	2005	306	249	Amalgamated to form Curriehill PS
Hailesland	2005	379	174	Amalgamated to form Canal View PS
Dumbryden	2005	415	152	Amalgamated to form Canal View PS
<b>Total</b>		<b>5,361</b>	<b>2,376</b>	

### Appendix 3: Investment in Secondary Schools

<b>Secondary Schools</b>	<b>Capacity</b>	<b>New/ Refurb</b>	<b>Funding Source</b>	<b>Completed</b>
Craigmount HS	1,400	N	PPP1	2003
Gracemount HS	650	N	PPP1	2003
The Royal HS	1,200	R	PPP1	2003
Drummond Community HS	600	R	PPP1	2003
Firrhill HS	1,150	R	PPP1	2005
St Thomas of Aquin's	750	N	Council	2002
<b>Secondary Schools</b>	<b>Capacity</b>			<b>Under Const</b>
Forrester HS	900	N	PPP2	2010
St Augustine's RC HS	900	N	PPP2	2010
Holy Rood RC HS	1,200	N	PPP2	2009
Broughton HS	1,200	N	PPP2	2009
Tynecastle HS	900	N	PPP2	2010
Craigroyston Community HS	600	N	PPP2	2009
<b>FUTURE PROPOSALS</b>				
<b>Secondary Schools</b>	<b>Capacity</b>			<b>Committed</b>
Castlebrae Community HS	700	N	PARC	2012
<b>Secondary Schools</b>	<b>Capacity</b>			<b>Proposed</b>
Portobello HS		N	Wave 3	To be determined
Boroughmuir HS		N	Wave 3	To be determined
James Gillespie's HS		N	Wave 3	To be determined
<b>Secondary Schools</b>	<b>Capacity</b>			<b>Potential Need for New Schools</b>
New High School for Leith Docks Regeneration Area	To be determined	N	Dev C/ Council	Requirement to serve new development

Note: N- New building R- Refurbishment  
Dev C = Developer Contribution