

PERTH AND KINROSS COUNCIL

Lifelong Learning Committee

24 August 2016

Transformation – School Estate Review

Report by Director (Education and Children’s Services)

PURPOSE OF REPORT

As part of the Council’s Transformation Programme 2015-2020, a review of the school estate was approved. This report proposes principles to be used in managing the school estate in the future and as the basis of the transformation review. A further report will be submitted to this Committee in November 2016, which will provide an analysis of the school estate on the basis of the principles for approval to potentially proceed with detailed appraisals,

1. BACKGROUND

- 1.1 The School Estate Strategy ([Report No. 12/370 refers](#)) sets out the Council’s aspirations for our schools, and in particular the high value we place on learning, through our vision for well designed, maintained and managed schools.
- 1.2 The school estate is a significant and valuable asset to the communities of Perth and Kinross. Over the next 7 years, the Council will invest £145m in the school estate, including a number of new or replacement primary schools and a substantial upgrade programme for secondary schools. In addition the Scottish Government is funding a new £32.5m secondary school at Bertha Park.
- 1.3 The ongoing revenue costs of the school estate are significant. Education and Children’s Services (ECS) spent £29.1m on the school estate in 2015/16. These costs include rates, energy, cleaning, building maintenance, grounds maintenance and the unitary charge for the Investment in Learning (IIL) schools. There are also revenue pressures associated with new schools, due to additional rates, cleaning and grounds maintenance, all of which need to be funded from existing resources.
- 1.4 It is important, in light of the significant investment and cost associated with the school estate, that it is managed in an efficient and effective manner, and that the priorities which are addressed meet the wider strategic objectives of the Council and the needs of our communities.
- 1.5 The Council’s Transformation Strategy 2015-2020 ‘Building Ambition’ and Organisational Development Framework were approved by Council on 1 July 2015 ([Report No. 15/292 refers](#)). Together they detail how Perth and Kinross Council will deliver transformation over the next five years. Accompanying the strategy is a programme of major reviews, which are considered to be key drivers and enablers of transformation across the organisation.

- 1.6 The purpose of this report is to propose principles which will be used to prioritise future investment in the school estate and as a basis for the transformation review, 'Securing the Future of the School Estate'.
- 1.7 The purpose of the transformation review is to support the delivery of better outcomes for all of our young people through more effective use and management of the school estate.

2. SCHOOL ESTATE PROFILE/PERFORMANCE

Performance

- 2.1 The school estate comprises of 75 primary schools and 10 secondary schools of which 4 are all-through schools. There is also 1 all-through special school and 1 early years childhood centre.
- 2.2 The Service Asset Management Plan, which includes the School Estate Management Plan (SEMP), provides a review of the property assets used by Education and Children's Services to deliver services. Report No. 16/108 approved by Lifelong Learning School Estate Sub-Committee on 3 March 2016 and Lifelong Learning Committee on 9 March 2016 refers.
- 2.3 The SEMP highlights challenges for managing the school estate over the coming years. These include changing population, house building in certain locations, ongoing deterioration in building infrastructure, pressure on planned maintenance budgets, and the extension to Early Years provision and Free School Meals.
- 2.4 The performance of the school estate is measured through the core fact information which details the condition, investment, occupancy, suitability and extent of the school estate. Appendix A details the suitability, condition, pupil roll, approved capacity and occupancy of each school within Perth and Kinross Council which was detailed in the SEMP in March 2016.

Condition

- 2.5 Property condition is graded relative to the nature, construction and age of individual buildings and does not necessarily reflect their condition in comparative terms to a modern new building constructed to current standards and levels of performance or sustainability.
- 2.6 The condition rating is based on a national standard which is used by Local Authorities across Scotland to report condition to the Scottish Government. Condition is measured on a rolling programme, with buildings being surveyed every 2, 3 or 4 years depending on size and value. The following condition information was contained in the SEMP approved in March 2016.

Condition of School Estate (SEMP March 2016)

Category	Description	2016 Plan	
		No.	%
A	Good – performing well and operating efficiently	16	20
B	Satisfactory – performing adequately but showing minor deterioration	55	67
C	Poor – showing major defects and/or not operating adequately	11	13
D	Bad – economic life expired and/or risk of failure	0	0

Note: Newhill and St Stephen's is reported as one building for condition, although they are considered as separate establishments in relation to suitability and occupancy.

Suitability

- 2.7 Suitability seeks to provide a measure of the extent to which a building is appropriate in providing an environment which supports the service it delivers to the community in terms of practicality, accessibility and convenience.
- 2.8 Where works have been carried out on establishments, suitability surveys are carried out on completion to ensure the most up to date suitability information is captured.
- 2.9 The information below is based on the 2013 suitability survey detailed in the 2016 SEMP, with updates for schools which have been upgraded. Suitability is currently being updated and new data will be available from September 2016.

Suitability of School Estate (SEMP March 2016)

Category	Description	2016 Plan	
		No	%
A	Good – Performing well and operating efficiently	25	31
B	Satisfactory – Performing well but with minor problems	43	54
C	Poor – Showing major problems and/or not operating optimally	12	15
D	Bad - Does not support the delivery of services to children and communities	0	0

Note: Struan and Straloch have no current suitability rating as they are mothballed.

Occupancy

- 2.10 The occupancy of a school is calculated by dividing the school capacity (maximum number of pupils) by the school roll (current and projected future pupil numbers).
- 2.11 The planning capacity of a school is a physical, theoretical measure of the total number of pupils which could be accommodated in a school based on the total number of teaching spaces, the size of those spaces and the maximum legal class size. Current Perth and Kinross policy states that each pupil should have 2m² of learning space ie a classroom of 40m² can only accommodate 20 pupils.
- 2.12 The methodology used for pupil projections allows Perth and Kinross Council to project a detailed year by year analysis for each school catchment. The methodology applied for current and projected data uses aggregated and anonymised NHS General Practice (GP) registration data to ascertain future P1 intakes. Future projections also take account of anticipated house building based on the Council's annual Housing Land Audit (HLA).
- 2.13 The occupancy of a school fluctuates year on year but, in order to maintain a sustainable school estate, schools ideally require to operate close to but without breaching capacity.

Occupancy of School Estate (SEMP March 2016)

Occupancy Band	Number of Schools	% of schools
81% - 100%	22	26
61% - 80%	37	44
41% - 60%	14	17
Less than 40%	10	12

- 2.13 Occupancy levels of between 80% and 100% would be the most efficient use of the school estate. However, due to the rural nature of Perth and Kinross, and the resulting travel distances for young people, it is not always possible for each school to operate within an optimal occupancy range.
- 2.14 The Children and Young People (Scotland) Act 2014 required the Council to provide 600 hours of Early Learning and Childcare (ELC) each year for children aged three to five and eligible two year olds from August 2014. The Scottish Government's plans for extending ELC provision to 1140 hours per annum by 2020 is likely to have significant implications on the occupancy of the school estate and therefore will be fundamental to this review.

3 RURAL FACTORS

- 3.1 There is a legal presumption against closure of rural schools. This means that factors such as travel distances and community impact need to be accorded

'special regard' in relation to changes to school provision in line with the Schools (Consultation) (Scotland) Act 2010. These factors will be considered as part of the detail of any appraisal.

3.2 It is proposed that any schools which are classified as 'very remote rural' under Section 14 of the Schools (Consultation) (Scotland) Act 2010 would be exempt from any closure proposal as part of this review. 'Very remote rural' is defined by the Scottish Government as 'Settlements of fewer than 3,000 people and with a drive time of over 60 minutes to a settlement of 10,000 or more'. Further information is available at <http://www.gov.scot/Topics/Statistics/About/Methodology/UrbanRuralClassification>.

3.3 The schools in Perth and Kinross which are classified as 'very remote rural' are:

- Glenlyon Primary School
- Kenmore Primary School
- Kinloch Rannoch Primary School

4. PRINCIPLES

4.1 It is proposed that Committee approves principles, based on the suitability, condition and occupancy of buildings, which will be used to manage the school estate. These principles will be used to prioritise investment and as a basis for the current transformation review.

4.2 The principles are as follows:

- (i) Every school should be rated as A or B i.e. at least satisfactory for condition and suitability;
- (ii) Schools should have an occupancy rate where possible greater than 60% of the capacity and ideally should be operating at between 80% and 100% capacity;
- (iii) Life expired buildings within the school estate should be prioritised for replacement.

5. PROPOSALS

5.1 For the transformation review of the school estate, an analysis of schools on a geographical basis ie by Local Management Group will be developed based on the principles put forward in this paper. This high level analysis will highlight schools where a more detailed appraisal would be of benefit. The detailed appraisals may recommend:

- Capital Investment;
- Reconfiguration of accommodation;
- New schools;
- Shared Headships;
- Catchment reviews; and
- Rationalisation through closure.

5.2 Each school in Perth and Kinross will be assessed against the principles in section 4 above with a view to improving the effectiveness of the school estate, and in particular approval may be sought to carry out a more detailed appraisal:

- If the occupancy of a school is currently less than 60%, based on the school census 2015/16, or is projected to drop below 60% during the next 7 years, other than 'very remote rural' schools; or
- If the occupancy of a school is projected to exceed 95% during the next 7 years; or
- If the current condition or suitability of the school is 'C' or 'D' or there are life expired buildings.

5.3 Note that because of the inherent uncertainty that is present in all pupil projections, especially further into the future, it is sensible that a risk-based approach is used when applying these principles. This may bring into scope (for further appraisal) those schools that are close to the thresholds of these principles.

Additionally, it should be noted that in taking forward detailed appraisals for individual schools, it may be necessary to bring neighbouring schools within the scope of an options appraisal even where those schools do not meet the criteria. This may be the case, for example, where some options are identified which will affect or relate to those neighbouring schools in addition to the affected school and where proper consideration of the options requires that a wider appraisal is undertaken.

5.4 It should also be noted that the condition and suitability information contained in Appendix A was based on the SEMP from March 2016 and that this information will be updated prior to the analysis of the estate.

5.5 It is proposed that this analysis will be submitted to Lifelong Learning Committee in November 2016 for approval to proceed with detailed proposals for affected schools.

5.6 The school estate exists to facilitate learning and teaching and therefore the educational benefits of any change to the school estate must be considered in any review. Educational benefits will be considered as part of any detailed appraisal.

5.7 It should be noted that Perth and Kinross Council must comply with duties outlined in the Schools (Consultation) (Scotland) Act 2010 with regard to catchment reviews, closures, changes to service provision and school builds in new locations.

6. CONCLUSION AND RECOMMENDATIONS

6.1 There are significant challenges for the school estate in the coming years, these include changing populations, house building in certain locations, ongoing deterioration in building infrastructure, pressure on planned maintenance budgets, and the extension to ELC provision.

- 6.2 The purpose of the transformation review is to meet these challenges and support the delivery of better outcomes for all of our young people through more effective use and management of the school estate.
- 6.3 This report puts forward principles under which the school estate will be managed and also as the basis for the transformation review.
- 6.4 It is recommended that the Committee:
- I. Approves the principles on which a high level review of the school estate will take place; and
 - II. Instructs the Director (Education and Children’s Services) to submit a report to this Committee detailing the outcome of the high level review by November 2016, in order that more detailed appraisals can be developed, if required.

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Approved

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Sheena Devlin	Director (Education and Children’s Services)	9 August 2016

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1. IMPLICATIONS, ASSESSMENTS, CONSULTATION AND COMMUNICATION

Strategic Implications	Yes / None
Community Plan / Single Outcome Agreement	Yes
Corporate Plan	Yes
Resource Implications	
Financial	Yes
Workforce	No
Asset Management (land, property, IST)	Yes
Assessments	
Equality Impact Assessment	Yes
Strategic Environmental Assessment	Yes
Sustainability (community, economic, environmental)	Yes
Legal and Governance	Yes
Risk	Yes
Consultation	
Internal	Yes
External	Yes
Communication	
Communications Plan	No

1. Strategic Implications

Community Plan / Single Outcome Agreement

1.1 The proposals relate to the delivery of the Perth and Kinross Community Plan/Single Outcome Agreement in terms of the following priorities:

- (i) Giving every child the best start in life;
- (ii) Developing educated, responsible and informed citizens;
- (iii) Promoting a prosperous, inclusive and sustainable economy;
- (iv) Supporting people to lead independent, healthy and active lives; and
- (v) Creating a safe and sustainable place for future generations.

This report relates to all of these objectives.

Corporate Plan

1.2 The Perth and Kinross Community Plan 2013-2023 and Perth and Kinross Council Corporate Plan 2013/2018 set out five strategic objectives:

- (i) Giving every child the best start in life;
- (ii) Developing educated, responsible and informed citizens;
- (iii) Promoting a prosperous, inclusive and sustainable economy;
- (iv) Supporting people to lead independent, healthy and active lives; and
- (v) Creating a safe and sustainable place for future generations.

This report relates to all of these Objectives.

1.3 The report also links to the Education & Children's Services Policy Framework in respect of the following key policy area:

- Maximising Resources

2. Resource Implications

Financial

- 2.1 The Council set a 7 year Capital Budget for 2015/16 to 2022/23 at its meeting on 12 February 2015 ([Report No. 15/37 refers](#)). Revisions to the budget for these 7 years have been considered by the Strategic Policy and Resources Committee throughout the year. The meeting of the Council on 22 June 2016 approved the Composite Capital Budget 2016/23 ([Report No. 16/277](#)).
- 2.1.1 Any additional revenue implications identified through either the existing capital programme, or future capital programmes, with the exception of the new secondary school, will require to be submitted as part of an expenditure pressure with a corresponding saving through the ECS revenue budget process.
- 2.1.2 There are no direct financial implications arising from this report other than those reported within the body of the main report.

Workforce

- 2.2 There are no direct workforce implications arising from this report.

Asset Management (land, property, IT)

- 2.3 There are no direct asset management implications arising from this report other than those reported within the body of the main report.

3. Assessments

Equality Impact Assessment

- 3.1 Under the Equality Act 2010, the Council is required to eliminate discrimination, advance equality of opportunity, and foster good relations between equality groups. Carrying out Equality Impact Assessments for plans and policies allows the Council to demonstrate that it is meeting these duties.
- 3.1.1 The information contained within this report has been considered under the Corporate Equalities Impact Assessment process (EqIA) with the following outcome and has been assessed as **not relevant** for the purposes of EqIA.

Strategic Environmental Assessment

- 3.2 The Environmental Assessment (Scotland) Act 2005 places a duty on the Council to identify and assess the environmental consequences of its proposals.
- 3.2.1 However, no action is required as the Act does not apply to the matters presented in this report. This is because these matters relate to the School Estate Strategy which is being considered under the Act as part of The Council's Asset Management Plan.

Sustainability

- 3.3 Under the provisions of the Local Government in Scotland Act 2003 the Council has to discharge its duties in a way which contributes to the achievement of sustainable development. In terms of the Climate Change Act, the Council has a general duty to demonstrate its commitment to sustainability and the community, environmental and economic impacts of its actions.

The information contained within this report has been considered under the Act. However, no action is required as the Act does not apply to the matters presented in this report.

Legal and Governance

- 3.4 The Head of Legal Services has been consulted in the preparation of this report.

Risk

- 3.5 A risk log will be maintained for this project.

4. Consultation

Internal

- 4.1 The Head of Democratic Services, Head of Finance, Head of Legal, Head of Property Services and Corporate Asset Management Team Leader have been consulted in the preparation of this report.

External

- 4.2 Participation and involvement of the community are critical to the ongoing and future success of school estate investment and an emphasis is placed on ensuring consultation, over and above that which might be required in terms of planning requirements and statutory consultation requirements.

2. BACKGROUND PAPERS

- 2.1 No background papers, as defined by Section 50D of the Local Government (Scotland) Act 1973 (other than any containing confidential or exempt information) were relied on to any material extent in preparing the above report.

3. APPENDICES

Appendix A – School Suitability, Condition, Roll, Capacity and occupancy based on SEMP approved in March 2016.

Appendix A

School Suitability, Condition, Roll, Capacity and occupancy based on SEMP approved in March 2016.

Establishment Name	Overall Condition	Overall Suitability	Roll (Census 2015)	Capacity	Occupancy %
Abernethy Primary School	A	A	148	283	52
Abernyte Primary School	B	A	8	44	18
Aberuthven Primary School	C	C	31	46	67
Alyth Primary School	C	B	172	279	62
Arngask Primary School	B	B	84	98	86
Auchtergaven Primary School	B	B	118	150	79
Balbeggie Primary School	B	A	53	73	73
Balhousie Primary School	C	C	113	224	50
Blackford Primary School	B	B	62	75	83
Blair Atholl Primary School	B	A	24	50	48
Blairgowrie Community Campus	A	A			
Newhill Primary School	Reported under campus	Reported under campus	365	423	86
St Stephen's RC Primary School	Reported under campus	Reported under campus	89	100	89
Blairgowrie High School	B	B	801	1058	76
Blairingone Primary School	B	B	7	25	28
Braco Primary School	B	C	53	68	78
Breadalbane Community Campus	A	A			
Breadalbane Academy Primary School	Reported under campus	Reported under campus	216	302	72
Breadalbane Academy Secondary School	Reported under campus	Reported under campus	469	784	60
Burrelton Primary School	B	B	89	98	91
City of Perth Early Childhood Centre	A	B			
Cleish Primary School	B	C	52	64	81
Collace Primary School	B	B	17	49	35
Community School of Auchterarder	B	A			
Community School of Auchterarder Primary School	Reported under Community School of	Reported under Community School of	370	514	72

Establishment Name	Overall Condition	Overall Suitability	Roll (Census 2015)	Capacity	Occupancy %
	Auchterarder	Auchterarder			
Community School of Auchterarder Secondary School	Reported under Community School of Auchterarder	Reported under Community School of Auchterarder	446	799	56
Comrie Primary School	B	B	146	197	74
Coupar Angus Primary School	B	B	179	333	54
Craigie Primary School	B	A	173	217	80
Crieff Primary School	A	A	374	466	80
Dunbarney Primary School	B	A	189	207	91
Dunning Primary School	A	A	114	125	91
Errol Primary School	A	A	201	217	93
Fairview School, Perth	A	A	62	65	95
Forgandenny Primary School	B	B	44	67	66
Forteviot Primary School	C	B	14	50	28
Fossoway Primary School	A	B	103	150	69
Glendelvine Primary School	B	B	27	75	36
Glenearn Community Campus	A	A	340	418	81
Glenlyon Primary School	A	A	11	25	44
Goodlyburn Primary School	B	B	237	302	78
Grandtully Primary School	B	B	11	43	26
Greenloaning Primary School	B	B	12	49	24
Guildtown Primary School	B	B	19	46	41
Inchture Primary School	B	B	181	264	69
Invergowrie Primary School	A	A	196	283	69
Kenmore Primary School	B	C	42	75	56
Kettins Primary School	B	B	24	46	52
Kinloch Rannoch Primary School	B	C	32	50	64
Kinnoull Primary School	B	B	169	203	83
Kinross Primary School	C	B	441	530	83
Kirkmichael Primary School	B	B	49	72	68
Letham Primary School	B	B	233	301	77
Loch Leven Community Campus	A	A	1022	1286	79
Logiealmond Primary School	B	B	12	48	25
Logierait Primary School	B	A	17	50	34
Longforgan Primary School	B	C	112	144	78

Establishment Name	Overall Condition	Overall Suitability	Roll (Census 2015)	Capacity	Occupancy %
Luncarty Primary School	B	A	146	194	75
Madderty Primary School	B	B	66	73	90
Meigle Primary School	B	C	39	71	55
Methven Primary School	C	B	120	229	52
Milnathort Primary School	B	B	203	257	79
Moncreiffe Primary School	B	A	159	238	67
Murthly Primary School	B	B	56	73	77
Muthill Primary School	B	C	64	100	64
North Inch Community Campus	A	A			
St John's RC Primary School	Reported under campus	Reported under campus	402	418	96
St John's RC Secondary School	Reported under campus	Reported under campus	594	838	71
North Muirton Primary School	C	B	233	290	80
Oakbank Primary School	A	A	378	434	87
Our Lady's Primary School	B	A	239	316	76
Perth Academy	B	C	960	1218	79
Perth Grammar School	B	C	1024	1182	87
Perth High School	C	C	1457	1546	94
Pitcairn Primary School	B	B	80	125	64
Pitlochry High School	C	B			
Pitlochry High School Primary	Reported under Pitlochry High School	Reported under Pitlochry High School	193	300	64
Pitlochry High School Secondary	Reported under Pitlochry High School	Reported under Pitlochry High School	144	237	61
Portmoak Primary School	B	B	115	150	77
Ratray Primary School	B	B	229	371	62
Robert Douglas Memorial School	B	B	437	462	95
Royal School Of Dunkeld	B	B	156	217	72
Ruthvenfield Primary School	C	B	61	91	67
St Dominics Primary School	B	B	141	142	99
St Madoes Primary School	B	B	144	150	96
St Ninians Primary School	B	B	63	150	42
Stanley Primary School	B	A	80	217	37
Straloch Primary School (mothballed)	B	n/a	n/a		

Establishment Name	Overall Condition	Overall Suitability	Roll (Census 2015)	Capacity	Occupancy %
Strathearn Community Campus	A	A	577	959	60
Struan Primary School (mothballed)	B	n/a	n/a		
Tulloch Primary School	C	B	343	373	92
Viewlands Primary School	B	B	345	395	87