



Glasgow City Council

Education, Skills and Early Years City Policy Committee

Report by Executive Director of Education Services

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Education Estate Asset Plan 2020 – 2030

Purpose of Report:

To provide the Committee with the draft Education Asset Plan and to seek their views.

Recommendations:

The Committee is asked to:

- Consider the draft Education Asset Plan
- Ask the Executive Director to take the final plan to the City Administration Committee for approval
- Note that the Executive Director is planning Ward briefings for elected members
- Ask the Executive Director to bring back reports on progress to Committee.

Ward No(s):

Citywide: ✓

Local member(s) advised: Yes No consulted: Yes No

1 Introduction

- 1.1 In February 2019 the Council approved its first ever overarching Property and Land Strategy covering the period 2019-2029 ([link](#)). The strategy covers all land and property assets owned and operated by the council, and is underpinned by three complementary and interdependent plans; community assets ([link](#)), heritage assets (*plan being updated*) and vacant and derelict ([link](#)) asset plans.
- 1.2 In 2012 the council launched its refreshed Education Estate Strategy 2012-2017, the 4Rs Strategy for Glasgow – Right Schools, Right Size, Right Place, Right Time, which focused on the four key challenges of improving the quality of the school estate, managing the increasing population of the city, meeting the needs of community and effective planning of supply and demand. These key themes are still relevant and this updated Education Estate Asset Plan 2020-2030 will not only focus on these, but also align and support the objectives of the wider Property and Land Strategy.
- 1.3 Within the Council's portfolio of operational buildings, the education estate is the largest sub-set, and currently comprises:

Establishment Type	No. of Establishments
Nurseries	110
Primary schools	139
Additional Support for Learning (ASL) Establishments	22
Secondary schools	30

A number of these establishments are co-located, for example, through campuses which share parts of the building such as sports and dining facilities.

- 1.4 Within the learning estate, there is also a mix of property related operating models. Of our 30 mainstream secondary schools, 29 of them are operated through a Public Private Partnership (PPP) model, with the GME secondary school being owned and operated directly by the council. Our entire stand-alone ASL estate (ie all establishments that are not co-located in a school) are owned and operated directly by the Council, and this is also the case with our early years estate. Of the 139 primary schools within the estate, 136 of these are owned and operated by the council directly, one (Knightswood Primary) forms part of the PPP estate, and two (Blairdardie and Carntyne) are part of a Design, Build, Finance and Maintain (DBFM) operating model.

- 1.5 In the last 10 years, the demography within Glasgow has changed significantly. After many years of population decline, the population has increased by 6.7% and between 2016 and 2026 the population of Glasgow City is projected to increase from 615,070 to 639,657. This is an increase of 4.0%, which compares to a projected increase of 3.2% for Scotland as a whole.
- 1.6 Glasgow has a predicted secondary pupil roll growth forecast at 18% over the next decade and a predicted primary pupil roll growth of 4% in the next two years.
- 1.7 Between 2016 and 2026 the number of young people aged 0 to 15 is predicted to rise by 6.7%. This predicted growth requires to be planned for and responded to in order that the needs of children, young people and communities across the city can be met.
- 1.8 However, this growth is not distributed evenly across the city, which means that we have some parts of the city where school capacity is under pressure and others where there is excess capacity. This necessitates regular monitoring of pupil rolls and engagement with stakeholders to ensure that the decisions we make meet the needs of local communities in the short, medium and long terms.
- 1.9 The council remains committed to providing high quality learning and teaching environments for the learners of the future. This will ensure that children, young people, staff and communities have high quality, vibrant, learning and teaching environments which support the council's commitment to raising attainment and achievement. This remains an underpinning principle within our asset plan.
- 1.10 For example, major housing development in areas such as, Gorbals, Laurieston, Possilpark/Ruchill, City Centre, Cowlands, Yorkhill, Wallacewell, Easterhouse and Baillieston may increase pressure on meeting educational delivery needs. Whether these developments will have an impact on demand for nursery, primary or secondary capacity is wholly dependent upon their delivery programme, however, not all of these proposed developments have a firm timescale or programme at this time.
- 1.11 Glasgow's 'City Centre Living Strategy' is one example of the city's regeneration and development aspirations. This will set a vision for the city centre, targeting young professionals with families to live and work around the city centre. This will mean that the education estate needs to respond to this changing demograph and plan to meet this new demand through existing schools or extending or building new ones.
- 1.12 Glasgow City Council is also committed to its continued support for the development of Gaelic language with demand for Gaelic medium education (GME) continuing to increase. A statutory consultation on the future provision of GME in the city closed on 26th January 2020.

- 1.13 The predicted growth of secondary school-aged young people might suggest the requirement for a new secondary school, however, demand is predicted to be spread across a number of areas in the city which would not be resolved with the creation of one new school. Therefore, the preferred approach is the creation of additional capacity across several existing schools through extensions.
- 1.14 As a result of significant financial investment in the last 20 years, the education estate is, overall, in good condition. Most recently, the education estate has benefited from new buildings supported through finance in partnership with the Scottish Government, as well as the investment through the 4Rs Strategy, and in August 2019, the Council opened its first entirely new primary school (ie not a replacement building), Riverbank Primary School. Of the funding made available since 2013, totalling £324m, 36% has been utilised to construct new schools and 64% to refurbish and improve the existing estate.
- 1.15 This has seen a significant improvement in the quality of the education estate and although the estate has benefitted from this rejuvenation, much still remains to be done to ensure that all Glasgow's children, young people, staff and communities benefit from sustainable high quality learning and teaching environments.
- 1.16 On an annual basis, the council is required to report to the Scottish Government on the condition and suitability of the Primary and Secondary Estate. As at November 2019, the council had no primary or secondary schools classified as being C or D rated for condition or suitability. A key theme of the asset plan will be to ensure that the estate remains in this condition.

2. Current & Future Needs, Demands and Challenges

2.1 Condition

- 2.1.1 The education estate in Glasgow is diverse, ranging from Victorian and Edwardian sandstone schools, through the concrete pre-fabricated era of the 1970's to the ultra-modern and state of the art recently completed new-build schools, and, as already noted, following a long period of continuous investment the estate is, overall, in good condition.
- 2.1.2 However, given that the estate comprises a variety of different school construction types across a very wide range of vintages, there is a need for continuous and ongoing investment.
- 2.1.3 There is a portion of our estate which forms part of either a PPP or DBFM operating model, and as such, ongoing planned preventative and lifecycle maintenance programmes form part of the contractual operating models. However, by far the majority of the estate is operated directly by Glasgow City Council.

2.1.4 Part of our asset plan, therefore, must be to look at ways in which – within the constraints of our annual revenue model – we can move towards a more structured model which includes planned preventative and lifecycle maintenance thereby ensuring that the estate remains in good condition.

2.2 Population Pressure

2.2.1 Following many years of population decline, the city is growing again, creating a continued increase in the school-aged population across all sectors of the estate. Over the last 20 years, in response to population decline, the school estate in the city has been rationalised, with under-occupied and poor condition buildings removed. With the city now growing again, the estate is having to meet the new upward trend in population due to the success of Glasgow's regeneration and new housebuilding policies and programmes. This is putting pressure on the school infrastructure to support the increasing demand for primary and secondary school places.

2.2.2 In terms of the population increase, this is manifesting itself in two distinct ways:

- As a direct consequence of specific large scale housing development and construction which creates very local and bespoke capacity issues, and
- A more general trend of population increase and demographic change which creates additional demand across the entire estate.

2.2.3 The city's most recent response to this increasing population has been the creation and completion of its first new school for around 40 years at Dalmarnock, the new Riverbank Primary School, which was constructed to meet the demand created by the significant housing constructed as part of the Commonwealth Games legacy of 2014. Construction of another entirely new primary school commenced in late 2019 in the Maryhill area of the city as a result of housing development in the immediate and surrounding areas.

2.2.4 Population changes require to be monitored carefully as there are a range of complex variables which need to be taken into consideration before a new school is planned and developed. The local context needs to be taken into consideration, for example, patterns of enrolment in local schools, the balance between denominational and non-denominational provision, transition from primary to secondary and the availability of land for construction or the availability of an existing building which could be re-purposed.

3. Our Asset Plan 2020-2030

Our 2020-2030 asset plan will focus on the following key themes:

3.1 Condition & Suitability

3.1.1 Given the significant levels of capital investment that the council has made available over the previous 10-years to get the estate into A or B condition, efforts to maintain our estate at this level are essential. The existing estate will continue to degrade with the passage of time, and therefore the creation of programmes of planned preventative and lifecycle maintenance is our goal, in much the same way as it currently is within our PPP and DBFM estate. Every pound spent on pro-active maintenance will save approximately 20% of the cost of repair after something has failed.

3.1.2 Whilst 29 of our secondary schools, one of our ASL schools (co-located with a secondary) and three of our primary schools have operating models (through PPP or DBFM) which make provision for robust programmes of pro-active maintenance and lifecycle replacement, the remaining estate of 136 primary schools, one secondary school, 21 ASL schools and 110 nurseries rely exclusively on the annual revenue made available each year (which includes obligations in relation to statutory compliance, eg fire alarm maintenance, legionella testing, fixed electrical testing, asbestos management, etc.). This plan proposes a review of the annual revenue funding to maintain our estate in good condition.

3.2 Demand vs Capacity

3.2.1 With the school aged population continuing to increase across all sectors of the estate, school rolls across the city will continue to be monitored on an annual basis. Increasing or augmenting capacity in the built environment is not something that can be undertaken quickly, and therefore, early identification of rising rolls “hotspots” is essential. It is worth noting that our investment will be targeted to ensure that catchment children are able to be accommodated in their local schools in line with our policy of local schools for local children.

3.2.2 In terms of addressing and increasing capacity, the council will continue to select the most appropriate from a variety of interventions, such as:

- Reconfiguration of existing space/s within educational settings
- Creation of new space/s within existing building/s
- Temporary Classrooms (modular augmentation)
- Permanent Extensions
- Catchment area change
- Reconfiguration of transport arrangements
- New School construction

3.2.3 Our plan proposes the following capacity related projects to be explored and potentially developed further:

- Creation of a city centre school to support the City Centre Living Strategy and to ease the pressure on existing schools due to housing development in Gorbals/Laurieston/Govanhill
- Creation of an additional GME Primary School in the North East of the city
- Re-provisioning of additional GME Secondary capacity (within the existing GME Secondary)
- Permanent and temporary extensions where required within the primary and secondary estate
- Ongoing monitoring of the need to create new primary schools in areas of the city experiencing significant housing growth

3.3 A Suitable & High Quality Learning Estate

3.3.1 We are ambitious for all our learners in the city's schools and nurseries. We want our schools and nurseries to enable children and young people to learn in teaching spaces which allow flexible approaches to learning and teaching, provide opportunities for imaginative and purposeful play both indoors and outdoors and inspire our learners whatever their age. Digital learning must continue to be placed at the heart of learning and teaching, which will include the effective deployment of new and "state of the art" ICT infrastructure.

3.3.2 The inclusion of an "Inspiring Learning Space" (ILS) in every new build we construct and exploiting opportunities to retro-fit ILS spaces within the existing estate is an aspiration of our plan.

3.3.3 Our outdoor spaces must also be inspiring and promote a strong sense of wellbeing. The planned improvements which have provided better quality multi-use games areas (MUGAs) will continue across the primary and secondary learning estate.

3.4 Environmental Sustainability / Climate Resilience / Energy Reduction / Net Zero Carbon

3.4.1 As part of any asset plan, environmental sustainability, climate resilience, energy and carbon reduction measures will be a key strand of activity and an underlying principle upon which all physical interventions will be built.

3.4.2 Intrinsically, any new build project will have a statutory requirement to meet environmental standards and regulations, however our aim will be to go beyond mere compliance and demonstrate best practice, not least of which is the newly adopted Glasgow Gold Hybrid Standard where all applicable planning applications submitted from 1st September 2018 will be required to meet Gold Level Compliance plus 20% Low and Zero Carbon Generating Technologies (LZCGT) (<https://www.glasgow.gov.uk/article/20790/SG-5-Resource-Management>) . There are various ways in which these targets can be met, with "carbon off-setting" being used as a means by which to achieve accreditation.

3.4.3 The approach from the Property and Land Services team, however, will be to make the best possible use of our building assets, and thereafter reduce the amount of energy required to operate the building in the first place with highly efficient building fabric, energy efficient and well controlled electrical and mechanical plant and appliances, and supported by a programme of planned preventative maintenance. In addition, the appropriate use of renewable generation will be considered for all sites. “Carbon off-setting” will only be utilised as the last means by which accreditation can be achieved and even then, local off-setting will be prioritised.

3.4.4 In order to demonstrate a positive contribution to the climate resilience of not only any individual new build project, but also the wider community, opportunities will be sought to deliver best practice in terms of sustainable surface water management, that enables council assets to set a high standard in terms of flood risk management for others to follow. This recognises that the [National Flood Risk Assessment 2018](#), undertaken by SEPA, predicts 45,200 properties ‘at risk’ of flooding in Glasgow currently, with this forecast to grow to 57,000 by 2080 due to climate change. Analysis by [Climate Ready Clyde](#) has also identified flooding resulting from increased rainfall as the biggest challenges facing the city region.

3.4.5 Notwithstanding the new-build programme’s default position, opportunities to retrofit our existing estate to make it, and the communities which it serves, more resilient to the impacts of climate change will be explored. Measures to reduce energy consumption, surface water run-off (to reduce flood risk for the wider community), and carbon emissions will continue to be undertaken where the technology, products and available budget allow and in line with council policy and strategy on climate change. Following on from significant improvements made under the recent investment programme on interventions such as new windows, LED lighting, water management systems, roof and wall insulation, etc, officers from the Property and Land Services team will continue to identify opportunities to improve our existing estate.

3.4.6 Officers from Property and Land Services will continue to work with colleagues in the Carbon Management Team within Neighbourhoods and Sustainability to identify innovative products and techniques that can be used to reduce the reliance of the existing estate on fossil fuels, reduce flood risk and reduce overall energy consumption.

4. The PPP Estate

4.1 29 of the council’s secondary schools and one of the primary schools are currently operated through a PPP contract. The current PPP contract is due to end 30/06/2030. As the termination of the contract approaches, officers from the Property and Land Services team, Legal Services and Education Services,

approximately five years prior to the termination date, will be required to intensify the monitoring role that we have in relation to the condition of the schools in the contract to ensure that at the termination date, the schools will meet the required standards of condition as set out in the contract.

5. Links with the Property & Land Strategy

- 5.1 The council adopted its Property and Land Strategy in February 2019, and subsequently prepared a suite of complementary asset plans.
- 5.2 An imperative within this Education Estate Asset Plan will be to ensure that links with the key themes of the Property and Land Strategy form part its development.
- 5.3 For example, the Community Asset Plan makes reference to the creation of “Community Hubs” and opportunities for “Co-Location” of services, therefore, when considering any investment in a new school or significant extension, cognisance will be given to exploring the opportunities that may exist for other services to be delivered from the building/s. For example, the proposal to construct a new building at Scaraway Nursery includes the potential for the co-location of complementary local services thereby forming a larger community hub.
- 5.4 Similarly with regard to the Heritage Asset Plan, utilisation of our heritage estate will be explored as part of any new buildings required within the Education Estate. For example, the proposal to re-purpose an early years facility within the C.R.McIntosh Scotland St School, the proposal to create the city’s fourth GME Primary in the former St James’s School, and some early proposals around the provision of a City Centre School are good examples of this approach.
- 5.5 Education Services has a close working relationship with the PALS team. The research team links with relevant staff to ensure population data is consistently applied when monitoring pupil numbers. PALS officers are engaging with colleagues in planning to identify and maximise the potential for developers’ contributions on future developments.

6. Consultation and Engagement with stakeholders

- 6.1 Schools (Consultation) (Scotland) Act 2010, this legislation requires to be used when a local authority has plans to open a new school or has plans to change the entry criteria for a school, for example, changing a catchment area.
- 6.2 The legislation sets out the process required for the statutory public consultation which would require to take place.
- 6.3 The Council values the views of all stakeholders and recognises the key role that education plays in the economic development of the city. Therefore, prior to any proposal being developed the Council will engage with an appropriate

range of stakeholders to explore options to inform decision-making and designs.

7. Policy and Resource Implications

Resource Implications:

- Financial:* There will be significant financial implications emerging from this strategy. These will be considered as part of the council's financial planning and annual budget process over the term of the strategy. The council will seek to maximise external funding from the Scottish Government Learning Estate Investment Programme.
- Legal:* Where appropriate, consultations will be held in line with the Schools (Consultation) (Scotland) Act 2010.
- Personnel:* New schools and nurseries will require additional staffing.
- Procurement:* Procurement will be carried out in line with council policy and considered on a project by project basis dependent upon the specific circumstances, e.g GCC owned and operated properties; PPP properties, etc.

Council Strategic Plan: This proposal supports the Council's commitment to Excellent and Inclusive Education:
Priorities: 22, 26, 31, 33, 35, 37

Equality and Socio-Economic Impacts:

- Does the proposal support the Council's Equality Outcomes 2017-21* The individual proposals that will come from the education estate asset plan will be assessed on a case by case basis, however, the overall proposal contained within this paper will continue to support the council's equality outcomes and ensure that inclusive education is available to all.
- What are the potential equality impacts as a result of this report?* None identified at this stage.
- Please highlight if the policy/proposal will help address* None identified at this stage

*socio economic
disadvantage.*

Sustainability Impacts:

<i>Environmental:</i>	None identified at this stage, however, individual projects will be assessed against this criteria.
<i>Social, including opportunities under Article 20 of the European Public Procurement Directive:</i>	As above
<i>Economic:</i>	As above

Privacy and Data Protection impacts: None identified at this stage

8. Recommendations

The Committee is asked to:

- Consider the draft Education Asset Plan
- Ask the Executive Director to take the final plan to the City Administration Committee for approval
- Note that the Executive Director is planning Ward briefings for elected members
- Ask the Executive Director to bring back reports on progress to Committee.