

STIRLING LOCAL DEVELOPMENT PLAN: Draft Proposed Plan

BACKGROUND REPORT: EDUCATION PROVISION

October 2011

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1. Education Provision – Current position

Stirling Council has 12 standalone nurseries, 40 primary schools and 7 secondary schools. The education authority also has specialist provision in the form of Gaelic Medium provision, a special school and primary and secondary support services. Primary schools vary in size from small single class schools in the west of the council area to large primary schools in the east

Pupil rolls within the Stirling Council Area have not reflected national trends. Stirling has seen a 6.5% rise in secondary pupil rolls from 1996 to 2010, whilst over the same period nationally there has only been a 1.7% rise. In the primary sector, Stirling has seen a drop of 4.8% whilst nationally there has been a 10.1% drop. Whilst initially this indicates that additional capacity should be available, over the same period of time the capacity of schools have reduced due to 2 changes in class sizes. In effect this has reduced the capacity of a single and double stream primaries by 6%. Rationalisation of establishments has also reduced pupil capacity by 240 pupil spaces.

In recent years the school estate has seen substantial changes. All Stirling Council Secondary Schools have been refurbished or replaced. Secondary Schools have been replaced as part of a £100M PPP scheme and recently Bannockburn High School has had a major refurbishment in the region of £11M. The school estate strategy has also made investment in a number of primary schools and specialist provision in recent years.

The capacity of schools is set by individual local authorities but reflects both national and local policy. The council has policies relating to the capacity of primary and secondary schools. These are included as Appendices A and B this Report. The service recognises that classes should be formed for educational benefit and recognises the desire of parents and pupils to attend their catchment school. For

forward planning calculations and planning applications, the optimum capacity is used. This represents an 87% occupancy of the working capacity, where all the classes are full. The optimum capacity indicates where there could be problems in class formation within a primary school, and as such is a trigger point used to monitor potential growth through increased school rolls. Where the 87% is exceeded, it would be expected that measures are put in place to address occupancy.

Working capacity is based on the number of classes and the classes being at the maximum for that particular configuration. Whereas optimum capacity recognises that beyond 87% schools can have difficulties forming class structures. The optimum capacity is used to calculate the medium to long term planning of the school.

2. Primary School Capacity and Provision

Stirling Council has a diverse range of schools varying from single classroom schools, where composite class arrangements accommodate all year stages to large primary schools with multiple classes at each individual year stage. Given the limited options to change existing catchment areas and that even small developments could have substantial impact on rural schools, a two approach strategy has been developed. The core area of the existing catchments of Bannockburn, Stirling and Wallace High Schools offers a comprehensive solution of catchment reviews and strategic increase of school capacity. This solution would not lend itself to the rural catchments of Balfron and McLaren. Dunblane has also been excluded from the Core solution for education, due to its distinct location and boundaries from the core area.

Of the 17 schools within the Core Area (Stirling city and eastern villages – excluding Dunblane) 2 are currently operating at optimum capacity. When pupil products from programmed housing in the 2010 (revisited) housing land audit is included, this increases to 6 schools that are exceeding optimum capacity and in some cases exceeding working capacity. In applying proposed levels of build from the Local Development Plan new supply housing proposals, the number of schools exceeding optimum capacity increases to 10.

	Optimum Capacity reached currently (2011)	Optimum Capacity reached after HLA included to 2023	Optimum capacity reached after LDP to 2023 included
School	Braehead Primary	Braehead Primary	Bannockburn Primary
	Cornton Primary	Cornton Primary	Braehead Primary
		East Plean Primary	Bridge of Allan Primary
		Raploch Primary	Cornton Primary
		Riverside Primary	Cowie Primary
		St Ninian's Primary	East Plean Primary
			Fallin Primary
			Raploch Primary
			Riverside Primary
			St Ninian's Primary

The modelling uses a pupil product of 0.3 pupils per property. This mirrors the product of the housing mix identified below when combined with existing pupil product of 0.21 for 1 & 2 bedroom properties, 0.42 for 3 & 4 bedroom properties and 0.63 for properties in excess of 4 bedrooms. Timings are based on Housing Land Audit indications and in the case of Local Development Plan, indications of timings from planning officers.

There is insufficient capacity to simply change existing catchment areas to accommodate growth, and as such additional provision will be required.

In total, the proposed new supply through the Local Development Plan and the existing supply in the Housing land Audit to 2033 identifies the potential for 9,400 houses, including the development of Durieshill, but excluding developments in the Rural Area and Dunblane. The estimated pupil product from such a scale of housing would be 2,820 pupils assuming an average housing mix as indicated below.

9,400 properties multiplied by pupil product 0.3 = 2,820 pupil product

House Size	1 bed	2 bed	3 bed	4 bed
%	30%	30%	25%	15%

This level of development will require total primary capacity of 3,241 (calculated by pupil assuming schools running at 87% (optimal capacity). In practice the pupil product could be higher or lower depending on the house sizes that are eventually delivered. If all primary capacity was used regardless of location this would still leave a deficit of 1,996 spaces. This is the equivalent of four double stream primary schools and a single stream primary school. In delivering primary provision for the proposed development, substantial capacity will have to be created. In accommodating development it is proposed that: -

- For all developments proposed within the Education Core Area (excluding Dunblane) a comprehensive solution to education provision is proposed across the area. This will include the creation of two new primary schools, a number of extensions and the change of school catchment areas to accommodate development. Non-denominational primary school provision for Durieshill will be provided in the form of two primary schools. In earlier discussions regarding education provision it was envisaged that this would be in the form of a primary school as part of a 0 to 18 campus and a standalone primary school. Sizes of these schools will be finalised following discussions over timing, locations and house sizes.
- Given the scale of the Strategic Development Areas at the South Stirling Gateway, Airthrey Kerse and Durieshill, individual discussions on primary provision will take place with developers. As existing primary school provision is unlikely to be able to support these developments over the medium to long term, an approach will have to be found to put additional primary provision in place and not simply to augment existing provision. Initial discussions with developers involved has already highlighted the need for developers to work with the Education Service to provide solutions to the primary sector. The service is keen that these solutions are integrated into the wider solutions to primary provision.
- Developments outwith the Education Core Area (Rural Area and Dunblane) will be dealt with on an individual settlement basis, given that primary education provision within these areas has a tendency to be based around the settlement and it would be impractical to deviate from these arrangements for primary age children. Existing Primary Provision in Dunblane is limited, but sufficient for existing planned development identified in the Housing Land Audit. Further growth beyond this would require additional primary school provision as options to extend existing schools are limited. It is recognised that to sustain a new school a development in the region of 500 houses would be required and that this subsequently would require additional works at Dunblane High School.

In summary the primary education provision is based on new schools being located in each of the Strategic Development Areas. These will be integral to a wider educational catchment review allowing changes to catchment areas on a broader basis. Potential rezoning options are attached at Appendix C and D.

Strategic Development Areas will work with the Education Authority to provide an identified on site solution, a site and sufficient provision to accommodate the pupil product ratio for their development. These being 0.21 for 1 –2 bedroom properties, 0.42 for 3 – 4 bedroomed properties and 0.63 for properties with more than 5 bedrooms. It is envisaged that a design specification for all schools will be developed to ensure that provision meets the requirement of the Education Authority.

All other development that takes place within the Education Core Area (consisting of the catchment areas of Bannockburn, Stirling and Wallace High Schools) will be expected to contribute to the Education Core Area solution. Supplementary Planning Guidance 15 shows the required amendments to the school estate and establishes the calculations to accommodate development. The calculations use a tiered system based on the number of bedrooms within a property, to calculate the developer's contribution from each unit. There will normally be no contribution expected from a one bedroomed property.

The advantage of having a tiered contributions model for primary school provision is that it will allow a degree of flexibility. Where larger houses are built it will collect sufficient contributions to address increased pupil products. It will, however, remain crucial to work with both developers and planning staff to ensure timing of developments.

3. Secondary School Capacity and Provision

In modelling secondary provision, we have modelled existing sites identified in the 2010 (revisited) Housing Land Audit and also new supply sites proposed in the Local Development Plan. This has allowed the pupil projection model to be updated to show the impact of additional build.

On a similar basis to the primary sector, a Core Area consisting of the catchment areas of Bannockburn, Stirling and Wallace High School will see 90% of the proposed house build within the Council area.

The scale of development within the Rural Area and in Dunblane is such that it will be able to be accommodated by a combination of measures, over time. By continuing to work with developers in scheduling the timing of development and managing admissions including placing requests through further use of reserved spaces to ensure the pupil product of development can be met from existing resources. The above strategy is designed to reduce the requirement to seek developer's contributions in these areas. Provision will still be analysed on a high school cluster basis, reflecting the boundaries of Balfron High School and McLaren High School including housing within both the Council administrative boundary and the National Park planning area. Catchment maps for McLaren and Balfron High School are shown in Appendix E and F. Where forward planning highlights any potential capacity pressures, the Education Authority will identify the extent and nature of additional build pressures and calculate the costs across all developments that are within the catchment area.

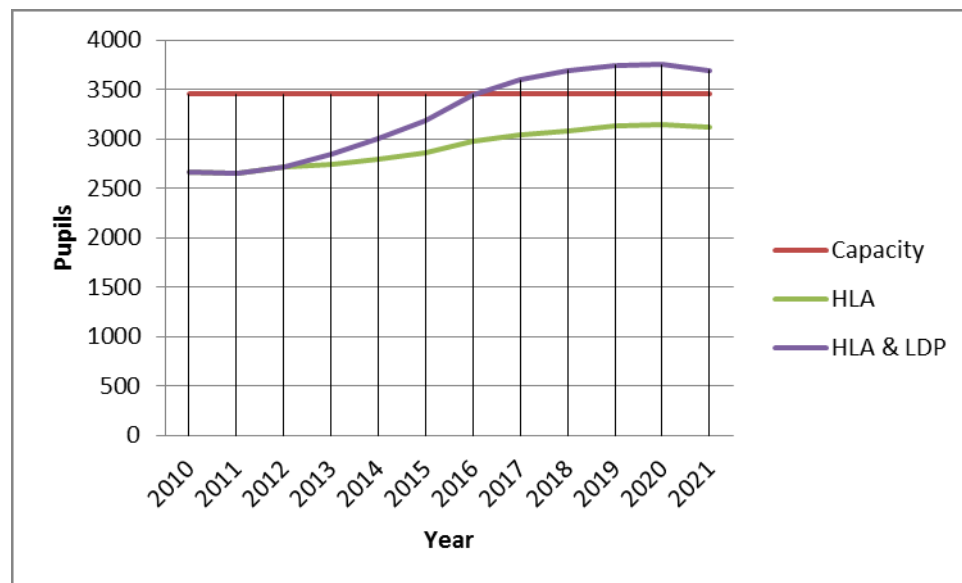
The geography of the Balfron, McLaren (Callander) and Dunblane High Schools does not lend itself to assisting in meeting the secondary requirement within the Core Area. There is limited capacity and any such moves are likely to result in increased revenue costs to the Council.

Bannockburn and Wallace High School clusters see the largest shares of proposed development within their areas. Whilst the Council has some capacity at both establishments, this is only likely to meet short-term build needs. Whilst Stirling High School does not have the same levels of new supply of housing planned through the Local Development Plan, it has existing commitments from the Housing Land Audit

and any pupil product resulting from the regeneration of Cultenhove will have to be met from the existing school.

Stirling High and Wallace High School have design and build capacities of 1250 pupils, whereas Bannockburn High School has a capacity of 950. There are significant challenges in increasing the size of a high school beyond 1250. All three schools are placed on or near main access routes to Stirling. Increasing school size further would require additional land, move away from the traditional size of schools and would lead to a broader range of school sizes. As such, it is not proposed to enlarge any school beyond 1250.

Simply re-catchment existing high schools will not provide sufficient secondary school places to meet requirements as shown in the graph below.



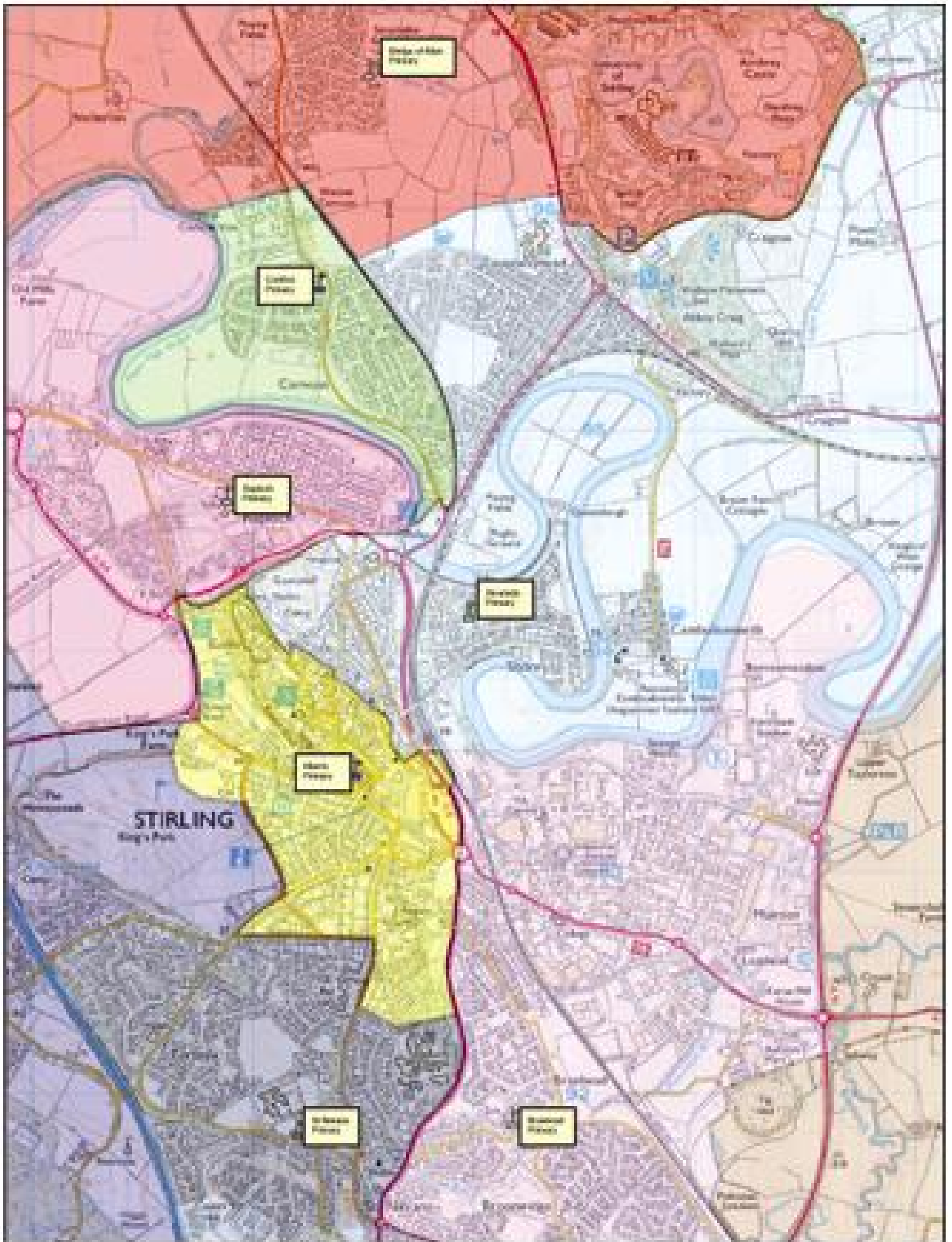
Graph 1: Core Area Secondary Capacity & Forecast (Comprising Bannockburn, Stirling & Wallace)

The above modelling only shows demand until 2021 and includes a total of 5,744 completions. Post 2023 a total of 3,245 units will still require to be accommodated. Wallace High School nears capacity in 2015 and exceeds capacity in 2016. This will depend on build rates. Slower growth will delay the time that the school reaches capacity. Faster build rates will potentially cause difficulties to occur earlier. Bannockburn High School will near capacity in 2016 and will exceed capacity in 2017. Stirling High School nears capacity in 2016 / 2017 and remains at high levels of occupancy until the end of 2022.

The proposed strategy to address secondary capacity is to make new provision as part of the build at the Major Growth Area at Durieshill. On-site high school provision for the number of properties, will reduce the need to transport children off-site. In the medium to long-term (2016 to 2033) it will also provide an opportunity to rezone pupils from Plean and potentially Cowie to the new High School allowing development within the Bannockburn area. In addition this will provide an opportunity for Fallin to be rezoned to either the New High School or to Bannockburn High.

Timing for secondary provision is crucial, given the cost of provision and the potential impact that it could have on provision. Whilst primary provision will allow some continued localised build, without substantial change to secondary arrangements, we risk a bottleneck to future development if a suitable solution cannot be delivered. It is proposed that all developments within the Core Area will contribute to secondary provision to allow a comprehensive solution to be delivered. Supplementary planning Guidance 15 explains the method by which this will be calculated and secured,

based on a tiered contributions model depending on the number of bedrooms. Contributions to Secondary provision will not normally be sought on 1 bedroomed developments.



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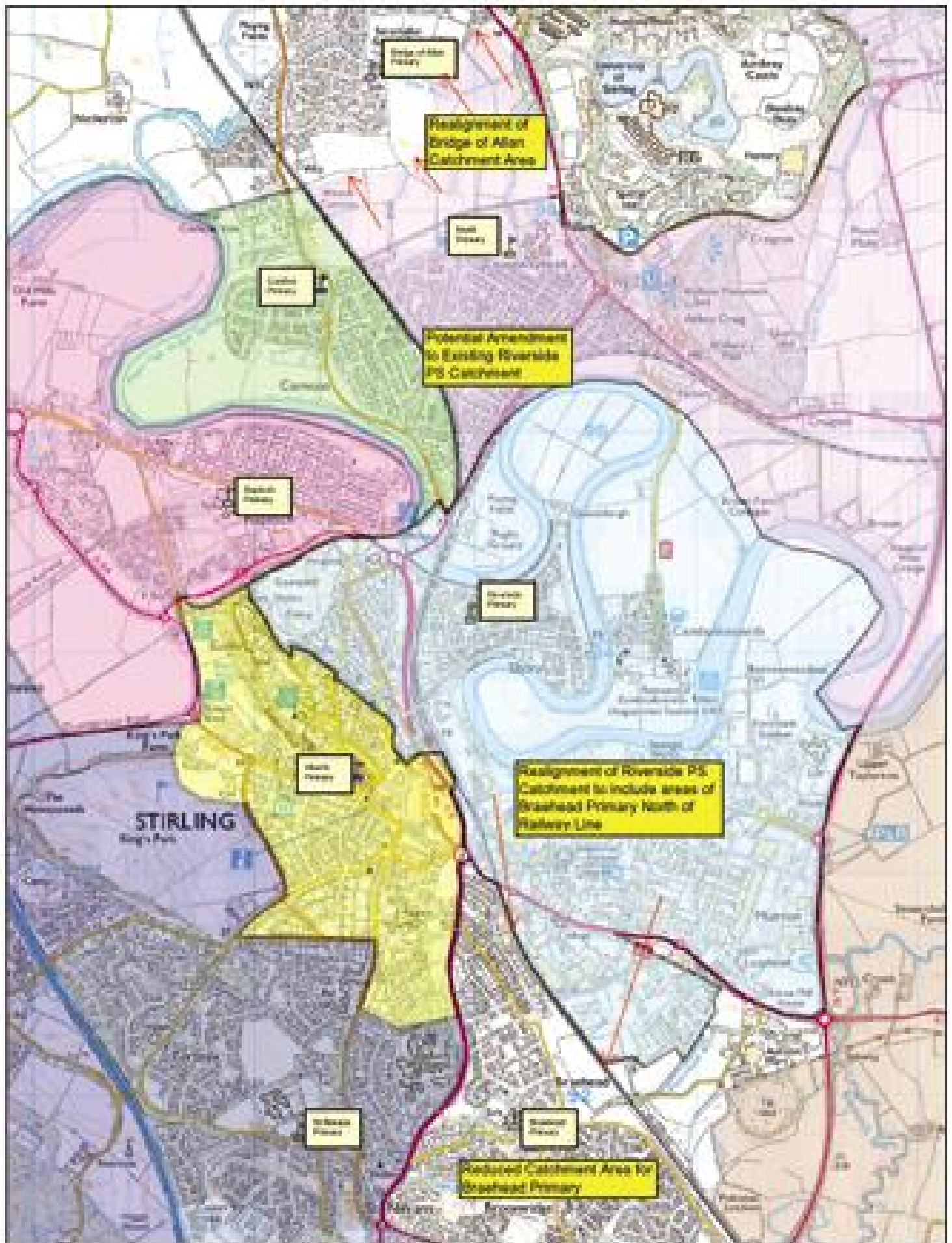


App Ct. Primary Catchment Areas Existing

August 2011

Scale - 1:20,000





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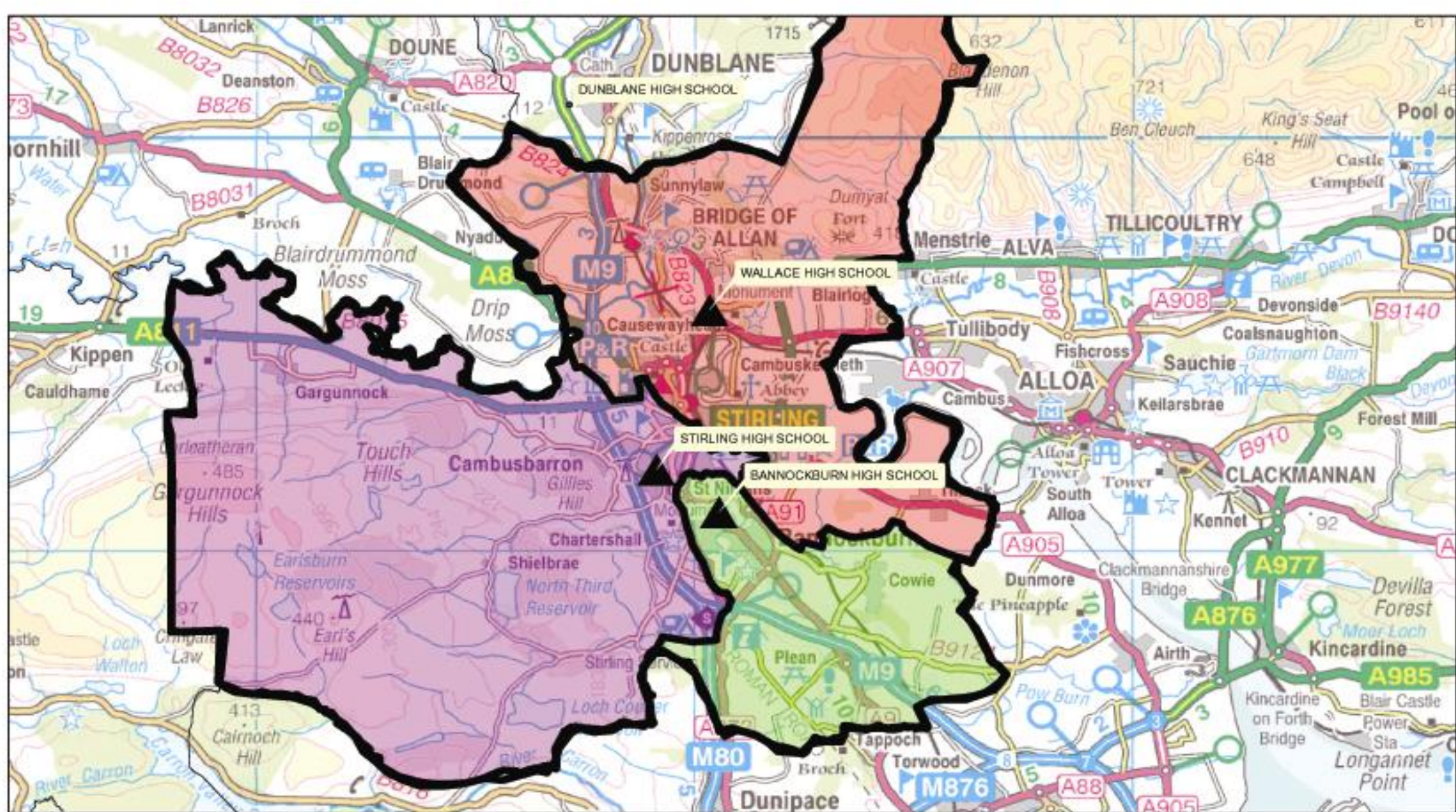


App C1: Primary Catchment Areas Option

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Scale: 1:20,000





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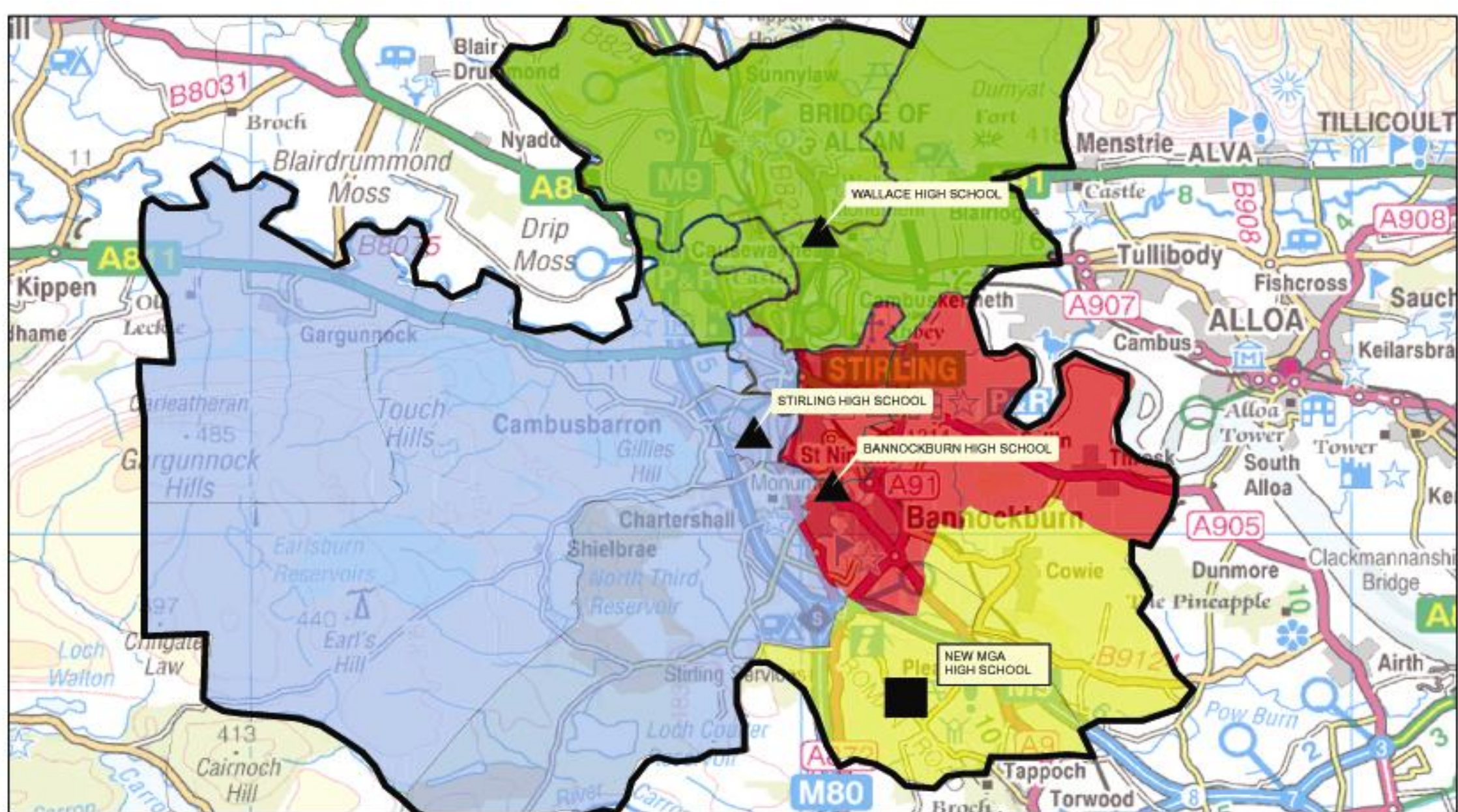


App Di: Education Core Area Secondary School Catchments Existing



Scale : 1:80,881

Date : August 2011



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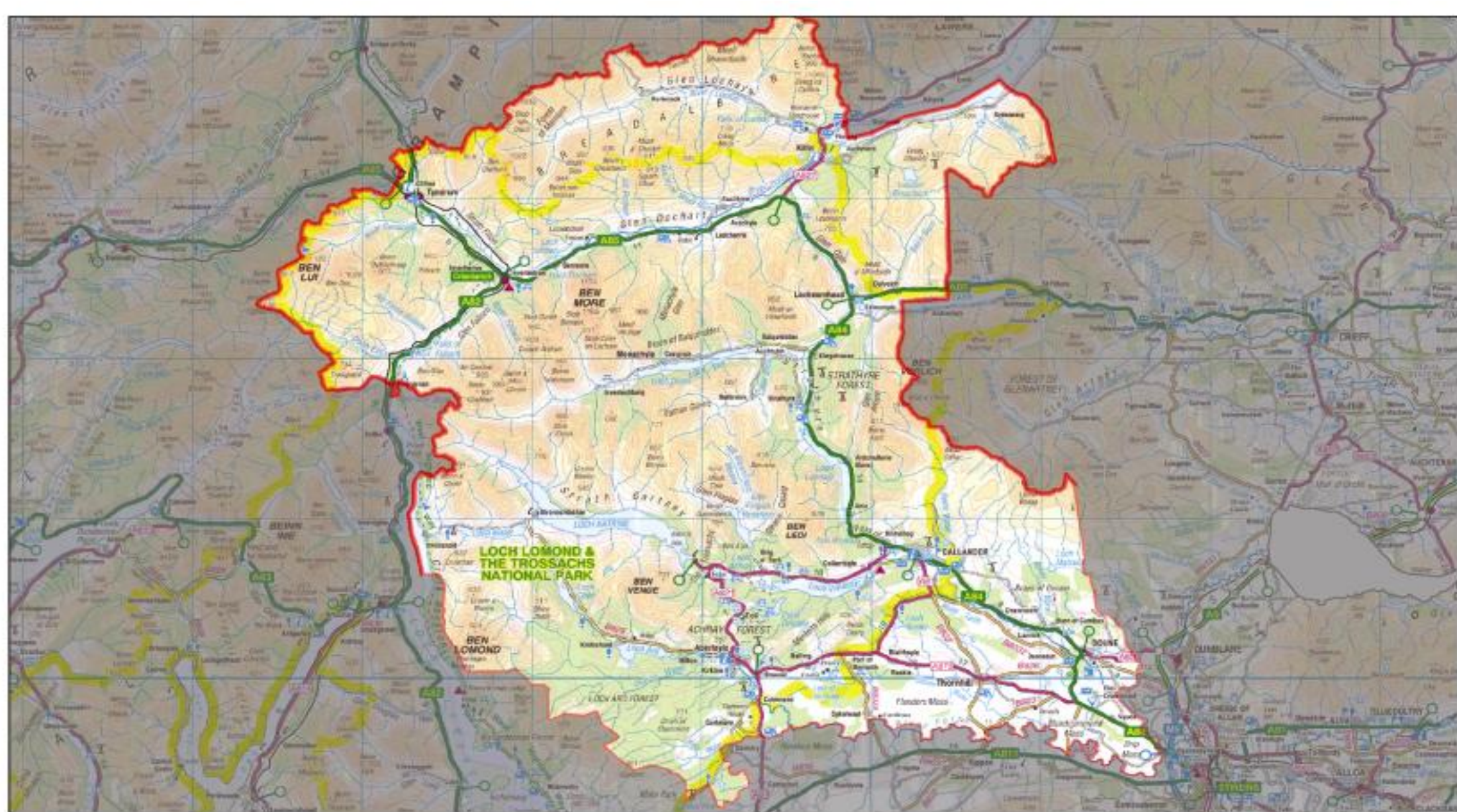
Scale : 1:64,426

Date : August 2011



App Dii: Education Core Area Secondary School Catchments Future Option including New High School





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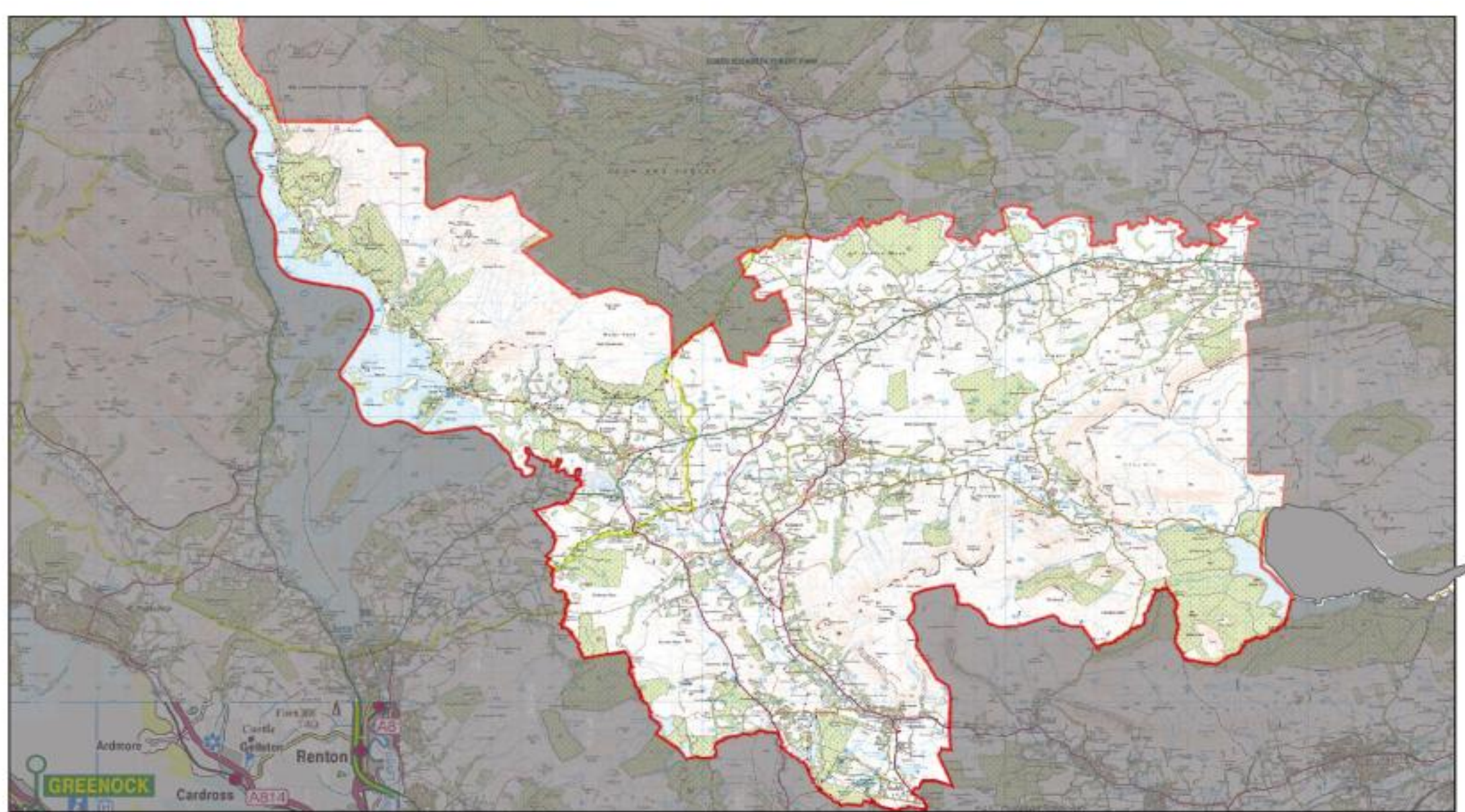
The catchment schools of exact properties can be checked by phoning the number listed.

App E: McLaren High School Catchment



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The catchment schools of exact properties can be checked by phoning the number listed.

App F: Balfron High School Catchment



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