

## Draft Supplementary Guidance 15

# Education Provision







## Supplementary Planning Guidance 15

# Education Provision

Stirling Council is responsible as the Education Authority for provision of education within the Council Area. The Local Development Plan proposes major housing development over the life of the next plan. As a consequence, the Education Authority is required to plan future provision on the basis of planned development.

This Supplementary Guidance provides a short background of the challenges faced in delivering suitable education provision to support the implementation of the Local Development Plan. It provides a breakdown of the proposed solutions, education planning methodologies and the geographic solutions within each identified area.

[A more detailed Education Background Report has been prepared to support the LDP Proposed Plan].

In recent years a number of schools have experienced high levels of occupancy. In some cases high levels of occupancy have been caused by housing development, or they have prevented the development of identified sites due to difficulties in overcoming educational constraints. In meeting the Educational requirements of the Local Development Plan, the Education Authority has a desire to move away from short to medium term planning. In recent years this has resulted in developments being viewed in many cases on a case-by- case basis within the constraints of existing catchment and school locations. The planning process surrounding the Local Development Plan has helped to facilitate a broader review of provision looking across the Council Area.





## Key Considerations

- Balancing a Council Wide Solution against localised needs: -
- Recognising the diversity of school sizes from small single classroom schools to schools with capacity in excess of 400 pupils. Geographic limitations mean that arrangements in many rural areas are centred around a particular village. Where this is the case it limits the potential for redefining the catchment area.
- Educational considerations regarding the suitability of extending existing facilities versus the provision of new facilities/locations.
- Providing a solution that is based on known factors, but also has a degree of flexibility to accommodate where circumstances change.
- Ensuring the Education Authority can provide efficient and effective education provision supporting the delivery of the Local Development Plan.

## The Education Authority's approach to development

Approximately 90% of the proposed build is identified within the existing catchment areas of Bannockburn, Stirling and Wallace High School. The catchment areas of all three schools have shared boundaries within the city boundary. This gives potential both at primary and secondary level to amend existing catchment areas. All Stirling Council secondary schools have received major upgrades in recent years. All three schools have existing capacity, however there is not sufficient capacity to meet the level of development. This is shown in Table 3.

On this basis, developments within the Education Core Area (which excludes Dunblane) will be expected to contribute to Primary and Secondary Provision. Further detail is listed under each of the education sector areas.

Development outwith the Education Core Area will be assessed on a settlement basis and detail of these sites is listed within this document.

Existing Infrastructure is insufficient to accommodate substantial development of 500 houses or more on one location, identified as Strategic Development Areas. Given the scale of these developments, it is expected that developers will work with officers within Education to identify solutions to provide onsite provision. Developers will be expected to identify and allocate a suitable site within the development, and fully fund primary school



provision adequate to meet the needs of their individual development. The Education Authority will work with developers during the planning of new provisions.

Whilst the delivery of provision to meet the needs of Strategic Development Areas is expected to be delivered by the developer, the education authority will in some cases wish to fund additional capacity in these schools to provide capacity for pupils outwith the Strategic Development Area and assist in providing a comprehensive solution across the Key Area. Design of the new schools will be key to this process. Schools will be designed that they are modular and that capacity can be augmented over time. An example being that a double stream school may be designed from the initial brief, however initially only a single stream school is built. This will stage the costs of providing new provision by phasing. The Council has recognised the benefits of standardising the design of establishments, both in terms of ensuring quality of provision, but also in reducing design costs.

## Primary Sector Provision

The primary school projection model for the Stirling Council Area reflects a number of known factors that can affect school rolls.

Primary School Roll are calculated using: -

- Existing school rolls by year stage at the start of the school year. On an annual basis figures are updated at the annual Scottish Government schools census in September.
- Future intake numbers based on detailed data from NHS Forth Valley Board Community Health Index Data. This data allows the local authority to profile annual primary intake numbers by school catchment. This data has proven to be the most reliable indicator for planning purposes of future primary 1 intakes. However parental choice through both deferred entry and choice of school are not reflected in this data.
- Inward and outward migration across all year stages is also reflected in the model, reflecting parental preferences into and outwith both the council area and also between schools. Where schools are unable to sustain the level of inward migration due to capacity pressures, figures are adjusted.

- Figures provided by NHS Forth Valley provide the total number of pupils, this requires to take into account the number of children who attend both non-denominational provision and those that attend denominational provision. Applying these percentages gives future intake figures.
- Pupils likely to be generated from identified house build. At initial stages where house type is unknown a pupil product (the number of pupils expected to be generated from each housing unit) of 0.3 pupils per unit is used. As the detail on developments become available pupil product ratios are refined on the following basis:

No of Bedrooms per Unit	Pupil Product Applied
1 - 2	0.21
3 - 4	0.42
5 – 6	0.63

- Long term planning has been undertaken based on identified sites within the Local Development Plan (which includes those sites within the existing supply as identified in the Housing Land Audit 2010 Revisited). For the purposes of long term planning an average of 0.3 has been used in calculations (see Table 1). This reflects the housing makeup as evidenced from the Housing Need and Demand Assessment, multiplied by the pupil product multiplier.





Table 1: Pupil product relative to house size

No of Bedrooms Per Unit	1 bed	2 bed	3 bed	4 bed	Total	Avg
Housing Makeup	30%	30%	25%	15%	100%	
Pupil product multiplier for size of House	0.21	0.21	0.42	0.42		
Product of Pupil product multiplied by housing percentage	0.063	0.063	0.105	0.063	0.294	0.3

Applying the above details to undertake long-term analysis shows the impact of both the Housing Land Audit and the Local Development Plan. The planning of education provision will look at the requirement over this full period and deliver a long-term solution reducing the difficulties of providing ad-hoc solutions. The Education Authority recognises that there are constraints on the operating capacities of establishments and therefore works to an optimum capacity of 87%. This recognises that difficulties can occur in forming class structures beyond this limit.



## Total Primary Requirement

The primary sector will require a total of approximately 2,820 pupils spaces. (9400 housing units X 0.3 (average pupil product) = 2,820)

These 2,820 spaces would be required if schools were running at 100% occupancy, however reflecting the 87% occupancy policy would require a total of 3,240 spaces.

Calculation of required spaces:

Calculated Primary Spaces required	3,240
Less existing capacity	1,393
Equals Required Capacity	1,847

Table 2: shows the proposed schedule of accommodation to meet this requirement

LDP Site reference & Location	Detail	Capacity	Funding ANote 1	Funding BNote 2
H55 – South Stirling Gateway	Single Stream Primary	215		£5.1M*
H56 – Airthrey Kerse (north)	Two Class extension Bridge of Allan Primary	50	£0.5M	
Fallin Primary	Five Class extension	150	£1.5M	
Raploch Campus	Flexibility Modifications	50	£0.6M	
H56 – Airthrey Kerse (south)	Double Stream Primary	430	£5.1M	£5.1M*

St Margaret's Primary	Three Class Extension	75	£0.75M	
St Ninians Primary	Three Class Extension	75	£0.75M	
H57 - Durieshill (Total)	Two Primary Schools	750 to 860		Note 3
Total Capacity		1795 to 1905	£9.2M	

Note \* Indicative Cost – cost may vary depending on development house sizes and numbers.

Note 1. Funding Basis 1 is funding that will be raised through all developments within the boundaries of the Education Core Area. All developments would be expected to contribute to cover the broader capacity solution.

Note 2. Funding Basis 2 relates to costs related to Strategic Growth sites where the developer will be required to fund the primary educational requirement of their development directly.

Note 3. Development at Durieshill will require joint working with the developer, as it is envisaged that Durieshill will have a 0 to 18 campus and an additional primary school.

The total cost of the Core Area education proposals have been divided by the number of housing units to which they apply. All developments in the Core Area would be required to contribute towards the broad provision of education provision within the area, with the exception of the Strategic Development Areas (H55, H56 and H57).

In the initial calculation this was calculated as:

£9.2M divided by 3194 units = £2,880 per unit

However, this would include 1 bedroomed units having to make a contribution. One bedroomed units are removed.

Primary school contributions will be tiered to reflect the pupil products used by the local authority. The tiered developers contributions reflect contributions based on pupil



products on houses of 2 or more bedrooms.

Table 3: Likely developer contributions

No of bedrooms per house	Pupil Product	Proportionate Cost
2	0.21	£3,000
3	0.315	£4,500
4	0.42	£6,000
5	0.525	£7,500

## Locations outwith the Education Core Area

Locations outwith the Core Area will continue to be managed on a settlement by settlement basis for primary and by catchment area for secondary school. Early engagement by developers with the education authority will assist in understanding the impact of development and either the measures to reduce such impact or the contribution required to meet the infrastructure requirements.

As part of the planning process the following sites have been identified as having potential future education infrastructure requirements as a result of proposed development.

Settlement / Catchment	Indications
Doune (Doune Primary)	Further development in Doune is likely to require the addition of a further classroom. The school is undergoing a refurbishment at present and this will add capacity for onsite developments, however further developments will require to address capacity.



Dunblane East (Newton Primary)	The plan highlights potential for approximately 100 units in the long term. Given occupancy rates at the school and a history of high levels of pupils being generated from developments within the catchment, indications are that Newton Primary School may require to be reconfigured to provide additional teaching areas.
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## Secondary Sector Provision

In a similar method to that identified for the primary sector, the Education Authority has identified that the majority of growth lies within the catchment areas forming the Education Core Area (Bannockburn, Stirling and Wallace High School catchments).

All three of the non-denominational secondary schools that form the Education Core Area have been rebuilt or had major refurbishments. Each school has limited amounts of capacity, but insufficient capacity to meet the levels of build proposed within the Local Development Plan.

The secondary school projection model for the Stirling Council Area reflects a number of known factors that can affect school rolls. A longer period of factual information is available due to a combination of existing primary school pupils and birth figures from the NHS Forth Valley Community Health Index Information.

Secondary School Rolls are calculated using: -

- Existing school rolls by year stage at the start of the school year. On an annual basis figures are updated at the annual Scottish Government schools census in September.
- Future Secondary 1 numbers based on a number of factors, including the number of Primary 7 pupils from catchment primary schools. Beyond 7 years this includes Community Health Index figures for the Primary school catchments.
- Secondary 1 figures are adjusted to take account of known migration factors. This is traditionally undertaken by an analysis of the local authority's placing request database. Where pupils attend denominational provision this is also reflected in the model by

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applying a three-year average to the percentage of pupils attending denominational and non denominational provision.

- Traditionally the local authority has reflected the total impact of housebuilding on secondary provision by applying a 0.3 pupil product across the authority irrespective of house size or whether a child attends denominational or non-denominational provision.
- Beyond Secondary 4 pupils who have reached the age of 16 are not legally required to continue in school education. This is reflected by using the number of pupils continuing on to Secondary 5 and Secondary 6. (commonly referred to as stay on rates). In general national, council and school stay on rates have risen in recent years and this is reflected in the secondary school calculations.

Where there are limitations in a school size these are reflected in the modelling. For example, if a school has a maximum planned Secondary 1 intake, the number of placing requests will be reduced to a level that can be accommodated.

The graph below shows the impact of housebuilding on these three secondary schools over the next ten years.



Pupil product from development has been based on a secondary pupil product of 0.3 pupils per development. It is recognised that a number of factors could lead to change this pupil product. On this basis the pupil product and secondary sector will continue to be monitored and additional capacity will be phased when required.

## Total Secondary Requirement

The secondary sector will require a total of between 2,350 - 2,820 pupils spaces. Based on a pupil product in the range of 0.25 to 0.3 per unit.

The accommodation and capacity of all the secondary schools within the Education Key Area reflects a modern curriculum. The design and build capacities have been used as the capacity figures

Table 4 Secondary Provision Requirements

	Pupil Product 0.25	Pupil Product 0.3
Total Secondary Requirement	2,350	2,820
LESS Existing Capacity	1,114	1,114
	1,236	1,706
Additional Capacity (Note 1)	1,225	1,350
Requirement	11	356

Note 1: Additional capacity of 1,250 Secondary School places will be provided through contributions to the Education Core Area and by the development at Durieshill.

As with the primary sector a degree of flexibility over options is available. It was envisaged that Secondary School Provision at the major growth area in Durieshill would be provide on site through a 0 to 18 campus. As part of the creation of a natural catchment area for the High School at Durieshill the Education Authority has previously highlighted the potential for rezoning the villages of Plean and Cowie to the new high school. This would allow development within these villages and release capacity at Bannockburn High School, which would be utilised to accommodate other development. It is also recognised that Wallace High will have insufficient capacity to accommodate all development within the catchment

area. A potential solution is to rezone Fallin to either the New Durieshill High School or to Bannockburn High School.

As with the primary proposed solution, the developer will be required to provide sufficient capacity to accommodate the product of their own development. Based on a pupil product of between 0.25 and 0.3 this represents provision for between 625 and 750 pupils. Wallace, Stirling and St Modan's High school have capacities of 1250 with Bannockburn having a capacity of 950. This creates a number of options on where capacity the additional capacity could be delivered.

Table 5 Additional Capacity Options

Location	Existing	Option 1	Option 2
Bannockburn High School	950	950	1250 (Note 1)
Durieshill High School	N/A	1250 (Note 2)	950 (Note 3)

Note 1. Additional 300 spaces provided at Bannockburn High School to take capacity from 950 to 1250 taking the school to the capacity of Stirling, St Modan's and Wallace High

Note 2. Dependent on the secondary requirement of development at Durieshill additional capacity of between 500 and 625 spaces could be added by the council to raise the capacity to 1250.

Note 3. Development at Durieshill would have development would have additional capacity of between 200 and 325 spaces.

The total cost of the Core Area proposals are divided by the number of housing units to which they apply. All developments in the Core Area would contribute towards the broad provision of education provision within the area (with the exception of the Strategic Development Area at Durieshill which will make agreed provision onsite.)

In the initial calculation this was calculated as: -

£16M / 4,794 units = £3,337 per unit

However, this would include 1 bedroomed units having to make a contribution. One bedroomed units have been removed from the calculations.

Secondary school contributions will be tiered to reflect the tiered pupil products used by the local authority. The tiered developers contributions reflect contributions based on pupil products on houses of 2 or more bedrooms.

No of bedrooms per house	Proportionate Cost
2	£3,423
3	£5,134
4	£6,846
5	£8,557

## Locations outwith the Education Core Area

Levels of development outwith the Education Core Area are not programmed at the same volume levels. Development will be accommodated in existing secondary schools with the combination of management of admissions including placing requests and working with developers over the timing of development.

Balfron High School is currently operating at 98% of capacity. This includes a number of placing requests both from within and outwith the local authority area. Development within the catchment are will be accommodated by reserving spaces, but this requires ongoing discussions with developers when the school is at such high levels of occupancy.

McLaren High School is currently operating at 83% occupancy and has approximately 130 available spaces. There is significant development both within Doune and Callander. Timing with developers will be important to ensure that pupils from developments can be accommodated.

Dunblane High School is currently operating at 85% occupancy. School Rolls indicate the school roll will rise due to existing committed build and high primary school rolls. Placing requests may be required to be managed if the school roll nears capacity.

## Further Information

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