



# SPICe

The Information Centre

## SPICe Briefing

# School Buildings: Frequently Asked Questions

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This briefing gives an overview of key facts relating to school buildings, based on enquiries frequently received in SPICe. This updates SPICe briefing 09/72.



The Scottish Parliament  
Pàrlamaid na h-Alba

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# 1. SCHOOL BUILDING AND FUNDING METHODS SINCE 1999

## 1.1 How many schools have been built since 1999?

Between 1999 and March 2010, 631 schools were built or substantially refurbished in Scotland representing 24% of the current school estate<sup>1</sup>. Of these, 271 (43%) were completed under the Public Private Partnership (PPP) or Non Profit Distribution models. In the period between 1999 and March 2007 (covering the first two Parliamentary sessions) a total of 328 schools were built or refurbished, 120 of these under PPP/NPD. Between April 2007 and March 2010 (broadly the first three years of session three), 303 schools were built or refurbished, 151 of them under PPP/NPD. These figures are presented in Table 1, below, which shows school completions between 1999 and March 2010 by PPP/NPD or other method<sup>2</sup>.

Figures in table 1 relate to the completion date and do not take account of the planning and building period which can be very lengthy. There will also be considerable variation between the scale of different projects from refurbishing a primary school to developing new build campus including secondary schools, nursery and community facilities.

**Table 1: Schools built and refurbished 1999- March 2010**

<b>completions</b>	<b>PPP/NPD</b>	<b>Other</b>	<b>Total</b>
<b>1999 - 2002</b>			
New Build	31	32	63
Refurbishment	26	34	60
<i>Total 99 - 02</i>	<b>57</b>	<b>66</b>	<b>123</b>
<b>2003 – March 2007</b>			
New Build	52	58	110
Refurbishment	11	84	95
<i>Total 03-March 07</i>	<b>63</b>	<b>142</b>	<b>205</b>
<b>April 2007 – March 2010</b>			
April 07 – March 08	55	38	93
April 08 – March 09	44	62	106
April 09 – March 10	52	52	104
<i>Total April 07 – March 10</i>	<b>151</b>	<b>152</b>	<b>303</b>
<b>Total schools built and refurbished since 1999</b>			
<b>1999 – March 2010</b>	<b>271</b>	<b>366</b>	<b>631</b>

Source: Scottish Parliament (2008a) S3W-9239 for 1999 to March 2007. Scottish Government (2010a) table 4.2.

## 1.2 How many schools have been built since May 2007?

Between May 2007 and March 2010, 303 schools were completed, 136 of which were started after May 2007. The most common type of project was non-PPP/NPD schools (50%, 152 completions). Forty four per cent of all completions were PPP projects. However, there was considerable variation by local authority. Thirty local authorities had schools completed in this period. The NPD completions were in Aberdeen, Falkirk and Argyll and Bute. Twenty one local authorities completed PPP projects and 28 completed projects funded by other methods. The

<sup>1</sup> In 2010 there were 2,667 schools. Scottish Government (2010a)

<sup>2</sup> For more detail on other methods see p.8

local authority with the most projects completed overall was South Lanarkshire with 19 schools completed under PPP and 20 under other methods (Table 2).

**Table 2: School completions, by type and funding method: May 2007 to March 2010**

<i>completions</i>	<i>primary</i>	<i>secondary</i>	<i>special</i>	<i>total</i>
NPD	7	9	2	<b>18</b>
Other	114	32	6	<b>152</b>
PPP	60	68	5	<b>133</b>
<b><i>total</i></b>	<b>181</b>	<b>109</b>	<b>13</b>	<b>303</b>
<b>Of which: build starts after May 2007 completing by March 2010</b>				
	<i>primary</i>	<i>secondary</i>	<i>special</i>	<i>total</i>
NPD	4	6	0	<b>10</b>
Other	70	19	3	<b>92</b>
PPP	15	18	1	<b>34</b>
<b><i>total</i></b>	<b>89</b>	<b>43</b>	<b>4</b>	<b>136</b>

Source: Scottish Parliament (2009a) [S3W-28634](#) (up to August 2009), Scottish Parliament (2010a) [S3W-31053](#) (up to January 2010) Scottish Government personal communication for January to March 2010.

### 1.3 What further plans are there to build new schools?

There is no centrally collated figure for the total number of schools which local authorities plan to build. There is however, information about plans to build schools where there is an element of specific funding support from the Scottish Government. Scotland's Schools for the Future will result in 55 new schools being built by 2018. The completion of PPP2 (including the contracts remodelled as NPD) will result in an estimated further 15 new schools being built between March 2010 and 2012, and a further 7 will be completed in the Western Isles and Orkney.

## 2. SCHOOL BUILDING COMMITMENTS AND TARGETS

### 2.1 What government commitments have been given and targets set for building schools?

Between 1999 and 2005, the previous Scottish Executive made three commitments to build new schools. In 1999, there was a target to build or renovate 100 schools by 2003 (Scottish Executive, 1999). In 2002, the Executive made a commitment to build or refurbish an additional 200 by 2006 (Scottish Executive 2002). In their review of the school estate in 2008, Audit Scotland considered that these commitments had been met, although the report noted that it depended on the definition of substantially renovate and substantially refurbish.

In 2005, a commitment was made to: 'enable the renewal of 300 schools by 2009' (Scottish Executive, 2005a). This included the 200 schools in the 2002 target. In total therefore, the previous Executive made a commitment to refurbish or build 400 schools between 1999 and 2009. Audit Scotland (2008) concluded that the: "current rate of building new schools alone suggests it will be achieved." By March 2007, 328 schools had been completed and since then, 151 PPP schools have been completed (see Table 1).

In 2007, the SNP manifesto stated that "we will match brick for brick current plans for improvements in our schools and hospitals" (Scottish National Party, 2007). This was later clarified in a response to a written parliamentary question as follows:

“our manifesto commitment was to match the previous Scottish Executive's planned school building programme brick for brick, by supporting the investment plans which were in place prior to the election.”

The response went on to outline a target for 250 schools:

“We anticipate that, with the funding we have put in place, authorities will be enabled, in the context both of new build and refurbishment and through a range of funding mechanisms, to complete or have under construction around 250 schools during the current parliamentary period” (Scottish Parliament, 2008b) S3W-12578.

By March 2010, 303 schools had been completed (see Table 1) and during the education debate on 13 January 2011, the Government indicated that 330 school building projects will have been completed by the end of this Parliamentary session (Scottish Parliament, 2011).

There is also a target in the School Estate Strategy that more than 90% of pupils will be in good or satisfactory schools.

To summarise, targets for school building have been:

- To build or refurbish 300 schools by 2006. Audit Scotland considered this had been met.
- To renew a further 100 schools by 2009. Between 1999 and March 2009, 527 schools were built or refurbished by PPP/NPD and other methods.
- To build or have under construction, 250 schools by April 2011. Between April 2007 and March 2010, 303 school builds and refurbishments were completed via PPP/NPD and other methods.
- To have more than 90% of pupils in good or satisfactory schools. In 2010, 82% of pupils were in good or satisfactory schools, up from 61% in 2007 (Scottish Government 2010a).

### **3. CONDITION OF THE SCHOOL ESTATE AND THE SCHOOL ESTATE STRATEGY**

#### **3.1 What is the condition of the school estate and how is it changing?**

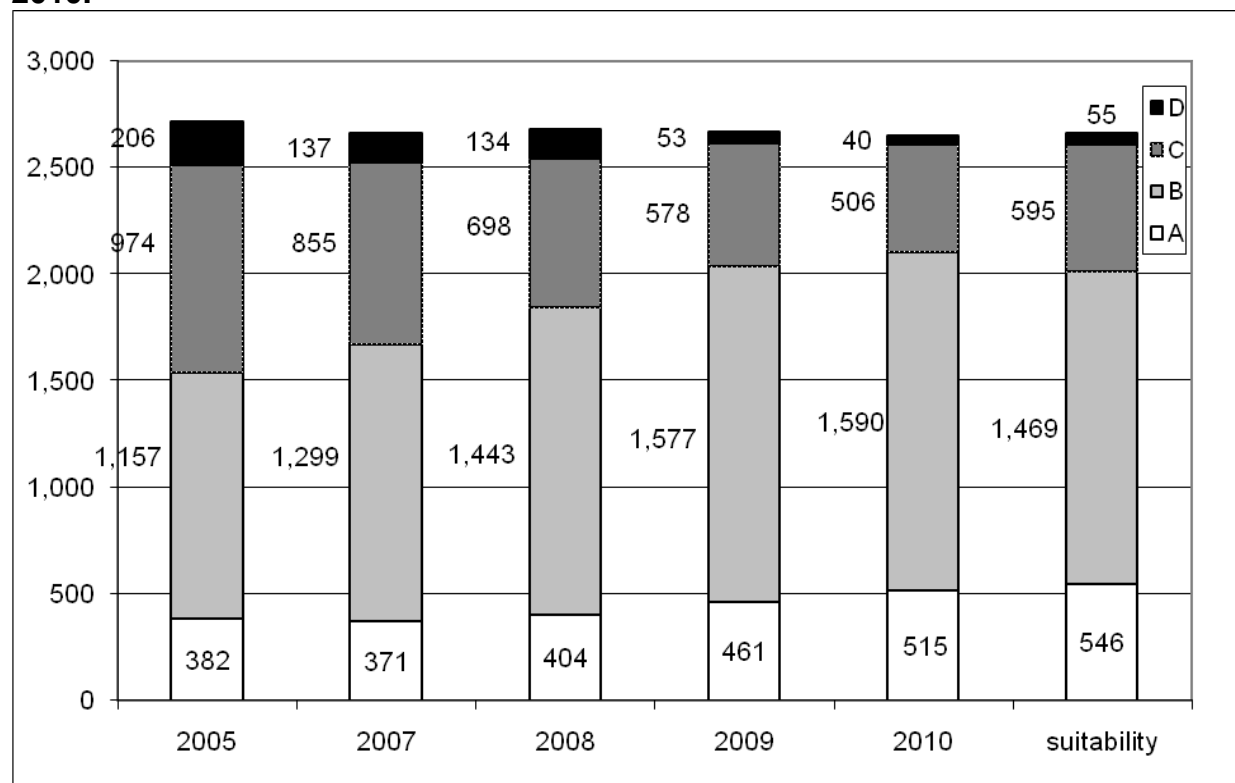
In 2010 around one fifth of schools were in poor or bad condition (chart 1) although there were 151 fewer schools in bad condition in 2010 than in 2005. There were 312 more schools in good condition over the same period. Chart 2 shows that 82% of pupils were in good condition schools compared with 61% in 2007 (Scottish Government 2010a). The school estate strategy (see p.7) noted that:

“looking beyond 2011 there are already indications of some authorities’ future investment plans, a significant part of which will be focused on tackling the 500 or so schools which are still expected to be in poor or bad condition in 2011.” However, there is: “a marked contrast between schools already improved and those still in need of attention” (Scottish Government 2009a).

School condition is divided into four categories where A is good (performing well and operating efficiently), B is satisfactory (performing adequately but showing minor deterioration), C is poor (showing major defects and/or not performing adequately) and D is bad (economic life expired and/or risk of failure). Chart 1 also shows the suitability rating of schools which was collected for the first time in 2010. The Suitability Core Fact “seeks to provide a measure of the extent to which a school building and its grounds are appropriate in providing an environment which supports quality learning and teaching and those other services provided to individual children and to the school community, in terms of practicality, accessibility and convenience.” Guidance

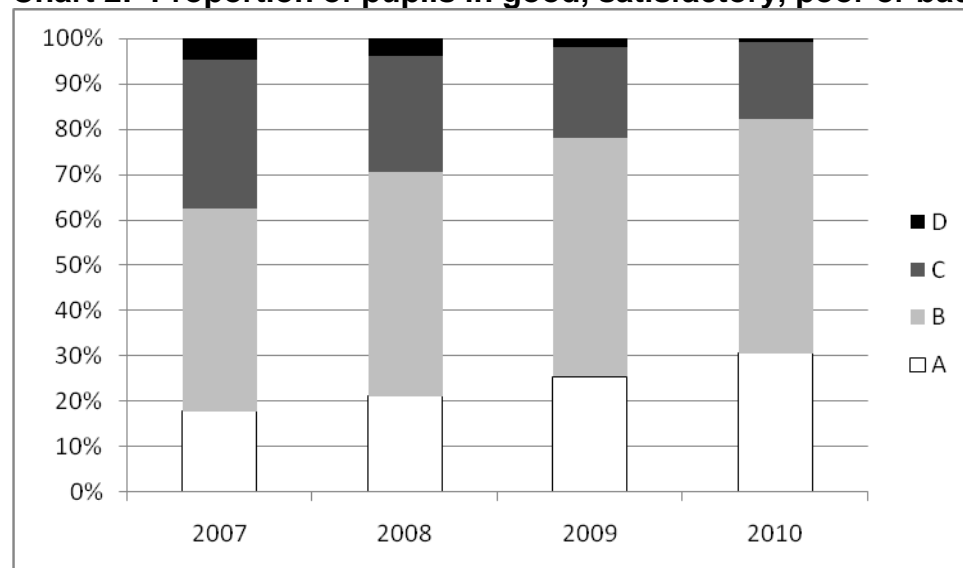
on its assessment and reporting was issued to local authorities in October 2008 (Scottish Government, 2008a).

**Chart 1: Number of schools in conditions A, B, C and D, 2005 to 2010. Suitability rating 2010.**



Source: Scottish Executive 2005b, Scottish Government, 2007, 2008b, 2009b and 2010a)

**Chart 2: Proportion of pupils in good, satisfactory, poor or bad schools. 2007 - 10**



Source: Scottish Government 2010a. The number of pupils is from the pupil census taken the previous September.

A third measure, and the one least developed, is sufficiency. Sufficiency relates to matching supply with the demand for schools. The School Estate Strategy notes that there is a need for:

“improvement in the projection of schools rolls as well as better indicators of capacity, occupancy and the relationship between supply and demand. Formulaic measurement of what constitutes ‘sufficiency’ in any given locality is perhaps the most challenging

measure of all, because so many factors will bear on that judgement or decision” (Scottish Government 2009a).

### **3.2 What is the school estate strategy?**

In 2009, the Scottish Government and COSLA replaced their 2003 School Estate Strategy. The new strategy sets out the aspirations, guiding principles and next steps for the school estate and is due to be followed by a financial strategy and implementation plan. The aspirations include achieving a school estate which is:

- Fit for purpose in terms of condition, suitability and sufficiency
- Well-designed, accessible and inclusive
- An integral part of the community
- Environmentally and energy efficient and contributes to greenhouse gas emission targets
- Flexible in its response to changes in demand for places and styles of teaching

The size of the task is recognised: “investment in schools will always need to feature as a major consideration in successive government spending reviews and local authority budget setting processes and capital plans.” The strategy: “recognises that authorities should have scope to take different routes towards implementation, according to their different starting points, circumstances and local priorities.”

The new strategy is based on improved data about the condition of the school estate and emphasises the need for schools to be exemplars of environmental sustainability and to offer community facilities such as childcare and advice services. It sets out nine guiding principles for developing the school estate which are:

1. Good consultation means better outcomes
2. Innovative design and change is better informed by experience
3. A more integrated holistic and longer term approach to change
4. Schools whose condition supports and enhances their functions
5. More ‘suitable’ and ‘inclusive’ schools, better future-proofed for flexibility and adaptability
6. Schools which are greener, more sustainable and environmentally efficient
7. A well-managed school estate which represents and delivers best value
8. Schools which both drive and support effective learning and teaching through Curriculum for Excellence
9. Schools which best serve their communities.

The strategy sets out its aspirations with regard to condition, suitability and sufficiency of the school estate. Of these the measure of school condition is the most developed with an agreed rating system and a target that more than 90% of pupils will be in good or satisfactory schools.

School estate policy is to be contained in three documents, two of which have yet to be published:

- School estate strategy – which sets out agreed policy objectives
- Implementation plan – will be a summation of 32 local strategies and plans
- Financial Strategy – which will include local government plans and Scottish Government financial support for these.

## 4. FUNDING MODELS FOR NEW SCHOOL BUILDINGS

### 4.1 How are new school buildings funded?

Local Authorities can fund school building in a number of ways, including:

- Prudential borrowing
- General Capital Grant
- Capital Receipts
- Developer Contributions
- Traditional PPP
- Non-Profit Distributing (NPD) model

#### Prudential Borrowing

Councils used to be subject to government controls on their levels of capital borrowing. However, the Local Government in Scotland Act 2003 (asp 1) repealed the legislation containing these controls. In its place the “prudential borrowing framework” was introduced. Under this framework councils can decide for themselves how much they can afford to borrow without having to seek permission from the Government. They do however, have to have regard to the Prudential Code developed by Chartered Institute of Public Finance and Accountancy (CIPFA, 2004). This includes a series of indicators which are used to define the limits of borrowing. The Scottish Government provides funds to local authorities towards the costs associated with servicing debt charges. These payments supported borrowing equivalent to £305.2m in both the draft budget for 2010/11 and the budget for 2009/10 (Scottish Government 2009c). In the 2011/12 draft budget this provision for ‘supported borrowing’ was combined with the general capital grant (Herbert 2010).

#### General Capital Grant

The Scottish Government contributes to a Local Authority’s capital budget through making a general capital grant. In the 2011/12 draft budget the combined capital grant and supported borrowing was £520m. For comparison, the combined figure in 2010/11 was £638m (Scottish Government, 2010g).

#### Capital Receipts and Developer Contribution

Developer contributions are where a local authority requires a school to be built as a part of a large housing development as condition of planning permission. Capital receipts are the funds from the sale of land and buildings.

#### Traditional PPP

In a traditional PPP project the Local Authority has a contract with a ‘Special Purpose Vehicle’ (SPV). This is a company set up by the companies in the successful consortia expressly for the purpose of delivering the project. It will normally raise the finance required to deliver the project from banks or other financial institutions (usually 99%) and from equity provided by members of the consortia (1%)<sup>3</sup>. Once the school is built, the Local Authority starts paying a ‘unitary charge’ to the SPV. This is a payment agreed at the start of the project and lasts for the length of the contract – usually 30 years. This unitary payment is the main income for the SPV and it uses it to repay its debt and finance the other activities that it is contracted to undertake. It does this in a certain order: first it pays its running costs, then the ‘senior’, then ‘junior’ debt (i.e. the money raised from banks) and finally, any remaining distributable surplus may be paid to the shareholders in the form of a dividend.

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<sup>3</sup> The proportion raised from financial institutions is separated into ‘senior’ and ‘junior’ debt. The key difference is that money raised from ‘senior’ debt is repaid before other debt.



## Non Profit Distributing (NPD)

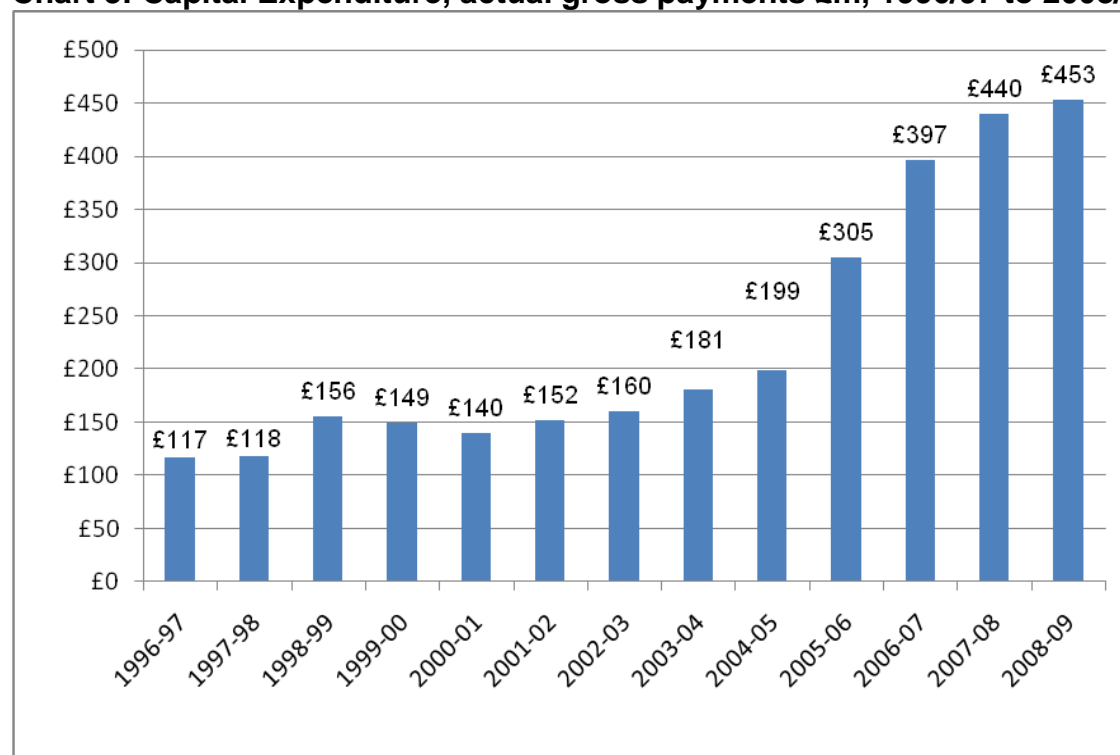
There are different ways of developing NPDs, but like traditional PPP, a private sector company is established to raise money to build a school. Also like traditional PPP, the Local Authority pays a unitary charge over the lifetime of the contract. Like a PPP, the bulk of the money in an NPD is raised by borrowing – generally from banks. However, unlike a PPP, the consortia lend money to the project rather than buy a share of it. That is, there is no equity finance. The intention is that the finance will be structured in a way which will place a cap on private sector profits. Typically, any accumulated profits relating to the projects may be allocated to a charity towards the end of the contract period.

## 5. SPENDING ON THE SCHOOL ESTATE

### 5.1 How much has been spent on the school estate?

The amount of money spent on the school estate has increased over the last 15 years. Between 1996/97 and 2008/09 local authorities spent nearly £3bn on the school estate as a whole. This includes primary, secondary and special schools and is set out in the chart below.

**Chart 3: Capital Expenditure, actual gross payments £m, 1996/97 to 2008/09 (cash).**



*Scottish Government 2008c, Table 1.3, Scottish Government 2010b, Table 1.3. Includes school estate spend funded from revenue.*

### PPP unitary charge payments

In addition, the current PPP/NPD programme has a capital value of £2.8bn (Scottish Government, 2009d). Local Authorities will pay for this via the Unitary Charge over a period of around thirty years. Unitary charges are payments towards debt repayment, facilities management and maintenance and possibly other costs such as catering, security, energy and cleaning. Some projects also include non-education services such as community services and sports and leisure facilities. Since the unitary charge does not only relate to the initial delivery of the asset the total amount of unitary charge paid over the lifetime of a project therefore exceeds the initial capital value of the project. In 2008/09 Unitary Charge payments for PPP and NPD schools were £256m (Scottish Government, 2010a, table 8).

For school projects the Scottish Government typically contributes a certain amount to the unitary charge over the lifetime of the contract. This is set at the beginning of the contract and does not rise with inflation. The Local Government contribution does rise with inflation and so in the business case for a project local authorities had to set out how they would meet this ‘affordability gap.’

The table below shows unitary charge payments for PPP (not including NPD) projects since 2000. This shows that PPP payments have increased from £11.6m to £244m and that since 2002/03, the Scottish Government has funded between 40-50% of these charges each year.

**Table 3: Unitary charge payments and Scottish Government Support (£000), 2000-01 to 2008-09.**

	Unitary charge	SG support	% SG support	Revenue costs as share of gross LA education spend
2000/01	11,670	0	0%	0.4%
2001/02	27,322	25,276	93%	0.8%
2002/03	69,332	29,140	42%	2.0%
2003/04	84,159	38,559	46%	2.2%
2004/05	97,124	44,628	46%	2.3%
2005/06	108,726	49,043	45%	2.5%
2006/07	133,419	61,375	46%	2.9%
2007/08	182,629	79,325	43%	3.8%
2008/09	244,037	113,675	47%	5.0%

Source: Scottish Government 2010c except 2010b for 2008/09 gross LA education spend.

While in 2002 these payments were supporting around 50 schools (57 PPP school completions by 2001/02), by 2008/09 they were supporting over 200 schools. By 2012 they will be supporting around 300 schools, and will increase to reflect this.

## Accelerated capital funding

In addition to school building supported by specific Scottish Government funding, local authorities also have their own plans. In 2008, local authorities were provided with £10m for 08/09 and £90m for 09/10 ‘*accelerated capital funding*.’ (Scottish Parliament 2009d). While this money was not ring fenced for education, local authorities could choose to spend this on school buildings. It came out of the 2010/11 budget and so led to less funding being available in 2010 than would otherwise have been the case. £54m of this was spent on school buildings<sup>4</sup> (Scottish Government, personal communication January 2011).

## 5.2 What further spending on the school estate is required?

Audit Scotland’s 2008 report ‘*Improving the School Estate*’ indicated that it the school estate requires at least another £5 billion of investment. A Financial Strategy for the school estate is expected shortly. This will: “focus on identifying the scale and sources of funds required to deliver the Strategy. [It] will need to recognise the range of appropriate works, different degrees of urgency and different levels of investment required to address the remedial action required to schools in condition categories C and D.” (Scottish Government, 2009a).

As mentioned, Local Authorities will also need to make unitary charge payments for as long as their PPP/NPD contracts run. Audit Scotland estimated that payments are likely to reach over £500m a year by 2012, of which just over £200m will be funded by the Scottish Government (Audit Scotland, 2008).

<sup>4</sup> This is a revision to the £73m indicated to the education committee in 2010 due to an error in one of the local government returns.

## **6. PUBLIC PRIVATE PARTNERSHIP SCHOOLS PROGRAMMES**

### **6.1 What PPP schools programmes have there been?**

The previous Scottish Executive focused on PPP as the main method for building new schools. This followed development of a PPP school building programme which began prior to devolution. The first schools PPP programme started in 1998. There were ten projects containing 74 schools with a capital value of £535m (Scottish Government, 2010c). The first schools were completed in 2000 and the last in 2005. A second round of PPP schools funding was announced by the then Scottish Executive in 2001 (Scottish Executive, 2001). This eventually involved 28 projects (excluding Eilean Siar and Orkney), had a capital value of £2.8bn and contained 213 schools. The first schools were completed in 2004 and the last is expected to be completed in 2012/13. Since 2007, a number of PPP2 projects have been remodelled as NPD. Further details on this current PPP/NPD programme are given below.

### **6.2 When did the Scottish Executive offer funding for PPP2 schools?**

In 2001 Councils were invited to bid for a share of Executive revenue funding to support school building capital projects under Public Private Partnerships. Councils were invited to make their bid in either December 2001 or September 2002. There were four announcements of successful bids:

- 15 local authorities in June 2002: Aberdeenshire, Argyll and Bute, Dumfries and Galloway, Dundee, East Ayrshire, East Lothian, East Renfrewshire, Fife, Highland, Inverclyde, North Lanarkshire, Renfrewshire, South Ayrshire, South Lanarkshire and West Lothian (Scottish Executive, 2002).
- 9 local authorities in March 2003: Aberdeen, Angus, Clackmannanshire, East Dunbartonshire, Edinburgh, Midlothian, North Ayrshire, Perth and Kinross and Stirling (Scottish Executive, 2003).
- 4 local authorities on 1 June 2004: Falkirk, Moray, Scottish Borders and West Dunbartonshire (Scottish Executive, 2004a)
- 1 local authority on 21 June 2004: Eilean Siar (Scottish Executive, 2004b).

A project in Orkney was later added. Both Eilean Siar and Orkney are now being funded by capital grant from the Scottish Government.

The initial offer of funding from the Scottish Government was based on the projects having a capital value of £2.3bn. The Scottish Executive offered to fund 80% of this along with 50% of the maintenance costs. Some local authorities increased the value of their projects and are funding the difference themselves.

### **6.3 Which PPP/NPD projects were signed off after May 2007?**

Following the May 2007 election, the incoming Scottish Government continued to meet existing commitments of the projects still outstanding in the PPP2 building programme. By May 2007 there were 9 PPP/ NPD projects still to reach financial close. Between May 2007 and September 2010, Local Authorities reached financial close on all of these. Between them, the 9 projects contain 51 schools. Four of these projects were fully operational by March 2010 and the last of the Dumfries and Galloway schools opened in August 2010. The table below gives the date of the initial offer of funding, the date of outline business case approval, the date of financial close, the date when schools in the project started to open, the number of schools involved and the capital value.

In addition, the Western Isles Schools Project was signed off in September 2010, and it is anticipated that the Orkney project will commence in March 2011.

**Table 4: PPP/NPD projects reaching financial close since May 2007**

Project Name	Date Project Publicly Announced	Date Outline Business Case (OBC) Approved	Date of Contract Signature	Start operational	Number of schools	Capital Value £m
East Dunbartonshire Schools PPP	March 2003	August 2004	August 2007	<a href="#">June 2009</a>	6 secondary	£134.1
West Lothian Schools PPP2	June 2002	February 2006	August 2007	<a href="#">August 2009</a>	2 secondary	£61
Falkirk Schools PPP2 NPD	June 2004	February 2004	May 2007	<a href="#">June 2009</a>	4 secondary	£115
Aberdeen City Schools NPD	March 2003	December 2002	December 2007	<a href="#">March 2009</a> 4 still to open	2 secondary 8 primary	£120.5
Perth and Kinross Schools PPP	March 2003	September 2003	October 2007	July 2010, 3 still to open	9 (some joint campus)	£136
Dumfries & Galloway Schools PPP	June 2002	September 2005	January 2008	August 2009, 3 still to open	10 (some joint campus)	£109
West Dunbartonshire Schools PPP	October 2003	March 2004	January 2008	August 2009, 1 still to open	3 secondary 1 primary	£115
Inverclyde Schools PPP	June 2002	September 2004	October 2008	2010, 2 to open 2011	4 schools	£80
Moray Schools NPD	June 2004	March 2004 (original), February 2008 (updated)	June 2010	October 2011, Feb 2012	2 schools	£50

Source: Scottish Parliament, 2008c. Information on the number of schools from Scottish Government Officials, (March 2008 for Inverclyde and May 2008 for others). Information on capital value Scottish Government, 2009d. Operational dates from Partnerships UK web site and Scottish Government personal communication January 2011. Not all schools in a project open at the same time.

In addition, the Western Isles project which is now funded by direct grant contains 5 schools, has a capital value of £60m and is due to complete by 2012.

#### **6.4 How many projects are still in procurement from the original PPP/ NPD programme?**

Only the Orkney project is still in procurement, and is now being funded by capital grant. It was originally announced in 2006, an outline business case was approved in April 2007 and updated in February 2008. The preferred bidder was confirmed in Autumn 2010. It includes 2 schools, a hall of residence and part funding of a swimming pool. It has a capital value of £50m. (Scottish Parliament, 2008c. Information on capital value from Scottish Government, 2009c. Other information from Orkney Islands Council 'School Investment Project').

#### **6.5 How many schools are still to be opened under the PPP/NPD programme?**

By March 2010, 271 schools had been built or refurbished using PPP/NPD (see table 1). Three schools in Dumfries and Galloway have since been completed and 12 schools remain under construction in Aberdeen, Inverclyde, Moray, Perth & Kinross and West Dunbartonshire. There are therefore 12 schools under PPP2 or its remodelled contracts which will open between now and 2012, in addition to a further 7 in the Western Isles and Orkney projects.

## **7. USE OF NPD**

### **7.1 Which projects have used NPD?**

Twenty six schools have been built or are under construction using NPD. These are in four projects in the following authorities:

- Argyll and Bute (signed in 2005). The project involved ten schools and was the first of its kind in the UK. Like traditional PPP, a private sector company was established to manage the project. However, unlike traditional PPP profits do not go to the shareholders but to a charitable company and could be used for reinvestment in the project itself. There is also more local authority control of the SPV (Patterson, L. 2008).
- Falkirk (2007). This project was for 4 secondary schools.
- Aberdeen (2007). This project was for 2 secondary schools and 8 primary schools.
- Moray (2010). This project is for 1 secondary and 1 primary school. Construction work began in summer 2010 (Moray Council).

### **7.2 Future use of NPD**

During education committee discussion in June 2010, Ken MacIntosh asked about the development of an NPD model by the Scottish Futures Trust. Keith Brown stated:

“it should emerge within the next year. However as you mentioned the fact that it has not yet emerged has not prevented us from cracking on with the schools programme [...] in previous times, it took five and a half years to get things up and running but I confidently expect that a new model will be up and running before that time expires with the SFT”.  
(Scottish Parliament Education, Lifelong Learning and Culture Committee, 2010)

The draft budget documents 2011/12 included a commitment to develop an NPD funding stream to support Scotland's Schools for the Future. This would support projects worth up to £400-500m (Scottish Government, 2010f p.42). It is expected that some of the schools already announced in the Scotland's schools for the future programme (see below) may be transferred from direct grant to NPD funding (Scottish Government personal communication, January 2011). No further details were available at time of writing.

## **8. SCOTLAND'S SCHOOLS FOR THE FUTURE PROGRAMME**

In June 2009 the Scottish Government announced plans to enable local authorities to build or refurbish 55 new schools with a capital value of £1.25bn (Scottish Parliament 2009a) and construction of the first school began on 30 September 2010 (Scottish Government, 2010d).

### **8.1 How will this programme be funded?**

The Government will provide £800m and local authorities will fund the balance. The Government is providing 67% of the cost of secondary schools and 50% of the cost of primary schools (Scottish Parliament, 2010b). Funding started in 2010/11 and will continue until 2017/18 (Scottish Parliament, 2010c). While the first schools will be funded through direct capital grant, the draft 2011-12 budget indicated that later phases will be funded by NPD. Some schools, for example East Lothian Council's primary school project, Brechin High and Harris Academy may be procured through the Hub programme, whilst others will be procured through joint procurement projects, such as the pilot programme involving Midlothian and East Renfrewshire Councils (Scottish Parliament, 2010d). It is expected that some of the projects which have already been announced as funded through capital grant may be remodelled as NPD projects. An announcement is expected soon.

## 8.2 Which schools are being re-built/refurbished?

To date, 37 out of the 55 school building projects have been announced comprising 16 secondaries, 20 primaries and one special school. All local authorities have at least one project and the list of schools is given in tables 5 and 6 below. The criteria used to identify these schools were:

- The distribution of needs, nationally
- Best available information about schools' condition (core facts, School Estate Management Plans, and other intelligence)
- Best availability on schools' 'unsuitability' to deliver modern education
- Additionality - schools which are not part of a funded programme already
- Local Authorities' own priorities
- Aspects of readiness to proceed

By October 2010, the Scottish Government had announced £308m of investment that will be provided to local authorities. In December 2010, the Government announced a further two schools – Campbeltown Grammar and Boroughmuir High although these are to be funded by NPD (Scottish Government 2010e). This leaves a further 18 schools to be announced.

The following tables list the schools announced for new build/refurbishment, their condition category in the school estate statistics, the year in which funding will become available and the amount of Scottish Government investment in the project.

**Table 5: Secondary schools announced 28<sup>th</sup> September 2009**

Local authority	school	Condition	Funding available	SG investment
Aberdeenshire	Ellon Academy	B	2012/13	£22.673
	Mearns Academy	C	2012/13	£11.264
Angus	Brechin High School	C	2013/14	£14.035
Dumfries and Galloway	Dalbeattie High School	B	2013/14	£7.627
Dundee	Harris Academy	B	2013/14	£20.840
East Renfrewshire	Eastwood High School	C	2011/12	£17.747
Edinburgh	James Gillespie's High School	C	2014/15	£19.725
Fife	Auchmuty High School	C	2012/13	£18.773
Highland	Wick High School	C	2012/13	£18.390
Midlothian	Lasswade High School	D	2011/12	£23.034
North Ayrshire	Garnock Academy	C	2013/14	£18.795
North Lanarkshire	Clyde Valley High	C	2014/15	£19.080
South Ayrshire	Ayr Academy	C	2014/15	£14.197
West Dunbartonshire	Dumbarton Academy	C	2011/12	£12.101
			<b>Total SG investment</b>	<b>£238.28</b>

Sources: Scottish Government 2009f and g. Condition category from Scottish Government 2009h [school estate statistics dataset 2009](#). Funding data, personal communication, Scottish Government July 2010. 2009 prices

**Table 6: Primary and special schools announced November 2009**

Local authority	school	Condition	Funding available	SG investment £m(2009 prices)
Aberdeen City	Bucksburn Primary	C	2011/12	£4.130
	Newhills Primary	C		
Argyll & Bute	Dunoon Primary	C	2013/14	£6.745
	Kirn Primary	C		
	St Mun's Primary	B		
Clackmannanshire	St John's Primary	D	2011/12	£4.054
	Claremont Primary, Alloa	C		
East Ayrshire	Gargieston Primary, Kilmarnock	B	2011/12	£3.595
East Dunbartonshire	Lairdsland Primary, Kirkintilloch	C	2013/14	£2.468
East Lothian	Haddington Infants	A	2011/12	£4.67
	St Mary's Primary	C		
Eilean Siar	Daliburgh Primary	C	2011/12	£2.122
Falkirk	New RC primary		2010/11	£2.467
Glasgow	Garrowhill Primary	B	2010/11	£3.825
	Glendale Primary	C	2012/13	£3.983
	St. Brendan's Primary & Kelso nursery	B	2013/14	£2.797
Inverclyde	Lilybank	C	2012/13	£5.550
	Glenburn Special Schools	C		
Moray	Milne's Primary	B	2013/14	£1.598
Orkney	Evie Primary	B	2013/14	£1.049
Perth & Kinross	Invergowrie Primary	B	2011/12	£2.467
Renfrewshire	St James Primary, Renfrew	C	2012/13	£4.926
Scottish Borders	Duns Primary	C	2013/14	£3.628
Shetland	Happyhansel Primary, Walls	B	2013/14	£0.936
South Lanarkshire	Spittal Primary, Rutherglen	C	2011/12	£2.257
Stirling	Riverside Primary	B	2011/12	£3.745
West Lothian	Pumpherstons & Uphall Station Primary	B	2010/11	£2.607
			<b>Total SG investment</b>	<b>£69.62</b>

Sources: Scottish Government 2009f and g. Condition category from Scottish Government 2009h [school estate statistics dataset 2009](#). Funding data, personal communication, Scottish Government July 2010. 2009 prices.



**Table 7: Schools announced 20 December 2010**

Local authority	school	Condition	Funding available	SG investment
Argyll & Bute	Campbeltown Grammar	C	n/a	n/a
Edinburgh	Boroughmuir High School	C	n/a	n/a
			<b>Total SG investment</b>	<b>n/a</b>

Source: Scottish Government, personal communication January 2011.

### 8.3 What is the funding formula for schools under this programme?

Scottish Government funding for the primary and secondary schools is based on a replacement of like for like facilities. The Scottish Government is not funding the creation of extra facilities such as new community and leisure provision (Scottish Parliament 2010g).

The funding is based on a space allocation set out in table 7 below, and a base cost of £2,350m<sup>2</sup> for primaries, and £2,200m<sup>2</sup> for secondaries. These will be adjusted to reflect any movements in inflation at the mid point of construction. Funding for the special school project was calculated on a different basis due to the unique nature of requirements for special schools. The space allocation in the funding formula used is:

**Table 7: Space requirements for Scottish Schools for the Future**

Secondary		Primary	
pupil roll	m <sup>2</sup>	Roll	m <sup>2</sup>
up to 400	13	up to 231	8.5
401-800	12	232- 462	7.5
801-1200	11	463+	6.5
1201+	10		

Source: Scottish Government personal communication, July 2010.

### 8.4 When will all the schools be built under this programme?

The programme is expected to be complete by 2018 (Scottish Parliament, 2010c). Construction of the first school (Pumphreston and Uphall Station Community Primary School) began on 30 September 2010 (Scottish Government, 2010d). The first two secondaries to be taken forward are Eastwood High in East Renfrewshire and Lasswade High in Midlothian. The Government expects that the first primary school should be completed in 2011 and the first secondary school should be completed by 2013 (Scottish Government, 2009f).

## 9. SCOTTISH FUTURES TRUST

### 9.1 What is the role of the Scottish Futures Trust?

The Scottish Futures Trust (SFT) is a Government-owned company set up to improve public infrastructure investment. Its current role in relation to schools involves:

- co-ordinating the £1.25bn building programme for 55 schools announced in June 2009, including taking forward the pilot joint procurement of Eastwood High and Lasswade High and inclusion of Harris Academy and Brechin High in the East Central Hub initiative (Scottish Futures Trust 2010a).
- working with local authorities still to complete procurement on NPD/PPP projects, and
- assisting other local authorities with their plans for the school estate.



It is expected that the operation of the trust will contribute to attaining better value for money in school estate investment.

“The key objective for SFT is to drive Value for Money across the programme of investment by reducing overall programme transaction costs by minimising duplication of activities.” (Scottish Futures Trust 2010a)

As part of this, SFT has completed a [Lessons Learnt](#) exercise which draws out common themes from post-occupancy reviews of 28 schools. This is one attempt to answer criticisms that best practice is not widely shared and is additional to the school project case studies produced by the Scottish Government. The document highlights issues relating to, for example: circulation space, heating, lighting and ventilation and procurement documentation (Scottish Futures Trust, 2009a).

One of the main benefits of the SFT is as a centre of expertise. In evidence to the Education, Lifelong Learning and Culture Committee in June 2010, schools minister Keith Brown said:

“having the SFT take on such work will certainly be beneficial because a small council such as Clackmannanshire Council could not hope to have the experience that the SFT has. To that extent, the SFT is perhaps more attractive to smaller councils than it is to large ones, although all councils, large and small, are engaging with it.” (Scottish Parliament Education, Lifelong Learning and Skills Committee, 2010).

## **9.2 Is the SFT involved in PPP projects?**

The SFT is also taking forward the remainder of the PPP2 programme. When the SFT was established there were three projects from the PPP2 programme still to reach financial close. These were Moray, Orkney and the Western Isles. The Moray project is being taken forward by an NPD (non-profit distributing) model and Orkney and Western Isles are now being funded via capital grant (Scottish Parliament, 2010h).

## **9.3 How is the SFT saving public money?**

The SFT reported that its activities in 2009/10 will result in £110m net future savings (Scottish Futures Trust 2010b). A large proportion of this relates to school building. The majority of these schools savings are from ‘improved needs identification’ which involved changing the specifications in the building designs. The SFT describes its approach as:

“Working with Local Authorities to apply this consistent funding approach and robustly challenge need, has identified opportunities for substantial cost savings against initial estimates” (Scottish Futures Trust 2010a).

By using different assumptions about capacity and space per pupil, the SFT has reduced the cost of the Scotland’s Schools For the Future by £176m. This results in a saving of £69m to the Scottish Government. Costs were reduced for the 21 primary schools through a changing the design capacity, area requirement and unit costs. Cost reductions for the 14 secondary schools resulted from:

- Reducing the capacity from 1,072 to 984 pupils
- Reducing space requirement from 12.8 to 11m<sup>2</sup> per pupil.
- Reducing space costs from £2,660 to £2,200m<sup>2</sup>

In the Orkney and Western Isles projects, the SFT worked to re-organise the way Scottish Government financial support for the projects was delivered. Treasury rules had led to some

double counting of the finance provided. Resolving this led to £4.3m per annum over the 30 years no longer being counted against the Scottish Government budget. Fifty per cent of this saving is attributed to work by the SFT.

The use of joint procurement for the East Lothian and Renfrewshire schools projects is estimated to have saved £2m, with the saving attributable to the SFT and the two local authorities. Savings are achieved because there is only one project team, one set of advisors and one design team. The resulting larger combined project will result in cost savings because of these economies of scale.

The above measures were calculated to save the Scottish Government £72m with further savings provided to local authorities (Scottish Futures Trust 2010c).

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