
Report to Special Meeting of Clackmannanshire Council

Date of Meeting: Friday 10 July 2020

Subject: Learning Estate – Urgent Matters

Report by: Strategic Director (Place) and Chief Education Officer

1.0 Purpose

- 1.1. The purpose of this paper is to inform Council of a number of property related issues that have arisen in the Alloa South learning estate; together with the implications that this has on the Council's ability to meet its statutory duties in relation to educational provision for the services in affected establishments.
- 1.2. The paper sets out the issues and identifies a range of solutions, with recommended solutions being set out in section 2, below.

2.0 Recommendations

- 2.1. It is recommended that Council:
 - 2.1.1. Notes the issues with the Clackmannanshire Secondary Support Service building at Bedford Place, Alloa; and notes that, subject to Council approval of recommendation 2.1.7 and 2.1.8, the service will be temporarily relocated to the former St Bernadette's Primary School in Tullibody, pending further consideration of the issues at the Bedford Place premises and additional support needs in the wider estate strategy.
 - 2.1.2. Notes the options set out in Appendix A which have been considered but which are not suitable for recommendation.
 - 2.1.3. Notes that the Park Primary Nursery extension has been delayed due to COVID-19 restrictions, requiring urgent action to create accommodation space for two Primary 1 classes; and notes that, subject to Council approval of recommendation 2.1.7 and 2.1.8, the Primary Support Service which is currently located in Park Primary will be temporarily relocated to the former St Bernadette's Primary School in Tullibody in order to create this space, pending further consideration of additional support needs in the wider learning estate strategy.

- 2.1.4. Notes that a number of financial risks have arisen with the Park Primary Nursery Extension project and that a separate paper is being prepared by officers with the intention of presenting the matter at a Special Council meeting to be scheduled at the end of July 2020.
- 2.1.5. Notes that, subject to further specified structural roof strengthening works, the ABC Nursery building has been assessed as structurally safe for use in the short term and that the intention is to recommence early years' services at this location between August and October 2020.
- 2.1.6. Notes that officers are assessing further options for the provision of early years' services currently provided at ABC Nursery beyond October 2020, and that a separate paper is being prepared with the intention of presenting the matter at a Special Council meeting to be scheduled at the end of July 2020.
- 2.1.7. Agrees to the proposed refurbishment of the former St Bernadette's Primary School to enable the temporary relocation of CSSS and PSS establishments, thereby ensuring that the Council is able to meet its statutory educational duties relating to these pupils. Council has previously accepted that this site could form part of the wider learning estate strategy following options appraisal. This temporary use will not impact on that decision and an options appraisal will still go ahead in due course.
- 2.1.8. Agrees to fund the refurbishment works as follows:
- Capital: £238,000 from the existing Capital plan, re-phasing the capital allocation for the Parking Management Scheme (£380,000) into 2021/20 financial year.
- Revenue: The estimated costs of £307,000 to be funded from within the existing approved education budget, with any shortfall met from uncommitted reserves

3.0 Considerations

Clackmannanshire Secondary Support Service, Bedford Place

- 3.1. Council has already been advised of the condition of the roof at the Clackmannanshire Secondary Support Service building at Bedford Place, Alloa. Previous surveys had highlighted that remedial works to sustain services in the building would cost in excess of £800K for roof coverings and associated roof related items i.e. chimneys and guttering. This was highlighted in Appendix 2 of the Learning Estate Strategy paper to Council in December 2019, with specific reference being made to the poor condition of the roof, stonework and chimneys.

- 3.2. Since December 2019 and prior to lock down, essential maintenance and wind and watertight work was identified and commissioned to rebuild three chimneys, repointing defective stonework and to carry out replacement areas of defective slate on the front elevation turret. Projected costs for this were in the region of £50,000, from the revenue maintenance budget. It was anticipated that this investment would be sufficient to address the immediate short term wind and watertight issues that had been identified in that particular area of the roof.
- 3.3. During the course of these works, further timber rot decay was found within the roof. Following closer inspection from scaffolding at roof level, the dormer gable walls to the east and west end elevations were observed to be showing structural distress and appeared to be free standing and detached from the main structure of the building. There are similar dormers to the opposite elevation of the building which are likely to be experiencing the same issues but inspection of these has not been possible due to access limitations. Also, the ridge section of a larger section of an adjoining roof is showing signs of major deflection with the potential for structural distress similar to that found at the dormers. There are larger sections of walling showing similar structural movement issues elsewhere on the property.
- 3.4. Initial visual inspections by the structural engineer resulted in an instruction to close the property until further inspections and subsequent works are commissioned.
- 3.5. Significant structural restoration works are anticipated which are likely to involve a considerable level of investment and will keep the building closed for the medium term. This is further compounded due to the fact the building is located within a known conservation zone and is a Class C listed building. Restoration and roof replacement works will be subject to the specification of works being approved by the Planning Service and Historic Environment Scotland.
- 3.6. Further consideration requires to be given on future options with regard to this building, and this will be the subject of a further report to Council/Committee at a later date. The immediate impact of the property issues outlined above is that CSSS needs to be relocated on a temporary and urgent basis in order for the Council to fulfil its statutory educational duties, and this is the focus of this paper.
- 3.7. A number of potential alternative properties have been assessed for suitability, giving due regard to the expectations and guidance from HMIE, set out in How Good is Your School (HGIOS 4), including the management of school facilities to promote equity, and high quality learning environments. A high level options appraisal can be seen at Appendix A.
- 3.8. The recommended solution is to temporarily relocate CSSS to the former St Bernadette's Primary School, following the refurbishment works set out in sections 3.22 to 3.27 of this report. This solution can be provided relatively quickly and enables service continuity for education and welfare of pupils and staff for the school terms beginning in August. It also provides additional flexibility for future learning estate options, temporary decants and business continuity capacity.

Park Primary Nursery Extension

- 3.9. To deliver the Early Years Provision within Clackmannanshire, a construction contract was entered into with East of Scotland Hubco via the Scottish Futures Trust which was agreed on the 3rd of January 2018 and is due to run until the 31st of December 2020. This contract was set up to facilitate Early Years school upgrades and school refurbishment at Alva Primary, Deerpark Primary, Craigbank Primary, Menstrie Primary and Park Nursery.
- 3.10. Hubco was appointed to manage all aspects of delivery of the buildings via a turnkey type solution from inception to handover to the authority i.e. procurement of design teams, tendering, project management, appointment of contractors and construction, testing and handover.
- 3.11. Budget of £2.6m was agreed within the Education Capital Programme to undertake an extension to the existing Park Nursery to create the additional space required to accommodate the Nursery and P1&2 classes.
- 3.12. The initial intent was for the extension work to be complete before the start of the school term immediately after the summer holidays. However, due to COVID-19 restrictions, work has ceased and the facility will not be available for some months potentially some time between January and April 2021.
- 3.13. This presents a shortfall in accommodation space for early years' expansion which is required on a phased basis over coming months; and, more acutely, two additional P1 classes (circa 60 pupils) which are required immediately. It is recommended that the only viable option available is to create capacity for the P1 classrooms by temporarily relocating the Primary Support Service from Park Primary School to the former St Bernadette's Primary School, following refurbishment works set out in section 3.20 to 3.25 of this report.
- 3.14. With the change of use of the PSSS classrooms into P1 provision certain enabling refurbishment works to the existing Park Primary School are required to be undertaken. Capital costs are estimated at around £35k and Revenue costs at £15k, total cost 50k.
- 3.15. During the construction works to date, a number of issues have arisen which are likely to result in the project costs exceeding the agreed budget of £2.6m. Some of these have arisen due to on-site construction issues, whilst the most significant of these founds on construction industry estimations that supply chain costs are likely to rise by as much as 40% as a direct result of COVID-19. No further work will be instructed until officers have had the opportunity to discuss the issues with Hubco and their contractor and any subsequent formal governance decisions have been secured. It is anticipated that a paper can be prepared for a Special Council meeting at the end of July 2020.

ABC Nursery

- 3.16. ABC nursery is located within the former St John's Primary School at Grant Street, Alloa. The building was opened as a nursery in 1995 and was refurbished in 2005. Following a total of nine separate call outs of reports of water ingress in 2019 an independent roof survey was commissioned and carried out by Graham Roofing and a further structural assessment was carried out by John Boyle of CRA Associates.

- 3.17. The findings from both surveys concluded that the roofing fabric required immediate attention to stabilise the structure and a programme of roof upgrade and replacement would be required within the short term. Within the areas assessed and observed, there were structural defects that required to be addressed prior to any fabric maintenance or upgrade.
- 3.18. A programme of immediate works was agreed with an external structural engineering contractor to stabilise the roof structure and these were completed in November 2019. This came with a recommendation of further quarterly inspections with the caveat that the immediate repairs were a short term solution to sustain the safe and suitable provision of services from the location.
- 3.19. The planned ongoing inspection regime has not been possible due to Covid19 restrictions which meant that the structural integrity of the building could no longer be guaranteed. In June the ELC Critical Childcare Hub provision was moved to Tulach Nursery to provide increased capacity and support arrangements for summer provision.
- 3.20. In line with the Scottish Government's Route Map to Recovery, the inspection regime has been able to be re-established. The Council's consultant structural engineer has advised that, on completion of some additional structural strengthening works, the ABC nursery can be re-opened. These works are minor in nature and are likely to cost in the region of £2000, which will be funded from the property maintenance revenue budget. A copy of the structural engineer's written confirmation can be seen at Appendix B.
- 3.21. The professional assessment of property officers within the Council is that it would not be prudent to extend this beyond October 2020 due to the potential risks presented by the roof covering and associated rainwater goods which are well beyond their useful life and are suffering from significant defects. Adverse and inclement weather over the autumn and winter is highly likely to cause further deterioration with a high risk of roof coverings and rainwater goods detaching from the building and causing injury and/or causing water penetration

Further work is required to explore options for beyond October and a further paper will come to governance via a Special Council meeting, expected to be at the end of July 2020.

Proposed refurbishment work at St Bernadette's

- 3.22. The proposed works to St Bernadette's are a combination of repairs, maintenance, redecoration and mechanical and electrical upgrade works to the existing structure. It is not intended to carry out any additional bespoke fit-out works to the property.
- 3.23. The accommodation layout will be designed to provide sufficient physical separation within the building between primary and secondary aged pupils. There will be separate, self contained areas for building entrances, learning space and toilet provision.
- 3.24. The gym hall/dining area and external play space will be common areas which will be timetabled to allow multi-use whilst maintaining separation.

- 3.25. General administration and staff room areas will be shared between PSSS and CSSS staff
- 3.26. A layout plan can be seen at Appendix C, showing designated areas for the aforementioned.
- 3.27. The total estimated cost of the refurbishment works are £495,000. This is made up of capital works at £203,000 and revenue works at £292,000. The revenue costs include a £25,000 contingency for IT costs, furniture etc.

4.0 Sustainability Implications

- 4.1. Proposals regarding the long term sustainability of the Bedford Place and ABC Nursery buildings will come before an appropriate Council/Committee meeting.
- 4.2. Approval for the proposed refurbishment works at St Bernadette's is being sought for the main purpose of providing a temporary solution to enable the Council to meet its statutory educational provision for CSSS and the additional P1 classes that are required at Park Primary School. However, the investment creates longer term flexibility within the learning estate to assist with any future decants or business continuity requirements.

5.0 Resource Implications

5.1. Financial Details

- 5.2. The full financial implications of the recommendations are set out in the report.
Yes ☒

- 5.3. Finance have been consulted and have agreed the financial implications as set out in the report.
Yes ☒

5.4. Staffing

- 5.5. There are no additional human resources required.

6.0 Exempt Reports

- 6.1. Is this report exempt? (please detail the reasons for exemption below) No ☒

7.0 Declarations

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

(1) **Our Priorities** (Please double click on the check box ☒)

- Clackmannanshire will be attractive to businesses & people and ensure fair opportunities for all ☐
- Our families; children and young people will have the best possible start in life ☐
- Women and girls will be confident and aspirational, and achieve their full potential ☐
- Our communities will be resilient and empowered so that they can thrive and flourish ☐

(2) **Council Policies** (Please detail)

8.0 Equalities Impact

- 8.1 Have you undertaken the required equalities impact assessment to ensure that no groups are adversely affected by the recommendations?
- Yes ☐ No ☒

9.0 Legality

- 9.1 The Schools (Consultation) (Scotland) Act 2010 requires an education authority to undertake a consultation before it implements a relevant proposal which it has formulated. The Act sets out what proposals are relevant proposals and require consultation. One of the proposals is to relocate a school. The recommendations in this paper represent a holding position. The Council will consult in accordance with the Act if there are any relevant proposals it wishes to pursue in future.

It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes ☒

10.0 Appendices

- 10.1 Please list any appendices attached to this report. If there are no appendices, please state "none".

Appendix A Options
Appendix B St Bernadette's Proposed Layout
Appendix C Findings ABC Structural Engineers

11.0 Background Papers

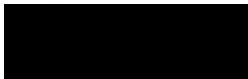

11.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

Yes ☐ (please list the documents below) No ☐

Author(s)

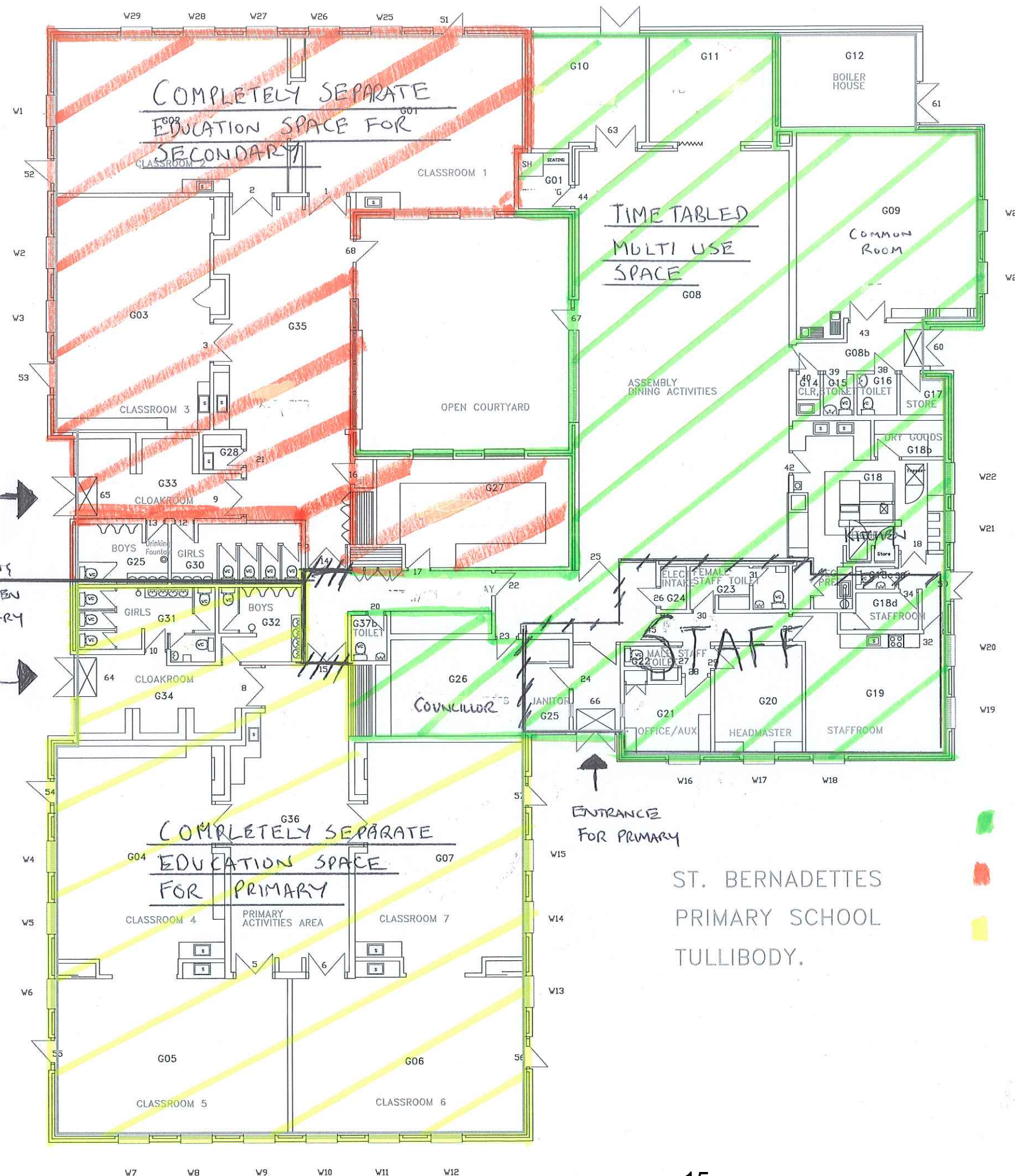
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Lorraine Sanda	Chief Education Officer	Extension : 2425

Approved by

NAME	DESIGNATION	SIGNATURE
Lorraine Sanda	Chief Education Officer	
Pete Leonard	Strategic Director (Place)	

Option No.	Alternative Property	Pro's	Con's	Recommended
CSSS				
Option 1.	Refurbish Bedford Place Building	<ul style="list-style-type: none"> Preserves Class C listed building in conservation zone. Service recognised as very good by HMIE inspection January 2020. 	<ul style="list-style-type: none"> Decant required for up to a year. High cost – circa £1.5m - £2.2m. Disruption (unplanned) to service for most vulnerable young people. 	No
Option 2.	Temporary Relocation to St. Bernadette's with Refurbishment and Repair Works	<ul style="list-style-type: none"> Can be provided relatively quickly (end August 2020). Allows for service continuity of education/welfare for young people as recognised by HMIE in January 2020. Provides some future flexibility for learning estate options, decants and business continuity. Costs estimate is robust - £495K including £5K to move furniture from CSS. 10K for IT 	<ul style="list-style-type: none"> Controversial given previous decision to close St Bernadette's and ongoing situation with St Mungo's. 	Yes
Option 3	Permanent Relocation to the Mars Hill Building	<ul style="list-style-type: none"> Vacant possession. Makes use of an available asset. 	<ul style="list-style-type: none"> £600k est. 12 months decant required. Layout and learning environment unlikely to serve educational needs. Risk of not meeting learners needs by HMIE. 	No

Option 4	Relocate Service to Bowmar Centre There has been insufficient time to fully explore this as an option			No
Option 5	Lime Tree House Does not meet education requirements due to the presence of private businesses in the building			No



ST. BERNADETTE'S
PRIMARY SCHOOL
TULLIBODY.

- TIME TABLED MULTI USE SPACE
- SECONDARY SPACE
- PRIMARY SPACE

REVISIONS.

SUFF.	DATE	BY	CONTENTS

NOTES

ALTERNATIVE
ENTRANCE
FOR
SECONDARY

No dimensions to be used from this drawing.
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PROJECT
St. Bernadettes Primary School
The Orchard, Tullibody

DRAWING
Layout Plan

scale	NTS	drawn	xx	checked	-	date	xx
DRG NO.	SK 001	REV.	-	JOB NO.	TUL 718		

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Our Ref: CA8264/JB

1st July 2020

Clackmannanshire Council
Kelliebank,
Alloa
Clackmannanshire
FK10 4NT

For the attention of Stuart Graham,

Dear Sirs,

CA8264: -Update Roof Inspection, ABC Nursery, Grant Street, Alloa

We refer to the joint inspection of the roof to the ABC Nursery by your Stuart Graham and our John Boyle on Tuesday 30th June 2020, as well as the postponed inspection of May 2020 and the inspections and emergency repairs carried out to the hipped and blind gable ends of the roof in November 2019.

As discussed at the inspection on 30th June 2020, we confirm our recommendation that additional fixings and fixing timbers be installed to both blind gables, where the ongoing effects of weather on the displaced blind gables has resulted in loss of full fixity and increasing movement of the blind gable louvre infills. Please note that this was more prevalent to the north infill. We understand that appropriate arrangements are in hand to address this as quickly as possible and would be happy to carry out a further inspection once completed if wished.

We also refer to our observations as to the splitting of the lower hip support timber below the south blind gable infill. We have reviewed photographs from the inspection of 4th November 2019 and those of 30th June 2020 and confirm that there has been no change and we confirm that the strengthening installed in November 2019 continues to be adequate for the continuing support in the short term.

From this update inspection, we can confirm that as of 30th June 2020, and subject to completion of the refixing of the infills, that interim stability has been maintained and will continue to do so until October 2020 with the provision that a further inspection is carried out at that time, or following any extreme weather events.

We trust this confirms the current situation with the roof structure to the ABC Nursery but please get in touch should there be any further queries.

Yours faithfully,



Director