### ABERDEEN CITY COUNCIL

COMMITTEE Education, Culture and Sport

DATE 16th September, 2010

DIRECTOR Annette Bruton

TITLE OF REPORT Replacement School for Bucksburn and Newhills

Schools - Stakeholder Engagement

REPORT NUMBER: ECS/10/074

### 1. PURPOSE OF REPORT

A new school to replace Bucksburn and Newhills Primary Schools is to be built. This report informs members of the outcome of stakeholder engagement on which site should be selected for the new school.

The report also makes a recommendation on the preferred site based upon stakeholder feedback and an evaluation of the feasibility report.

### 2. RECOMMENDATION(S)

It is recommended that the Committee:-

- a) agrees that the preferred site for the new school is the current Newhills School campus and
- b) instructs officers to make all necessary arrangements to facilitate the establishment of the new school, including interim decant arrangements and requisite application for planning permission.

### 3. FINANCIAL IMPLICATIONS

Decision was taken by Policy and Strategy (Education) Committee on January 21 2009 (affirmed by Council on 11th February, 2009) to provide funding for the new Bucksburn/Newhills School (£10,450,000 Gross Cost) under the non-housing capital programme.

£5,225,000 is to be released in 2011/12 and a further £5,225,000 in 2012/13.

Subsequently, further support has been received in principle from Scottish Government through Scottish Futures Trust. This amounts to £4.125 million which is anticipated to commence in 2011/12. This funding is intended to support construction costs.

Additional costs will be incurred to support decant of pupils during demolition of the old school and construction of the new provision.

### 4. SERVICE & COMMUNITY IMPACT

The replacement school will provide fit-for-purpose facilities to allow delivery of a modern curriculum and facilities for community use. The new school will include all services currently provided in the existing schools, including the Vision Support Service.

Provision of the new replacement school fits within Aberdeen City Council's priorities as set out in the Council Leader's budget speech on 11<sup>th</sup> February 2010

 The opportunities we provide for all our school children to attain and achieve to the very best of their potential.

Educational Priority 2 of *Vibrant, Dynamic & Forward Looking* indicates the partnership will 'Ensure Aberdeen's pupils and teachers have school buildings fit for 21<sub>st</sub> century'.

There will be a reduction in some staff posts as a result of the new school being created. Excess staffing will be managed in consultation with relevant trade unions and implement existing Aberdeen City Council's Policies on the compulsory transfer of teaching staff and/or redeployment of excess support staff will be implemented. There will be a modest saving to the council as a result in the reduction in staff as a result of the establishment of the new school. The number of staff involved will not be significantly influenced by the choice of site for the new school.

The decision on the name of the new school will be decided under the existing Aberdeen City Council policy and again is not dependent on the choice of site.

This is a significant investment for Aberdeen City Council and it is anticipated that such a valuable resource would be made available for community use outwith the core school opening hours.

### 5. OTHER IMPLICATIONS

Arrangements will be made for the safe and efficient decant of pupils and staff from the chosen site during demolition of the old building and construction of the new school. Detailed decant arrangements will be finalised and announced on ratification by this committee of the decision on which site is to be developed.

The preference is to bring the two school communities together as soon as possible and, if feasible, use the existing, non-developed site to accommodate the pupils from the school on the site which will be developed.

Following formal statutory consultation, on 21st January, 2009, Policy and Strategy (Education) Committee resolved to adopt the motion to close both Bucksburn and Newhills Primary Schools and establish a new school on the preferred site (at that time, specifically Newhills site as indicated in the statutory consultation document). This decision was ratified by Council who further instructed a feasibility study be conducted upon both school sites.

The Planning etc. (Scotland) Act 2006 which came into effect on 3rd August 2009 introduces substantial changes to the planning process. It introduces 3 categories of development, National, Major and Local. The new school may fall into the category of 'Major', which has a threshold of 5000m². This requires a notice detailing the pre-application consultation that is proposed to be submitted to the planning authority 12 weeks in advance of the application being lodged. As the applicant will be Aberdeen City Council who are also the planning authority, the application will be referred to the Development Management Sub-Committee to determine.

Transfer of land (between services of the City Council) is required to create a site that is large enough to accommodate the proposed building (this applies to both sites).

A working group to develop the detailed brief for the new provision will be established in August, 2010. This will include representatives of teaching and support staff, pupils, parents and officers. The establishment of this group will not have any resource of financial implications.

Decant arrangements are detailed in the report below, including provisional costs of providing additional accommodation.

The site that is not chosen, if declared surplus by Education, Culture and Sport, could be available for use by other services of the City Council and ultimately be could declared surplus and potentially disposed of.

The new school will complement the 3Rs schools and will achieve at least the same standard of accommodation, design and specification. Any assets raised by disposal could potentially be used to offset some of the costs involved in establishing the new school.

The new building will be designed to the highest sustainability principles to achieve a BREEAM (Building Research Establishment Environment Assessment Method), rating of excellent for new schools. It will be designed to enhance the environment and provide a resource for residents which can provide services during opening hours beyond the school day. This provision is a major investment for Aberdeen City Council.

The new school would be provided with new furniture and equipment, subject to suitable additional funds being approved.

Health and Safety is constantly considered at all stages of the design development. Both in terms of the end user and during construction, i.e. pupils, parents, staff, visitors, local residents, construction workers and the general public at large. A Construction Design and Management Coordinator, whose role is to ensure that H & S is considered has already been appointed as required by the CDM Regulations 2007.

### 6. REPORT

- 6.1 Stakeholder Engagement Stakeholder Engagement ran from 17<sup>th</sup> May until 23rd August, 2010.
- 6.2 Stakeholder Engagement Document

This document was published on 21<sup>st</sup> May and made available via the two existing primary schools. Stakeholders could consult the document at the schools and request a full copy if required. No requests were received. A copy has been placed in the Members' Library.

### 6.3 Web pages

Dedicated web pages were set up on the Council website <a href="https://www.aberdeencity.gov.uk/Consultations/current\_cst/cst\_bucksburn\_newhills\_replacement.asp">www.aberdeencity.gov.uk/Consultations/current\_cst/cst\_bucksburn\_newhills\_replacement.asp</a>
At the end of the engagement period, there had been over 400 hits on the site. The nature and identity of visitors to the site were not established.

### 6.4 Stakeholder Engagement Event

Approximately 80 people attended this drop-in event which took place from 3.30 to 8.30pm on 25<sup>th</sup> May 2010 at Bucksburn Academy, including current parents, pupils, staff of the primary schools and the academy and local residents and a local MSP. On display were indicative plans for the development of both sites, including a non-site specific representation of the floor plan of the replacement school.

Officers in attendance were Head of Schools and Educational Services, the Project Officer and an Architect, Aberdeen City Council. They answered stakeholders' questions and cards were provided for attendees to leave their comments and submissions.

There were 56 comment cards left. Many of these contained statements of concerns on decant arrangements, rather than on the preferred site for development.

The following clearly stated preferences were submitted.

Preferred site	Number
Bucksburn PS	7
Newhills PS	16
Neither	0
Other	1
No preference	32
Total	56

There was some criticism that some local residents had not been adequately made aware of the event, particularly those elderly residents living in proximity to Newhills School.

Local media were informed of the event in advance and a short article appeared in the Press and Journal and reference was made to it by local radio stations. The event was also publicised by distribution of posters and leaflets at the following locations:

- The Point, St Nicholas House
- Central Library, Rosemount Viaduct
- English as an Additional Language Service, Sunnybank School
- Summerhill Centre, Stronsay Drive
- Bucksburn School, Inverurie Road
- Newhills School, Wagley Parade
- Bucksburn Academy, Kepplehills Road
- Beacon Centre, Kepplehills Road

- Bucksburn Medical Practice, Kepplehills Road
- Bucksburn Library, Bucksburn Academy
- Grampian Police, Inverurie Road

Details of the event were also posted on the Council website and the Parent Councils at both schools were notified as was Bucksburn and Newhills Community Council.

Parents/carers were informed by a letter which was delivered by pupil post.

### 6.5 Email address

A dedicated email address (<u>educationconsult@aberdeencity.gov.uk</u>) for questions and submissions was established in May.

There were 21 submissions.

Preferred site	Number
Bucksburn PS	4
Newhills PS	14
Neither	3
Other	0
No preference	0
Total	21

### 6.6 Submissions in writing

Submissions in writing to the Director were also accepted.

Disappointingly, there were only three submissions in writing.

One letter was received from the local MSP. This summarised local constituents' concerns. In summary, these were pupils should not be transported out of the area during decant; the new school should be established as soon as the chosen site is vacated; traffic and travelling issues should be addressed; as many learning/teaching areas as possible should be located on the ground floor; relationship between the new building and existing properties should be properly planned; further consultation with local residents should be considered.

The two other written submissions also covered some of these points.

### 6.7 Other Submissions

There was one verbal submission made by telephone on 25/06/2010. This was in favour of the Newhills site.

### 6.8 Other meetings

Officers met with the Parent Council Members of Newhills and representatives of Bucksburn & Newhills Community Council on Monday 26<sup>th</sup> April 2010. A meeting with Bucksburn Parents Council, attended by some local residents took place separately, on the same day.

### 6.9 Stakeholder Submission Summary and Feedback

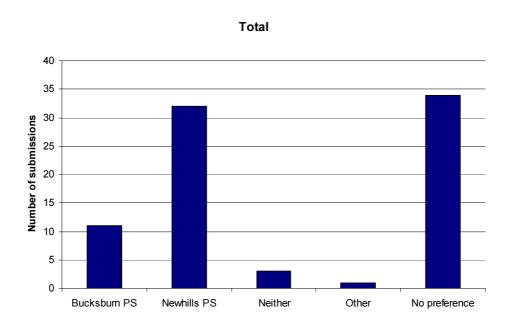
Appendix 1 is a summary of the Stakeholder Engagement which will be serve as a summary and be fed back to both schools, their Parent Councils and to Bucksburn/Newhills Community Council.

Many of the submissions reflected parental concerns about decant arrangements.

Overall, the majority of submissions were in favour of the Newhills site for the new school.

**Total Submissions in all formats** 

Preferred site	Number
Bucksburn PS	11
Newhills PS	32
Neither	3
Other	1
No preference	34
Total	81



### 6.10 Preferred Site

The Feasibility Report on the two sites identifies a number of issues, many of which have been identified by stakeholders in their submissions.

Theoretically, the size of building and grounds required to meet the design brief could be accommodated on either site.

Appendix 2 is a summary of the Feasibility Report and this includes advice of traffic engineers which indicates that the existing Bucksburn School site is considered to be poorly located in transportation, access and road safety terms and would attract a recommendation of refusal should a planning application be lodged for a new primary school to serve the Bucksburn area.

Based upon both the stakeholder engagement and the feasibility report, it is the view of officers that the preferred site for the replacement school is the current Newhills site.

Arrangements for the safe and efficient decant of pupils from the chosen site will be finalised following discussion with all relevant interested parties.

### 6.11 Decant Arrangements

It is intended, for educational, social and financial reasons to bring the two school communities together at the earliest possible opportunity.

Accordingly, it is likely that the during demolition of the existing school on the site chosen for the new facility and the subsequent construction period, pupils and staff will decant to the other school site and additional accommodation provided if required.

This will best meet the aspirations of the community, and have educational and social benefits for pupils and staff.

Detailed costings will be established once the decision ion the preferred site is ratified and staff, parents and carers and pupils will be involved in making necessary arrangements to minimise disruption.

It is likely that additional temporary accommodation will be required on the decant site. The estimated cost involved, should the Newhills site be chosen for development, would be sufficient to allow installation and purchase or lease of two double portable classroom units at an estimated cost of £300000 including annual leasing costs.

### 7. REPORT AUTHOR DETAILS

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### 8. BACKGROUND PAPERS

### Appendix 1: Proposed New Primary School in the Bucksburn & Newhills Area – Stakeholder Engagement Feedback Summary

This document summarises the returns made in response to the stakeholder engagement. Its content is included in the above report.

The summary will be distributed to both schools' Parents' Councils and made available to all parents, pupils and other stakeholders, including the Bucksburn/Newhills Community Council.

Paper copies of all submissions have been placed in the Members' Library.

### Appendix 2: Proposed New Primary School in the Bucksburn & Newhills Area – Feasibility Study Summary

This summarises the content of the feasibility report which leads to the conclusion on the preferred site.

A copy of the full Feasibility Report has been placed in the Members' Library.

### Proposed New Primary School in the Bucksburn & Newhills Area Stakeholder Engagement Feedback Summary

Stakeholder Engagement on which of the two existing school sites is preferred as the site of the new replacement school ran from 17<sup>th</sup> May until 23rd August, 2010.

A **Stakeholder Engagement Document** was published and made available via both primary schools as well as on the dedicated web pages on the Council **website** 

www.aberdeencity.gov.uk/Consultations/current cst/cst bucksburn newhills replacement.asp

By the end of the engagement period, there had been over 400 hits on the site. The nature and identity of visitors to the site were not established.

The engagement document was published on 21<sup>st</sup> May and made available via the two existing primary schools. Stakeholders could consult the document at the schools and request a full copy if required. No requests were received. A copy has been placed in the Members' Library.

An **email address** <u>educationconsult@aberdeencity.gov.uk</u> for questions and submissions was established and ran for the duration of the engagement.

Stakeholders' questions and views were also accepted **in writing** to the Director of Education, Culture and Sport.

### Stakeholder Engagement Event

Approximately 80 people attended this drop-in event which took place from 3.30 to 8.30pm on 25<sup>th</sup> May 2010 at Bucksburn Academy, including current parents, pupils, staff of the primary schools and the academy and local residents and a local MSP. On display were indicative plans for the development of both sites, including a non-site specific representation of the floor plan of the replacement school.

Officers in attendance were Head of Schools and Educational Services, the Project Officer and an Architect, Aberdeen City Council. They answered stakeholders' questions and cards were provided for attendees to leave their comments and submissions.

There were 56 comment cards left. Many of these contained statements of concerns on decant arrangements, rather than on the preferred site for development.

The following clearly stated preferences were submitted.

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Details of the event were also posted on the Council website and the Parent Councils at both schools were notified as was Bucksburn and Newhills Community Council.

Parents/carers were informed by a letter which was delivered by pupil post.

### **Email submissions**

There were 21 submissions made by email.

The table below shows the number of submissions indicating preferences.

Preferred site	Number
Bucksburn PS	4
Newhills PS	14
Neither	3
Other	0
No preference	0
Total	21

### Submissions in writing

Disappointingly, there were only three submissions in writing to the Director.

One letter was received from the local MSP. This summarised local constituents' concerns. In summary, these were pupils should not be transported out of the area during decant; the new school should be established as soon as the chosen site is vacated; traffic and travelling issues should be addressed; as many learning/teaching areas as possible should be located on the ground floor; relationship between the new building and existing properties should be properly planned; further consultation with local residents should be considered.

The two other written submissions also covered some of these points but made no clear preference on site.

### Other Submissions

There was one verbal submission made by telephone on 25/06/2010. This was in favour of the Newhills site.

### Other meetings

Officers met with the Parent Council Members of Newhills and representatives of Bucksburn & Newhills Community Council on Monday 26<sup>th</sup> April 2010. A meeting with Bucksburn Parents Council, attended by some local residents took place separately, on the same day.

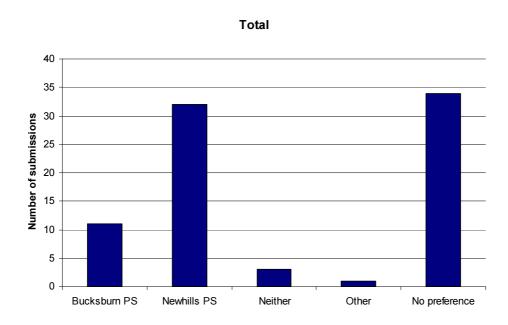
### Stakeholder Submission Summary and Feedback

Many of the submissions reflected parental concerns about decant arrangements.

Overall, the majority of submissions were in favour of the Newhills site for the new school.

Total Submissions in all formats – Preferred site expressed

Preferred site	Number
Bucksburn PS	11
Newhills PS	32
Neither	3
Other	1
No preference	34
Total	81



### **Conclusion on Preferred Site**

Theoretically, the size of building and grounds required to meet the design brief could be accommodated on either site.

The Feasibility Report on the two sites identifies a number of issues, many of which have been identified by stakeholders in their submissions.

Overall, the Feasibility Report makes no recommendation on site preference. It does, however, raise issues on a range of issues including the advice of traffic

engineers which indicates that the existing Bucksburn School site is considered to be poorly located in transportation, access and road safety terms and would attract a recommendation of refusal should a planning application be lodged for a new primary school to serve the Bucksburn area.

Based upon both the stakeholder engagement and the feasibility report, it is the view of officers that the preferred site for the replacement school is the current Newhills site.

Arrangements for the safe and efficient decant of pupils from the chosen site will be finalised following discussion with all relevant interested stakeholders, including school based staff, parents and carers and centrally deployed staff.

Constraints and opportunities identified in the feasibility study:

### Site Area, Ownership and Rights of Way

Neither of the existing sites is of sufficient area to accommodate the proposed school, playground, playing field, car parking and service area. Both sites require the incorporation of adjacent land, in both cases there is adjacent land in the ownership of the City Council.

In both cases the additional land is currently a community recreational facility/playing field and would therefore have to be replaced with a recreational facility of at least equal recreational value. Discussions with Education Culture and Sport have identified that the all weather pitch incorporated within the brief could be made available for public use outside school hours which would satisfy this requirement.

### **Existing Bucksburn Primary School Site Existing Newhills Primary School Site** Whilst the Council's Conveyancing team have confirmed that the City The adjoining recreation ground is currently on the Housing Revenue Council own the land required to the east they are unable to advise on Account and would need to be transferred to Education. Culture and which account it is lodged. Potentially it could be on the Common Sport to allow the proposed development to go ahead. It is currently Good Account and, if this is the case, transfer to Education Culture unclear whether there would be a financial implication associated with and Sport is likely to involve a financial settlement. this transfer. However the combined site area would be sufficient and it would be It is not possible to construct the new school without demolishing the possible to build on the recreation ground before demolishing the existing buildings and clearing the site first. existing building and replacing it with the school playground/all weather pitch. Although this would alleviate the requirement to temporarily decant The footpath that crosses the site, dividing it into two sections, is likely pupils it would not permit the establishment of the new school at an to be a public right of way as it has been in use for more than twenty early stage without the installation of temporary accommodation. years. In order to create a site that has the potential to accommodate the proposed building and associated playground, playing field, car parking and servicing area the footpath would need to be relocated.

Existing Bucksburn Primary School Site	Existing Newhills Primary School Site
The existing school grounds and adjacent land are separated by a lane/track that is not owned by the City Council (owned by Seaton Estates). Although the City Council has right of access over this land, in effect this would mean that the site of the new school would be divided by land owned by others. The whole school site could therefore not be made secure in a single area - it could only be made secure in two parts.	The footpath could be relocated however this would either; • require a diversion order that involves a legal process that requires the proposal to be advertised in the press. Should any objections be forthcoming then the issue would need to be referred to Ministers and subsequently to an enquiry, or • a more flexible alternative procedure is possible, in accordance with the Land Reform (Scotland) Act 2003. This requires consultation with the community to identify desire lines. It is suggested that the northern end of the path could be relocated towards the east to link with Nether Brae. This would create a usable site and would enhance the pedestrian movements across the site providing a more direct link to shops, public buildings and the pedestrian crossing on Kepplehills Road.
Highways Engin	eers' Comments
Existing Bucksburn Primary School Site Existing Newhills Primary School Site	
The location and access to the proposed development site would have significant difficulties given that access would have to be taken via the A96 Trunk Road. Whilst access could be taken from the existing Howes Road and/or an unnamed road between nos 39 and 43 Inverurie Road, there would be a significant intensification of traffic movements that would raise serious road safety concerns.	Netherhills Place is considered to be the preferred vehicular access route for visitors, staff and dropping off pupils. Service and emergency vehicle access could be via the existing Wagley Parade. Wagley Parade is not considered to be an acceptable access route for large numbers of vehicles as it has no pavements resulting in increased risk to pedestrians.
The intensification of turning traffic movements, particularly right turn movements, onto the very busy A96 is likely to have serious implications in safety terms given the limited opportunities for side road traffic to enter the main road flow in the peak periods.	Netherhills Place provides much better visibility for drivers and pedestrians however further consideration will be required regarding increased traffic movements on Netherhills Avenue, which leads onto Netherhills Place; this may result in the introduction of a restricted parking zone and/or traffic calming measures.

Existing Newhills Primary School Site	
The additional vehicular movements introduced to Netherhills Avenue and Place are likely to lead to objections from local residents.	
The existing footpath could be utilised to provide a barrier between vehicular movements and the school grounds	

Ground Investigation			
Existing Bucksburn Primary School Site	Existing Newhills Primary School Site		
The site investigation identified made ground or suspected made ground at eight out of fifteen locations.	The site investigation identified made ground or suspected made ground at eight out of thirteen locations.		
The made ground will not be appropriate as a bearing strata and thus foundations will need to penetrate these strata (or they will need to be removed) to bear on natural deposits beneath. It is considered that trench fill foundations would be the most suitable foundation option for any development on section 1 (existing site) of the site. Variable ground conditions have been recorded across section 2 (recreation ground) of the site. Possible founding strata were recorded at varying depths of 0.3m and 1.9m within the centre of the site. Founding strata was not identified to the east and west of this part of the site. Further investigations would be required to delineate soft clay deposits and to establish suitable founding strata at the eastern and western parts of this section of the site. Any further investigations should be done in consideration of the building footprint proposed. It is likely that as a result abnormal founding options will be required for development on this section of the site.	Three exploratory locations definitively encountered groundwater during drilling. Strike depths suggest that the groundwater is generally flowing in a south easterly direction. Two boreholes terminated in granular deposits which could suggest that running sand may be present possibly attributable to the presence of water within the granular structure.  The made ground will not be appropriate as a bearing strata and thus foundations will need to penetrate these strata (or they will need to be removed) to bear on natural deposits beneath. However, the presence of shallow and potentially upwelling groundwater at the site will result in a reduced bearing capacity. It is likely that as a result abnormal founding options will be required for development on this site.		
Five exploratory locations encountered groundwater during drilling at the eastern corner of section 1. No groundwater strikes were recorded during drilling on section 2.	It is recommended that groundwater monitoring of installed boreholes should be carried out over an extended period to better characterise the behaviour of the groundwater underlying the site to allow appropriate options for foundation design to be fully considered. It is anticipated that dewatering will be required in order to form foundations on the site.  An allowance has been made within the budget cost estimate for an appropriate foundation design and temporary dewatering of the site.		

### **Development Cost**

Development cost estimates for a notional building are set out below. These costs should be considered as a budgetary guide to be confirmed on completion of the clients brief.

Tender indices are forecasting a very slow increase in costs over the next two years. In line with the proposed programme, the current costs would need to be forecast to mid-point construction which is 2<sup>nd</sup> quarter 2012. The indices are forecasting circa 2.36% increase on current costs (1<sup>st</sup> quarter 2010) and the effect on the current costs is shown below.

Existing Bucksburn Primary School Site		Existing Newhills Primary School Site	
1 <sup>st</sup> Quarter 2010	2 <sup>nd</sup> Quarter 2012	1 <sup>st</sup> Quarter 2010	2 <sup>nd</sup> Quarter 2012
£10,388,300	£10,633,500	£10,420,200	£10,666,000

It can be seen from the development cost estimates above that the development of the existing Newhills Primary School site is marginally more expensive (c. £32k or 0.3%), largely due to higher demolition costs and consideration of ground water.

It should be noted that all budget figures do not include site transfer costs which at present cannot be determined.

The following budget costs will be more accurately evaluated on ratification of the preferred site:

VAT - estimated £1.76m

Allowance for contaminated ground - provisional allowance of up to £200,000

Computer and associated data cabling - estimated at £150000 (not dependent on choice of site).

Loose furniture - estimated at £50000 (not dependent on choice of site).