

Primary School Modernisation Project Caerhun and Trefriw Area

Buildings Fit For Purpose Appraisal Executive Summary



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1.0 Introduction

1.1 Background

Conwy County Borough Council has been carrying out an in-depth review of its Primary Schools over the last 3 years. This resulted in the publication of the 'Strategy for the Modernisation of Conwy Primary Schools' and associated 'Implementation Plan' in October 2010, following its adoption by Cabinet.

The Cabinet also agreed to:

- i) consult with communities in detail (full impact assessment) on the options within the Implementation Plan and
- ii) undertake stakeholder meetings with those areas identified for 'review in two years' time'

Key information gathering including impact assessments on language; equality; transportation; community; and buildings fit for purpose; will be undertaken in order to inform a Multi Criteria Benefits Analysis.

Formal consultation meetings will take place with each school within an area for initial review to present in more detail the options considered for each area and the outcome of the option appraisal.

Due to changes in Welsh Government's 21st Century Programme, Conwy agreed a pause and review of the PSMP implementation plan as previously agreed (October 2010).

As a result of the pause and review, the updated 'Strategy for the Modernisation of Conwy Primary Schools Implementation Plan' consultation timetable was presented and approved by Cabinet 8th November 2011.

This resulted in the alignment of the PSMP Implementation plan and the Strategic Outline Programme, which was subsequently submitted to the Welsh Government on 18 November 2011 and received approval in principal from the Welsh Government in December 2011.

Thereafter, the proposed programme will be subject to robust challenge and business case submissions to Welsh Government in the period 2014 – 2020.

1.2 Key Drivers

Taking into account the Welsh Government aspirations, the Local Authority has developed a number of key drivers which form the brief for each area appraisal and consequent options developed to achieve the programme aims-

- Continued improvement of educational standards
- Ensuring all our buildings are "Fit for Purpose"
- Reducing the number of unfilled places in our schools to acceptable levels
- Ensuring that all pupils have equality of access to resources

1.3 Underpinning Requirements

The 21st Century Schools Programme is a One Wales commitment and a unique collaboration between the Welsh Government (WG), the Welsh Local Government Association (WLGA) and local authorities. It is a major long term and strategic investment programme with the aim of creating a generation of 21st Century schools in Wales.

The programme will;

- Support a policy of "One Wales" in relation to schools
- Drive improvements in educational standards through investment in schools



- Align with post-16 transformation with wider public service investment and aims to be coherent across administrative boundaries and,
- Plan to create world-class environments for teachers to teach and pupils to learn supported fully by ICT that are of high quality, designed for sustainability, built on time and at a reasonable cost to the taxpayer and are properly maintained over their lives.

1.4 Supporting Requirements

When developing the options in detail the Authority has complied with Statutory and non-statutory design guidance applicable to schools within the County which include:-

- Current Building Bulletin Design Guides
- Conwy County Borough Council Local Development Plan
- Welsh Schools Premises Regulations 1999
- Local Authority Highway Guidelines
- Conwy Carbon Reduction and Energy Policies
- BRE Environmental Assessment Method for Schools
- Current Building Regulations
- Equalities Act 2010

2.0 Existing Schools in the Caerhun and Trefriw Area

Caerhun and Trefriw Area Profile

There are three primary schools covering the Caerhun and Trefriw area - Ysgol Dolgarrog, Ysgol Tal Y Bont and Ysgol Trefriw. All three schools are classed as Welsh Medium Primary Schools and all pupils are taught Welsh as a first language. Ysgol Dolgarrog and Ysgol Tal Y Bont are within the Caerhun ward; the catchment area for Ysgol Dolgarrog is to the south of the ward incorporating the village of Dolgarrog and the surrounding National Park. Ysgol Tal Y Bont's catchment is in the northern part of the Caerhun ward and includes the villages of Tal y Bont, Ty'n-y-groes and Llanbedr-y-cennin. Ysgol Trefriw is situated in the Trefriw ward covering the village of Trefriw and the surrounding rural countryside. Both wards have an urban/rural classification of 'Village, Hamlet & Isolated Dwellings'.¹

The combined population for both wards is 3198, containing slightly a higher proportion of people up to 65 years of age than the mean average for Conwy County; and a lower proportion of children aged 0-15.² The catchment area population of Ysgol Dolgarrog is 433 with 444 dwellings within 1 mile of the school. There are 316 dwellings within 1 mile of Ysgol Tal Y Bont and a catchment area population of 1294. For Ysgol Trefriw the catchment area population is 824 with 385 dwellings within 1 mile of the school.³

The current deposit Conwy Local Development Plan (2007 – 2022) indicates that new housing sites will be developed within the Caerhun and Trefriw area, with intentions for the Caerhun ward (covering both Ysgol Dolgarrog and Ysgol Tal Y Bont catchments) to accommodate a further 57 dwellings with a potential for an additional 18 primary school pupils associated with these extra dwellings. In the Trefriw ward and catchment area a further 17 dwellings could be accommodated and could potentially yield an additional 5 pupils. This is inclusive of new proposed housing allocations and sites with current planning permission.

³ 2011 Census and Post Office Address point

CONWY

CYNGOR BWRDEISTREF SIROL
COUNTY BOROUGH COUNCIL

¹ Office for National Statistics, Local Area Profile

² 2011 Census Key Statistics

3.0 Existing School Profiles

3.1 Existing School Profiles – Ysgol Dolgarrog





Built in 1934, and designed by Westbury Lloyd Jones, County Architect, the school was typical of the "open air" schools which Rowland Lloyd Jones (his father) had developed in 1911 based on pioneering German design in 1904.

The school is built predominantly on a single storey which includes the teaching spaces, and a first floor which is only suitable for staff.

The first floor is limited in use as it only has a single means of access, with no lift. There is also a basement that is split over two areas which is underutilised. The first being the old plant room which is not used for any purpose and the second being a classroom sized space located with direct access onto the main playground, but is used for general storage, and could easily be converted to a more fitting use.

The school canteen and kitchen is a temporary buildings dating from circa the 1950's, with a woefully outdated construction.

The Service Asset Management Plans are currently under review. The previous overall score was a Grade B (operational with minor essential maintenance requirements).



The preliminary results of the updated SAMP indicates that Ysgol Dolgarrog has a maintenance requirements (whole life works) of C (Poor showing major defects and not operating as intended).

The school in its current form-

- Has issues in compliance with The school premises act 1999
- Does not meet the 21st Century Schools agenda.
- · Does not meet Building Bulletin 99.
- Does not meet Welsh Governments unfilled spaces requirements.

Some of the sites main issues are-

- The school canteen and kitchen is a temporary asbestos containing buildings dating from circa the 1950's, with a woefully outdated construction and kitchen.
- The school requires a hall of at least 140m².
- Insufficient additional supporting areas required.
- Insufficient external Sports pitch.
- Insufficient external games and zoned areas
- Poor compliance with the Equalities Act.
- · Hygiene and sanitary facilities.
- Poor segregation between pupils and the public.
- Constrained vehicular and pedestrian access.
- Not adaptable for community use.
- Poor energy efficiency
- Non-compliant with the Building Bulletins in areas such as acoustics and day lighting.
- Restricted and undersized site.
- Extensive maintenance requirements.

The predicted number of full time pupils for 2017 is 52. We will allow an additional 10% contingency to safeguard any changes between now and then and also provide an element of future proofing. This provides a figure of 58. In addition we will allow additional pupil capacity for Cylch Meithrin and nursery providing a design capacity of 67.

Based upon the current 5 class bases, the current school has a notional capacity of 151 full time children, but would have to secure some remodelling, as the supporting facilities are not sufficient.

3.2 Existing School Profiles - Ysgol Tal y Bont



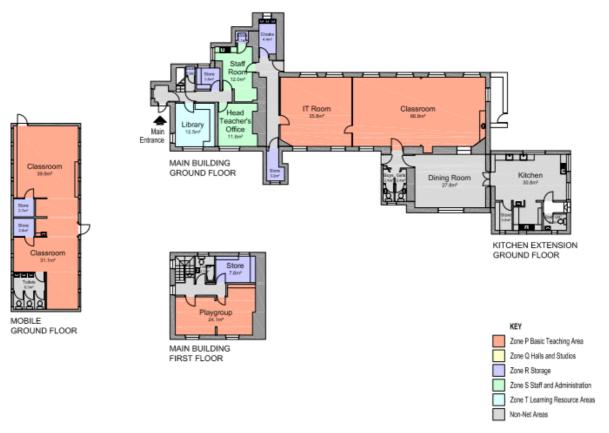
A basic search indicates that the school predates 1875. The school consisting of the main school building and adjoining school house.

Research leads to speculation that the school was a designed by a Church architect following the "Anglican national school" ethos

which was less austere than the "Non-conformist British schools".



The school is located on site providing a grand frontage. Though pleasant it is to the determent of the external play space.



The site is grossly short of recommended and required play area. To achieve statute compliance with the school premises act the school relies on the use of the community fields. Preliminary investigations undertaken as part of this report have not found a formal agreement for the use of this land.

The Service Asset Management Plans are currently under review. The previous overall score was a Grade B (operational with minor essential maintenance requirements).

The preliminary results of the updated SAMP indicates that Ysgol Tal y Bont has a maintenance requirements (whole life works) of C (Poor showing major defects and not operating as intended).

The school in its current form-

- Has an issue in compliance with The School Premises Act 1999.
- Does not meet the 21st Century Schools agenda.
- Does not meet Building Bulletin 99.
- Does not meet Welsh Governments unfilled spaces requirements.

The school's main issues are-

- No hall.
- Insufficient Learning resource areas.
- Insufficient additional supporting areas.
- No external Sports pitch.
- Insufficient external games and zoned area.



- Very poor compliance with the Equalities Act.
- Outdated hygiene and sanitary facilities.
- Constrained vehicular access
- Poor segregation between pupils and the public.
- Not adaptable for community use. Poor energy efficiency
- Non-compliant with the Building Bulletins in areas such as acoustics and daylighting.
- Restricted and grossly undersized site.
- Extensive maintenance requirements.
- Dated kitchen installation
- Extensive maintenance requirement.

The predicted number of full time pupils for 2017 is 23. In addition we will allow an additional 10% contingency to safeguard any changes between now and then and also provide an element of future proofing. This provides a figure of 26. In addition we will allow additional pupil capacity for Cylch Meithrin and nursery providing a full time design capacity of 30.

The school in its current form compromises of 3 classbases, 2 resource spaces, a first floor nursery/Cylch Meithrin facility and a small hall which is designated for dining. The school has a notional capacity of 60 full time children, but would have to undertake a remodel as the supporting facilities are not sufficient to accommodate the notional capacity.

School Description Existing School Profiles - Ysgol Trefriw



could be changed to numerous layouts.

3.3

The school was built in 1842 and constructed from granite, with timber windows and a slate roof. The site also accommodates the old school house which now houses staff facilities on the first floor and a nursery on the ground floor.

Externally the form of the building has changed little over the years, adding to the charm of the building.

The internal movable partitions were innovative of the day as the internal plan

The school main building is built on a single storey, with the school house being two storeys.

Access to the second floor is only suitable for able bodied staff, but also accommodates the nursery toilets.

As the site has a severe change of level from one side to another, and is also extremely limited in space, the building has been located in one corner, to maximise the usability of external play space. The site is grossly short of recommended and required play area, relying on the community fields to the east to fulfil this requirement.

The Service Asset Management Plans are currently under review. The previous overall score was a Grade B (operational with minor essential maintenance requirements).



The preliminary results of the updated SAMP indicates that Ysgol Trefriw has a maintenance requirements (whole life works) of C (Poor showing major defects and not operating as intended).



The school in its current form-

- Has issues in compliance with The School Premises act 1999
- Does not meet the 21 Century Schools agenda.
- · Does not meet Building Bulletin 99.
- Does not meet Welsh Governments unfilled spaces requirement.

Some of the sites main issues are-

- No hall
- Lack of learning resource areas.
- No external Sports pitch.
- No external games area.
- No vehicular and constrained pedestrian access.
- Dated kitchen installation
- Poor energy efficiency.
- Non-compliant with the Building Bulletins in areas such as acoustics and day lighting.
- Grossly restricted and undersized site.
- Poor compliance with the Equalities Act.
- Outdated hygiene and sanitary facilities.
- Poor segregation between pupils and the public.
- Not adaptable for community use.
- Extensive maintenance requirements.

The predicted number of full time pupils for 2017 is 26. In addition we will allow an additional 10% contingency to safeguard any changes between now and then and also provide an element of future proofing. This provides a figure of 29. In addition we will allow additional pupil capacity for Cylch Meithrin and nursery providing a full time design capacity of 32.



Based upon the current 5 class bases, the current school has a notional capacity for 73 full time children, but would have to secure some remodelling, as the supporting facilities are not sufficient.

4.0 Option Development

Options Considered

Education Services during the Primary School Modernisation Programme scoping studies identified the following structures for its schools for the future of Education delivery in Conwy.

- 1. Area Primary School on one site Amalgamation of the three schools into one Area Primary school on one site with one Head Teacher and one Governing Body.
- 2. Area School on Existing Sites One Area School located over three sites serving the communities across the area under the governance of one Headteacher and one Governing Body.
- 3. Maintain Current Schools three schools on three sites serving the communities across an area, under the governance of three Headteachers and three Governing Bodies.

The three Strategic Options are:

- Option 1–Driver Led Area School on Dolgarrog Site.
- Option 2–Area School on Existing Three Sites.
- Option 3

 Maintain Current Schools on Existing Three Sites.

Options 2 and 3 are identical from a buildings fit for purpose analysis, as the difference is the governance arrangements and not the structure of the schools.

Evaluation Process - Appraisal Matrix

Once schemes are prepared they will be evaluated via the Appraisal Matrix.

To allow comparison of the Options an appraisal matrix was developed by the Authority. This matrix defined 39 wide ranging evaluation criteria in order to score the options on a comparable basis.

Each option was scored against all of the criteria using values between 1 and 5 to provide a thorough site, design and technical analysis.

The matrix included sections covering evaluation criteria on the following;

- Compliance with School Regulations
- Energy Efficiency and Utilities Capacity
- Site Areas and DDA Requirements
- Site Acquisition
- Building Bulletin Compliance
- Planning Issues
- Flood Risk and Ground Contamination
- Site Capacity
- Phasing Complexity
- BREEAM Compliance
- Future Flexibility and Expansion



5.0 Initial Brief

Not applicable to the executive summary.

6.0 Option Appraisal Methodology

The aim of this appraisal is to provide a robust evidence base to support the Strategy for Modernisation and ongoing public consultation.

The Option Appraisal has a number of component parts which taken together provide a comprehensive review of the efficacy of each option and includes;

- Scoring matrix
- Financial evaluation
- Net present value out turns

The matrix scores and financial data were issued to Education Services on completion for incorporation into a multi-criteria benefit analysis which also included non financial benefits attributed to each of the options.

7.0 Brief Development

Not applicable to the executive summary.

8.0 Option Appraisals

Long List Options for Caerhun and Trefriw Area School

Option 1 - Caerhun and Trefriw Area School on one site

- New Build Caerhun and Trefriw Area School on the Ysgol Dolgarrog site
- The complexity of the requirements concluded in five developed options, concluding in the published Option 1. Option 1 provides a 21st Century provision that focuses on education as the primary deliverable that can be utilised by the community which will include a Hall that can be accessed independently by the community and a standalone early years provision. The final option is known as **Option 1A**.
- New Build Caerhun and Trefriw Area School on the Ysgol Tal y Bont site
 Reviewing the flood plan this option became a possibility within the long list. The complexity of the requirements concluded in six developed options, concluding in the published option. The option provides a 21st Century provision that focuses on education as the primary deliverable that can be utilised by the community which will include a Hall that can be accessed independently by the community and a standalone early years provision. The final option is known as **Option 1B.**
- 3 Remodel an Ysgol Dolgarrog to Create Caerhun and Trefriw Area School
 In reviewing the long list, it became apparent that this option was feasible. The successful option developed through 5 options to provide an option that utilised the existing school as an area school. This option will be referred to as **Option 1C.**



Unsuccessful options-

- 1. New Build Area School on the Ysgol Trefriw site. (2 options undertaken).
- 2. Remodel Ysgol Tal y Bont to Create an Area School. (5 options undertaken).
- 3. Remodel Ysgol Trefriw to create an area school. (2 options undertaken).

Option 2 – Caerhun and Trefriw Area School located over the three Existing Sites.

4 Remodel Ysgol Dolgarrog Site

The scheme produced eight options, which concluded in a school with a surplus area which its use is yet to be defined. Many of these options were in relation to deciding what the future use of the surplus space. Originally considered unfeasible, this option was successfully developed into a 21st Century School, and will be referred to as **Option 2A**

5 Remodel Ysgol Tal y Bont Site.

Originally considered unfeasible, the option concluded in 13 options, as briefs change and as the school evolved into a 21st Century School. This option was considered feasible as part of the area school and will be referred to as **Option 2B**.

6 Remodel Ysgol Trefriw

Option 2 schemes were originally considered not to eligible to achieving 21st Century status, and Ysgol Trefriw was considered the less likely. Ysgol Trefriw undertook seven options developing a community strategy and developing into a 21st Century School. This will be referred to as **Option 2C**.

Unsuccessful options-

- 4. New Build Ysgol Dolgarrog.
- 5. New Build Ysgol Tal y Bont.
- 6. New Build Ysgol Trefriw.

Option 3 – Maintain Current Schools

7 Remodel Ysgol Dolgarrog Site

The scheme produced eight options, which concluded in a school with a surplus area which its use is yet to be defined. Many of these options were in relation to deciding what the future use of the surplus space. Originally considered unfeasible, this option was successfully developed into a 21st Century School, and will be referred to as **Option 2A**

8 Remodel Ysgol Tal y Bont Site.

Originally considered unfeasible, the option concluded in 13 options, as briefs change and as the school evolved into a 21st Century School. This option was considered feasible as part of the area school and will be referred to as **Option 2B**.

9 Remodel Ysgol Trefriw

Option 2 schemes were originally considered not to eligible to achieving 21st Century status, and Ysgol Trefriw was considered the less likely. Ysgol Trefriw undertook seven options developing a community strategy and developing into a 21st Century School. This will be referred to as **Option 2C**.

Unsuccessful options-

- 7. New Build Ysgol Dolgarrog.
- 8. New Build Ysgol Tal y Bont.
- 9. New Build Ysgol Trefriw.



9.0 Matrix Scores Analysis & Appraisal Results

21st Century Schools Matrix

Following the design process, the schemes have been evaluated for conformity with Conwy County Borough Councils 21st Century Schools vision via a two stage matrix. This process has reduced the long list of options to a short list, and concludes in a recommended scheme.

The options are scored out of a possible 155, with a minimum parameter set at 31. The score is then indicated as a percentage. The minimum score achievable for a considered scheme is 31 equating to 20%.

As there are minimum parameters set in the second stage matrix, the proposals are reviewed and amended for compliance (if achievable) before the second stage evaluation.

We consider proposals that are eligible for the second stage matrix as 21 century Schools. Conwy County Borough Council aspiration is for the successful proposal to be able to score 80% or over, which constitutes an appraisal score of 5.

Quality Expectation

Statement of quality	Percentage score	Quality of 21 st Century School Appraisal score
Conwy's aspiration for 21 Century School	80 – 100%	5
Acceptable level – There are some compromises.	60 – 79%	4
Is this the best solution for a 21 Century School?	20 – 59%	1-3

Matrix Ranking

rank	option	type	site	Percentage score	Appraisal score
1	1a	New area school	Dolgarrog	86.45%	5
2	1b	New area school	Tal Y Bont	83.87%	5
3	1c	Remodelled school as an area school	Dolgarrog	78.06%	4
4	2	Area school on 3 sites	3 sites	75.05% average Range 72.9% - 77.42%	4 average
5	3	Stand-alone schools	3 sites	75.05% average Range 72.9% - 77.42%	4 average

Total Development Cost

The current backlog maintenance on the existing schools when adding on costs provides an estimate of £2,473,709.82. Spending this amount of money would only



maintain the status quo and would not address Conwy County Borough Council 21st Century agenda.

The following is a table of initial capital cost required to develop the proposal.

rank	option	type	site	Total development cost	Cost difference	Cost to CCBC following 50% match funding	Matrix Appraisal score
1	1c	Remodelled school as an area school	Dolgarrog	3,062,327	0	£1,531,164	4
2	1b	New area school	Tal Y Bont	3,701,655	£639,328	£1,850,828	5
3	2	Area school on 3 sites.	3 sites	4,192,360	£1,130,033	£2,096,180	4
4	3	Stand alone schools	3 sites	4,192,360	£1,130,033	£2,096,180	4
5	1a	New area school	Dolgarrog	4,251,172	£1,188,845	£2,125,586	5

Net Present Value (NPV) Analysis

The Net Present Values are the lifecycle costs calculated from the total cost of the Options over a 30 year period. The main items are listed below:

- o Capital Cost of Building and Equipment
- Annual Running Costs
- o Annual Repair and Maintenance Fund.

The Net present values are shown below:

rank	option	type	site	NPV	Cost Difference over 30 years	Matrix Appraisal score
1	1c	Remodelled school as an area school	Dolgarrog	£13,210,340	0	4
2	1b	New area school	Tal Y Bont	£13,942,290	£731,950	5
3	1a	New area school	Dolgarrog	£14,489,120	£1,278,780	5
4	2	Area school on 3 sites	3 sites	£15,072,290	£1,861,950	4 average
5	3	Standalone schools	3 sites	£16,895,780	£3,685,440	4 average

The NPV figures include no reference to the Matrix. They are purely based on the total costs of the project over 30 years.



The NPV figures represented above for each option are based on a 50:50 funding split between Welsh Government and Conwy County Borough Council.

Option 1a and 1b best meet Conwy County Borough Council 21 Century Schools Agenda. These have a difference in NPV of £546,830, but please note that no cost associated with acquiring the use of the community land has been included. Additional cost for land will increase the option 1b's NPV.

10.0 Recommendations

Five main Options have been identified as 21st Century Schools during the consultation process. These were further developed and analysed, with the aim of identifying which option would best address the initial brief in providing a site and buildings fit for purpose with capacity to meet the projected pupil numbers up to 2017.

Prioritised in line with the scoring matrix-

- 1. New Build Area School on the Dolgarrog Site
- 2. New Build Area School on the Tal y Bont Site
- 3. Remodel Ysgol Dolgarrog as an Area School.
- 4. Remodel existing schools to create Area School on three sites.
- 5. Remodel the existing schools to maintain the status quo.

Though all five options meet Conwy County Borough Council's 21st Century Schools standards, **only two options fully meet the Authorities expectations.**

- 1. New Build Area School on the Dolgarrog Site
- 2. New Build Area School on the Tal y Bont Site

As a result, the appraisal-

 Concurs with the previous publication ("Strategy for the Modernisation of Conwy Primary Schools") that a new area school at Dolgarrog best meets Conwy County Borough Council PSMP requirements, for the Caerhun and Trefriw Area.



11.0 Conclusion

The purpose of this report is to provide a shortlist of compliant 21st Century Schools option appraisals for deliberation in the consultation process. The findings are based on a circa RIBA Stage C evaluation from an Architectural point of view. At this stage, there has been no consultation from, specialist consultants, educationalists, stakeholder groups or end users. The current primary schools in the Caerhun and Trefriw Area, do not meet the 21st Century Schools agenda, and have a backlog maintenance estimated at £2,473,709.82.

Option 1a- New Area School on the Ysgol Dolgarrog Site

This scheme was originally thought to be the only scheme eligible for match funding. Evaluated in accordance with the parameters of the Welsh Government and Conwy County Borough Council, this is the strongest scheme confirming the original "driver led scheme" as the most appropriate.





Option 1b- New Area School on the Ysgol Tal y Bont Site

With this option there are **weaknesses** in relation to the site and land ownership. The tightness of the site leads to a compromised form and layout. If we cannot acquire by purchase or long term agreement the proposal will be non-compliance with the School Premises Act. A **joint venture with the community could potentially make this the strongest scheme** as the greater area of land would allow more flexibility, including the potential for improved community facilities. This possibility would need to be addressed during the consultation period.







Option 1c- Remodel Ysgol Dolgarrog as the Area School

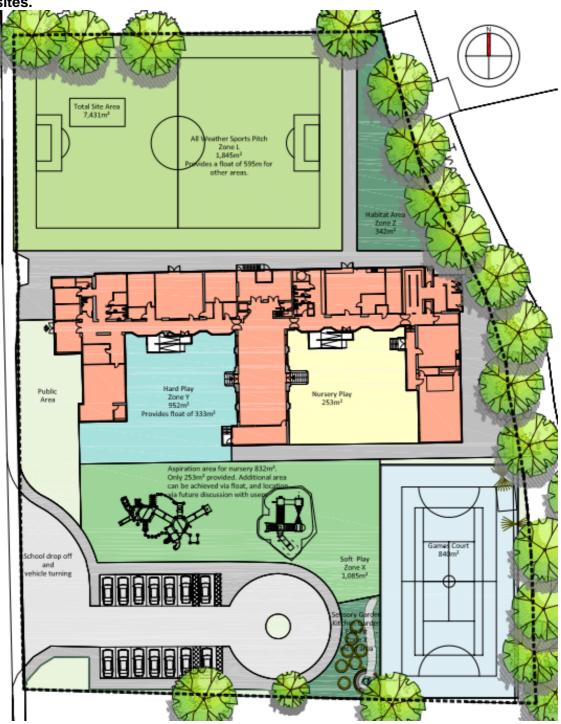
The option of remodelling this existing school as the area school is the cheapest in terms of project cost and NPV. However because of the nature of the existing school building the final scheme, whilst compliant as a 21st Century School it will not be to the same design standard as a new build solution. This is purely a fiscal lead solution.





Option 2- Remodel the three existing schools as an Area School

Through the option appraisal this proposal has become compliant with the requirements of a 21st Century School, therefore eligible for match funding. However it is **expensive** and felt to be the **weakest solution** in terms of 21st Century School aspirations. **This option allows the continuation of the community located schools, via an area school managed over three sites.**



2a Dolgarrog Remodel

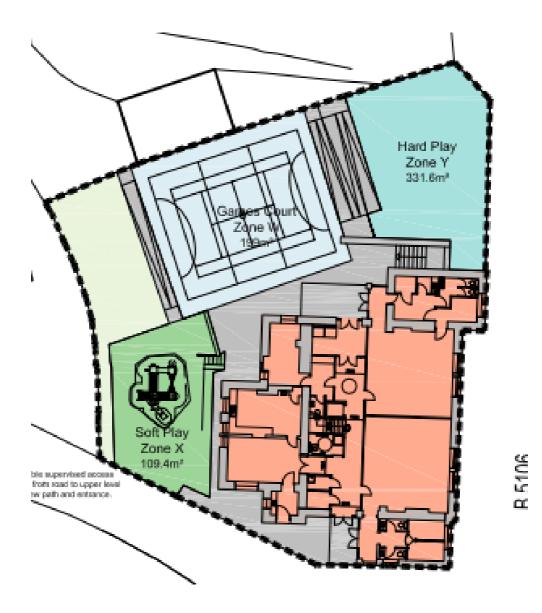




2b Tal y Bont Remodel





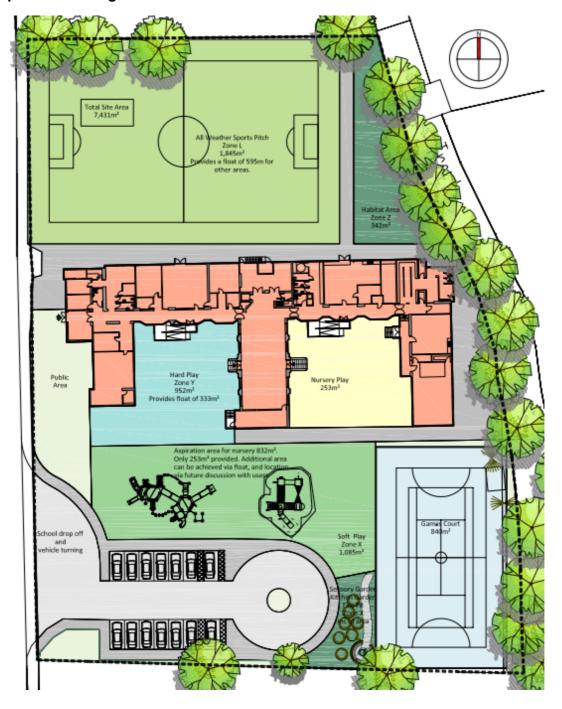


2c Trefriw Remodel



Option 3 - Remodel the three existing schools as Stand Alone Schools

Through the option appraisal this proposal has become compliant with the requirements of a 21st Century School, therefore eligible for match funding. However it is **expensive** and felt to be the **weakest solution** in terms of 21st Century School aspirations. **This option allows the continuation of the community located schools. This option maintains the "status quo" via updated buildings and facilities.**



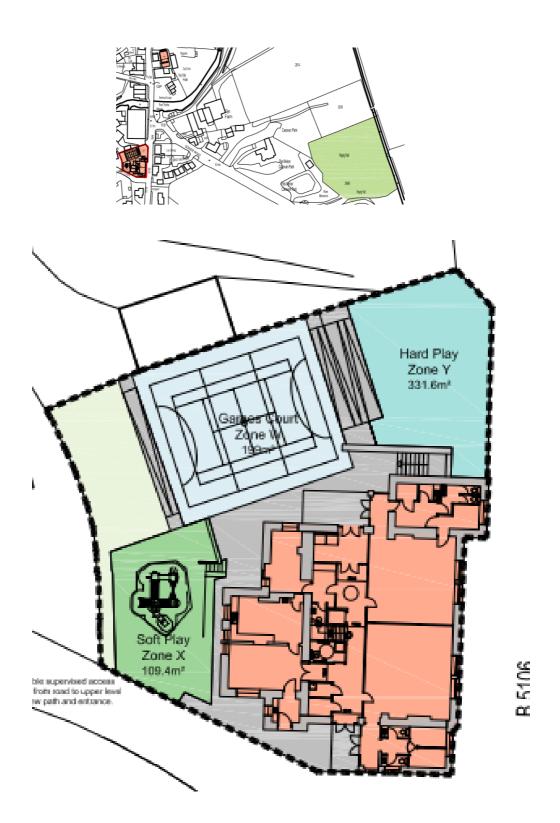
3a Dolgarrog Remodel





3b Tal y Bont Remodel





3c Trefriw Remodel

