

EDUCATION DEPARTMENT

Redeveloping the La Mare de Carteret Schools' Site

The Chief Minister
Policy Council
Sir Charles Frossard House
La Charroterie
St Peter Port

29 September 2014

Dear Sir

1. Introduction

1.1 The Education Department is seeking the approval of the States to invest an estimated £59.44 million (excluding inflation) to provide, rebuild and redevelop the existing La Mare de Carteret Schools' site. This comprises:

- the replacement of the High School facilities for up to 600 11-16 age pupils with scope for expansion for up to 960 pupils;
- the replacement of two-form entry Primary School facilities for up to 420 4-11 age pupils;
- a replacement co-provisioned pre-school Nursery of up to 130m² adjacent to the Primary School for approximately 30 children aged 3-4 on a part-time attendance basis, allowing for groups of up to 16 children at any one time;
- club level competition indoor Sports Hall facilities within the schools' new sports facilities, focused on completing the federated approach to the provision of shared resources for sport within the States secondary Education sector, the avoidance of unnecessary duplication and optimising efficient dual-use school/community provision for netball, basketball and volleyball, as advised by the Culture and Leisure Department and the Guernsey Sports Commission;
- the relocation of Communication and Autism Support Service facilities of up to 200m² placed between the two schools to provide a designated unit for up to 18 children in the Primary School and a designated unit for up to 18 children in the High School and to be the base for the provision of outreach services for Bailiwick school age children and for advice to pre-school providers;
- provision of community facilities for families and the older generation within the schools and sports buildings as a mix of a discrete access suite of

rooms of 150m² as part of the Sports Building and through the sharing of school facilities; and the

- delivery of new schools for operation no later than beginning of September 2017, with demolition of the old buildings and completion of the external areas no later than beginning of September 2018. The purpose of this States Report is to provide a clear definition of the La Mare de Carteret (LMDC) project and the plan for how it will be delivered.

1.2 This States Report explains why the schools at the LMDC site need to be replaced.

1.3 It also explains why the Education Board has decided to recommend to the States that the scope for the project should incorporate community, sporting and special needs facilities in order to align with the States Strategic Plan objectives, the Strategic Asset Management Plan and the proposals in the current review of the Island Development Plans which are designed to maximise the use of States assets in local centres in the Island. The project brief is set out in Appendix I.

1.4 The report identifies:

- how the scope of the project fits strategically with the States' overarching policy objectives;
- how the brief has been finalised and alternative options considered;
- how the projected cost compares with respect to value for money with other similar projects both on and off Island;
- the management and procurement processes by which the project will be delivered;
- the timescale for completion of the project and; and
- the benefits that will be realised.

1.5 The appendices provide more detailed information on key aspects of the project. The Outline Business Case (OBC) and other relevant documents are available in the States Members' Room in Sir Charles Frossard House. The OBC contains information produced in template form for the Treasury and Resources Department's Project Assurance Review 2. This review was conducted on 26/27 August 2014 and at the time of writing the Review team's first draft of its assessment states that this is an exceptionally well planned and managed project, with strong stakeholder support providing a compelling business justification for proceeding.

- 1.6 Only one element of the project was given an amber status by the Review team, with all other elements being awarded a green or green/amber assessment. The amber assessment relates to the fact that at the time of the Review the analysis of the full life costs and revenue implications of the project were not complete. It was recommended that the OBC, specifically the long term financial implications, be completed in advance of the November States debate. Indicative information on current and future general revenue expenditure has already been submitted to the Treasury & Resources Department but as the project develops, and before the November deadline, the Department will consolidate the revenue information and ensure it is made available to States Members. Appendix 12 shows the anticipated Life Cycle Costs as at Stage 2 of the design. This was very much ‘work in progress’ as the team is now working on the Stage 3 Design which will be completed by the end of October with updated Life Cycle Costs made available before the States debate.
- 1.7 The draft Project Assurance Review 2 report states: ‘Subject to completion of the Outline Business case (in advance of the November States debate), the Review team believes that the likelihood of the project being delivered successfully is very high, and **would recommend, therefore, that the project proceeds to the delivery stage.**’
- 1.8 Similarly the Project Assurance Review – Value for Money section also requires the completion of the Outline Business Case prior to the States Debate.

2. The Justification for the Investment

2.1 The criteria for replacement of the La Mare de Carteret schools

- 2.1.1 By way of background the Education Department has addressed two fundamental criteria in deciding whether there is a case for capital investment in rebuilding the existing schools at LMDC. These are also the recommended criteria in the UK Government’s 2011 James Review of Education Capital.
- 2.1.2 The first is whether there is a continuing need for the school places in the existing schools to be maintained - this requirement for school places is referred to as the “Basic Need”.
- 2.1.3 The second is whether the condition of the schools is such that they can no longer offer fit for purpose facilities.
- 2.1.4 If these criteria are met, then the final determinants in forming the scope are that the project is consistent with key local policies and priorities established by the Education Department and the States; that they offer value for money, and are within the limits of affordability.
- 2.1.5 The key States policies and strategies which drive this project, including the Education Department’s Vision (set out in “Today’s Learners, Tomorrow’s World” July 2013) are found in the States’ Corporate Policy Plans and in the Island Resource Plans. Appendix 2 contains full details.

2.2 Basic Need

- 2.2.1 The Education Department has modelled the requirement for school places until the year 2042 using data supplied by the Policy Council. The model was updated in May 2014 and indicates growth in the school age population peaking in year 2021 for Primary numbers, and year 2026 for secondary pupil numbers. The model outputs are shown in Appendix 3.
- 2.2.2 Proposals for rationalising and transforming the Primary education sector were approved by the States following discussion of the States Report “Transforming Primary Education” October 2013, and so this Report does not revisit the discussion on the retention of the La Mare de Carteret Primary School, or the discussion of primary pupil numbers. Suffice to say that the La Mare de Carteret Primary School is an integral part of the Department’s policy of 2-3 form entry in the Primary phase.
- 2.2.3 Current secondary age pupil projections to the year 2042 indicate a peak demand for 2,471 places for 11-16 year olds in the three Guernsey High Schools (Les Beaucamps, La Mare de Carteret and St Sampson’s) and the Grammar School by the 2026 -27 academic year. This is an increase of 224 places from 2,247 in the 2013-14 academic year.
- 2.2.4 The Education Department’s model includes a +5% projection as a future-proofing safety net. This raises the year 2026 requirement to 2,594 places.
- 2.2.5 The four Secondary sector schools are designed for maximum capacity as follows:
- La Mare de Carteret High School (LMDCHS) 600 places
 - Les Beaucamps High School (LBHS) 660 places
 - St Sampson’s High School (SSHS) 720 places
 - Grammar School (11-16) (GS) 600 places
- in total 2,580 places.**
- 2.2.6 This represents a shortfall of 14 places for the 5% future-proofing safety net for the peak year 2026, but is regarded by the Education Department as adequate for pupil place planning purposes.
- 2.2.7 The Basic Need for school places will continue to exist, regardless of any organisational changes which may be made to the delivery of education for children of statutory school age, for example as a result of the impending review of the secondary selection system.
- 2.2.8 The Education Department has therefore committed to replacing the LMDC schools. The options which the Education Department has considered, prior to finally committing to replacement of the LMDC schools, are explained in Appendix 4.

2.2.9 In addition five scenarios were explored to review the options which the Education Department has considered, should a decision be taken in the future by the States to change the Grammar School from being a selective entry institution. This scenario analysis was undertaken to ensure that the investment could be future proofed to allow flexibility dependent upon any future decision by the States of Deliberation on the issue of selection.

2.2.10 The indicative costs¹ for each scenario include building costs, external works and abnormals costs, fees, furniture, fixtures and fittings and ICT allowances. Abortive fees are included if the scenario excludes the rebuilding of the LMDC High School for which fees have already been allocated. For comparison, the cost of LMDC High School extracted from the £57.36m in the cost report for the total development of the LMDC site is £31.3m.

Scenario 1: Retain the four schools² as four non-selective schools ranging in maximum capacity from 600 to 720 pupils with the retention of the Sixth Form Centre at the Grammar School (GS) site.

| Advantages | Disadvantages |
|---|---|
| Easiest to achieve: least cost scenario - re-use of existing accommodation, re-use of existing staffing, no disruption to post-16 education while future plans for the CFE are under review | GS Buildings are already over 30 years old and major refurbishment will be necessary over the next decade to update and renovate the buildings to maintain their fitness for purpose. |
| Allows the development of multi-use facilities at LMDC as a local centre cost efficiently because of economies of scale | Possibility that the High School at the GS site would still be regarded as the “academic” High School |
| Four High Schools would be the best Island distribution model for pupils in terms of travel times and distances | |
| No disruption necessary to existing school cohorts, but Island-wide secondary catchments become redefined for new pupils as GS cohorts phase out | |
| Keeps options open for retention of part of the GSSFC building as part of a new post-16 provision permitting the wide range of A-Level specialist teachers to be | |

¹ Based on student numbers and rates per square metre for additional accommodation.

² St. Sampson’s High School, Les Beaucamps High School. La Mare de Carteret High School and the Grammar School

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| retained because of the ability to recruit teachers whose minority A-level subject teaching hours could be supplemented by 11-16 teaching hours to justify full-time specialist appointments. | |
| Nil capital cost | |

Scenario 2: Abort the planned rebuilding of the LMDC High School and move the 600 pupil cohort to the Grammar School by the means of alterations and extensions to the buildings and with the removal of the Sixth Form Centre to another location.

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| Disadvantages |
| Would destroy the concept of proximity to local centres and large concentrations of school age children. |
| There would be significantly more traffic movement around St Peter Port at peak traffic movement times with arrival/departure of up to 1200 pupils/students aged 11 to 16 and increased number of buses needed |
| It would remove the economies of scale and rationale for the location of community, special needs and sporting facilities in the Cobo local centre |
| Breadth of specialist minority A-level expertise may be reduced without teachers being able to fulfil full-time posts without supplementing their A-level teaching time with 11-16 teaching. |
| No obvious location for the necessary new extensions on the GS site. May need purchase of additional land and will need planning permission. May inhibit access to adjacent owners' property |
| The existing Sixth Form Centre accommodation is configured for small group teaching, as is some of the original GS accommodation. It would need major internal remodelling to cater for larger 11 to 16 classes. This will require the provision of temporary accommodation on the site with no obvious location for it and potentially considerable disruption to existing classes as the work could not be completed just in school holiday periods |
| The GS Buildings are already over 30 years old and major refurbishment will be necessary over the next decade to update and renovate the existing buildings to maintain their fitness for purpose. |
| Possibility that the High School at the GS site would still be regarded as the "academic" High School |
| Site infrastructure difficulties with the linking of the existing accommodation with the new buildings in terms of ground works, internal and external circulation, catering, plant provision, external hard-play areas |
| Capital cost £49.26m including the provision of Sixth Form facilities elsewhere. |

Scenario 3: Abort the planned rebuilding of the LMDCHS and move the 600 pupil cohort to the GS by the means of alterations and extensions to the buildings, but retaining the Sixth Form Centre, at least temporarily, until decisions are taken on the future of Post-16 education and training.

| Disadvantages |
|---|
| It would remove the economies of scale and rationale for the location of community, special needs and sporting facilities in the Cobo local centre |
| Breadth of specialist minority A-level expertise may be reduced without teachers being able to fulfil full-time posts without supplementing their A-level teaching time with 11-16 teaching. |
| No obvious location for the necessary new extensions on the GS site. May need purchase of additional land and will need planning permission. May inhibit access to adjacent owners' property |
| The existing Sixth Form Centre accommodation is configured for small group teaching, as is some of the original GS accommodation. It would need major internal remodelling to cater for larger 11 to 16 classes. This will require the provision of temporary accommodation on the site with no obvious location for it and potentially considerable disruption to existing classes as the work could not be completed just in school holiday periods |
| The Grammar School buildings are already over 30 years old and major refurbishment will be necessary over the next decade to update and renovate the existing buildings to maintain their fitness for purpose |
| Possibility that the High School at the GS site would still be regarded as the "academic" High School |
| Site infrastructure difficulties with the linking of the existing accommodation with the new buildings in terms of ground works, internal and external circulation, catering, plant provision, external hard-play areas |
| Even more land will be needed for more extensive additional accommodation. No obvious location for the necessary new extensions on the GS site and will need planning permission. May inhibit access to adjacent owners' property. |
| There would be significantly more traffic movement around St Peter Port at peak traffic movement times with arrival/ departure of up to 1700 pupils/students aged 11 to 18 and increased numbers of buses. |
| Capital cost £34.35m excluding future costs for the provision of Sixth Form Centre facilities elsewhere. |

Scenario 4: Abort the planned rebuilding of the LMDCHS and move 360 of the 600 pupil cohort to the GS by the means of alterations and extensions to the buildings and with the removal of the Sixth Form Centre to another location. Locate the other 240 pupils at SSHA.

| Advantages | Disadvantages |
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| <p>The Baubigny Schools campus was opened in 2009. The two storey buildings of St Sampson's High School were designed as a central mall with three wings. These are able to be extended at both first and ground floors levels to lengthen and cross between the wings to create enclosed courtyards to add more classrooms and to accommodate up to another 240 pupils.</p> | <p>No relocation options for the Sixth Form Centre cohort currently available and not available until, at the earliest in 2021, pending the next Capital Prioritisation round</p> |
| | <p>Would destroy the concept of proximity to local centres and large concentrations of school age children.</p> |
| | <p>There would be significantly more traffic movement around St. Peter Port and St. Sampson's at peak traffic movement times with arrival/ departure of more parents' cars and an increased number of buses for up to 960 pupils aged 11 to 16 and increased numbers of buses needed</p> |
| | <p>It would remove the economies of scale and rationale for the location of community, special needs and sporting facilities in the Cobo local centre</p> |
| | <p>Removal of A-level teachers to another location could mean the breadth of specialist minority A-level expertise may be reduced as teachers will not be able to fulfil full-time posts without supplementing their A-level teaching time with 11-16 teaching.</p> |
| | <p>The existing Sixth Form Centre accommodation is configured for small group teaching, as is some of the original GS accommodation. The buildings would need major internal remodelling to cater for larger 11 to 16 classes and may also need some</p> |

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| | <p>extensions. This will require the provision of temporary accommodation on the site with no obvious location for it and potentially considerable disruption to existing classes as the work could not be completed just in school holiday periods.</p> |
| | <p>No obvious location for the new extensions on the GS site. May need purchase of additional land and will need planning permission. May inhibit access to adjacent owners' property</p> |
| | <p>The GS Buildings are already over 30 years old and major refurbishment will be necessary over the next decade to update and renovate the existing buildings to maintain their fitness for purpose.</p> |
| | <p>Possibility that the High School at the GS site would still be regarded as the "academic" High School</p> |
| | <p>Site infrastructure difficulties with the linking of the existing accommodation with the new buildings in terms of ground works, internal and external circulation, catering, plant provision, external hard-play areas</p> |
| | <p>Capital cost £50.3m including future costs for the provision of Sixth Form Centre facilities elsewhere.</p> |

Scenario 5: Phase out the 11-16 pupil population from the GS and create additional places at SSHS (part of the Baubigny Schools campus) and LMDCHS by extensions to the new buildings – approximately 240 at SSHS and 360 at LMDCHS thereby making each school an 8-form entry school based on average class sizes of 24 and a maximum capacity of 960 pupils. This will change SSHS from a 6-form entry school with a maximum capacity of 720 pupils and LMDCHS from its current proposed designation as a 5-form entry school with a maximum capacity of 600 pupils.

| Advantages |
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| The LMDC project has been specified so that later changes can be achieved easily and cost-effectively to the buildings and grounds. These could be in response to changes in curriculum priorities, organisation, technology and, pupil numbers. The project team has modelled options for the impact on the site design, should there be changes to the organisation of secondary education and a subsequent redistribution of the 11to16 pupil population. |
| There is land available on the site which could be used for the additional accommodation required to accommodate up to another 360 pupils. The High School building design has incorporated this possibility in the location of the buildings on the site and reviewed the services and engineering infrastructure which would be needed to allow the future addition of this accommodation to ensure that the buildings provide an efficient and effective integrated environment for teaching and learning. |
| The Baubigny Schools campus was opened in 2009. The two storey buildings of St Sampson’s High School were designed as a central mall with three wings. These are able to be extended at both first and ground floors levels to lengthen and cross between the wings to create enclosed courtyards to add more classrooms and to accommodate up to another 240 pupils. |
| Capital cost £34.35m. |
| Scenario 5 would allow options to be developed for use of the existing Grammar School and Sixth Form Centre buildings |
| Retention as part of a 2-campus College for Tertiary Education and Training in conjunction with a full development of the Les Ozouets Campus at the former St Peter Port Secondary site, whether designated as a full-time Sixth Form Centre or configured to accommodate particular aspects of post-16 education and training. This would result in a significant cost saving against the project costs of building a single campus post-16 college |
| Keep the Primary School adjacent to the High School |

- 2.2.11 **Of these five scenarios, the Education Department has concluded that scenarios 1 and 5 are the only options which would be realistic and cost effective to pursue further, should the ending of secondary selection be decided at a future date by the States of Deliberation. Critically both scenarios require the rebuilding of LMDCHS as a 600 pupil school at this moment in time and allow flexibility if needed in the light of any future changes.**
- 2.2.12 Scenario 1 is to retain the four schools (SSHS, LBHS, LMDCHS and GS) as four non-selective schools. In other words, there would be no change to the pupil capacity at each of the schools, but the “character” of the Grammar School would change on the basis that pupils would join the school according to their catchment area, rather than on the basis of being chosen to attend through a selection process. This would not require any changes to the LMDC project as currently specified.
- 2.2.13 If it were to be decided that the 600 secondary age places currently allocated to the Grammar School site should be provided at other sites, an expansion of facilities could be made at the La Mare de Carteret and St. Sampson’s High School sites, as both of these schools have been designed to include possible expansion of pupil numbers as part of their future proofing flexibility over their 60 year projected life span.
- 2.2.14 Scenario 5 is, therefore, to phase out the 11-16 pupil population at the GS and create additional places at SSHS and LMDCHS. This would require additional facilities on the LMDC site to accommodate up to an additional 360 pupils and additional facilities on the SSHS site to accommodate an additional 240 pupils at an estimated total cost of £34.35m. Each school would then be 960 pupil schools with eight classes in each year. (It should be noted, inter alia, that the build costs for accommodation for the expansion of numbers on any other sites could prove to be more costly because of the further research need to review the footprint of the buildings, their mechanical and electrical plant design and the external access, parking and hard play areas infrastructure would require much more extensive remodelling as well as the likely requirement for additional land.)
- 2.2.15 **The Education Department has concluded for these reasons that there is a compelling case for the continuing requirement for the 600 pupil places to be located at the five-form entry LMDC High School and for up to 420 places for the two-form entry LMDC Primary School, and that without this provision the basic need for pupil places cannot be met. This approach leaves the Grammar School numbers unaffected and is selection neutral i.e. this investment would be recommended whatever the eventual outcome of the selection debate.**

2.3 Condition

2.3.1 Condition problems fall within two categories: building risk and curriculum risk.

Building Risk

2.3.2 The buildings have significantly exceeded their expected lifespan of 25 years. They are increasingly expensive to operate and maintain, and the maintenance is only delaying the inevitable replacement of the schools. They were designed to meet a rapid expansion of the school age population and were built to a low cost “system” design specification developed in the UK (SCOLA - Second Consortium of Local Authorities) on the expectation that the buildings would need to be replaced if the basic need still remained for pupil places.

2.3.3 They have high energy costs and increasing maintenance costs. This is particularly evident in the deterioration of the external fabric of the elevations, the leaking roofs and the old and inefficient mechanical and electrical systems.

2.3.4 There are significant health and safety issues: there are extremes of seasonal temperature variations throughout the buildings and the externally located mobile classrooms, with inadequate heating and ventilation and poor insulation resulting in pupils in poor weather sitting in outdoor wear for learning. There is asbestos in the building structure which makes any renovation or refurbishment much more difficult to deliver. The dining area is not large enough to house pupils during examination periods and, therefore, lunch is eaten outside or, in bad weather, in corridors.

2.3.5 The buildings do not comply with the States disability discrimination strategy. Facilities for pupils with special needs in both schools are poor. There is inadequate access to and in the school for pupils, staff and visitors with disabilities. Stepped access is narrow. The external access routes to the schools are hazardous and are compromised by inadequate separation of vehicles and pedestrians making access dangerous by being a shared site with only one road through it.

2.3.6 The buildings do not comply with current and more stringent Building Regulations, in particular, because of the absence of fire compartmentation and the lack of fire breaks within the roof voids and cavities, the fire risks are greater. Access for emergency vehicles is poor and compromised by the reduced space available for parking on the site.

Curriculum risk

2.3.7 Pupils are working in outdated facilities in both schools unsuitable for a modern educational environment, and which do not allow the schools’ curricula to be delivered efficiently and effectively. Going forward, this may impact on the schools’ ability to achieve high quality learning outcomes.

- 2.3.8 General classrooms are too small for the required group sizes and current learning strategies, and there is inadequate provision of specialist teaching facilities, for example in science, design and technology, art, PE and drama and music in both schools.
- 2.3.9 Poor acoustic separation compromises use of spaces for subjects such as music at critical periods, for example during examinations because of its proximity to the School Hall where examinations have to be held and which are now frequent during the school year, as well between the classrooms and shared resources areas in the Primary School. The High School assembly hall is too small for whole school events and dining facilities in the High School are insufficient during examination periods. Wayfinding is poor in both schools with double banked narrow corridors, a lack of natural light and insufficient internal social spaces. Many temporary mobile classrooms are now in use for both schools and the external hard play areas have been greatly reduced as a result, with inadequate and decaying surfaces compounding the risk of accidents.
- 2.3.10 **The projections for the basic need for school places described above show that provision must continue to be made for the school places currently located at LMDC.**

2.4 Strategic Fit with States Policies and Strategies

- 2.4.1 The LMDC project's inclusion of additional sporting, special needs and community facilities chimes exactly with the States "direction of travel" which originates from the 2013-2017 States Strategic Plan's overarching Statement of Objectives:
- *“Wise long-term management of Island resources including the maintenance of a highly skilled and well-educated workforce;*
 - *All people having opportunities and support where needed, to enable them to reach their full potential;*
 - *Co-ordinated and cost-effective delivery of public services through co-operative working and transformation change management; and*
 - *Policies which protect the natural environment and its biodiversity by accounting for the wider impacts that human activity has on it”.*
- 2.4.2 These objectives are given more focus in the States' Corporate Policy Plans and the Island Resource Plans, both of which have key objectives with which the LMDC project is entirely consistent.
- 2.4.3 Within the Corporate Policy Plans, the LMDC project is most closely aligned with the Social Policy Plan's focus on delivering services for people to meet

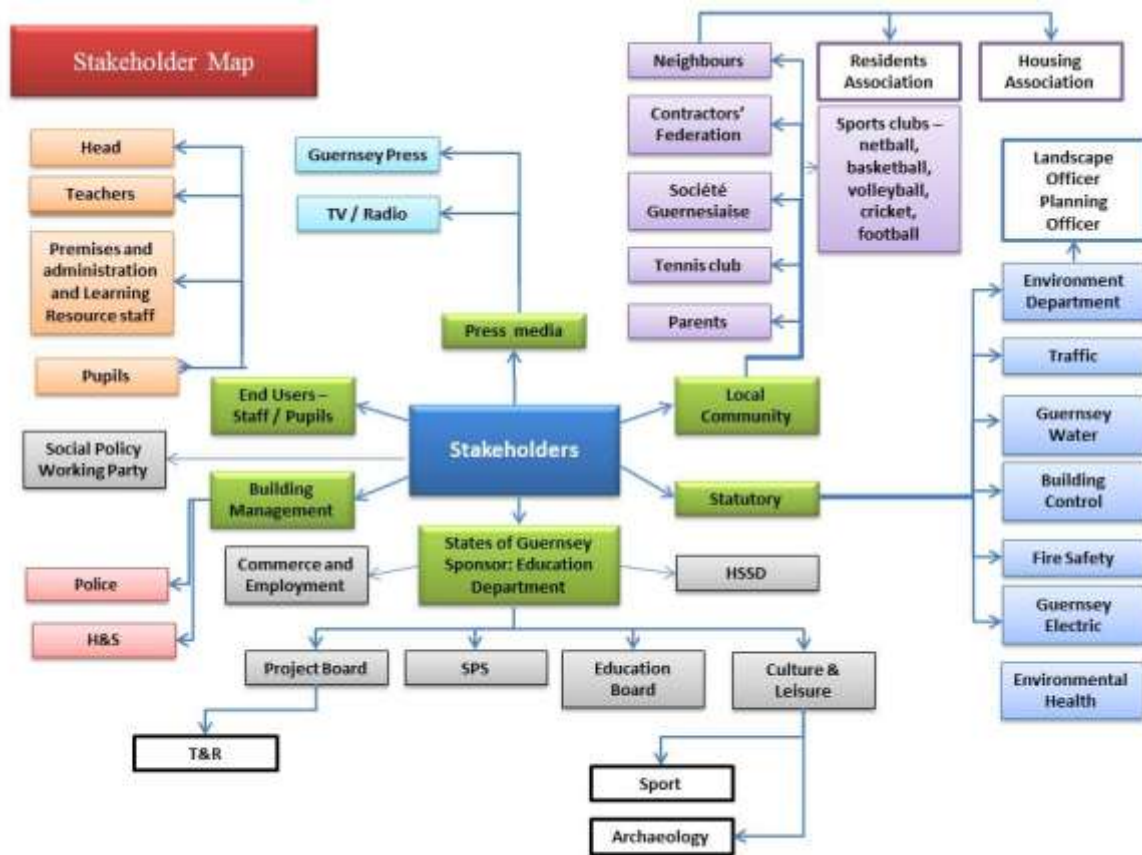
their needs for welfare and wellbeing and taking preventative measures by working better with the third sector and providing people with pathways out of poverty, criminal activity, unhealthy lifestyles and preventing exclusion from education and society in general.

- 2.4.4 The Social Policy Plan's second key objective is the achievement of "*a social environment and culture where there is active and engaged citizenship.... equality of opportunity, social inclusion and social justice*". There is a specific general objective within the Social Policy Plan to "*a greater equality of educational opportunity*" and an emphasis on collaborative working, not only with other States Departments but also with the third sector and Commerce to promote "*good educational outcomes, opportunity and choice and social inclusion*".
- 2.4.5 The Policy asserts that "*if Departments can work together on common issues, there is far more opportunity to ensure the use of limited resources is optimised and more effective outcomes will be achieved and that if those co-ordinated Departments can then work with businesses, third sector/voluntary organisations and individuals, then even greater improvements can be made for the whole population.*"
- 2.4.6 The Social Policy Plan has generated the Policy Council's equalities and rights programme where work is also being undertaken to meet the second general objective of the Social Policy Plan to provide equality of opportunity, social inclusion and social justice.
- 2.4.7 The Children and Young People's Plan, the Disability and Inclusion Strategy November 2013 and The Supported Living and Ageing Well Strategy currently at working party stage, and the Education Department's vision Statement, "Today's Learners, Tomorrow's World July 2013", are aligned with that programme.
- 2.4.8 The strategic fit is further reinforced by the LMDC project's fit with the objectives set in the Island Resource Plans and in particular the Strategic Land Use Plan 2011. The Plan emphasises the importance of corporate working between States Departments and positive relationships between the public and private sectors in putting spatial policies into effect. The key policy areas with which the LMDC project are consistent are in supporting the role of the main and local centres as socially inclusive and diverse communities and neighbourhoods; respecting the quality of the physical environment and local heritage and seeking a good standard of design of new development.
- 2.4.9 The Plan's POLICY LP10 states that the Rural and Urban Areas Development Plans reviews "*will identify main parish or local centres based on the assessment of services and facilities (sustainability indicators) within the locality and enable limited development of a scale that is appropriate for the specific*

location and would not result in the centre affecting the vitality and viability of the main centres.”

- 2.4.10 POLICY SLP10 states that *“Provision should be made in the Development Plans to enable the provision of an adequate range of community, social and leisure facilities to be developed according to need and demand whilst maximising the use of existing sites”*
- 2.4.11 The concept of maximisation of use of existing sites is reinforced in the Strategic Asset Management Plan (SAMP) Billet XV July 2013. The SAMP’s primary objective is defined in the States Report as *“to ensure that the right assets are available in the right places to deliver the right services in the most efficient and effective way”*. The SAMP describes itself as *“an output of the States wide efficiency saving initiative – the Financial Transformation Plan (FTP)-to make better use of the States land and property assets”*.
- 2.4.12 The SAMP supports the LMDC project as one of its nine major suggestions in which will align *“States assets to meet the SAMP vision”*. stating *“in accordance with the ethos of the SAMP, it is important that the (LMDC) buildings and grounds be redeveloped to provide a community resource rather than just a school, not least because of the close proximity of the Island’s largest housing estate”*.
- 2.4.13 **The concepts of equality of opportunity, social inclusion and social justice, the benefits of collaborative working between the State, commerce and the voluntary and charitable sectors and the maximisation of use of States’ assets are at the heart of these policies and strategies.**
- 2.4.14 This strategic focus reinforces the Education Department’s commitment to improving the quality of educational facilities and also that the engagement of other agencies in developing and using the intended community, sporting, pre-school and special needs facilities on the site is fully consistent with the States’ strategic aims.
- 2.4.15 Consultations are continuing with the headteachers and staff of the schools, the school committees and PTAs (Parent Teacher Associations), the Culture and Leisure Department, Housing, the Sports Commission, Planning, Traffic, the Communication and Autism Service, the Société Guernesaise, the Guernsey Motorcycle Training Scheme, the Guille-Allès Library and various Sports Associations and the Guernsey Football Club. Letters outlining the multi-use proposals for the site were also sent to the Health and Social Services Department, the Treasury and Resources Department, and Social Security and expressions of support have been received from all of them. A stakeholder map is shown below.

STAKEHOLDER MAP



2.4.16 A more extensive analysis of the project's fit with States' policies and strategies is located in [Appendix 2](#).

2.5 Review of Options

2.5.1 In preparation for the LMDC project, the Education Department held a series of discussions with stakeholder groups to discuss the scope of the LMDC project and whether there were alternative service solutions for delivery of education in the LMDC Schools' catchment area as part of the overall renewal of educational buildings in the Programme.

2.5.2 These options included doing nothing, renovating and extending the existing buildings, moving the school populations elsewhere or relocating the school buildings to different sites.

2.5.3 Simultaneously, the scope was being developed to ensure a close fit with the strategic objectives of the States and the Education Department for raising achievement, maximising the use of States assets, engaging third sector groups in the delivery of services and encouraging the grouping of services within the local centres concept.

- 2.5.4 *Appendix 4* details the options that have been considered and the process by which a needs analysis has been conducted, the investment objectives being finalised, the benefits which would accrue being identified, the comparative cost of the options being calculated and the critical success factors by which the project would be judged. This led to a preferred option being identified.
- 2.5.5 Following the completion of the Strategic Outline Case (SOC) and the first Gateway review, the Education Board reviewed the SOC and the panel's report and noted the comments that "*the Review Team supports the recommendations of the Project Team following detailed discussions in person..... it appears that the new build, existing site option is well justified as the only viable option to take forward..... the preferred option appears to offer the best chance of securing a value for money solution for SoG given the practical and policy context.*"
- 2.5.6 Following the Board meeting on 8 January 2014, the Education Board endorsed the preferred option for a new High School and Primary School with competition level indoor sports facilities to enhance the range of sporting facilities provided collectively by the Guernsey Federation of Secondary Schools for both school and community use (but without the swimming pool provided in the other High Schools and the Grammar School), a co-provisioned pre-school nursery, a 4-16 Autism and Communication Services Unit, and Community facilities, to proceed to the Outline Business Case stage on the basis that it provided:
- the best scoping option for the business needs of the Education Department and the strategic objectives of the States;
 - the best service solution option in that it maximised the use of the site efficiently to encompass a wide variety of benefits for a wide variety of stakeholders;
 - the best service delivery option in that it encourages a delivery contribution from providers who are not only from the public sector, but also from the Business sector and the third sector of volunteers, charities and not for profit organisations and associations.

2.6 **The Brief**

The Education Department is seeking the approval of the States to invest an estimated £59.44 million excluding inflation as at July 2014 to provide on the existing La Mare de Carteret Schools' site:

- replacement High School facilities for up to 600 11-16 age pupils with scope for expansion for up to 960 pupils;
- replacement two-form entry Primary School facilities for up to 420 4-11 age pupils;
- a replacement co-provisioned pre-school Nursery of up to 130m² adjacent to the Primary School for approximately 30 children aged 3-4 on a part-time attendance basis, allowing for groups of up to 16 children at any one time;

- club level competition indoor Sports Hall facilities within the schools' new sports facilities, focused on completing the federated approach to the provision of shared resources for sport within the States secondary Education sector, the avoidance of unnecessary duplication and optimising efficient dual-use school/community provision for netball, basketball and volleyball, as advised by the Culture and Leisure Department and the Guernsey Sports Commission;
- relocated Communication and Autism Support Service facilities of up to 200m² placed between the two schools to provide a designated unit for up to 18 children in the Primary School and a designated unit for up to 18 children in the High School and to be the base for the provision of outreach services for Bailiwick school age children and for advice to pre-school providers;
- community facilities for families and the older generation within the schools and sports buildings as a mix of a discrete access suite of rooms of 150m² as part of the Sports Building and through the sharing of school facilities;
- within a total gross building area up to 11,670m² (the High School (including the Sports Building the Community suite and the Communication and Autism Service Unit) at 8,974m² and the Primary School (including the Pre-school unit) at 2,695.5m²; and
- delivery of new schools for operation no later than beginning of September 2017, with demolition of the old buildings and completion of the external areas no later than beginning of September 2018.

2.6.1 Area Standards

2.6.1.1 Appendix 5 details the area standards that have been used to determine the gross internal areas for the buildings on the site. These have been based on the States Corporate Property Plan area standards, the precedents established by the areas of existing Guernsey schools and the compelling need of the LMDC schools to achieve the States' objective of equality of educational opportunity. An annotated layout of the Primary School indicates how the areas are used for the involvement and is available as appendix 5b in the Members Room.

2.6.1.2 The Education Funding Agency's Facilities Output Specification for the Priority Schools Building Programme has also been used to review the Generic Design Brief for the LMDC schools and to determine minimum dimensions. The Education Department notes that there is an increasing awareness in UK education funding circles that the funding targets for educational buildings are having to be revised upwards and that the areas standards for schools are proving to be inadequate and had not been properly tested before their introduction in June 2014.

2.6.2 The Drivers for the Brief

2.6.2.1 The capital investment in this project will comply with the States' strategic direction outlined earlier in this report. The brief will meet the States Education Department's educational drivers: curriculum and organisation, teaching and pedagogy, behaviour and pastoral care, special educational needs and disabilities and health and well-being.

2.6.2.2 The site is being designed to provide flexibility to allow for future expansion of the facilities and for curriculum, organisational and technology changes over the buildings' projected minimum life expectancy of 60 years. The design will meet the key principles set by the Education Department, not only of functionality and health and safety, but also of adopting a standardised approach informed by previously completed EDP1 projects, with future proofing of the design, a minimum building life expectancy of 60 years, sustainable design and construction and demonstrating value for money.

2.7 Description of the Facilities, the Business Justification, Needs and Benefits

2.7.1 The planned facilities are as set out in [Appendix 1](#), and further information is provided in [Appendix 6](#), but are summarised below:

High School and Primary School

2.7.2 Replacement five-form entry High School facilities for up to 600 11-16 age pupils, with scope for expansion to eight-form entry for 960 pupils and replacement two-form entry Primary School facilities for up to 420 4-11 age pupils.

2.7.3 It is intended to enhance the opportunities for pupils in both schools to receive excellent teaching and learning. The planned scope for the schools will meet the SED's educational drivers of curriculum and organisation, teaching and pedagogy, behaviour and pastoral care, special educational needs and disabilities and health and well-being. At its most fundamental level, replacement is essential because the condition of the present buildings renders them no longer fit for purpose and because there will be a continuing basic need for pupil places to be met.

Pre-school Nursery

2.7.4 A replacement pre-school nursery adjacent to the LMDC Primary school, to replace the Happy Days Nursery currently funded by the Social Security Department, for approximately 30 children aged 3-4 on a part-time attendance basis, allowing for groups of up to 16 children at any one time.

2.7.5 This is intended to be part of the strategic provision of pre-school services described in the Education Department's States Report "The Introduction of a Universal Entitlement to Pre-school Education" May 2014.

Sports facilities

- 2.7.6 Club competition level indoor sports facilities within the schools' new sports facilities allowing provision of an enlarged sports hall with spectator seating for league level indoor sports tournaments and utilising shared access to an integral community suite of rooms (see below) and the schools facilities.
- 2.7.7 The purpose of this facility is to focus on optimising efficient dual-use school/community provision for netball, basketball and volleyball, as advised by the Culture and Leisure Department and the Guernsey Sports Commission. The Education Department has established a federated approach to the sharing of facilities and staff within the secondary sector of Education. The LMDC schools' site will be the only States maintained schools site in Guernsey able to provide a venue for competitions and tournaments at school, club and inter-insular level on matchplay sized courts with accommodation for sizeable number of spectators (up to 270 in fixed seating in a tiered gallery above the sports hall and reached from the main school building, and up to 500 with the addition of tiered staging for larger events).
- 2.7.8 This facility, supporting both the schools' competitive sports agenda as well as the community sports associations' requirements, will make LMDC the Island focus for indoor sporting competition and will complement the competitive swimming and match play size external Multi Use Games Area (MUGA) facilities at St. Sampson's High School and the Outdoor Activities sports facilities at Les Beaucamps High School. Establishing the LMDC site as the focus for year round indoor sports training and competition is only affordable because of the decision not to include a school swimming pool as provided at the other two High Schools and the Grammar School, in view of the sufficiency of pools already available within the Education estate . It is consistent with the concept of a federated approach to the provision of sporting facilities within the Island's secondary sector schools and the strategic vision set out by the Sports Commission for sharing the responsibility for providing a comprehensive range of sporting facilities without duplication between relevant States Departments and the private sector in a number of venues.
- 2.7.9 The provision of competition level indoor sporting facilities with matchplay and spectator facilities will enhance the status of the LMDC schools. It will support the concept of local centres in the Island having multi-use community facilities as well as potentially generating income for the sports tourism hospitality sector. [Appendix 7](#) contains submissions from the sports associations.

Communication & Autism Service Unit

- 2.7.10 A relocated Communication and Autism Support Service unit of up to 200m² linking the High School and the Primary School will provide bases for up to 18 children in the Primary School and for up to 18 children in the Secondary phase and to be the base for the provision of outreach services for Bailiwick school age children and advice to pre-school providers. The Outreach Service currently has over 150 children on its case load. The base will provide a classroom each for

the primary and secondary age children with associated soft rooms, sensory rooms and small group rooms. The children in the bases will be formally registered on the rolls of the two LMDC schools and will be able to participate as fully as possible with the other school pupils in the daily activities of the mainstream schools, whilst still having access to specialised facilities and care.

- 2.7.11 This will enable the Education Department to relocate the two units from their individual bases in a portacabin at Amherst Primary School and at St. Sampson's High School in undersized accommodation will enable the creation of a centre of excellence within the context of a co-located schools environment. Increases in productivity and better quality of service to Guernsey's young people are expected in this area. The ongoing running costs of the Communication and Autism Service are not anticipated to increase as a result of the co-location, but there may also be some benefits arising from the opportunity cost of vacating the current premises in the two schools

Community and social facilities

- 2.7.12 The plans include community facilities for families and the older generation within the schools and sports buildings through provision of a small suite of rooms of 150m². These will occupy a corner of the Sports Building at the heart of the site and share facilities within the schools' buildings and grounds, sometimes within school hours but also in the evenings, weekends and school holiday use.

- 2.7.13 This will enable the Department to align functionally with the use of the schools and the provision of a pre-school nursery to provide a site maximising its facilities for community use by families and the elderly. The suite would be part of general community access to the facilities provided in the two schools. This has received initial support from the Housing Department and the Health and Social Services Department and is currently being further evaluated.

- 2.7.14 The great advantage of the LMDC site for its use by the local community - of families, the elderly, and those with disabilities - is its level access, the pedestrian only routes to the site, parking availability and its proximity to local housing estates, social housing, other local facilities and the "local node", as outlined in the "Analysis of Potential Local Centres" document 2013 published by the Environment Department

2.8 Site Plan

- 2.8.1 The site plan (i.e. the plan for the location of buildings on the site), has been worked up to the completion of the Stage 2 concept design. The Stage 2 architectural report reviews the on-site massing, location adjacencies and plan forms which have been considered and the conclusions reached to finalise the concept design. The services, structural, civil and landscape Stage 2 design documents are available for review from the Education Department if further information is required. It should be noted, however, that at the time of

preparation of this report, the design has only just finished its concept stage and detailed design work is now intensively underway to complete Stage 3 by the end of October 2014.

- 2.8.2 The plans in Appendix 8 show the location of the current buildings on site and the site location and massing for the new buildings. The new school buildings with the sports building adjoining the High School are located to the west and north of the LMDC canal and pond, which allows the existing schools to continue to function while the new buildings are being constructed.
- 2.8.3 The High School will have three storeys in one wing of the building, as parts of the existing High school have now. The Primary is a two storey building as the existing Primary school is now.
- 2.8.4 A bridging building between the north-east corner of the High School and the north-east corner of the Primary School will house the Communication and Autism Service unit. The unit has separated bases for primary and secondary sector children and these will directly link with the High School and the Primary school.
- 2.8.5 The Pre-school Nursery will be located very close to the Primary School entrance, but with a separated arrival and departure area from the primary school and a separated external area for play.
- 2.8.6 The access route to the High School will generally be through the existing entrance to the site and moving to the south-eastern elevation of the High School building to allow direct access to the hard play areas to the west of the Sports Building. Bridged access across the canal will enter the High School building at its junction with the Sports Building, both at ground floor and first floor levels to produce efficient circulation around the buildings and to maximise the opportunities for community and sporting use of the facilities without compromise to the security of pupils or to restricted areas of the building.
- 2.8.7 The community suite of rooms is located on the north-eastern corner of the Sports Building to allow its shared use for sporting events and connectivity with the facilities available in the High School buildings. It also gives the suite a visible presence and access on the site.
- 2.8.8 It is expected that community use will also be made of the Primary School buildings and pedestrian routes and parking facilities have been designed to maximise ease of access and dispersal and to provide safe and clear wayfinding around the site.

2.8.9 Since the publication of the Stage 2 report, the orientation of the fenced, synthetic pitch MUGA (Multi Use Games Area) has turned 90 degrees and moved closer to the Sports Building to improve ease of access from the changing rooms and to allow the tennis courts to be located alongside. This will produce a more functional arrangement of playing spaces close to the changing facilities of the Sports Building, better supervision of the playing areas, and the opportunity for floodlighting of the areas to allow for use of the area for other sports such as netball. It will also produce a cost saving and avoid the encroachment which would otherwise have happened onto the green areas to the west of the site. Appendix 8 contains the site plans for the current and future schools.

3. The Plan for Delivery of the Project

3.1 Project Status Summary

3.1.1 The choices for implementation were driven by the ability of the supply side to produce the required products and services, value for money, affordability and service need. In practice, these have ranged from consideration of the phasing of the solution over time, to the incremental introduction of services.

3.1.2 With the experience of the last ten years of building the Education Development Plan Programme 1 projects and particularly with reference to the rebuilding of the previous two High School projects the co-located Baubigny Schools project of St Sampson's High and Le Murier Secondary Special School, and the rebuild of the Les Beaucamps High School, the La Mare de Carteret project will also be a phased construction of the new buildings. However, for the La Mare de Carteret Project the Education Department wishes to build both Schools and Sports Building in one phase, then demolish the existing school buildings and construct the remaining hard play, MUGA and remaining parking areas in a second phase. This will shorten the construction programme and reduce cost.

3.1.3 The design stage of the project has now progressed to the end of RIBA Stage 2, the Concept Design stage. The project is proceeding in accordance with the programme. Room layouts for primary, secondary and sports buildings have been produced.

3.1.4 Planning meetings with the Environment Department have been supportive and positive and these discussions will continue with the planning application expected to be submitted in November 2014. Survey works have been scoped and are now being steadily commissioned and completed to inform the Stage 3 (formerly D) Detailed Design stage which is due to complete by the end of October 2014.

3.1.5 The cost consultants have developed the cost plan (Appendix 9) based on the Stage 2 design information and the team has updated the project Risk Schedule. A value engineering exercise has been undertaken at the end of Stage 2 to identify greater value, and further reviews will take place as the design develops.

- 3.1.6 The cost consultants have confirmed that the project remains as at the SOC budget of £57.66 million and, adding inflation to date, at £59.44 million, with an inflation allowance of £5.14 million to cover the remaining period up to project completion in July 2018. The total project cost is estimated at £59.44 million, which compares to the Capital Prioritisation Report of £66.35 million, which excluded inflation.
- 3.1.7 A procurement report has been completed after workshops attended by representatives of States Property Services, the Law Officers' Chambers, Commerce and Employment Department and the Director of Corporate Procurement. Following the Procurement Report, expressions of interest have now been requested from the construction market and by the November debate of this States Report these will have been reviewed to confirm a suitable contractor first stage tender list. The first stage tender will be issued in September, with the second stage tender for the final two shortlisted contractors in early November.
- 3.1.8 The programme remains on track with the building contract award still planned for April 2015 to allow completion of the new schools by summer 2017. The existing schools are then demolished to allow the remaining external areas to be completed by the summer of 2018. The core design team of Design Engine, Buro Happold, Coe Design and Gardiner & Theobald (G&T) delivered the RIBA Stage 2 Design Reports on programme. These were then reviewed by the Education team and all issues were recorded and reports amended so the Stage 3 design could progress.
- 3.1.9 In summary, the core Stage 2 design principles are:
- likely to be a piled foundation solution (to approximately 8m depth);
 - steel frame construction with composite concrete floors;
 - shallow pitched roofs;
 - combination of brickwork and curtain walling;
 - both primary and secondary school utilising a courtyard design with the sports building linked to the secondary school;
 - careful consideration to the bus and car drop off / pick up;
 - external access to ground and first floor of the High School to provide efficiencies in circulation;
 - provision of an energy centre delivering a combination of gas fired boilers and electric air source heat pumps to radiators to provide efficient performance;
 - natural ventilation solution;
 - simplified classroom controls to provide increased teacher control over their spaces and less reliance on automation; and
 - provision of an earth bank bund to provide the necessary flood protection to the school buildings

3.2 Programme

- 3.2.1 The key stages for the project are set out below, taking the project through design development, 2 stage tendering, planning approval, final construction approval and construction. This programme remains deliverable. A detailed meeting and deliverables schedule has been developed to set out week by week progress for the tasks.
- 3.2.2 The Stage 2 design report has been completed on programme, allowing the commencement of Stage 3. During the autumn months considerable input will be required to enable completion and sign off of Stage3 design, submission of the planning application, and issue of the design information to two preferred main contractors for the pricing. The full programme is in Appendix I

La Mare de Carteret Key Programme Items

| | |
|---|-------------------------------|
| Team Appointments, Initial Surveys and Feasibility | May 2013 – February 2014 |
| Stage 2 Concept Design (Stage C) | March – July 2014 |
| Outline Business Case, Gateway 2 and Value for Money (VFM) review | August 2014 |
| Submission of States Report - LMDC Project Investment decision | September 2014 |
| 1st Stage Tender | September - October 2014 |
| Stage 3a Developed Design (Stage D) | August – October 2014 |
| Planning Application | November 2014 – February 2015 |
| States Report to States of Deliberation | November 2014 |
| 2nd Stage Tender | November 2014 – February 2015 |
| Stage 3b and 4 Technical Design (Stage E) & Review | November 2014 – February 2015 |
| Tender update to include Stage 4 Technical Design | March 2015 |
| Preparation of Full Business Case, Gateway 4 and VFM review to allow Treasury & Resources approval to progress to construction | April 2015 |
| Construct Phase 1 – Schools and Sports Building | May 2015 – May 2017 |
| Risk period, School fit out, and handover | June – August 2017 |
| Schools and Sports Building open | September 2017 |
| Demolish old schools | September – December 2017 |
| Construct MUGA, main car park and remaining externals | October 2017 – July 2018 |
| Project complete and all facilities operational | September 2018 |

3.3 Cost Plan

3.3.1 Fees, Surveys and Tender Approvals

3.3.1.1 The funding source for this project, as one of the States approved pipeline projects in the States Capital Investment Portfolio, is from the States Capital Reserve.

3.3.1.2 The Treasury and Resources Department has approved the release of the following funds to date:

- a) £100,000 to progress with initial feasibility work and discussions with the Environment Department;
- b) a further £40,000 in September 2013 to allow work to continue;
- c) agreement to a total spend of £350,000 in early November 2013 so the inception and feasibility stage (RIBA Stages 0 and 1 - formerly A and B) could be completed;
- d) a further £725,000 funding was requested in November 2013 and approved in early February 2014 to allow Stages C & D design to develop through to October 2014; and
- e) £260,000 funding was confirmed in early July 2014 to allow surveys, fees and tender costs to continue to the end of November 2014 to coincide with the States' debate.

3.3.1.3 As a result, the project currently has had approvals to a total of £1.335 million to the end of November 2014.

3.3.1.4 The latest survey and fee schedule indicates an anticipated expenditure of £1.271 million with allowances for fee contingency and any contractor tender costs up to the approval amount of £1.335 million.

3.3.2 Project Cost

3.3.2.1 The Capital Prioritisation Submission identified a total project funding of £66.35 million excluding inflation. This was based on costs obtained from SPS prior to any feasibility work.

3.3.2.2 The Strategic Outline Case report after the project's feasibility stage identified a preferred option and phasing plan requiring total project funding as at 3Q 2013 of £57.66 million excluding inflation.

3.3.2.3 The current cost is based upon the Stage C cost plan as at July 2014, incorporating the risk review and value engineering exercise. The cost consultants have confirmed a project cost of £59.44 million on the base cost of £57.66 million (Strategic Outline Cost base October 2013) but with inflation added from October 2013 to July 2014 of £1.88 million. An inflation allowance of £5.14 million remains to 2018 to total £64.58 million. The full cost plan is in Appendix 9.

| | Capital Prioritisation Report (March 2013) | Stage 2 G&T Cost Plan (July 2014) |
|---|---|--|
| High school, primary school and sports hall | £35,500,000 | £33,802,817 |
| External works, drainage and abnormal | £ 8,165,000 | £12,159,930 |
| Professional fees | £ 6,390,000 | £ 4,715,000 |
| FF&E and ICT | £ 3,056,550 | £ 3,007,750 |
| Design risk, pricing risk and contingency | £10,501,432 | £ 3,677,019 |
| Central costs | £ 2,577,000 | £ 2,077,000 |
| Total project cost (rounded) | £66,350,000 | £59,440,000 |
| Inflation (based on BCIS) | Excluded | £ 5,140,000 |
| Total project cost including inflation (rounded) | n/a | £64,580,000 |

3.3.3 Value for Money Review

3.3.3.1 The cost consultants have completed a value for money exercise (*Appendix 11*). The report has been prepared to review whether the current estimated outturn costs for La Mare De Carteret Schools as contained in the RIBA Stage 2 cost plan provides States Education Department with value for money (Appendix A). The current total cost stands at £59,440,000 excluding inflation. This report has reviewed each cost element (building costs, external works and abnormals, preliminaries, overheads and profit, contingency/risk allowance, professional fees, FFE and ICT, inflation) of the budget against the nearest Guernsey comparators - Les Beaucamps School and Baubigny Schools (where appropriate). The report has reviewed costs against similar UK projects delivered by G&T LLP and also against current Education Funding Agency projects and funding allocations.

3.3.4 Whole Life Cost Review

3.3.4.1 Gardiner and Theobald Facilities Management Consultancy (GTFM) has completed a critical appraisal at the feasibility stage of building procurement covering the service life estimations and maintenance implications of building elements in relation to the redevelopment of the LMDC Schools in Guernsey on its existing site (*Appendix 12*). This has been updated following the completion of the Stage 2 design.

3.3.4.2 The project is looking to develop design solutions which allow for more efficient operation and maintenance to ensure that all opportunities to maximise the whole life value of the LMDC schools are achieved. The design team is expected to commit to improving design, specification and through-life maintenance and operation of the school facilities as the design develops through the different stages, and that this will be achieved from information from a

whole life cost appraisal undertaken at a strategic and system level, comparing alternative options to demonstrate the option that best meets the performance criteria for the built asset and achieves value for money.

3.3.4.3 GTFM has completed a high level life cycle cost analysis and facilities management cost review, with a study periods of 25 and 60 years with estimations for:

- construction;
- operation - includes as a minimum, utilities, cleaning, management costs;
- maintenance - includes as a minimum, planned maintenance; and
- life cycle replacements costs.

3.3.4.4 The figures contained within the report show the high level summary of the indicative life cycle replacement costs and Facilities Management cost estimates based on the design at Stage 1, benchmarks from similar facilities and GTFM's understanding of the operational requirements of the school at that point in the design process. The cost information has been derived from the G&T cost model summary dated February 2014 which outlined indicative costs in accordance with the outline plans and schools' images.

3.3.4.5 From the analysis undertaken, the indicative high level whole life costs of the LMDC Schools redevelopment over 25 and 60 year review periods are summarised in the table below.

3.3.4.6 From the analysis undertaken of the Life Cycle Cost (LCC) of the La Mare de Carteret Schools' development according to cost plans at Stage 2 of analysis, the costs for the development over 25 and 60 year terms are summarised in the tables below.

| Design Stage | Summary of Costs Primary School, SEN & Nursery (including Energy Centre & External Works Split) | 25 Years | 60 Years |
|--------------|--|--------------------|--------------------|
| | | Current | Current |
| 2 | Total Life Cycle Cost | £16,837,395 | £28,072,327 |
| | Life Cycle Cost Detail | 25 Years | 60 Years |
| | Non-construction costs | £- | £- |
| | Income | £- | £- |
| | Construction | £10,866,785 | £10,866,785 |
| | Operation | £985,366 | £2,364,878 |
| | Maintenance | £2,606,518 | £6,255,644 |
| | Lifecycle Replacement | £2,378,726 | £8,585,020 |

| Design Stage | Summary of Costs Secondary School & Sports Building (including Energy Centre and External Works Split) | 25 Years | 60 Years |
|--------------|--|--------------------|--------------------|
| | | Current | Current |
| 2 | Total Life Cycle Cost | £47,725,860 | £79,635,431 |
| | Life Cycle Cost Detail | 25 Years | 60 Years |
| | Non-construction costs | £- | £- |
| | Income | £- | £- |
| | Construction | £29,852,976 | £29,852,976 |
| | Operation | £3,018,894 | £7,245,347 |
| | Maintenance | £7,985,668 | £19,165,603 |
| | Lifecycle Replacement | £6,868,321 | £23,371,505 |

3.3.4.7 The cost per square metre may reduce in the progression from Stage 2 to 4, as designs for each elemental breakdown of the building become more developed, and the potential for reducing costs increases.

3.4 Risk Register

3.4.1 A Risk Register has been developed and updated through the course of Stage 2 and 3. This remains a live document. The average risk for the project has been assessed as £3,041,000 compared to the available design risk, pricing risk and contingency allowances of £3,927,019 (this includes £250,000 fee contingency).

3.4.2 The key risks for the project as at August 2014 are summarised below:

- a) finalising the extent of flood protection works – these are in hand with the development of the latest Flood Risk Assessment;
- b) utilities upgrade and service diversions – Buro Happold are in discussion with the necessary utilities to quantify the extent of works and their timing;
- c) Funding Delay – The OBC is set for August with States' Report being issued in September for debate in November. Sufficient funding has been released to allow the design to progress whilst this funding is secured;
- d) ICT Advisor – Education is in the process of appointing the ICT role which is required for Stage 3 design;
- e) changes to the Design – Education is working closely with the design team as the design is developed, and Stage 2 has been fully reviewed to ensure that Stage 3 is on the correct path;
- f) Planning Approval – Environment meetings have been positive and further meetings will be held leading up to the planning submission;
- g) Fire Officer / Building Control Approval – a meeting with Building Control and the Fire Safety Officer has taken place in early September and further are planned; and

- h) Contractor Procurement – the project has undertaken early engagement with the construction market and the procurement process has started in sufficient time to ensure the best chance of obtaining two strong preferred main contractors for the second stage.

3.5 Procurement

- 3.5.1 The required services for successful completion of the project are a central project team, consultant design team, main and sub-contractors, legal advice, planning and other statutory authorities, ICT advice.
- 3.5.2 The procurement strategy follows the States standard procurement strategy and all service providers have been appointed following normal States procedures. The consultant design team members are being sequentially appointed as their disciplines are required to progress the design. On Treasury and Resources Department advice, they are appointed for the full duration of the project on a staged fee basis, but with terms of appointment providing for termination if the States of Guernsey capital funding approval process does not allow the project to develop.
- 3.5.3 The project has undertaken early engagement with the construction market. A consultation paper on procurement of the main contractor for the project was prepared by the project managers and the cost consultants in consultation with the Education Department and released to the local construction market to identify which firms would be interested in holding further one to one discussion on the project.
- 3.5.4 The consultation paper was presented by States Property Services to the Construction Industry Forum and the Guernsey Building Trades and Employers Association (GBTEA). Four local main contractors came forward to discuss the project and helped the project team to assess the impact of different procurement and programme approaches on the level of competition and likely local industry involvement.
- 3.5.5 Two procurement workshops were held by the project team and attended by the Education Department, design team, States Property Services, Head of States Procurement and the Business Diversity and Development Manager at the Commerce and Employment Department. The first workshop was also attended by a representative of the Law Officers' Chambers so any legal issues could be well considered.
- 3.5.6 These workshops, with the information from the contractor consultations on competition and maximising local contractor involvement, allowed the procurement approach to be refined and recommended to maximise the benefits to the States whilst setting out to achieve best value for Guernsey.

- 3.5.7 The Procurement Workshops have resulted in the recommendation for the use of a JCT Design & Build Contract with a two stage tender. The first stage will allow 4-5 contractors to be shortlisted down to two preferred contractors for final detailed tendering.
- 3.5.8 This ensures competition, whilst allowing time for the two preferred contractors to work with local industry to maximise their involvement. The unsuccessful tenderer will be paid their second stage tender fee and the States will achieve competition on the whole contract sum and maximum local involvement. This approach has been approved by the Project Board and the Education Board.
- 3.5.9 The Expression of Interest has been published in the Guernsey Press and UK Building magazine. Expressions are due back on 15 August 2014 to be reviewed and the first stage tender and contractor list agreed. The first stage tender will be issued by the second week of September for return in October. This stage will request contractors' preliminary costs, overhead and profits, 2nd stage tender costs and details of their proposed management team, approach and expected construction programme. The Treasury and Resources Department has released funds to cover the work of the two selected competing contractors from when they are appointed until the November discussion of this report at the end of November 2014.
- 3.5.10 The construction market has picked up considerably in the last 12 months in the UK. It is expected there will be only limited interest from the UK construction market and so the Department is not expecting a large number of responses. The critical issue will be ensuring the project has two strong main contractors to bid against each other in the second stage.

3.6 Statutory Approvals, Utilities and Planning

Environment

- 3.6.1 Meetings with the Environment Department during the Stage 2 design have discussed the building form and principles for the roofs, elevations and landscaping. They have been well received. The latest meeting at time of submission of this report took place on 1 September to review the Stage D elevations and external works design.
- 3.6.2 The Environment Department has stated that a decision on the need for a full Environmental Impact Assessment (EIA) cannot be confirmed until the planning application has been submitted.

Building Control / Fire Officer / Environmental Health

- 3.6.3 Building Control and Fire Safety principles have been incorporated into the design at Stage 2. A Fire Engineer has worked with the architect and the Education Department and meetings with the Fire Officers and Building Control have taken place in early September to review the core principles and ensure the design meets their requirements.

Utilities

- 3.6.4 Buro Happold has developed the energy strategy for the project during Stage 2. Guernsey Electricity has requested a more detailed load requirement and this is being prepared so that the network requirements can be confirmed and any capacity and service diversions agreed.
- 3.6.5 Guernsey Water, Buro Happold and their local partner, Dorey Lyle & Ashman, have met to discuss the drainage. Further discussions are now needed to quantify the exact drainage diversions necessary. The entrance to the existing school is served with a pumped foul main and Guernsey Water has indicated it would like to replace the chamber pump. There may also be advantages to upgrade this pumping chamber and relocating it for the long term benefit of Guernsey Water and the school. These options will be explored further during Stage D.
- 3.6.6 A small mains gas supply is provided to the site which can meet some of the specialist classroom requirements. Buro Happold is in discussion with Guernsey Gas over providing two above ground gas tanks as part of their overall energy strategy for heating the building.
- 3.6.7 Buro Happold is due to liaise with Jersey Telecom over the data and telecom infrastructure for the new schools. The team awaits the appointment of the ICT advisor who will be key to progressing this work with Buro Happold.

3.7 Legals

Consultant Appointments

- 3.7.1 The Law Officers' Chambers have issued the final draft for the consultant appointment and the JLL has incorporated the specific details for the architect. This is now under final review, and JLL will then use this standard appointment to progress the other key consultants.
- 3.7.2 It should be noted that following the procurement workshops and review, the architect (including landscape architecture) and structural engineer are intended to be novated to the main contractor. The mechanical and electrical (M&E) consultant novation will be reviewed with the two preferred main contractors as they may have a preference depending on the type of M&E subcontractor they select.

Building Contract and Warranties

- 3.7.3 The Law Officers' Chambers, along with JLL, G&T and States Property Services, have commented on a preferred draft building contract. This draft contract takes on board suggestions from the lessons learnt on Les Beaucamps and procurement workshops. The final draft is now under review by Education and is expected to be confirmed by early September to enable it to be issued with the first stage tender documents. This will allow first stage tenderers to comment on the specific terms of the contract and allow the project team to

consider these as part of their final selection of the two preferred main contractors.

- 3.7.4 It is anticipated the main contractors are likely to be more reluctant to take on onerous contract clauses. This has been the case in the UK as construction activity has increased and competition reduced. It is for this reason that the legal terms with the two preferred main contractors will be agreed during the tender period when they are in direct competition.

3.8 Project Management Arrangements

- 3.8.1 The LMDC project is an integral part of the Education Development Plan (EDP1) programme, which comprises a portfolio of projects for the delivery of secondary, post-16 and special needs education. At its meeting on 25 February 2013 the project board was established, the LMDC mandate, Project Board reporting structure, organisation structure, terms of reference and levels of delegated authority were approved.
- 3.8.2 This was subsequently revised in June 2014 following changes in staff roles within the Education Department and the decision of the Treasury and Resources Department that, in the light of its members' portfolio governance role, they had decided to "*avoid any possible conflicts and blurring of responsibility between portfolio and project roles*" by the Treasury and Resources Department no longer having a project board role. The revised recommendations are shown in Appendix 13 and the documents all follow the practice of previous EDP1 projects and are in accordance with proposals prepared by staff from States Property Services (SPS) in the Treasury and Resources Department.
- 3.8.3 The following arrangements have been put in place to ensure the successful development of the scheme: the project programme remains under continuous review; a Project Execution Plan has been prepared in accordance with the overarching EDP1 Framework Project Execution Plan by the appointed Project Manager and is now at final review stage; a Generic Design Brief amended from the Priority Schools Building Programme's Facilities Output Specification has been issued to all consultant design teams for their review and to act as performance specifications and dimensions by which to develop the brief; Schedules of accommodation have been established and Area Data Sheets issued, an information exchange protocol is being developed to ensure secure internet exchanges of project information can be managed; a scheduled programme of workshops and design team meetings is underway and this has already established the project budget, developed the initial project brief, undertaken feasibility studies and surveys, reviewed site information and conducted initial Planning discussions and established the concept design; stakeholder engagement is continuing to develop the brief; the Environmental Impact Assessment is in preparation and meetings with Planning have established initial design constraints.

3.8.5 The Law Officers have been consulted and have not identified any legal difficulties with the recommendations.

Recommendations

The States is recommended to:

1. Approve the La Mare de Carteret Schools' project as detailed in Appendix 1.
2. Approve the Education Department progressing to tender for the construction of the La Mare de Carteret Schools' project.
3. Delegate authority to the Treasury and Resources Department to approve a capital vote, charged to the Capital Reserve, of a maximum amount of £59.44 million (excluding inflation) to fund the La Mare de Carteret Redevelopment project subject to satisfactory completion and review of the Full Business Case to ensure that the project represents value for money for the States.

Yours faithfully

Deputy Robert Sillars
Minister

Deputy Andrew Le Lievre, Deputy Minister
Deputy Richard Conder
Deputy Christopher Green
Deputy Peter Sherbourne

Appendices

1. Full brief description
2. Strategic fit
3. School places model
4. Service solutions and delivery option
5. La Mare de Carteret area standards
6. Business justification
7. Culture & Leisure Department and Sports Associations submissions
8. Site plans
9. Cost plan
10. Programme
11. Value for money
12. Whole life cost
13. Project management and constitution