



# BILLET D'ÉTAT

XXIV  
2014

WEDNESDAY, 26th NOVEMBER, 2014

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# BILLET D'ÉTAT

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## TO THE MEMBERS OF THE STATES OF THE ISLAND OF GUERNSEY

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I hereby give notice that a Meeting of the States of Deliberation will be held at **THE ROYAL COURT HOUSE**, on **WEDNESDAY**, the **26th NOVEMBER, 2014** at **9.30 a.m.**, to consider the items contained in this Billet d'État which have been submitted for debate.

R. J. COLLAS  
Bailiff and Presiding Officer

The Royal Court House  
Guernsey

17<sup>th</sup> October 2014

## PROJET DE LOI

entitled

### THE PAROCHIAL ADMINISTRATION (MISCELLANEOUS AMENDMENTS) LAW, 2014

The States are asked to decide:-

I.- Whether they are of the opinion to approve the draft Projet de Loi entitled “The Parochial Administration (Miscellaneous Amendments) Law, 2014”, and to authorise the Bailiff to present a most humble petition to Her Majesty in Council praying for Her Royal Sanction thereto.

#### EXPLANATORY MEMORANDUM

This Law gives effect to the remainder of the recommendations made by the Parochial Legislation Working Group, accepted by the Policy Council and approved by the States (see Article III of Billet d'État No. XV of 2010). The majority of the previous recommendations were implemented in the Parochial Administration Ordinance, 2013.

Clauses 1 and 2 amend the 1934 Public Health Law and the 1936 Public Health Ordinance. The purpose of these amendments is to give effect to paragraphs 52 to 55 of the Working Group's Report, which recommended that the Constables be removed from the definitions of "sanitary inspector" and "Sanitary Authority", while retaining an advisory rôle for them. The opportunity has been taken to replace the old fashioned expression "and any of them" in the definitions with a more modern and less ambiguous expression to put beyond doubt that powers may be exercised jointly or independently by the relevant officers and bodies.

Clause 3 deals with the Working Group's recommendation in respect of the 1902 *Assemblées Paroissiales* Law at paragraph 87 of its Report; that not less than seven ratepayers or electors should be able to put a particular matter (pertaining to a service provided by, function carried out by, or property administered by, the Constables and Douzaine) forward for consideration at a parish meeting. The amendment is in French because of the convention and requirement that, in order to be effective, amendments to legislation which has been enacted in French should themselves be in that language. (The same point applies to the short amendments to the *Salles Publiques* and *Ventes Publiques* Laws at clauses 4 and 5, which give effect to the recommendations contained in paragraphs 73 to 76 of the Working Group's Report). The 1902 Law, when the context suggests it is referring to "ratepayers or electors", uses the customary law term "Chefs-de-famille", and to ensure consistency that expression is retained in this amendment.

Clause 6 repeals the Dangerous Structures Law of 1919 as recommended at paragraph 18 of the Working Group's Report. The Working Group recommended in their Report that "provision be made pursuant to the Land Planning and Development (Guernsey)

Law, 2005 for the relevant functions to be performed by the Environment Department". The work necessary to implement this part of the recommendation will be undertaken as part of a separate workstream relating to the 2005 Law and Ordinance. This clause of the Projet (which under clause 9 comes into force on a day to be appointed by Ordinance of the States) will not be commenced until suitable replacement provisions have been drafted.

## **PROJET DE LOI**

entitled

### **THE FIRE SERVICES (GUERNSEY) (AMENDMENT) LAW, 2014**

The States are asked to decide:-

II.- Whether they are of the opinion to approve the draft Projet de Loi entitled "The Fire Services (Guernsey) (Amendment) Law, 2014", and to authorise the Bailiff to present a most humble petition to Her Majesty in Council praying for Her Royal Sanction thereto.

### **EXPLANATORY MEMORANDUM**

This Law enables the Home Department to charge for the loan or use of equipment and services provided by the Guernsey Fire Service, for registering controlled premises under the Fire Services (Guernsey) Law, 1989 and for providing its views upon being consulted in relation to fire safety by authorities that issue permits, licences or registrations.

The Law amends the Fire Services (Guernsey) Law, 1989 to authorise the Home Department to enter into agreements to provide equipment and services at fees or charges prescribed by regulations. It also simplifies the requirement in that Law for occupiers to notify controlled premises (e.g. new occupiers of controlled premises would not be required to notify, unless the premises have not been notified previously). It also provides for a prescribed fee to be paid when making such notifications (essentially a form of registration).

The Law provides for the Home Department (acting through the Guernsey Fire Service) to withhold its views, when consulted by a regulatory authority in relation to an application for a permit, licence or registration, until fees and charges prescribed by regulations are paid to the Department.

Finally, the Law also repeals an Ordinance which requires the Chief Fire Officer to inspect fire-fighting appliances in salles publiques on a six-monthly basis, as this requirement has become redundant in light of changing technology and working practices.

**PROJET DE LOI**

entitled

**THE SEVERE DISABILITY BENEFIT AND CARER'S ALLOWANCE  
(GUERNSEY) (AMENDMENT) LAW, 2014**

The States are asked to decide:-

III.- Whether they are of the opinion to approve the draft Projet de Loi entitled "The Severe Disability Benefit And Carer's Allowance (Guernsey) (Amendment) Law, 2014", and to authorise the Bailiff to present a most humble petition to Her Majesty in Council praying for Her Royal Sanction thereto.

**EXPLANATORY MEMORANDUM**

This Law amends section 9 ("disqualification as respects persons accommodated in premises or at locations prescribed by Regulation") of the Severe Disability Benefit and Carer's Allowance (Guernsey) Law, 1984 (formerly known as the Attendance and Invalid Care Allowances (Guernsey) Law, 1984). The amendment widens the powers of the Social Security Department to prescribe by regulations for the circumstances in which allowances shall not be payable, to include where persons are provided with certain accommodation or care services in prescribed premises or locations.

**PROJET DE LOI**

entitled

**THE SUPPLEMENTARY BENEFIT (GUERNSEY) (AMENDMENT) (NO. 2)  
LAW, 2014**

The States are asked to decide:-

IV.- Whether they are of the opinion to approve the draft Ordinance entitled "The Supplementary Benefit (Guernsey) (Amendment) (No. 2) Law, 2014", and to authorise the Bailiff to present a most humble petition to Her Majesty in Council praying for Her Royal Sanction thereto.

**EXPLANATORY MEMORANDUM**

This Law amends section 6 ("special payments") of the Supplementary Benefit (Guernsey) Law, 1971 by inserting provision enabling special payments to consist of loans and a series of payments as well as grants. Additional inserted provision also enables grants made by way of special payments to be subject to conditions and enables an unpaid loan to be recoverable as a civil debt by the Social Security Department.

**THE SOCIAL INSURANCE (RATES OF CONTRIBUTIONS AND BENEFITS,  
ETC) ORDINANCE, 2014**

The States are asked to decide:-

V.- Whether they are of the opinion to approve the draft Ordinance entitled “The Social Insurance (Rates Of Contributions And Benefits, Etc) Ordinance, 2014”, and to direct that the same shall have effect as an Ordinance of the States.

**EXPLANATORY MEMORANDUM**

This Ordinance amends rates of contributions, upper and lower income limits, rates and amounts of benefits and prescribes the percentages for the Guernsey Health Service Fund Allocation and the Long-term Care Insurance Fund Allocation for 2015 under the Social Insurance (Guernsey) Law, 1978. With the exception of clause 7 (which deals with rates and amounts of benefits and which comes into force on 5<sup>th</sup> January, 2015), the Ordinance commences on 1<sup>st</sup> January, 2015.

**THE HEALTH SERVICE (BENEFIT) (AMENDMENT) ORDINANCE, 2014**

The States are asked to decide:-

VI.- Whether they are of the opinion to approve the draft Ordinance entitled “The Health Service (Benefit) (Amendment) Ordinance, 2014”, and to direct that the same shall have effect as an Ordinance of the States.

**EXPLANATORY MEMORANDUM**

This Ordinance amends prescription charges under the Health Service (Benefit) (Guernsey) Law, 1990 with effect on 1<sup>st</sup> January, 2015. As from that date charges will be £3.40.

**THE LONG-TERM CARE INSURANCE (GUERNSEY) (RATES) ORDINANCE,  
2014**

The States are asked to decide:-

VII.- Whether they are of the opinion to approve the draft Ordinance entitled “The Long-Term Care Insurance (Guernsey) (Rates) Ordinance, 2014”, and to direct that the same shall have effect as an Ordinance of the States.

**EXPLANATORY MEMORANDUM**

This Ordinance amends rates of long-term benefit under the Long-term Care Insurance (Guernsey) Law, 2002 with effect on 5<sup>th</sup> January, 2015.

**THE SUPPLEMENTARY BENEFIT (IMPLEMENTATION) (AMENDMENT)  
(NO.2) ORDINANCE, 2014**

The States are asked to decide:-

VIII.- Whether they are of the opinion to approve the draft Ordinance entitled “The Supplementary Benefit (Implementation) (Amendment) (No.2) Ordinance, 2014”, and to direct that the same shall have effect as an Ordinance of the States.

**EXPLANATORY MEMORANDUM**

This Ordinance amends rates of supplementary benefit under the Supplementary Benefit (Guernsey) Law, 1971 with effect on 9<sup>th</sup> January, 2015.

**THE ALDERNEY (APPLICATION OF LEGISLATION) (SUPPLEMENTARY  
BENEFIT) (AMENDMENT) (NO. 2) ORDINANCE, 2014**

The States are asked to decide:-

IX.- Whether they are of the opinion to approve the draft Ordinance entitled “The Alderney (Application of Legislation) (Supplementary Benefit) (Amendment) (No. 2) Ordinance, 2014”, and to direct that the same shall have effect as an Ordinance of the States.

**EXPLANATORY MEMORANDUM**

This Ordinance gives effect in Alderney to the amendment made to section 6 ("special payments") of the Supplementary Benefit (Guernsey) Law, 1971 by the Supplementary Benefit (Guernsey) (Amendment) (No. 2) Law, 2014 described above.

**THE SEVERE DISABILITY BENEFIT AND CARER’S ALLOWANCE  
ORDINANCE, 2014**

The States are asked to decide:-

X.- Whether they are of the opinion to approve the draft Ordinance entitled “The Severe Disability Benefit And Carer’s Allowance Ordinance, 2014”, and to direct that the same shall have effect as an Ordinance of the States.

**EXPLANATORY MEMORANDUM**

This Ordinance amends rates of allowances under the Severe Disability Benefit and Carer's Allowance (Guernsey) Law, 1984 (formerly known as the Attendance and Invalid Care Allowances (Guernsey) Law, 1984) with effect from 5<sup>th</sup> January, 2015.

## **THE TOBACCO PRODUCTS (GUERNSEY) ORDINANCE, 2014**

The States are asked to decide:-

XI.- Whether they are of the opinion to approve the draft Ordinance entitled “The Tobacco Products (Guernsey) Ordinance, 2014”, and to direct that the same shall have effect as an Ordinance of the States.

### **EXPLANATORY MEMORANDUM**

This Ordinance, made under the Tobacco Products (Enabling Provisions) (Guernsey) Law, 2010 ("the 2010 Law") commences certain provisions of the 2010 Law on 1<sup>st</sup> December 2014 and implements wide-ranging controls on tobacco products.

Part I sets out the object of these controls and the things which are deemed to be tobacco products for the purposes of both the 2010 Law and the Ordinance.

Part II sets out the licensing regime for the sale of tobacco products, including a prohibition of unlicensed sales, the types of licences that may be issued and the grounds for refusing, suspending, revoking or varying a licence. It also sets out the duties of licensees and of responsible persons, who are to manage the conduct of corporate licences. Provision is made for reviews and appeals relating to licensing decisions.

Part III prohibits the display of tobacco products and their prices, as well as advertisements of tobacco products, except to the extent exempted by regulations made by the Health and Social Services Department. The sale or supply of tobacco products to under-18s ("children") is prohibited, as well as the sale or supply of tobacco products for oral use (other than for smoking or chewing) to any person. The sale or commercial importation of cigarettes in a packet containing fewer than 20 cigarettes is also prohibited. Vending machines for tobacco products are prohibited, except where exempted by Departmental regulations.

Part IV gives authorised officers enforcement powers, such as entry, search and seizure, subject to a requirement for search warrants in relation to dwellings and other safeguards. This Part also creates offences relating to obstruction and the provision of false, deceptive or misleading information.

Part V contains general provisions. In order to rely on a defence or exception of taking reasonable steps to establish the age of a person (for example in relation to the offence of sale or supply to children), a person would have to show that he or she was shown a document purporting to be a document of a kind prescribed by regulations and that that document would have convinced a reasonable person as to the age of the person concerned (e.g. the person to whom the sale or supply was made). This Part also provides for confidentiality, protection from self-incrimination and sets out transitional provisions for existing sellers: a two-month period is allowed for applications to be made by existing sellers, which is the same as in the transitional provisions in the Environmental Pollution (Waste Control and Disposal) Ordinance, 2010. An exemption



from the provisions of this Ordinance is provided for cruise vessels, passenger vessels sheltering in an emergency and vessels not carrying passengers for reward.

Schedule 1 prescribes the conditions that will apply to licences under the Ordinance. Paragraph 5 of Schedule 1 prohibits sale by children on tobacco-licensed premises indefinitely, unless supervised by an adult.

Schedule 2 contains provisions which apply in relation to the storage and disposal of seized property under the Ordinance.

Schedule 3 contains a table of maximum penalties that apply for offences under the Ordinance

The 2010 Law and the Ordinance (except for Part III and clauses 52 and 53) will come into force on the 1<sup>st</sup> December, 2014. Part III and clauses 52 and 53 of the Ordinance will come into force on 1<sup>st</sup> June, 2015.

### **THE INCOME TAX (GUERNSEY) (APPROVAL OF AGREEMENTS WITH CYPRUS, TURKS AND CAICOS AND URUGUAY) ORDINANCE, 2014**

The States are asked to decide:-

XII.- Whether they are of the opinion to approve the draft Ordinance entitled “The Income Tax (Guernsey) (Approval Of Agreements With Cyprus, Turks And Caicos And Uruguay) Ordinance, 2014”, and to direct that the same shall have effect as an Ordinance of the States.

#### **EXPLANATORY MEMORANDUM**

This Ordinance specifies the agreements providing for the obtaining and exchanging of information in relation to tax, made for the purposes of the Income Tax (Guernsey) Law, 1975.

The agreements specified were made between the States of Guernsey and the Governments of the Republic of Cyprus, the Turks and Caicos Islands, and the Oriental Republic of Uruguay and were signed during the period from April to July 2014.

***STATUTORY INSTRUMENTS LAID BEFORE THE STATES***

The States of Deliberation have the power to annul any of the Statutory Instruments detailed below.

**THE HEALTH SERVICE (BENEFIT) (LIMITED LIST) (PHARMACEUTICAL BENEFIT) (AMENDMENT NO. 5) REGULATIONS, 2014**

In pursuance of Section 35 of the Health Service (Benefit) (Guernsey) Law, 1990, the Health Service (Benefit) (Limited List) (Pharmaceutical Benefit) (Amendment No. 5) Regulations, 2014, made by the Social Security Department on 2<sup>nd</sup> September 2014, are laid before the States.

EXPLANATORY NOTE

These Regulations add to the limited list of drugs and medicines available as pharmaceutical benefit which may be ordered to be supplied by medical prescriptions issued by medical practitioners.

These Regulations came into operation on 2<sup>nd</sup> September 2014.

**THE SOCIAL INSURANCE (BACK TO WORK BENEFITS) (AMENDMENT) REGULATIONS, 2014**

In pursuance of Section 117 of the Social Insurance (Guernsey) Law, 1978, the Social Insurance (Back to Work Benefits) (Amendment) Regulations, 2014 made by the Social Security Department on 16<sup>th</sup> September 2014, are laid before the States.

EXPLANATORY NOTE

These Regulations amend the Social Insurance (Back to Work Benefits) Regulations, 2004, in order to enable the Social Security Department to pay grants from the Social Insurance Fund to third-sector organisations to enable these organisations to work with individuals or employers to facilitate insured persons to return to work or to obtain employment.

These Regulations came into force on 16<sup>th</sup> September 2014.

## **POLICY COUNCIL**

### **INSURANCE BUSINESS (BAILIWICK OF GUERNSEY) LAW, 2002 PROPOSED AMENDMENTS**

#### **Executive Summary**

1. This report recommends approval by the States of Guernsey of amendments to the Insurance Business (Bailiwick of Guernsey) Law, 2002 (“the Insurance Business Law”) which will help Guernsey’s legislative regime continue to satisfy international standards relating to the solvency of insurers.
2. These amendments are requested by the Guernsey Financial Services Commission (“the Commission”), with the support of the Guernsey International Insurance Association. The changes relate to the standards that a licensed insurer must meet in order to be deemed solvent and in possession of sufficient capital to continue trading under licence. As such, they will help to provide protection for policyholders in line with international standards.
3. The proposal is that the current solvency requirements should be removed from the Insurance Business Law itself and instead provided for in Commission rules. This will mean that the rules can be amended, for example, to reflect future changes in the relevant international standards or the domestic needs of Guernsey’s insurance sector, without needing amendment of the primary legislation. The Commission has confirmed that it would consult with both industry and the Policy Council on any future rule changes.

#### **Background**

4. The amendments are necessary in order to respond to revised standards issued by the international standard setter for insurance sector supervisors (the International Association of Insurance Supervisors or IAIS) in 2011, which set out the expected features of a modern supervisory insurance regime. The new standards, called the International Association of Insurance Supervisors Insurance Core Principles (“the ICPs”), are the international regulatory standards against which the International Monetary Fund conducts assessments.
5. It should be noted that the ICPs are international standards that are separate from European Union legislation. The ICPs should not be confused with the requirements of the EU Solvency II Directive, which does not apply, and has not been adopted, in Guernsey following careful consideration by the Commerce and Employment Department and the Commission in 2011.
6. International insurers have a choice of jurisdiction and one factor influencing their choice is whether a jurisdiction meets international standards. In order to remain a respected centre for international insurance business, employing some 800 local staff, the Policy Council shares the Commission’s view that it is important that

Guernsey's insurance regulatory framework is compliant, and has a track record of implementation and compliance, with the revised ICPs prior to the jurisdiction's next IMF inspection.

### **The Existing Regime**

7. The existing Insurance Business Law requires licensed insurers to maintain a margin of solvency in accordance with the provisions of Schedule 2 to the Insurance Business Law. The "margin of solvency" of an insurer is the excess of the value of the assets of the insurer (i.e. good quality assets as determined by the Commission such as cash in hand or reinsurance balances owed) minus the value of the liabilities of the insurer (e.g. potential claims). These values are calculated by reference to simple percentages; for example, general insurers must maintain a set percentage of policy premium income.
8. These requirements have been in place, with only minor amendments, since the original 1986 Insurance Business Law. Generally, other regulatory regimes outside Guernsey do not provide technical details of requirements for licensees in laws, in favour of these being contained in rules or similar instruments; this allows for greater flexibility.

### **Proposed Changes to the Insurance Business Law**

9. It is proposed that Schedule 2 to the Insurance Business Law (as outlined in paragraph 7 above) should be repealed and that the new solvency requirements be provided for in Commission rules. The Commission considers, and the Policy Council agrees, that it is more appropriate for the new solvency requirements to be set out in rules rather than within the law. Following the economic and financial crisis, international requirements are now far more technical than in the past. It is therefore important that the framework can be updated quickly, subject always to appropriate consultation by the Commission with industry.
10. There will also be a number of consequential amendments necessary to the Insurance Business Law and three sets of Regulations, both as a result of the repeal of Schedule 2 and in order to refer to the proposed new Commission rules on solvency.
11. In developing its proposals the Commission has worked with the Guernsey International Insurance Association to ensure the proposed revised solvency framework will be practical for local firms to implement and proportionate for the nature of the insurance industry in Guernsey.
12. For the avoidance of doubt, the Commission does not propose to make any changes to the levels of the absolute "minimum capital requirement" determined under the Insurance Business Law. This is an amount, determined by the Commission, which a company must maintain in paid up share capital. It is however proposed that the minimum capital requirement should be renamed the "capital floor" to avoid

confusion with the proposed new MCR under the rules (see the appendix to this Report).

### **Content of Proposed Commission Rules**

13. A brief overview of the proposed rules is provided in the appendix.

### **Other Changes**

14. These amendments are only one facet of the Commission's activity in order to meet the ICPs. As part of the exercise of modernising Guernsey's insurance solvency framework, the Commission intends to take a number of other steps, which do not require legislation or States approval, for example, updating the codes regarding corporate governance requirements for insurers.

### **Consultation**

15. Over the past two years the Commission has worked with the Guernsey International Insurance Association to develop a solvency framework which will meet the requirements of the ICPs whilst remaining proportionate for the nature of the insurance industry in Guernsey. A working group considered several discussion papers prior to the issue of a formal consultation paper. The Commission has advised the Policy Council that, throughout the process, it has responded to industry concerns with the particular aim of "keeping it simple", and has produced a standardised reporting tool to enable insurers to calculate their solvency requirements. There is broad recognition within the insurance sector of the necessity for these changes.

16. The Commerce and Employment Department has been consulted and is supportive of the proposals to change the Insurance Business Law outlined in this report.

17. The Law Officers have been consulted and have raised no issues with the proposals.

### **Alderney and Sark**

18. There is an obligation under section 85(5) of the Insurance Business Law to consult with the General Purposes and Advisory Committee of the Chief Pleas of Sark and the Policy and Finance Committee of the States of Alderney in relation to the terms of any proposed Ordinance before the States are recommended to make an Ordinance under the Insurance Law. These committees have confirmed that they have no objection to the proposals in this Report.

### **Principles of Good Governance**

19. The proposals in this States report comply with the Principles of Good Governance as defined in Billet d'État IV of 2011.

## **Recommendations**

20. The Policy Council recommends the States:

- (a) to approve the proposals to repeal Schedule 2 to the Insurance Business (Bailiwick of Guernsey) Law, 2002 and make consequential amendments to that law, as set out in paragraphs 9 and 10 of this Report.
- (b) to direct the preparation of such legislation as may be necessary to give effect to the above direction.

J P Le Tocq  
Chief Minister

1<sup>st</sup> September 2014

A H Langlois  
Deputy Chief Minister

Y Burford  
M H Dorey  
P L Gillson  
D B Jones  
M G O'Hara  
P A Luxon  
R W Sillars  
K A Stewart  
G A St Pier

## **Appendix**

### **Content of Proposed Commission Rules**

The States are not required to approve the new Commission Rules which will be made by the Commission under section 38A of the Insurance Business Law. Brief details of the proposed Rules are however provided in this appendix in order to present an overall view of the proposed changes to the regulation of Insurance Business.

In the future, rather than having a solvency system based on percentages, two solvency control levels will be established, each of which triggers a different degree of intervention by the Commission:

#### **(1) The Minimum Capital Requirement (“MCR”)**

The MCR is the point below which no insurer is regarded as viable. At this point, the Commission would invoke the strongest action against the insurer i.e. potential revocation of the insurer’s licence.

#### **(2) The Prescribed Capital Requirement (“PCR”)**

The calculation of the PCR will be risk based, as certain categories of insurer present higher levels of risk than others. These higher risk entities will be required to meet a higher PCR whilst lower risk entities, such as captives, will have a lower PCR. For captives, the quantitative and qualitative requirements will be in line with the risk profile such that the Guernsey captive industry will remain highly competitive. If any insurer’s capital were to fall below the level of its PCR the Commission would require some action by the insurer to either restore capital levels or reduce the level of risk undertaken.

**(N.B. As there are no resource implications in this report, the Treasury and Resources Department has no comments to make.)**

The States are asked to decide:-

XIII.- Whether, after consideration of the Report dated 1<sup>st</sup> September, 2014, of the Policy Council, they are of the opinion:-

1. To approve the proposals to repeal Schedule 2 to the Insurance Business (Bailiwick of Guernsey) Law, 2002 and make consequential amendments to that law, as set out in paragraphs 9 and 10 of that Report.
2. To direct the preparation of such legislation as may be necessary to give effect to their above decision.



## TREASURY & RESOURCES DEPARTMENT

### DOUBLE TAXATION ARRANGEMENT WITH THE REPUBLIC OF CYPRUS

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

19<sup>th</sup> August, 2014

Dear Sir

#### **1. Executive Summary**

This Report proposes that the States declare, by Resolution, that a Double Taxation Arrangement (“DTA”) entered into with the Republic of Cyprus (“Cyprus”) (signed by Cyprus on 15 July 2014, and by Guernsey on 29 July 2014) should have effect, with the consequence that the Arrangement shall also have effect in relation to income tax, notwithstanding anything contained in the Income Tax (Guernsey) Law, 1975, as amended (“the Income Tax Law”).

#### **2. Report**

- 2.1. The principal purpose of a DTA is for two governments to agree procedures for the prevention of double taxation – that is, taxation under the laws of both territories in respect of the same income.
- 2.2. Prior to 2008, Guernsey had only two DTAs – one with the United Kingdom (which came into force in 1952) and one with Jersey (which came into force in 1955). Since 2008, several DTAs, albeit restricted in nature, have been signed with other countries, such as Australia, Ireland and New Zealand. More recently, further, comprehensive, DTAs have been signed – the first with Malta, in March 2012, and during 2013 with Hong Kong, the Isle of Man, Jersey (a revision of the 1955 agreement), Luxembourg, Mauritius, Qatar and Singapore, and in 2014 with Monaco, Seychelles and Liechtenstein.
- 2.3. When Guernsey discussed with Cyprus negotiation of an Agreement for the exchange of tax information, Cyprus suggested that this be achieved through a DTA. DTAs which include an exchange of information Article to the equivalent standard of Article 26 of the OECD’s Model Tax Convention on Income and on Capital are recognised as meeting international standards on exchange of information. Article 26 permits the exchange of tax information on request, and also permits two other types of exchange of tax information (i) spontaneous exchange and (ii) automatic exchange.

2.4. As a consequence, on 15th and 29th July 2014, Cyprus and Guernsey, respectively, signed an Agreement between the States of Guernsey and the Republic of Cyprus for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with respect to Taxes on Income and on Capital (“the Agreement”). A copy of the Agreement is appended to this Report.

2.5. Particular points of note, in relation to the Agreement are:

- (i) Article 10 (“Dividends”), prescribes that the general principle is that dividends are taxed in the place of residence of the recipient. This is in accordance with Guernsey’s domestic tax regime under which dividends paid to a non-resident of Guernsey do not suffer deduction of Guernsey tax.
- (ii) Article 11 (“Interest”), prescribes that the general principle is that interest is taxed in the place of residence of the recipient. This accords with Guernsey’s Income Tax Law under which interest paid to a non-resident of Guernsey, does not suffer Guernsey tax.
- (iii) Article 12 (“Royalties”), prescribes that the general principle is that Royalties are taxed in the place of residence of the recipient. This accords with Guernsey’s domestic tax regime, the general principle of which is that royalties paid to a non-resident of Guernsey, do not suffer Guernsey tax.
- (iv) Under Article 17 (“Pensions”) the general principle is that pensions are taxable in the territory of residence of the pensioner, except for social security pensions which are only taxable in the territory of source. It is not considered that the pensions Article in the Agreement will have a material effect on Guernsey’s revenues.

The remainder of the Agreement broadly follows the OECD Model.

2.6. Section 172(1) of the Income Tax Law provides:

“If the States by Resolution declare that arrangements specified in the Resolution have been made with the government of any other territory with a view to affording relief from double taxation in relation to income tax and any tax of a similar character imposed by the laws of that territory, and that it is expedient that those arrangements should have effect, the arrangements shall have effect in relation to income tax notwithstanding anything in any enactment.”

### **3. Principles of Good Governance**

In preparing this Report, the Department has been mindful of the States Resolution to adopt the six core principles of good governance defined by the UK Independent Commission on Good Governance in Public Services (Billet IV of 2011).

#### **4. Resource Implications**

- 4.1. Whilst the Agreement with Cyprus sets out measures for the avoidance of double taxation, as those obligations extend to both parties to the Agreement, it is not anticipated that the Agreement will give rise to any overall significant loss of, or increase to, the revenues of the States.
- 4.2. Whilst the provisions of the Agreement, relating to the prevention of fiscal evasion, do place obligations on the Parties to obtain and exchange information, the resource implications for Guernsey in complying with those obligations is not expected to be significant and can be managed within the existing resources available to the Director of Income Tax.

#### **5. Recommendations**

The Treasury & Resources Department recommends that the States should declare that the Agreement made with the Republic of Cyprus, as appended to this Report, has been made with a view to affording relief from double taxation, and that it is expedient that those double tax arrangements should have effect, so that the arrangements have effect in relation to income tax in accordance with section 172(1) of the Income Tax Law.

Yours faithfully

G A St Pier  
Minister

J Kuttelwascher (Deputy Minister)  
A H Adam  
R A Perrot  
A Spruce  
Mr J Hollis (Non-States Member)

**AGREEMENT  
BETWEEN  
THE STATES OF GUERNSEY  
AND  
THE REPUBLIC OF CYPRUS  
FOR THE AVOIDANCE OF DOUBLE TAXATION AND THE PREVENTION OF FISCAL  
EVASION WITH RESPECT TO TAXES ON INCOME AND  
ON CAPITAL**

The States of Guernsey and the Government of the Republic of Cyprus desiring to conclude an Agreement for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with respect to taxes on income and on capital,

have agreed as follows:

## **ARTICLE 1 PERSONS COVERED**

This Agreement shall apply to persons who are residents of one or both of the Contracting Parties.

## **ARTICLE 2 TAXES COVERED**

1. This Agreement shall apply to taxes on income and on capital imposed on behalf of a Contracting Party or of its political subdivisions or local authorities, irrespective of the manner in which they are levied.

2. There shall be regarded as taxes on income and on capital all taxes imposed on total income, on total capital, or on elements of income or of capital, including taxes on gains from the alienation of movable or immovable property, taxes on the total amounts of wages or salaries paid by enterprises, as well as taxes on capital appreciation.

3. The existing taxes to which the Agreement shall apply are in particular:

a) In the case of Guernsey, income tax;

b) In the case of the Republic of Cyprus:

- (i) the income tax;
- (ii) the corporate income tax;
- (ii) the special contribution for the Defense of the Republic; and
- (iv) the capital gains tax.

4. The Agreement shall apply also to any identical or substantially similar taxes that are imposed after the date of signature of the Agreement in addition to, or in place of, the existing taxes. The competent authorities of the Contracting Parties shall notify each other of any significant changes that have been made in their taxation laws which may affect matters covered by the Agreement.

## **ARTICLE 3 GENERAL DEFINITIONS**

1. For the purposes of this Agreement, unless the context otherwise requires:

a) the term "Guernsey" means the States of Guernsey and, when used in a geographical sense, the islands of Guernsey, Alderney and Herm and the territorial sea adjacent to those islands, in accordance with international law, save that any reference to the law of Guernsey is to the law of the island of Guernsey as it applies there and in the islands of Alderney and Herm;

b) the term "Cyprus" means the Republic of Cyprus and when used in a geographical sense; includes the national territory, the territorial sea thereof as well as any area outside the territorial sea, including the contiguous zone, the exclusive economic zone and the continental shelf, which has been or may hereafter be designated, under the laws of Cyprus and in accordance with international law, as an area within which Cyprus may exercise sovereign rights or jurisdiction;

c) the terms "a Contracting Party" and "the other Contracting Party" mean Guernsey or Cyprus, as the context requires;

d) the term "business" includes the performance of professional services and of other activities of an independent character;

e) the term "company" means anybody corporate or any entity that is treated as a body corporate for tax purposes;

f) the term "competent authority" means:

- (i) in Guernsey, the Director of Income Tax, or his delegate;
- (ii) in Cyprus, the Minister of Finance or the Minister's authorized representative;

g) the term "enterprise" applies to the carrying on of any business;

h) the terms "enterprise of a Contracting Party" and "enterprise of the other Contracting Party" mean respectively an enterprise carried on by a resident of a Contracting Party and an enterprise carried on by a resident of the other Contracting Party;

i) the term “international traffic” means any transport by a ship or aircraft operated by an enterprise that has its place of effective management in a Contracting Party, except when the ship or aircraft is operated solely between places in the other Contracting Party;

j) the term “national”, in relation to a Contracting Party, means:

- (i) in the case of Cyprus:
  - (a) any individual possessing the nationality or citizenship of Cyprus; and
  - (b) any legal person, partnership or association deriving its status as such from the laws in force in Cyprus;
- (ii) in the case of Guernsey, any individual who is a resident of Guernsey and possesses British citizenship, and any legal person, partnership or association deriving its status as such from the laws in force in Guernsey;

k) the term “person” includes an individual, a company and any other body of persons.

2. As regards the application of the Agreement at any time by a Contracting Party, any term not defined therein shall, unless the context otherwise requires, have the meaning that it has at that time under the law of that Party for the purposes of the taxes to which the Agreement applies, any meaning under the applicable tax laws of that Party prevailing over a meaning given to the term under other laws of that Party.

#### **ARTICLE 4 RESIDENT**

1. For the purposes of this Agreement, the term “resident of a Contracting Party” means any person who, under the laws of that Party, is liable to tax therein by reason of his domicile, residence, place of management, or any other criterion of a similar nature, and also includes that Party and any political subdivision or local authority thereof. This term, however, does not include any person who is liable to tax in that Party in respect only of income from sources in that Party or capital situated therein.

2. Where by reason of the provisions of paragraph 1 an individual is a resident of both Contracting Parties, then his status shall be determined as follows:

a) he shall be deemed to be a resident only of the Party in which he has a permanent home available to him; if he has a permanent home available to him in both Parties, he shall be deemed to be a resident only of the Party with which his personal and economic relations are closer (centre of vital interests);

b) if the Party in which he has his centre of vital interests cannot be determined, or if he has not a permanent home available to him in either Party, he shall be deemed to be a resident only of the Party in which he has an habitual abode;

c) if he has an habitual abode in both Parties or in neither of them, he shall be deemed to be a resident only of the Party of which he is a national;

d) if he is a national of both Parties or of neither of them, the competent authorities of the Contracting Parties shall settle the question by mutual agreement.

3. Where by reason of the provisions of paragraph 1 a person other than an individual is a resident of both Contracting Parties, then it shall be deemed to be a resident only of the Party in which its place of effective management is situated.

#### **ARTICLE 5 PERMANENT ESTABLISHMENT**

1. For the purposes of this Agreement, the term “permanent establishment” means a fixed place of business through which the business of an enterprise is wholly or partly carried on.

2. The term “permanent establishment” includes especially:

- a) a place of management;
- b) a branch;
- c) an office;
- d) a factory;
- e) a workshop, and
- f) a mine, an oil or gas well, a quarry or any other place of extraction of natural resources.

3. A building site or construction or installation project constitutes a permanent establishment only if it lasts more than twelve months.

4. Notwithstanding the preceding provisions of this Article, the term “permanent establishment” shall be deemed not to include:

- a) the use of facilities solely for the purpose of storage, display or delivery of goods or merchandise belonging to the enterprise;
- b) the maintenance of a stock of goods or merchandise belonging to the enterprise solely for the purpose of storage, display or delivery;
- c) the maintenance of a stock of goods or merchandise belonging to the enterprise solely for the purpose of processing by another enterprise;
- d) the maintenance of a fixed place of business solely for the purpose of purchasing goods or merchandise or of collecting information, for the enterprise;
- e) the maintenance of a fixed place of business solely for the purpose of carrying on, for the enterprise, any other activity of a preparatory or auxiliary character;
- f) the maintenance of a fixed place of business solely for any combination of activities mentioned in subparagraphs a) to e), provided that the overall activity of the fixed place of business resulting from this combination is of a preparatory or auxiliary character.

5. Notwithstanding the provisions of paragraphs 1 and 2, where a person — other than an agent of an independent status to whom paragraph 6 applies — is acting on behalf of an enterprise and has, and habitually exercises, in a Contracting Party an authority to conclude contracts in the name of the enterprise, that enterprise shall be deemed to have a permanent establishment in that Party in respect of any activities which that person undertakes for the enterprise, unless the activities of such person are limited to those mentioned in paragraph 4 which, if exercised through a fixed place of business, would not make this fixed place of business a permanent establishment under the provisions of that paragraph.

6. An enterprise shall not be deemed to have a permanent establishment in a Contracting Party merely because it carries on business in that Party through a broker, general commission agent or any other agent of an independent status, provided that such persons are acting in the ordinary course of their business.

7. The fact that a company which is a resident of a Contracting Party controls or is controlled by a company which is a resident of the other Contracting Party, or which carries on business in that other Party (whether through a permanent establishment or otherwise), shall not of itself constitute either company a permanent establishment of the other.

## **ARTICLE 6**

### **INCOME FROM IMMOVABLE PROPERTY**

1. Income derived by a resident of a Contracting Party from immovable property (including income from agriculture or forestry) situated in the other Contracting Party may be taxed in that other Party.

2. The term “immovable property” shall have the meaning which it has under the law of the Contracting Party in which the property in question is situated. The term shall in any case include property accessory to immovable property, livestock and equipment used in agriculture and forestry, rights to which the provisions of general law respecting landed property apply, usufruct of immovable property and rights to variable or fixed payments as consideration for the working of, or the right to work, mineral deposits, sources and other natural resources; ships, boats and aircraft shall not be regarded as immovable property.

3. The provisions of paragraph 1 shall apply to income derived from the direct use, letting, or use in any other form of immovable property.

4. The provisions of paragraphs 1 and 3 shall also apply to the income from immovable property of an enterprise.



## **ARTICLE 7 BUSINESS PROFITS**

1. The profits of an enterprise of a Contracting Party shall be taxable only in that Party unless the enterprise carries on business in the other Contracting Party through a permanent establishment situated therein. If the enterprise carries on business as aforesaid, the profits that are attributable to the permanent establishment in accordance with the provisions of paragraph 2 may be taxed in that other Party.

2. For the purposes of this Article and Article 22, the profits that are attributable in each Contracting Party to the permanent establishment referred to in paragraph 1 are the profits it might be expected to make, in particular in its dealings with other parts of the enterprise, if it were a separate and independent enterprise engaged in the same or similar activities under the same or similar conditions, taking into account the functions performed, assets used and risks assumed by the enterprise through the permanent establishment and through the other parts of the enterprise.

3. Where, in accordance with paragraph 2, a Contracting Party adjusts the profits that are attributable to a permanent establishment of an enterprise of one of the Contracting Parties and taxes accordingly profits of the enterprise that have been charged to tax in the other Party, the other Party shall, to the extent necessary to eliminate double taxation on these profits, make an appropriate adjustment to the amount of the tax charged on those profits. In determining such adjustment, the competent authorities of the Contracting Parties shall if necessary consult each other.

4. Where profits include items of income which are dealt with separately in other Articles of this Agreement, then the provisions of those Articles shall not be affected by the provisions of this Article.

## **ARTICLE 8 SHIPPING, INLAND WATERWAYS TRANSPORT AND AIR TRANSPORT**

1. Profits of an enterprise of a Contracting Party from the operation of ships or aircraft in international traffic shall be taxable only in that Party.

2. If the place of effective management of a shipping enterprise is aboard a ship, then it shall be deemed to be situated in the Contracting Party in which the home harbour of the ship is situated, or, if there is no such home harbour, in the Party of which the operator of the ship is a resident.

3. For the purposes of this Article, profits derived from the operation in international traffic of ships or aircraft include profits:

a) derived from the rental of ships or aircraft on a full (time or voyage) basis and on a bare-boat basis if operated in international traffic; and

b) derived from the use, maintenance or rental of containers (including trailers and related equipment for the transport of containers) used for the transport of goods or merchandise.

4. The provisions of paragraph 1 shall also apply to profits from the participation in a pool, a joint business or an international operating agency.

## **ARTICLE 9 ASSOCIATED ENTERPRISES**

1. Where

a) an enterprise of a Contracting Party participates directly or indirectly in the management, control or capital of an enterprise of the other Contracting Party, or

b) the same persons participate directly or indirectly in the management, control or capital of an enterprise of a Contracting Party and an enterprise of the other Contracting Party,

and in either case conditions are made or imposed between the two enterprises in their commercial or financial relations which differ from those which would be made between independent enterprises, then any profits which would, but for those conditions, have accrued to one of the enterprises, but, by reason of those conditions, have not so accrued, may be included in the profits of that enterprise and taxed accordingly.

2. Where a Contracting Party includes in the profits of an enterprise of that Party, and taxes accordingly, profits on which an enterprise of the other Contracting Party has been charged to tax in that other Party and the profits so included are profits which would have accrued to the enterprise of the first-mentioned Party if the conditions made between the two enterprises had been those which would have been made between independent enterprises, then



that other Party shall make an appropriate adjustment to the amount of the tax charged therein on those profits. In determining such adjustment, due regard shall be had to the other provisions of this Agreement and the competent authorities of the Contracting Parties shall if necessary consult each other.

## **ARTICLE 10 DIVIDENDS**

1. Dividends paid by a company which is a resident of a Contracting Party to a resident of the other Contracting Party shall be taxable only in that other Party.
2. Paragraph 1 shall not affect the taxation of the company in respect of the profits out of which the dividends are paid.
3. The term "dividends" as used in this Article means income from shares, "jouissance" shares or "jouissance" rights, mining shares, founders' shares or other rights, not being debt-claims, participating in profits, as well as income from other corporate rights which is subjected to the same taxation treatment as income from shares by the laws of the Party of which the company making the distribution is a resident.
4. The provisions of paragraph 1 shall not apply if the beneficial owner of the dividends, being a resident of a Contracting Party, carries on business in the other Contracting Party of which the company paying the dividends is a resident, through a permanent establishment situated therein, and the holding in respect of which the dividends are paid is effectively connected with such permanent establishment. In such case the provisions of Article 7 shall apply.
5. Where a company which is a resident of a Contracting Party derives profits or income from the other Contracting Party, that other Party may not impose any tax on the dividends paid by the company, except insofar as such dividends are paid to a resident of that other Party or insofar as the holding in respect of which the dividends are paid is effectively connected with a permanent establishment situated in that other Party, nor subject the company's undistributed profits to a tax on the company's undistributed profits, even if the dividends paid or the undistributed profits consist wholly or partly of profits or income arising in such other Party.

## **ARTICLE 11 INTEREST**

1. Interest arising in a Contracting Party and paid to a resident of the other Contracting Party shall be taxable only in that other Party.
2. The term "interest" as used in this Article means income from debt-claims of every kind, whether or not secured by mortgage and whether or not carrying a right to participate in the debtor's profits, and in particular, income from government securities and income from bonds or debentures, including premiums and prizes attaching to such securities, bonds or debentures. Penalty charges for late payment shall not be regarded as interest for the purpose of this Article.
3. The provisions of paragraph 1 shall not apply if the beneficial owner of the interest, being a resident of a Contracting Party, carries on business in the other Contracting Party in which the interest arises through a permanent establishment situated therein and the debt-claim in respect of which the interest is paid is effectively connected with such permanent establishment. In such case the provisions of Article 7 shall apply.
4. Where, by reason of a special relationship between the payer and the beneficial owner or between both of them and some other person, the amount of the interest, having regard to the debt-claim for which it is paid, exceeds the amount which would have been agreed upon by the payer and the beneficial owner in the absence of such relationship, the provisions of this Article shall apply only to the last-mentioned amount. In such case, the excess part of the payments shall remain taxable according to the laws of each Contracting Party, due regard being had to the other provisions of this Agreement.

## **ARTICLE 12 ROYALTIES**

1. Royalties arising in a Contracting Party and beneficially owned by a resident of the other Contracting Party shall be taxable only in that other Party.
2. The term "royalties" as used in this Article means payments of any kind received as a consideration for the use of, or the right to use, any copyright of literary, artistic or scientific work including cinematograph films, any patent, trade mark, design or model, plan, secret formula or process, or for information concerning industrial, commercial or scientific experience.

3. The provisions of paragraph 1 shall not apply if the beneficial owner of the royalties, being a resident of a Contracting Party, carries on business in the other Contracting Party in which the royalties arise through a permanent establishment situated therein and the right or property in respect of which the royalties are paid is effectively connected with such permanent establishment. In such case the provisions of Article 7 shall apply.

4. Where, by reason of a special relationship between the payer and the beneficial owner or between both of them and some other person, the amount of the royalties, having regard to the use, right or information for which they are paid, exceeds the amount which would have been agreed upon by the payer and the beneficial owner in the absence of such relationship, the provisions of this Article shall apply only to the last-mentioned amount. In such case, the excess part of the payments shall remain taxable according to the laws of each Contracting Party, due regard being had to the other provisions of this Agreement.

### **ARTICLE 13 CAPITAL GAINS**

1. Gains derived by a resident of a Contracting Party from the alienation of immovable property referred to in Article 6 and situated in the other Contracting Party may be taxed in that other Party.

2. Gains from the alienation of movable property forming part of the business property of a permanent establishment which an enterprise of a Contracting Party has in the other Contracting Party, including such gains from the alienation of such a permanent establishment alone or with the whole enterprise, may be taxed in that other Party.

3. Gains derived by an enterprise of a Contracting Party from the alienation of ships or aircraft operated in international traffic, or from boats engaged in inland waterways transport or from movable property pertaining to the operation of such ships, aircraft or boats, shall be taxable only in that Contracting Party.

4. Gains from the alienation of any property, other than that referred to in paragraphs 1, 2, and 3, shall be taxable only in the Contracting Party of which the alienator is a resident.

### **ARTICLE 14 INCOME FROM EMPLOYMENT**

1. Subject to the provisions of Articles 15, 17 and 18, salaries, wages and other similar remuneration derived by a resident of a Contracting Party in respect of an employment shall be taxable only in that Party unless the employment is exercised in the other Contracting Party. If the employment is so exercised, such remuneration as is derived therefrom may be taxed in that other Party.

2. Notwithstanding the provisions of paragraph 1, remuneration derived by a resident of a Contracting Party in respect of an employment exercised in the other Contracting Party shall be taxable only in the first-mentioned Party if:

a) the recipient is present in the other Party for a period or periods not exceeding in the aggregate 183 days in any twelve month period commencing or ending in the fiscal year concerned, and

b) the remuneration is paid by, or on behalf of, an employer who is not a resident of the other Party, and

c) the remuneration is not borne by a permanent establishment which the employer has in the other Party.

3. Notwithstanding the preceding provisions of this Article, remuneration derived in respect of an employment exercised aboard a ship or aircraft operated in international traffic by an enterprise of a Contracting Party shall be taxable only in that Party.

### **ARTICLE 15 DIRECTORS' FEES**

Directors' fees and other similar payments derived by a resident of a Contracting Party in his capacity as a member of the board of directors of a company which is a resident of the other Contracting Party may be taxed in that other Party.

### **ARTICLE 16 ARTISTES AND SPORTSMEN**

1. Notwithstanding the provisions of Articles 7 and 14, income derived by a resident of a Contracting Party as an entertainer, such as a theatre, motion picture, radio or television artiste, or a musician, or as a sportsman, from his personal activities as such exercised in the other Contracting Party, may be taxed in that other Party.

2. Where income in respect of personal activities exercised by an entertainer or a sportsman in his capacity as such accrues not to the entertainer or sportsman himself but to another person, that income may, notwithstanding the provisions of Articles 7 and 14, be taxed in the Contracting Party in which the activities of the entertainer or sportsman are exercised.

## **ARTICLE 17 PENSIONS**

1. Subject to the provisions of paragraph 2 of Article 18, pensions and other similar remuneration paid to a resident of a Contracting Party in consideration of past employment shall be taxable only in that Party.

2. Notwithstanding the provisions of paragraph 1, pensions and other payments under the social security legislation of a Contracting Party shall be taxable only in that Party.

## **ARTICLE 18 GOVERNMENT SERVICE**

1. a) Salaries, wages and other similar remuneration paid by a Contracting Party or a political subdivision or a local authority or a statutory body thereof to an individual in respect of services rendered to that Party, subdivision, authority or body shall be taxable only in that Party.

b) However, such salaries, wages and other similar remuneration shall be taxable only in the other Contracting Party if the services are rendered in that Party and the individual is a resident of that Party who:

- (i) is a national of that Party; or
- (ii) did not become a resident of that Party solely for the purpose of rendering the services.

2. a) Notwithstanding the provisions of paragraph 1, pensions and other similar remuneration paid by, or out of funds created by, a Contracting Party, a political subdivision, a local authority or a statutory body thereof to an individual in respect of services rendered to that Party, subdivision, authority or body shall be taxable only in that Party.

b) However, such pensions and other similar remuneration shall be taxable only in the other Contracting Party if the individual is a resident of, and a national of, that Party.

3. The provisions of Articles 14, 15, 16, and 17 shall apply to salaries, wages, pensions, and other similar remuneration in respect of services rendered in connection with a business carried on by a Contracting Party or a political subdivision or a local authority or a statutory body thereof.

## **ARTICLE 19 STUDENTS**

Payments which a student or business apprentice who is or was immediately before visiting a Contracting Party a resident of the other Contracting Party and who is present in the first-mentioned Party solely for the purpose of his education or training receives for the purpose of his maintenance, education or training shall not be taxed in that Party, provided that such payments arise from sources outside that Party.

## **ARTICLE 20 OFFSHORE ACTIVITIES**

1. The provisions of this Article shall apply notwithstanding any other provision of this Agreement.

2. A person who is a resident of a Contracting Party and carries on activities offshore in the other Contracting Party in connection with the exploration or exploitation of the seabed or subsoil or their natural resources situated in that other Party shall, subject to paragraphs 3 and 4 of this Article, be deemed in relation to those activities to be carrying on business in that other Party through a permanent establishment situated therein.

3. The provisions of paragraph 2 and sub-paragraph b) of paragraph 5 shall not apply where the activities are carried on for a period not exceeding 30 days in the aggregate in any twelve month period commencing or ending in the fiscal year concerned. However, for the purposes of this paragraph:

a) activities carried on by an enterprise associated with another enterprise shall be regarded as carried on by the enterprise with which it is associated if the activities in question are substantially the same as those carried on by the last-mentioned enterprise;

b) two enterprises shall be deemed to be associated if:

- (i) an enterprise of a Contracting Party participates directly or indirectly in the management, control or capital of an enterprise of the other Contracting Party, or
- (ii) the same person or persons participate directly or indirectly in the management, control or capital of both enterprises.

4. Profits derived by an enterprise of a Contracting Party from the transportation of supplies or personnel to or from a location, or between locations, where activities in connection with the exploration or exploitation of the seabed or subsoil or their natural resources are being carried on in a Contracting Party, or from the operation of tugboats or other vessels operated auxiliary to such activities, shall be taxable only in the Contracting Party of which the enterprise carrying on such activities is a resident.

5. a) Subject to sub-paragraph b) of this paragraph, salaries, wages and similar remuneration derived by a resident of a Contracting Party in respect of an employment connected with the exploration or exploitation of the seabed or subsoil or their natural resources situated in the other Contracting Party may, to the extent that the duties are performed offshore in that other Party, be taxed in that other Party. However, such remuneration shall be taxable only in the first-mentioned Party if the employment is carried on offshore for an employer who is not a resident of the other Party and provided that the employment is carried on for a period or periods not exceeding in the aggregate 30 days in any twelve month period commencing or ending in the fiscal year concerned.

b) Salaries, wages and similar remuneration derived by a resident of a Contracting Party in respect of an employment exercised aboard a ship or aircraft engaged in the transportation of supplies or personnel to or from a location, or between locations, where activities connected with the exploration or exploitation of the seabed or subsoil or their natural resources are being carried on in the other Contracting Party, or in respect of an employment exercised aboard tugboats or other vessels operated auxiliary to such activities, may be taxed in the Party of which the enterprise carrying on such activities is a resident.

6. Gains derived by a resident of a Contracting Party from the alienation of:

a) exploration or exploitation rights; or

b) property situated in the other Contracting Party and used in connection with the exploration or exploitation of the seabed or subsoil or their natural resources situated in that other Party; or

c) shares deriving their value or the greater part of their value directly or indirectly from such rights or such property or from such rights and such property taken together,

may be taxed in that other Party.

In this paragraph "exploration or exploitation rights" means rights to assets to be produced by the exploration or exploitation of the seabed or subsoil or their natural resources, including rights to interests in or to the benefit of such assets.

## **ARTICLE 21 OTHER INCOME**

1. Items of income of a resident of a Contracting Party, wherever arising, not dealt with in the foregoing Articles of this Agreement shall be taxable only in that Party.

2. The provisions of paragraph 1 shall not apply to income, other than income from immovable property as defined in paragraph 2 of Article 6, if the recipient of such income, being a resident of a Contracting Party, carries on business in the other Contracting Party through a permanent establishment situated therein and the right or property in respect of which the income is paid is effectively connected with such permanent establishment. In such case the provisions of Article 7 shall apply.

## **ARTICLE 22 ELIMINATION OF DOUBLE TAXATION**

1. Where a resident of a Contracting Party derives income or owns capital which, in accordance with the provisions of this Agreement, may be taxed in the other Contracting Party, the first-mentioned Party shall allow:

a) as a deduction from the tax on the income of that resident, an amount equal to the income tax paid in that other Party;

b) as a deduction from the tax on the capital of that resident, an amount equal to the capital tax paid in that other Party.

Such deduction in either case shall not, however, exceed that part of the income tax or capital tax, as computed before the deduction is given, which is attributable, as the case may be, to the income or the capital which may be taxed in that other Party.

2. Where in accordance with any provision of the Agreement income derived or capital owned by a resident of a Contracting Party is exempt from tax in that Party, such Party may nevertheless, in calculating the amount of tax on the remaining income or capital of such resident, take into account the exempted income or capital.

## **ARTICLE 23 NON-DISCRIMINATION**

1. Nationals of a Contracting Party shall not be subjected in the other Contracting Party to any taxation or any requirement connected therewith, which is other or more burdensome than the taxation and connected requirements to which nationals of that other Party in the same circumstances, in particular with respect to residence, are or may be subjected. This provision shall, notwithstanding the provisions of Article 1, also apply to persons who are not residents of one or both of the Contracting Parties.

2. Stateless persons who are residents of a Contracting Party shall not be subjected in either Contracting Party to any taxation or any requirement connected therewith, which is other or more burdensome than the taxation and connected requirements to which nationals of the Party concerned in the same circumstances, in particular with respect to residence, are or may be subjected.

3. The taxation on a permanent establishment which an enterprise of a Contracting Party has in the other Contracting Party shall not be less favourably levied in that other Party than the taxation levied on enterprises of that other Party carrying on the same activities. This provision shall not be construed as obliging a Contracting Party to grant to residents of the other Contracting Party any personal allowances, reliefs and reductions for taxation purposes on account of civil status or family responsibilities which it grants to its own residents.

4. Except where the provisions of paragraph 1 of Article 9, paragraph 4 of Article 11, or paragraph 4 of Article 12, apply, interest, royalties and other disbursements paid by an enterprise of a Contracting Party to a resident of the other Contracting Party shall, for the purpose of determining the taxable profits of such enterprise, be deductible under the same conditions as if they had been paid to a resident of the first-mentioned Party. Similarly, any debts of an enterprise of a Contracting Party to a resident of the other Contracting Party shall, for the purpose of determining the taxable capital of such enterprise, be deductible under the same conditions as if they had been contracted to a resident of the first-mentioned Party.

5. Enterprises of a Contracting Party, the capital of which is wholly or partly owned or controlled, directly or indirectly, by one or more residents of the other Contracting Party, shall not be subjected in the first-mentioned Party to any taxation or any requirement connected therewith which is other or more burdensome than the taxation and connected requirements to which other similar enterprises of the first-mentioned Party are or may be subjected.

6. The provisions of this Article shall, notwithstanding the provisions of Article 2, apply to taxes of every kind and description.

## **ARTICLE 24 MUTUAL AGREEMENT PROCEDURE**

1. Where a person considers that the actions of one or both of the Contracting Parties result or will result for him in taxation not in accordance with the provisions of this Agreement, he may, irrespective of the remedies provided by the domestic law of those Parties, present his case to the competent authority of the Contracting Party of which he is a resident or, if his case comes under paragraph 1 of Article 23, to that of the Contracting Party of which he is a national. The case must be presented within three years from the first notification of the action resulting in taxation not in accordance with the provisions of the Agreement.

2. The competent authority shall endeavour, if the objection appears to it to be justified and if it is not itself able to arrive at a satisfactory solution, to resolve the case by mutual agreement with the competent authority of the other Contracting Party, with a view to the avoidance of taxation which is not in accordance with the Agreement. Any agreement reached shall be implemented notwithstanding any time limits in the domestic law of the Contracting Parties.

3. The competent authorities of the Contracting Parties shall endeavour to resolve by mutual agreement any difficulties or doubts arising as to the interpretation or application of the Agreement. They may also consult together for the elimination of double taxation in cases not provided for in the Agreement.



4. The competent authorities of the Contracting Parties may communicate with each other directly, including through a joint commission consisting of themselves or their representatives, for the purpose of reaching an agreement in the sense of the preceding paragraphs.

## **ARTICLE 25 EXCHANGE OF INFORMATION**

1. The competent authorities of the Contracting Parties shall exchange such information as is foreseeably relevant for carrying out the provisions of this Agreement or to the administration or enforcement of the domestic laws concerning taxes of every kind and description imposed on behalf of the Contracting Parties, or of their political subdivisions or local authorities, insofar as the taxation thereunder is not contrary to the Agreement. The exchange of information is not restricted by Articles 1 and 2.

2. Any information received under paragraph 1 by a Contracting Party shall be treated as secret in the same manner as information obtained under the domestic laws of that Party and shall be disclosed only to persons or authorities (including courts and administrative bodies) concerned with the assessment or collection of, the enforcement or prosecution in respect of, the determination of appeals in relation to the taxes referred to in paragraph 1, or the oversight of the above. Such persons or authorities shall use the information only for such purposes. They may disclose the information in public court proceedings or in judicial decisions.

3. In no case shall the provisions of paragraphs 1 and 2 be construed so as to impose on a Contracting Party the obligation:

a) to carry out administrative measures at variance with the laws and administrative practice of that or of the other Contracting Party;

b) to supply information which is not obtainable under the laws or in the normal course of the administration of that or of the other Contracting Party;

c) to supply information which would disclose any trade, business, industrial, commercial or professional secret or trade process, or information the disclosure of which would be contrary to public policy (*ordre public*).

4. If information is requested by a Contracting Party in accordance with this Article, the other Contracting Party shall use its information gathering measures to obtain the requested information, even though that other Party may not need such information for its own tax purposes. The obligation contained in the preceding sentence is subject to the limitations of paragraph 3 but in no case shall such limitations be construed to permit a Contracting Party to decline to supply information solely because it has no domestic interest in such information.

5. In no case shall the provisions of paragraph 3 be construed to permit a Contracting Party to decline to supply information solely because the information is held by a bank, other financial institution, nominee or person acting in an agency or a fiduciary capacity or because it relates to ownership interests in a person.

## **ARTICLE 26 MEMBERS OF DIPLOMATIC MISSIONS AND CONSULAR POSTS**

Nothing in this Agreement shall affect the fiscal privileges of members of diplomatic missions or consular posts under the general rules of international law or under the provisions of special agreements.

## **ARTICLE 27 ENTRY INTO FORCE**

1. Each of the Contracting Parties shall notify the other in writing through appropriate channels of the completion of the procedures required by its law for the bringing into force of this Agreement.

2. The Agreement shall enter into force on the date of receipt of the later of these notifications and shall thereupon have effect:

a) with regard to taxes withheld at source, in respect of amounts paid or credited on or after the first day of January next following the date upon which the Agreement enters into force; and

b) with regard to other taxes, in respect of taxable years beginning on or after the first day of January next following the date upon which the Agreement enters into force.

# ARTICLE 28 TERMINATION

This Agreement shall remain in force until terminated by a Contracting Party. Either Contracting Party may, on or before 30<sup>th</sup> June in any calendar year beginning after the expiration of a period of five years from the date of its entry into force, give to the other Contracting Party, through appropriate channels, written notice of termination. In such event, the Agreement shall cease to have effect:

- a) with regard to taxes withheld at source, in respect of amounts paid or credited after the end of the calendar year in which such notice is given; and
- b) with regard to other taxes, in respect of taxable years beginning after the end of the calendar year in which such notice is given.

IN WITNESS WHEREOF the undersigned, being duly authorized thereto, have signed this Agreement.

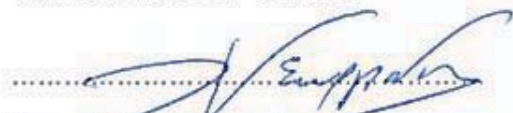
DONE in St. Peter Port on 29/7.....2014, and in Nicosia on 15/7/1.....2014, in duplicate, in the English and Greek languages, all texts being equally authentic. In the case of divergence of interpretation the English text shall prevail.

FOR  
THE STATES OF GUERNSEY



Name: Deputy Jonathan Le Tocq  
Title: Chief Minister

FOR  
THE REPUBLIC OF CYPRUS



Name: Harris Georgiades  
Title: Minister of Finance





# PROTOCOL

At the signing of the Agreement between the States of Guernsey and the Republic of Cyprus for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income and on Capital ("the Agreement"), both Contracting Parties have agreed that this Protocol shall be an integral part of the Agreement:-

## 1. With reference to Article 25 "Exchange of Information":

1. Any request shall be formulated with the greatest detail possible and shall specify in writing:
  - a. the identity of the person under examination or investigation;
  - b. the period for which the information is requested;
  - c. the nature of the information sought and the form in which the requesting Contracting Party wishes to receive it;
  - d. the tax purpose for which the information is sought;
  - e. the reasons for believing that the information requested is foreseeably relevant to the tax administration and enforcement of the requesting Contracting Party, with respect to the person identified in sub-paragraph a.;
  - f. grounds for believing that the information requested is held in the requested Contracting Party or is in the possession or control of or obtainable by a person within the jurisdiction of the requested Contracting Party;
  - g. to the extent known, the name and address of any person believed to be in possession of or able to obtain the requested information;
  - h. a statement that the request is in conformity with the law and administrative practices of the requesting Contracting Party, that if the requested information was within the jurisdiction of the requesting Contracting Party then the competent authority of the requesting Contracting Party would be able to obtain the information under the laws of the requesting Contracting Party or in the normal course of administrative practice and that it is in conformity with this Agreement;
  - i. a statement that the requesting Contracting Party has pursued all means available in its own territory to obtain the information, except those that would give rise to disproportionate difficulties.
- 1.2. Information requested by a Contracting Party shall not be provided unless the requesting Party has reciprocal provisions and/or applies appropriate administrative practices for the provision of the information requested.

IN WITNESS WHEREOF the undersigned, being duly authorized thereto, have signed this Protocol

DONE in St. Peter Port on 29/7.....2014, and in Nicosia on 15/7/.....2014, in duplicate, in the English and Greek languages, all texts being equally authentic. In the case of divergence of interpretation the English text shall prevail.

FOR  
THE STATES OF GUERNSEY



Name: Deputy Jonathan Le Tocq  
Title: Chief Minister

FOR  
THE REPUBLIC OF CYPRUS



Name: Harris Georgiades  
Title: Minister of Finance



**(N.B. The Policy Council supports the proposals in this States Report and confirms that the Report complies with the Principles of Good Governance as defined in Billet d'État IV of 2011.)**

The States are asked to decide:-

XIV.- Whether, after consideration of the Report dated 19<sup>th</sup> August, 2014, of the Treasury and Resources Department, they are of the opinion to declare that the Agreement made with the Republic of Cyprus, as appended to that Report, has been made with a view to affording relief from double taxation, and that it is expedient that those double tax arrangements should have effect, so that the arrangements have effect in relation to income tax in accordance with section 172(1) of the Income Tax Law, 1975, as amended.

## 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<sup>th</sup> 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 130m<sup>2</sup> 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 200m<sup>2</sup> 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 150m<sup>2</sup> 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 1.

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                    |
|  | <b>in total 2,580 places.</b> |
- 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 costs<sup>1</sup> 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 schools<sup>2</sup> 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.**

<b>Advantages</b>	<b>Disadvantages</b>
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	

<sup>1</sup> Based on student numbers and rates per square metre for additional accommodation.

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

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.**

<b>Disadvantages</b>
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.**

<b>Disadvantages</b>
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 SSHS.**

Advantages	Disadvantages
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.	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
	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 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
	It would remove the economies of scale and rationale for the location of community, special needs and sporting facilities in the Cobo local centre
	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.
	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

	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.
	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
	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 £50.3m including future costs for the provision of Sixth Form Centre facilities elsewhere.

**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.

<b>Advantages</b>
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



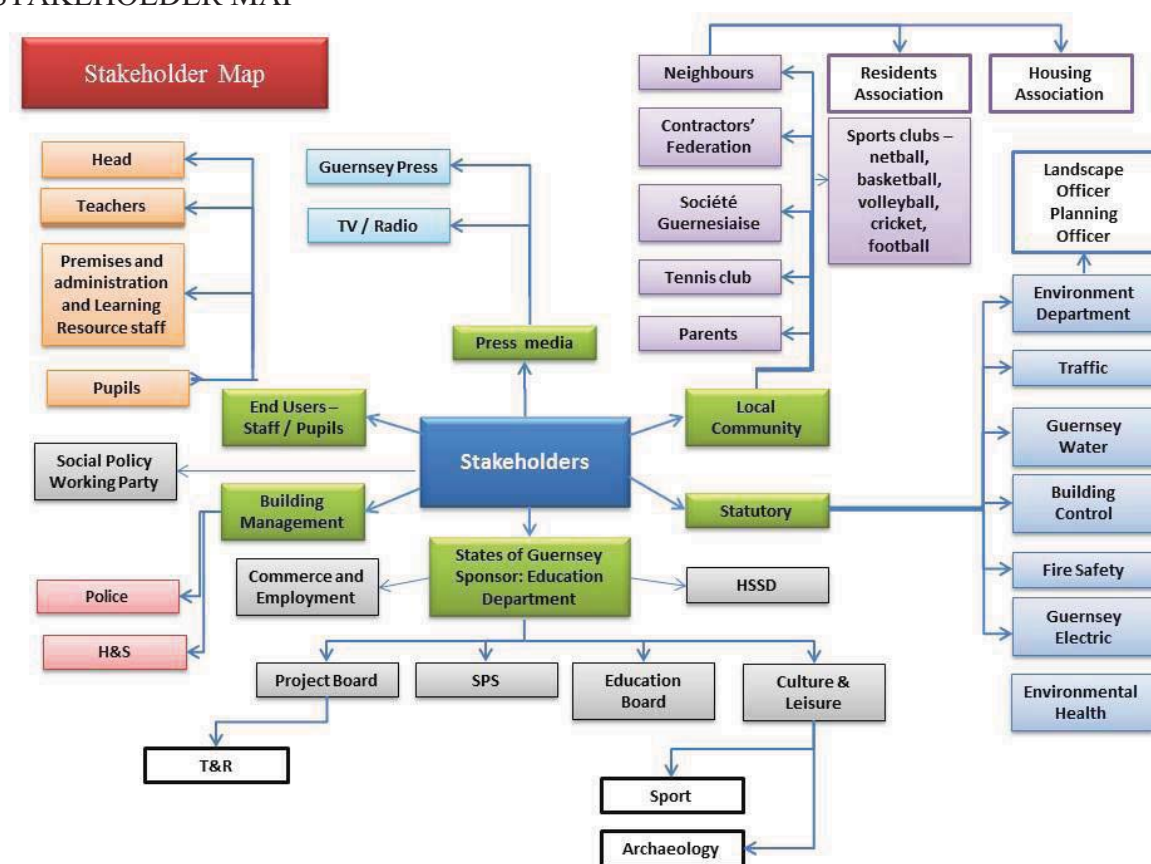
their needs for welfare and wellbeing and taking preventative measures by working better with the third sector and providing people with pathways out of poverty, criminal activity, unhealthy lifestyles and preventing exclusion from education and society in general.

- 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 130m<sup>2</sup> 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 200m<sup>2</sup> 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 150m<sup>2</sup> as part of the Sports Building and through the sharing of school facilities;
- within a total gross building area up to 11,670m<sup>2</sup> ( the High School (including the Sports Building the Community suite and the Communication and Autism Service Unit) at 8,974m<sup>2</sup> and the Primary School (including the Pre-school unit) at 2,695.5m<sup>2</sup>; 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 200m<sup>2</sup> 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 150m<sup>2</sup>. 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 1

#### La Mare de Carteret Key Programme Items

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

### **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.

	<b>Capital Prioritisation Report (March 2013)</b>	<b>Stage 2 G&amp;T Cost Plan (July 2014)</b>
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
<b>Total project cost (rounded)</b>	<b>£66,350,000</b>	<b>£59,440,000</b>
Inflation (based on BCIS)	Excluded	£ 5,140,000
<b>Total project cost including inflation (rounded)</b>	<b>n/a</b>	<b>£64,580,000</b>

### 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	<b>Total Life Cycle Cost</b>	<b>£16,837,395</b>	<b>£28,072,327</b>
	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	<b>Total Life Cycle Cost</b>	<b>£47,725,860</b>	<b>£79,635,431</b>
	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, 2<sup>nd</sup> 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

R W Sillars  
Minister

A R Le Lievre  
Deputy Minister

R Conder  
C J Green  
P A 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

## Appendix 1

The brief for the La Mare de Carteret Schools site

Description, purpose, area and construction cost

High School and Primary School

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.

Purpose: 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. Appendix 5 provides more detail on the condition of the buildings and why they are now unfit for purpose.

Area and cost: the High School will have a gross internal area of 6547m<sup>2</sup>, which has been calculated using the States approved Education area standards as applied for St. Sampson's High School and Les Beaucamps High School. The construction cost of the High School is estimated to be £20,170,000. The Primary School will have a gross internal area of 2565m<sup>2</sup>. This area has been calculated by applying the same locational uplift standards approved for the Guernsey secondary schools, and cross referenced with the area per pupil standards in the other States' Primary Schools in Guernsey (see Appendix 10a). The construction cost of the Primary School is estimated to be £8,539,000.

Pre-school Nursery

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.

Purpose: 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. The Education Department's report to the States was to support pre-school education by making available States funding for up to 15 hours per week of attendance for 3 and 4 year olds within a pre-school setting generally provided by the private sector or other agencies. A part of these proposals was to provide accommodation within two or three primary school sites for pre-school facilities for up to 30 children on a maximum 16 per session part time attendance in partnership with other agencies. LMDC Primary currently provides such facilities for the Happy Days Nursery on its site in association with Social Security and other agencies, and these new replacement facilities are intended to improve on this accommodation and to contribute to the development of the use of the LMDC facilities as an "all through" education environment.

Area and cost: the nursery will have a gross internal area of 130m<sup>2</sup>. The construction cost is estimated at £416,000.

## Sports Facilities

Club competition level indoor sports facilities within the schools' new Sports Building allowing provision of a larger sports hall with spectator seating for school and inter-school tournaments, club league level indoor sports tournaments, and utilising shared access to an integral community suite of rooms (see below) and relevant associated schools facilities such as the High School's cafeteria, reception areas, function rooms and parking.

Purpose: to be focused 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 an 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).

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 Multi Use Games Area (MUGA) facilities at St Sampson's High School and the Outdoor Activities sports facilities at Les Beaucamps.

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 (see note in Appendix 8). 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.

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. The hall space with its associated external infrastructure of level access, parking facilities and public transport links will also be able to host other events such as exhibitions, concerts and Island gatherings as well as providing a large enough Assembly space for the whole school should it expand to 960 pupils.

Area and cost: The Sports Building at Les Beaucamps had a total gross internal area of 2427m<sup>2</sup> and cost £7.54m uplifted for inflation. By not including a swimming pool at LMDC and rationalising the other sports facilities areas in the building, the Education Department has been able to use the gained area to provide, within the same overall area as at Les Beaucamps, facilities for competitive matchplay, a Communication and Autism Centre and a community suite of rooms.

The LMDC Sports building has a total gross internal area of 2078m<sup>2</sup> of which 557m<sup>2</sup> provides for the larger Sports Hall and spectator and match play facilities. The overall cost of the Sports Building without the additional 557m<sup>2</sup> is £4,539,000. The additional cost for the enhanced facilities is £1,710,000. This total cost for the sports building facilities of £6,249,000 compares with the LBHS cost uplifted for inflation for its sports building at (current cost but excluding external works, fees, inflation moving forward.)

#### Communication & Autism Service Unit

A relocated Communication and Autism Support Service unit in a building linking the High School and the Primary School to provide a bases for up to 18 children in the Primary School and for up to 18 children in the Secondary phase and to be the satellite 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.

Purpose: relocating the two units from their individual bases in two other schools where the accommodation is cramped, inadequate and with few small rooms for individualised support for the children 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.

Area and cost: the Communication and Autism Service Unit will have a gross internal area of 200m<sup>2</sup>. The construction cost is estimated at £615,000.

#### Community and Social Facilities Suite of rooms

Community facilities for families and the older generation within the schools and sports buildings through provision of a small suite of rooms of 150m<sup>2</sup> which will occupy a corner of the Sports Building at the heart of the site and through the sharing of school facilities within the schools buildings and grounds, sometimes within school hours but also for evenings, weekends and school holiday use.

Purpose: 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: this local centre concept may allow the Kindred Centre accommodation on the Les Genats housing estate to transfer to the Community Suite so that the two houses currently used could revert to housing units. 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.

There is a shortage of community meeting facilities in the local centre of Cobo. 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.

This document describes Cobo as a “well established compact centre with a variety of uses serving the surrounding area, including convenience shopping, petrol station, pub, café, takeaway and restaurant, bank, hairdressers and GP flat terrain aids walkability of centre good network of pedestrian only routes adds to the distinctive character of the centre and connects Cobo with Saumarez Park adequately served by buses with connections to St. Peter Port and St. Sampson’s presence of strong green wedge around the school providing access to open space.”

The LMDC site design allows for a mixture of discrete and shared facilities within the schools and sports buildings for families and the elderly, so that access is securely provided without compromise to the security of staff and pupils, and so that schools facilities can be utilised, for example by access to libraries, ICT, workshops, and catering facilities, outside of school hours, as well by the provision of meeting spaces with basic refreshment facilities so that outreach services can have a secure base for meetings and activities. This may also generate some income revenue from hirers. A reference example is the shared community and HSSD facilities provided at St Martin’s Community Centre.

Initial talks have taken place with the Guille-Allès Library for community use of the libraries in both the Primary and High Schools and it is expected that other agencies will wish to use the community suite for occasional drop-in sessions and small meetings once the buildings are opened.

Area and cost: the Community suite will have a gross internal area of 150mm<sup>2</sup>. The construction cost is estimated at £518,000.

Total gross building area

Up to 11,670m<sup>2</sup> (the High School (including the sports Building the Community suite and the Communication and Autism Service Unit) at 8,974m<sup>2</sup> and the Primary School (including the Pre-school Nursery) at 2,695.5m<sup>2</sup>. For the basis for the area calculations see [Appendix 10a](#).

Delivery

New schools will open 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.

Summary breakdown of areas and costs:

Areas	£	m <sup>2</sup>
High School	20,170,000	6547
Sports Building	4,539,000	1521
Sports Hall Matchplay facilities	1,710,000	557
Total Sports	6,249,000	2078
Community Suite	518,000	150
Communication and Autism Centre	615,000	200
Primary School	8,539,000	2565
Pre-school Nursery	416,000	130
Total	36,507,000	11670
External Works	13,133,000	
Fees	4,715,000	
FFE/ ICT /AV	3,008,000	
Total	57,363,000	
Central Costs	2,077,000	
TOTAL	59,440,000	EXCLUDES INFLATION

Note figures include contingency.

Areas	Cost Plan		360 Expansion		240 Expansion		Total Expansion 360 + 240	
	£	m²	£	m²	£	m²	m²	m²
High School	20,170,000	6,547	12,990,000	3,924	8,650,000	2,616	21,640,000	6,540
Sports Building	4,539,000	1,521	0				0	
Sports Hall Matchplay	1,710,000	557						
Total Sports	6,249,000	2,078						
Community Suite	518,000	150						
Communication and Autism	615,000	200						
Primary School	8,539,000	2,565						
Pre-school Nursery	416,000	130						
Total	36,507,000	11,670	12,990,000	3,924	8,650,000	2,616	21,640,000	6,540
External Works	13,133,000		3,950,000		2,650,000		6,600,000	
Fees	4,715,000		1,820,000		1,200,000		3,020,000	
FFE/ ICT /AV	3,008,000		1,040,000		700,000		1,740,000	
Total	57,363,000		19,800,000		13,200,000		33,000,000	
Central Costs	2,077,000						0	
TOTAL	59,440,000							

Note figures include contingency.

Note figures exclude Inflation



## **Appendix 2**

### **The strategic fit of the LMDC Schools project**

#### **The strategic context**

#### **Organisational overview**

The States Education Department is responsible, inter alia, for the provision of primary and secondary education within the Bailiwick of Guernsey. The La Mare de Carteret High School and Primary School are essential components within the Department's portfolio of institutions to meet the educational entitlement of young people in the Bailiwick.

#### **Business strategies**

The strategic drivers for this investment in the LMDC project and the associated strategies, programmes and plans are as follows:

1. States EDP1 resolutions from 2002 to 2010;
2. Education Board's Vision - Today's Learners; Tomorrow's World States Resolutions July 2013;
3. Education Department Business Plan 2014; and
4. Transforming Primary Education October 2013.
5. The Introduction of a Universal Entitlement to Pre-school Education May 2014
6. Statement by Education Minister – Progress with the Implementation of Commitments set out in the Board's Vision document July 2014

#### 1. States EDP1 resolutions from 2002 to 2010

The project is the last of the schools projects in the Education Development Plan Programme One (EDP1) approved by the States in 2002. EDP1 is an interdependent programme to provide an Island-wide regeneration of secondary, Post-16 and Special Education facilities to provide equality of educational opportunity for all school age children. The scope of EDP1 has been refined and amended through a series of States Reports successively approved by the States from 2002 to 2010. The rebuilding of La Mare de Carteret schools, and the development of sports and other facilities for dual use with the community on the site, is the last of the three High Schools projects to be undertaken.

It has been consistently endorsed by the States in its support for the progression of the projects in EDP1 throughout this period and its approval of the release of funds for this purpose.

The successive EDP1 States reports are as follows:

- *Site Development Plan for the Reorganisation of Secondary, Post -16 and Special Needs Education in the Bailiwick of Guernsey” Billet d’État VI April 2002* - The Education Council confirmed that at each stage in the development of the EDP1 interdependent site projects it would “review with the Estates Sub-Committee the remaining building projects and their fit within the overall plan, before returning to the States with detailed plans and tenders” (paragraph 117). The phasing of the projects was designed to be flexible to enable bringing forward phases depending on the availability of capital funds. In subsequent years the strategic delivery of the projects was laid before the States for approval in a series of Policy Letters and then States Reports.
- *Progressing the Education Development Plan: 1. Phasing Programme 1 of the plan; 2. The Forest Special Needs Centre; 3. The Site for the new North Schools Billet d’État II February 2003* - The States approved the following Propositions: Phasing of the projects; Capital Allocation for Phase 1; Vote for Forest Special Needs Centre (Le Rondin); Increased Allocation for Building Maintenance; and Use of Les Nicolles for North Schools.
- *Progressing the Education Development Plan: 1. Programme 1 (Rebuilding) Funding and Phasing; 2. Construction of Additional Post-16 facilities” Billet d’État II February 2004* -The States decided to transfer £12.75m from the Capital Reserve for continuing with phases 1 and 2 of EDP1, note the intention to transfer £12.75m annually from the Capital Reserve for funding the projects and agree to the building of Sixth Form facilities at the Grammar School and the Performing Arts Centre for CFE.
- *Reorganisation of Secondary Education Stage 1: the building of Les Nicolles Secondary School and co-located Secondary School” Billet d’État II February 2005* - The States approved funding for building of St. Sampson’s High School and collocated Le Murier Secondary Special School, but Les Beaucamps was stood down because of States cash flow fears.
- *Capital Prioritisation States debate Billet d’État XVII October 2006* - The States agreed £5 million for progressing the remaining EDP1 projects to complete St. Sampson’s High and Le Murier Special School, develop Oakvale as a SEBD centre (Les Voies School), refurbish St. Peter Port School buildings as temporary College of Further Education facilities (phase B), continue the design development of Les Beaucamps and La Mare de Carteret Schools and continue the master planning of the CFE on the St. Peter Port School site.

- *Capital Prioritisation: The Reorganisation of Secondary Education Stage 2: The Rebuilding of Les Beaucamps High School” Billet d’État XXIV September 2009* - The States approved prioritisation of the Les Beaucamps project within the Capital Prioritisation programme and funding for the continued progression of design development for the project.
- *The Reorganisation of Secondary Education Stage 2: The Rebuilding of Les Beaucamps High School” Billet d’État XXIII November 2010* - The States approved tenders for the construction of new buildings for Les Beaucamps and the Education Department noted in paragraph 3.6 that “*since 2002 the school population has fallen markedly and this has led to the revision of the requirement for pupil places in the future. The Education Department has now taken the decision not to proceed with the establishment of a new Primary School at St. Sampson’s and to reduce the capacity requirements for La Mare de Carteret High School and Les Beaucamps High School*”. In its section on capacity projections, it noted that following analysis of 25 year pupil projections and the redefinition of catchment areas for the High Schools, the maximum capacity for Les Beaucamps allowing a surplus capacity of approximately 10% for future demographic and school area standards changes should be 660. For La Mare de Carteret it also noted that before the design brief stage a further pupil projections analysis would need to be carried out which might result in a smaller High School of a maximum of 600 pupils.

## 2. Education Board’s Vision – Today’s Learners, Tomorrow’s World

This project is consistent with the Education Board’s Vision Document “Today’s Learners; Tomorrow’s World” March 2013. The Vision states that the Department will:

*“develop educational centres of excellence based on high standards of teaching and learning and high expectations for all, where: Learners enjoy learning, teachers enjoy teaching, parents and carers are embraced as partners and the wider community is welcomed and encouraged to contribute.”*

Further references to the strategic fit of the LMDC project with the Vision are:

*“The learner of any age is the centre of our community’s investment in education and the teacher is its primary asset. Through investment in learning by providing high quality teachers and support staff, leadership, facilities and resources and maximising productive community support and involvement, we will secure*

*educational experiences and outcomes which compare favourably with anything available worldwide, for all our learners.*

*Fit for purpose learning facilities and resources are also an integral part of any educational provision. All learners should expect to spend their formative years in buildings with resources that enhance their learning experience, provide and encourage excellence in teaching and provide a safe and secure learning environment for all. This will include provision and innovative use of new technology, to enhance the quality of learning opportunities and enable increased access to productive anytime, anywhere learning.*

*Achieving this vision means providing buildings, resources and infrastructure which are an enabler for high quality learning and teaching and have the flexibility to respond to the future needs of the students, service and wider community. The Board is committed towards further development of coherent models of community engagement and involvement, including working with third sector providers, with open, transparent communication which have a beneficial impact on the outcomes for all learners, including members of the wider community.”*

The Vision refers in its section “Children before school” to introducing an Early Years Collaborative which includes the Education Department, HSSD, other States departments , the voluntary sector and private providers to develop a coordinated evidence based approach to ensure the best provision of support for children from birth to 3 years old. In the LMDC project a small co-provisioned pre-school unit is included on the site as part of this strategy.

The Vision also refers to continuing with the re-build programme of the secondary and Further Education sector *ensuring fit for purpose, adaptable educational establishments which enable effective learning and meet community needs and requirements.*

In the document’s Workstreams and Timescales: “*We will submit proposals for the rebuild of La Mare de Carteret site to the Capital Prioritisation process in Q1 2013.*” The LMDC project is the highest Capital Prioritisation priority in “Today’s Learners; Tomorrow’s World” and it is designed to advance and contribute to the achievement of the overarching aims and objectives above.

### 3. Education Department Business Plan 2014

The Education Department’s 2014 Business Plan includes the various workstreams the Education Board intends to pursue in order to deliver its Vision which are consistent with the underlying principles as set out in the Vision. With respect to the La Mare rebuild, this reflects the Board’s refresh and commitment to the EDP. The Business Plan is available at the Education Department’s website.

#### 4. Transforming Primary Education

In October 2013 the States of Deliberation approved the Education Department's States Report on Transforming Primary Education. The States agreed to the principle of two and three form entry wherever possible and in the short term agreed to the closure of St. Andrew's Primary School and the merger of St. Sampson's Infant School with Vale Primary School. La Mare de Carteret Primary is currently a two-form entry school and as such is an integral part of the Department's portfolio of Primary schools which will help to realise the States policy of two and three form entry Primary schools within Guernsey.

#### **States organisational strategies**

The strategic drivers for this investment and associated strategies, programmes and plans are as follows:

- States Strategic Plan 2013-2017
- the Strategic Asset Management Plan July 2013
- The Children and Young People's Plan 2011-2013
- Island Resource Plans
  - the Energy Resource Plan
  - the Strategic Land Use Plan
- the Island Infrastructure Plan
- Corporate Policy Plans
  - the Fiscal and Economic Policy Plan
  - the Environmental Policy Plan
  - the Social Policy Plan
- Review of the Island Development Plans 2013
- The Disability and Inclusion Strategy Nov 2013
- The Supported Living and Ageing Well Strategy working Party 2013

#### States Strategic Plan (SSP) 2013-2017

The project fits strategically at all levels of the SSP. It is consistent with the requirements for achieving the overarching Statement of Aims:

- *“Wise long-term management of Island resources including the maintenance of a highly skilled and well-educated workforce”*

- *“Co-ordinated and cost-effective delivery of public services through co-operative working and transformation change management”*
- *“All people having opportunities and support where needed, to enable them to reach their full potential”*
- *“Policies which protect the natural environment and its biodiversity by accounting for the wider impacts that human activity has on it”*

The Education Department has worked co-operatively with other Departments and agencies to provide community facilities on the LMDC site. It is geared towards raising educational standards and will work with Planners to ensure the design recognises the biodiversity of the site and provides a sustainable solution.

The SSP notes that the references to a “skilled and well-educated workforce, efficient transport and connectivity and conditions that encourage enterprise and successful business” arise in recognition of the “vital importance” of these factors to the Island’s economic future.

It is similarly consistent with the States’ “direction of travel” towards strategic government objectives which identifies inter alia the importance of having respect for fairness and equity and high standards of education and skills.

#### Island Resource Plans

The LMDC project supports the following policy intentions in the two Island Resource Plans, the Energy Resource Plan and the Strategic Land Use Plan, which are currently in place.

The three objectives of the current Energy Resource Plan are:

- maintaining the safety, security, affordability and sustainability of the Island's energy supplies;
- using energy wisely and not wasting it; and
- Reducing environmental impacts locally as part of our contribution to international initiatives as part of the global community.

The brief for the LMDC schools has addressed all aspects of sustainable energy use, as did the brief for the Les Beaucamps project.

The Strategic Land Use Plan spatial strategy for the location of future development within the Island continues to support development within the main centres of Town and The Bridge, but enables development to occur within and around the local or parish centres (to be identified by the Development Plan) to allow small-scale, sustainable growth. It also identifies the need for better corporate working across the States to make best use of land.

The intention to rebuild the LMDC buildings on the current site is consistent with the SLUP's endorsement of the development of village centres and use of existing sites. The SLUP references to the objectives of the forthcoming Island Infrastructure Plan and the Population Management Plan indicate that the LMDC project will be consistent with their policy intentions.

The draft Infrastructure Plan focuses on physical structures such as the roads, airport, harbours, coastal defences, sewers, water supplies, energy supply and distribution facilities, information and communications technology but without overlooking other essential facilities such as government buildings, hospitals, schools and prisons.

The LMDC project will not require amendments to roads around the school, other than possibly to the small car park junction on La Route de la Mare de Carteret, nor to transport routes to the school, unless catchments change as a result of reviews conducted by the Education Department.

However, significant consideration is being given to flood plain mitigation. The SLUP notes that the Development Plan should give consideration to adaptation measures needed to lessen the impact on the existing land drainage system to avoid exacerbating flooding problems. Even so, it notes there must be an element of risk tolerance in flood management especially in the urban parts of the Island. The nature of the risk in any given circumstance must be weighed against competing economic, employment, social, environmental or recreation benefits that might accrue.

#### Corporate Policy Plans

The project will advance general objectives and themes of the three Corporate Policy Plans.

The Fiscal and Economic Policy Plan states that the maintenance of a competitive position for Guernsey is an imperative for future economic success. The potential opportunities for facilitating economic development include "Promoting sustainability and environmental efficiency at all levels". A key objective is the achievement of a "skilled, sustainable and a competitive workforce" and an important theme is "investing in people, infrastructure and assets."

The purpose of the Social Policy Plan is to develop and deliver 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. Key Objectives are the achievement of:

- *"a social environment and culture where there is active and engaged citizenship.... equality of opportunity, social inclusion and social justice"*



- among the themes are *“Working with the third sector, promoting good educational outcomes, opportunity and choice and social inclusion”* and *“ensuring sustainability of provision in relation to funding, workforce and the social environment”*.
- the Social Policy Group, states it *“considers it important to establish, maintain and develop a good working relationship with the so-called ‘third sector’ at both a strategic and operational level” ...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. 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.”*

The Children and Young People’s Plan 2011 fits with the States Strategic Plan objectives and states the commitment to

*“giving every child and young person in Guernsey and Alderney the best possible start in life. Helping our children to realise their potential is the key to giving them a sense of self-fulfilment and equipping them well for their future.”*

The Plan states the key outcomes the States Is looking to achieve

*“The children and young people of Guernsey and Alderney form a major part of our community now, and they represent the whole of our future. While their experience of life varies greatly, our hopes are the same for all of them. We want them to be healthy and nurtured, to be safe, to achieve and be active, be respected and responsible and to be included. This will hopefully enable them to achieve their potential”.*

This is expanded as follows in the section headed Key Outcomes

*“The Vision*

*All children and young people of Guernsey and Alderney have the best possible start in life*

1. *HEALTHY AND NURTURED We want children and young people to enjoy the highest achievable standards of physical and emotional health, with access to suitable healthcare and support for safe and healthy lifestyle choices*
2. *SAFE We want children and young people to be protected from abuse, neglect and harm and given strategies to protect themselves and stay safe*

3. *ACHIEVING AND ACTIVE* We want children and young people to have access to positive learning, play and leisure environments to develop their skills, confidence and self esteem to the fullest potential
4. *RESPECTED AND RESPONSIBLE* We want children and young people to be involved in the decisions that affect them and encourage them to play an active and responsible role in the community
5. *INCLUDED* We want children and young people to have access to high quality services. We want to enable them to overcome the social, physical, geographic, environmental and economic barriers that create inequality”

### Disability and Inclusion Strategy November 2013

The Disability and Inclusion Strategy is part of the Policy Council’s equalities and rights programme (see appendix 4) where work is undertaken to meet the second general objective on the Social Policy Plan to provide equality of opportunity, social inclusion and social justice.

The Strategy is based on the following key principles:

- **Respect.** Every person deserves to be treated with dignity and respect. A disabled person and carer have the right to choose how to live their own life and the freedom to make their own choices.
- **Non-discrimination.** A disabled person and carer must never be treated worse than others, excluded from or denied access to goods, services, education, work or social life on the basis of their disability or because they provide care for a disabled person.
- **Participation and inclusion.** A disabled person and carer should have full and effective participation and inclusion in society.
- **Acceptance.** Respect for difference and acceptance of disabled people and carers as part of human diversity and humanity.
- **Equality of opportunity.** Taking positive action to ensure barriers are removed.
- **Accessibility.** To enable disabled people and their carers to live independently and participate fully in all aspects of life, on an equal basis to others. This will include access to the physical environment, to transportation, to information and communications, including information and communications technologies and systems.
- **Gender equality.** Disabled people and carers, particularly women and girls, may face multiple discrimination and any changes should also take this into account.

- **Respect for Children.** Children and young people with disabilities have the same rights as non-disabled children. Decisions about children and young people must be in the child's best interest. Disabled children should be supported to express their views and should be listened to and taken seriously.

The strategy notes its links with the Children and Young People's Plan and recommends that the Plan looks at the future provision of services, policies and procedures for disabled children and in particular at transitions from children's services to adult services

The Strategy also notes that *"the ageing population is a key challenge in the Social Policy Plan and the prevalence of disability is known to increase with age. The Disability Needs Survey of Guernsey and Alderney showed rates for people with long-term conditions range from 10% for those aged under-16 years to 38% for those aged 67 and over. The projected increased numbers of people over 67 factored by the increased prevalence of long term conditions with age means that we need to plan for larger numbers of disabled Islanders."*

#### The Supported Living and Ageing Well Strategy Working Party 2013

The Supported Living and Ageing Well Strategy, is being developed by the States to examine what services and funding should be provided to islanders with care, support and supported accommodation needs.

This will incorporate a review of all services and funding provision for anyone needing care and support who is over 18. The review will cover provision ranging from that provided to people who are cared for by their families and friends; through supported living options, such as extra-care developments and residential and nursing care services; to specialist and hospital care and long-term off-island placements

The States Environmental Policy Plan covers the natural and built environment; natural resources; environmental hazards and pollution; biodiversity; and waste management and traffic management. The key objective is carbon footprint and energy consumption reduction and one of the themes is promoting a sustainable approach towards the environment. The LMDC Project fits strategically with the purposes, objectives and themes of these Plans as the brief for the Les Beaucamps building project has done. In particular the construction of an indoor sports facility with spectator facilities instead of providing an additional swimming pool will save annual general revenue expenditure and avoid the associated impact on the environment.

### Strategic Land Use Plan 2011

The LMDC project will promote, and be consistent with, the following core objectives of the Plan. 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 will be consistent are 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.

The parish or local centres will be identified through the Development Plan preparation process, based on an assessment of ‘sustainability indicators’, i.e. those services and facilities that contribute to an area’s ability to meet local social, economic and environmental needs such as doctor’s surgeries, public transport links, convenience goods, shops selling daily essentials, public open space, etc.

All the policies above and below fit strategically with the plans for the development of the La Mare de Carteret schools site, but the most relevant are LP10 and SP10 which address the development of local centres.

- POLICY LP1: SUSTAINABLE DEVELOPMENT
- POLICY LP2: CLIMATE CHANGE MITIGATION
- POLICY LP3: CLIMATE CHANGE ADAPTATION
- POLICY LP4: SUSTAINABLE DESIGN AND CONSTRUCTION
- POLICY LP10: LOCAL CENTRES

*“The Development Plans 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.”*

- POLICY SLP10

*“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”*

- POLICY SLP21;

- POLICY SLP22;
- POLICY SLP23;
- POLICY SLP30;
- POLICY SLP31;
- POLICY SLP32;
- POLICY SLP33;
- POLICY SLP35; and
- POLICY SLP36

Strategic Asset Management Plan (SAMP) Billet d'État 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 is *"an output of the States wide efficiency saving initiative – the Financial Transformation Plan (FTP)"* para 5.1 of the SAMP States Report *"to make better use of the States land and property assets"* para 5.3

The SAMP supported the LMDC project as one of its 9 major suggestions in order to align *"States assets to meet the SAMP vision"*. In para 10.30 it states *"in accordance with the ethos of the SAMP, it is important that the 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"*.

# Appendix 3 School Places Model

## Demand side projections

Student demand at State funded schools by age group and calendar year.

Age		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Policy Council Data	0	706	652	661	656	654	654	655	655	655	654	652	648	644	638
	1	647	656	665	659	655	652	652	653	654	653	652	650	647	642
	2	614	662	656	664	658	653	651	651	652	652	652	651	649	645
	3	634	601	662	671	663	657	652	650	650	651	651	651	650	647
Reception	4	560	547	573	566	554	603	598	594	591	591	592	592	592	591
	5	557	564	547	538	566	554	603	598	594	591	591	592	592	592
	6	526	559	564	553	543	566	554	603	598	594	591	591	592	592
	7	531	532	559	534	555	543	566	554	603	598	594	591	591	592
Year 3	8	514	530	532	521	535	555	543	566	554	603	598	594	591	591
	9	554	511	530	504	526	535	555	543	566	554	603	598	594	591
	10	589	547	511	487	515	526	535	555	543	566	554	603	598	594
	11	493	486	454	412	391	427	437	444	461	451	470	460	501	496
Year 7	12	470	493	486	468	416	391	427	437	444	461	451	470	460	501
	13	463	470	493	469	480	416	391	427	437	444	461	451	470	460
	14	491	471	470	450	479	480	416	391	427	437	444	461	451	470
	15	459	490	471	448	462	479	480	416	391	427	437	444	461	451
Year 12	16	272	248	265	249	209	249	259	259	225	211	231	236	240	249
	17	214	205	215	179	222	181	216	224	224	194	183	200	204	207
R to Yr2 Yr 3 to Yr6 Yr7 & to Yr 9 Yr10 to Yr11 Yr11 to Yr13	Key Stage 1	1643	1670	1684	1657	1663	1723	1755	1794	1782	1776	1775	1776	1777	1776
	Key Stage 2	2188	2120	2132	2046	2131	2159	2199	2218	2266	2321	2348	2386	2374	2368
	Key Stage 3	1426	1449	1433	1349	1287	1234	1255	1308	1341	1355	1381	1380	1430	1456
	Key Stage 4	950	961	941	898	941	959	896	807	818	864	881	905	911	920
	Key Stage 5	486	453	480	428	431	430	474	483	449	405	413	435	444	456
Total Primary		3831	3790	3816	3703	3794	3882	3954	4012	4049	4097	4123	4161	4150	4144
Total Secondary		2376	2410	2374	2247	2228	2193	2151	2115	2160	2219	2262	2285	2342	2377
Total Post 16		486	453	480	428	431	430	474	483	449	405	413	435	444	456

Demand side projections (continued page 2)

Student demand at State funded schools by age group and calendar year.

2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040	2041	2042
631	623	615	608	601	595	589	584	580	576	574	572	571	571	571	572	574	577	579
636	629	621	614	607	600	593	588	583	579	575	572	571	570	570	570	571	573	575
641	635	628	620	613	605	598	592	587	582	577	574	571	569	569	568	569	569	571
644	639	634	627	619	611	604	597	591	585	580	576	573	570	568	567	567	567	568
589	586	582	577	570	563	556	550	543	538	533	528	524	521	519	517	516	516	516
591	589	586	582	577	570	563	556	550	543	538	533	528	524	521	519	517	516	516
592	591	589	586	582	577	570	563	556	550	543	538	533	528	524	521	519	517	516
592	592	591	589	586	582	577	570	563	556	550	543	538	533	528	524	521	519	517
591	592	592	592	591	589	586	582	577	570	563	556	550	543	538	533	528	524	521
591	591	592	592	592	591	589	586	582	577	570	563	556	550	543	538	533	528	524
493	491	491	491	492	492	491	489	487	483	479	473	467	462	456	451	446	442	438
496	493	491	491	491	492	492	491	489	487	483	479	473	467	462	456	451	446	442
501	496	493	491	491	491	492	492	491	489	487	483	479	473	467	462	456	451	446
460	501	496	493	491	491	491	492	492	491	489	487	483	479	473	467	462	456	451
470	460	501	496	493	491	491	491	492	492	491	489	487	483	479	473	467	462	456
243	254	248	270	268	266	265	265	265	266	265	265	264	263	261	258	256	252	249
215	211	219	215	234	232	230	229	229	230	230	230	229	228	227	226	224	221	218

Key stages 1-5

2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040	2041	2042
1773	1767	1757	1745	1729	1710	1690	1669	1649	1631	1614	1599	1585	1573	1564	1557	1552	1549	1549
2367	2368	2368	2365	2359	2349	2334	2315	2292	2266	2239	2213	2187	2163	2142	2123	2106	2092	2081
1489	1479	1474	1473	1474	1475	1474	1471	1466	1459	1448	1435	1419	1402	1385	1369	1353	1339	1327
930	960	997	989	983	982	982	983	983	982	980	976	970	962	952	941	929	918	907
459	464	468	485	502	498	495	494	495	495	495	495	493	491	488	484	479	473	468

Totals – Primary, Secondary and Post 16

4140	4135	4125	4110	4087	4058	4024	3984	3941	3897	3853	3811	3772	3737	3706	3679	3658	3641	3630
2419	2440	2471	2462	2457	2456	2456	2454	2450	2441	2428	2410	2389	2364	2337	2310	2283	2257	2234
459	464	468	485	502	498	495	494	495	495	495	495	493	491	488	484	479	473	468



## Supply side projections

Forecast supply of places at each school

	Reception	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Total School Capacity
Amherst Primary	66	50	50	50	50	50	50								366
Castel Primary	52	56	56	56	56	56	56								388
Forest Primary	26	28	28	28	28	28	28								194
Hautes Capelles	78	84	84	84	84	84	84								582
La Houquette Primary	26	56	56	56	56	56	56								362
La Mare de Carteret Primary	44	50	50	75	25	50	25								319
Notre Dame Primary	52	56	28	56	28	56	28								304
St Andrew's Primary	26	28	28	28	28	28	28								194
St Martin's Primary	78	84	84	84	84	84	84								582
St Mary and St Michael Primary	26	28	28	28	28	28	28								194
Vauxvert Primary	66	75	50	50	50	50	50								391
St Sampson's Infant	26	28	28												82
Melrose	0	0	0	0	0	0	0								0
Vale Infant	52	56	56												164
Acorn House	0	0	0												0
Beechwood				0	0	0	0								0
Vale Junior				84	84	84	84								336
Blanchelande	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Grammar School and Sixth form								120	120	120	120	120	264	240	1104
Les Beaucamps High								132	132	132	132	132			660
La Mare de Carteret High								120	120	120	120	120			600
St Sampson's High								144	144	144	144	144			720
Elizabeth College								0	0	0	0	0	0	0	0
The Ladies' College								0	0	0	0	0	0	0	0
College of Further Education								0	0	0	0	0	0	0	0
Le Rondin	0	0	0	0	0	0	0								0
Le Murier								0	0	0	0	0	0	0	0

Total in all Schools	618	679	626	679	601	654	601	516	516	516	516	516	264	240
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Supply and Demand Scenarios

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040	2041	2042
648	573	566	554	603	598	594	591	591	592	592	592	592	591	589	586	582	572	570	563	556	550	543	538	533	528	524	521	519	517	516	516
679	547	538	566	554	603	598	594	591	591	592	592	592	592	591	589	586	582	577	570	563	556	550	543	538	533	528	524	521	519	517	516
626	564	543	566	554	603	598	594	591	591	592	592	592	592	591	589	586	582	577	570	563	556	550	543	538	533	528	524	521	519	517	516
679	559	534	555	543	566	554	603	598	594	591	591	592	592	592	591	589	586	582	577	570	563	556	550	543	538	533	528	524	521	519	517
601	532	521	535	555	543	566	554	603	598	594	591	591	592	592	592	591	589	586	582	577	570	563	556	550	543	538	533	528	524	521	519
654	530	504	526	535	555	543	566	554	603	598	594	591	591	592	592	592	592	591	589	586	582	577	570	563	556	550	543	538	528	524	521
601	511	487	515	526	535	555	543	566	554	603	598	594	591	591	592	592	592	591	589	586	582	577	570	563	556	550	543	538	528	524	521
516	454	412	391	427	437	444	461	451	470	460	501	486	493	491	491	491	491	491	492	492	491	489	487	483	479	473	467	462	456	442	438
516	486	468	416	391	427	437	444	461	451	470	460	501	486	493	491	491	491	491	492	492	491	489	487	483	479	473	467	462	456	442	438
516	493	469	480	416	391	427	437	444	461	451	470	460	501	486	493	491	491	491	492	492	491	489	487	483	479	473	467	462	456	442	438
516	470	450	479	480	416	391	427	437	444	461	451	470	460	501	486	493	491	491	492	492	491	489	487	483	479	473	467	462	456	442	438
516	471	448	462	479	480	416	391	427	437	444	461	451	470	460	501	486	493	491	491	492	492	491	489	487	483	479	473	467	462	456	442
264	265	249	209	249	259	275	271	231	226	240	249	243	243	248	270	288	266	265	265	265	265	265	265	265	265	265	265	265	265	265	265
240	215	179	222	181	216	224	224	314	313	203	204	207	215	211	213	215	234	232	230	229	229	230	230	230	230	229	227	226	224	221	218

Primary School numbers	3816	3703	3794	3882	3954	4012	4049	4097	4123	4161	4150	4144	4140	4135	4125	4110	4087	4058	4024	3984	3841	3897	3853	3811	3772	3737	3706	3679	3658	3641	3630	
	3816	3888	3984	4076	4151	4213	4251	4302	4329	4369	4358	4351	4347	4341	4331	4315	4292	4261	4225	4185	4138	4092	4046	4002	3961	3924	3891	3863	3841	3823	3811	
	3025	3518	3604	3898	3756	3812	3846	3892	3917	3933	3943	3937	3933	3928	3919	3914	3903	3883	3856	3822	3785	3744	3702	3660	3621	3584	3550	3496	3475	3459	3448	
	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128	5128		
	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458	4458		
	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	5384	
	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	4872	
	1312	1405	1334	1246	1174	1116	1079	1031	1005	967	978	984	988	993	1009	1018	1041	1070	1104	1144	1187	1231	1275	1317	1356	1391	1422	1449	1470	1487	1498	
	1759	1867	1780	1696	1628	1573	1538	1492	1463	1431	1442	1446	1452	1457	1465	1480	1501	1529	1562	1600	1640	1682	1724	1764	1801	1834	1864	1889	1899	1925	1936	1948
	865	983	888	795	720	659	621	570	543	502	514	520	525	530	540	556	580	610	647	688	733	780	826	870	911	948	981	1008	1031	1048	1061	1061
Secondary School numbers	2374	2247	2228	2193	2151	2115	2160	2219	2262	2285	2342	2377	2419	2440	2471	2462	2457	2456	2456	2454	2450	2441	2428	2410	2389	2364	2337	2310	2283	2257	2234	
	2493	2359	2339	2303	2259	2221	2288	2330	2375	2399	2459	2496	2540	2562	2594	2585	2580	2579	2579	2579	2572	2563	2549	2531	2508	2482	2454	2425	2397	2370	2346	
	2255	2135	2117	2084	2043	2009	2052	2108	2149	2171	2224	2258	2298	2318	2347	2338	2334	2333	2333	2333	2322	2319	2306	2290	2269	2246	2220	2194	2169	2145	2122	
	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	2580	
	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	2709	
	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	2451	
	206	333	352	387	429	465	440	361	318	285	238	203	161	140	109	118	123	124	124	126	130	139	152	170	191	216	243	270	297	323	346	
	454	574	592	625	666	700	657	601	560	538	485	451	411	381	362	371	375	376	376	377	382	390	403	419	440	463	489	515	540	564	587	
	-42	92	112	148	192	238	183	121	76	52	-8	-45	-89	-111	-143	-134	-129	-128	-128	-126	-121	-112	-98	-80	-57	-31	-3	26	54	81	105	

Sixth Form can accommodate as required

Sixth form numbers	480	428	421	420	474	483	449	405	413	425	444	455	459	464	468	485	502	498	485	485	485	485	485	485	483	481	488	484	479	473	468
Sixth form numbers 15%	504	449	453	452	498	507	471	426	434	457	466	479	481	487	481	508	527	523	520	519	519	520	520	519	518	516	512	508	503	497	491
Sixth form numbers 5%	456	407	409	409	451	459	426	385	393	414	422	433	436	441	444	461	477	473	470	470	470	470	470	470	469	467	464	460	455	450	444
Sixth form capacity	504	504	504	504	504	504	504	504	504	504	504	504	504	504	504	504	504	504	504	504	504	504	504	504	504	504	504	504	504	504	504
Secondary School capacity 15%	529	529	529	529	529	529	529	529	529	529	529	529	529	529	529	529	529	529	529	529	529	529	529	529	529	529	529	529	529	529	529
Secondary School capacity 5%	479	479	479	479	479	479	479	479	479	479	479	479	479	479	479	479	479	479	479	479	479	479	479	479	479	479	479	479	479	479	479
Baseline surplus	24	76	73	74	30	21	55	99	91	69	10	48	45	40	36	19	2	6	9	10	9	9	9	9	11	13	16	20	25	31	36
Best case scenario surplus	73	123	120	120	170	109	144	116	116	108	96	94	88	85	68	53	56	59	60	59	59	59	59	61	63	66	68	74	79	85	91
Worst case scenario surplus	-25	29	26	27	-19	-28	8	53	45	22	13	0	-3	-9	-12	-31	-48	-44	-41	-40	-40	-41	-41	-41	-39	-37	-34	-29	-24	-18	-12

Primary School Capacity with Extra	5128	Without	4458
Secondary School Capacity	2580	Without	2580
Sixth form Capacity	504		
Extra Primary Classroom Capacity	670		

## Appendix 4

### Service Solutions and Delivery Options

The LMDC project is the last of the schools projects which formed a part of the Education Development Plan approved by the States in 2002.

Following its approval the Education Department commissioned an Options Appraisal from King Sturge, following direction from the States to progress the planning for EDP1 and in the knowledge that it was a phased reorganisation plan to restructure Secondary, Post 16 and Special Education and not just a series building projects.

The Option Appraisal comprised site appraisals and masterplanning of sites on site planning and block planning principles. Cost summaries were prepared for each project and the EDP1 as a whole. A Critical Path Analysis was undertaken for each project and for the EDP1 programme.

The perspectives from local consultations and considerations were evaluated, including feedback from the Advisory and Finance Committee, the Recreation Committee, the Environment Committee and States Traffic. The local construction economy was also evaluated for optimum programming.

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.

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

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.

Initial options that were considered were:

1. continue maintaining the existing schools
2. maintain, extend and refurbish the existing schools
3. close both or either of the schools and relocate pupils to other schools
4. relocate one or both schools to other sites
5. provide two new schools with comparable facilities to other new-build schools in the Island as defined in the States Policy Letter "A Site Development Plan for the Reorganisation of Secondary, Post -16 and Special Needs Education in the Bailiwick of Guernsey" Billet d'État VI April 2002"

6. provide two schools with a range of additional facilities to meet the States' "direction of travel" regarding multiple use of existing sites in the local centres, in this case for community and sporting purposes, and to achieve equivalent parity of esteem for the schools with the other High Schools and Primary Schools.

Options for re-use of the existing site included:

1. locate the schools and sports building in different positions on the school site to maximise phasing options and minimise cost
2. combine the schools and sports building into one building
3. consider raising the buildings by piling or to provide other solutions to mitigate the risk of flooding from tidal overtopping.

### **Conclusions**

Following review, doing nothing at LMDC or closing or relocating the school communities was discounted by the Education Board. The Education Development Plan 1 (EDP1) programme of capital projects had developed as the result of a number of reviews conducted by the Education Department over the previous ten years, with the proposals being brought to the attention of the Assembly through States Reports which the Assembly had then amended or approved the proposals and resourced the Department to conduct various Options Appraisals for the programme. The decision to provide two new schools had been approved in the original 2002 proposals. The final preferred extended option shown below is as a result of the policy and strategic decisions by the States in the years which followed the 2002 programme approval.

### **The discounted options: Options 1-4**

#### **Option 1 Continue to maintain the existing schools (i.e. do nothing)**

The case for doing nothing fell on the basis that the schools are no longer fit for purpose

#### **Option 2 Maintain, extend and refurbish the existing schools**

The option of refurbishment and extensions was reviewed during the Option Appraisal and Strategic Review Process but discounted on the grounds of cost comparison, disruption to pupils' education during the refurbishment of existing premises, the need to relocate pupils either away from the site or into hatted accommodation, the programme delay this would cause, and the potential inadequacy of the design solution because of the need to re-use the current accommodation, thereby compromising external infrastructure, wayfinding and energy efficiency. The cost estimate is £68.99m including inflation for this option, which exceeds the rebuild cost estimate by over £4.5m.



### **Option 3. Close both or either of the schools and relocate pupils**

#### **- High School closure, on the basis of the ending of selection at age 11**

The option to close La Mare de Carteret High School and not rebuild has been actively under consideration, gaining some traction owing to the Education Board's commitment to review selection for transition between Guernsey's primary and secondary phases of education. The argument runs as follows: if selection is abolished then Guernsey would only need three institutions for secondary education, if La Mare de Carteret High School was not to be rebuilt then Guernsey would only need Les Beaucamps High School, St. Sampson's High School and the Grammar School site, thereby negating the need to rebuild La Mare. This argument is superficially attractive, but in reality is not achievable for a number of reasons:

- the 11-16 cohort numbers will not change if selection is removed. There is not sufficient capacity at the Grammar School and Sixth Form Centre to absorb pupils from La Mare de Carteret High School as much of the Sixth Form Centre teaching takes place within the Grammar School itself;
- there is no capacity at Les Beaucamps High School to extend the buildings to absorb enough of the La Mare de Carteret High School cohorts because of the nature of the site;
- St. Sampson's High School could only be extended to accommodate another 240 students;
- put simply there is not sufficient capacity in the two remaining High Schools and the Grammar School and Sixth Form Centre to absorb all of the students from La Mare de Carteret High School, even if the States were to decide to abolish selection in Guernsey. It is essential, therefore, that the options identified for the development of the LMDC project are capable of being future proofed regarding the outcome of any debate on selection in the current political term.

Further analysis is provided in *the Scenarios in the event of the ending of eleven plus selection* in the States Report which concludes only two options are realistic should selection at eleven end:

1. retention of the Grammar School as the fourth High School, resulting in two 600 pupil High Schools at the GS and LMDC, LBHS as a 660 pupil School as now, and SSHS as a 720 pupil High School as now; or
2. the phased relocation of the Grammar School 11-16 cohort, by up to 240 pupils to SSHS and 360 pupils to LMDC resulting in two 8fe High Schools each with a capacity of 960, and LBHS with a capacity of 660.

### **Primary School closure**

For the primary age children the States has approved a policy of two and three form entry for the Primary Phase to improve educational outcomes. Further, in October 2013 the States agreed to the closure of St. Sampson's Infant and St. Andrew's Primary School with effect from July 2014 and July 2015 respectively. La Mare de Carteret Primary School is an essential component of the States policy of two and three form entry primary schools and there is not sufficient capacity remaining to close this school. This option has, therefore, to be dismissed.

#### **Option 4. Relocate one or both schools to other sites**

The decision to re-use existing sites as far as possible for the EDP1 projects was a conclusion of the original EDP1 Option Appraisal proposals. Other sites have now been considered for the LMDC schools but it was not possible to identify sites which would achieve planning permission as well as having immediate adjacency to external playing facilities in an area comparable to the 26 acres of the existing site.

The multi-criteria analysis (cost of acquisition, size of the site, shape of the site, flatness of the site, existing availability of services, adjacent uses to the site, perceived speed of land acquisition, pedestrian access, vehicular access, current uses of the site and closeness to catchment area) adopted for the re-siting of the replacement schools for St. Sampson's High and Le Murier Special School was used in a desktop analysis which confirmed that the existing site is the best located for re-use as a schools and community services site. This is further reinforced by the appropriateness of the location in supporting the concept of "local centres" in the Strategic Land Use Plan and the Environment Department's "Analysis of Potential Local Centres" document and supported in the Treasury and Resources Strategic Asset Management Plan.

After all the options that had been discounted as impracticable had been excluded, two of the original options from the option appraisal remained:

**Option 5. Provide two new schools with comparable facilities to other new-build schools in the Island as defined in the States Policy Letter "A Site Development Plan for the Reorganisation of Secondary, Post -16 and Special Needs Education in the Bailiwick of Guernsey" Billet d'État VI April 2002"**

**Option 6. Provide two schools with a range of additional facilities to meet the States' "direction of travel" regarding multiple use of existing sites in the local centres, in this case for community and sporting purposes, and to achieve equivalent parity of esteem for the schools with the other High Schools and Primary Schools.**

The Education Board then decided that the additional facilities should be further reviewed as key service requirements in a cost benefit evaluation and in discussion with stakeholder groups on the basis of a continuum of need ranging from:

- a minimum scope – essential or core requirements/outcomes;
- an intermediate scope – essential and desirable requirements/outcomes;
- a maximum scope – essential, desirable and optional requirements/outcomes.

This translates as:

- **option A** – the minimum scope project i.e. Option 5 above;
- **option B** – the intermediate scope project; i.e. a reduced version of Option 6 above including the larger sports facilities, and the Communication and Autism Service unit and the Pre-school unit but excluding the community facilities;
- **option C** – the maximum scope project i.e. Option 6 above with the full range of additional facilities including the community unit.

In accordance with the guidance from the States Capital Investment Portfolio Team the do minimum Option A has been considered as a benchmark for potential Value for Money.

A list of “investment objectives” was drawn up which identified the business needs the Education Department was looking to address in seeking capital investment from the States for the LMDC project for the choice.

These options have been evaluated as part of the Inception and Feasibility stage of the project to determine the main outcomes and benefits which each of the three options would bring.

The table overleaf shows the benefits by stakeholder group which the Education Board is trying to achieve from the objectives it has set for the project as at that initial Strategic Outline Case stage.

<b>Investment objectives</b>	<b>Main benefits criteria by stakeholder group</b>
Investment objective 1	to replace the current High School which is no longer fit for purpose with facilities for up to 600 pupils to enhance the opportunities for pupils to receive excellent teaching and learning.
Investment objective 2	to replace the current Primary School, which is nearing the end of its useful life, with facilities to enhance the opportunities for up to 420 pupils to receive excellent teaching and learning.
Investment objective 3	to ensure that students at both schools have facilities in an environment regarded as of comparable investment as the other High Schools and the Grammar School and which will enhance the opportunities for pupils to receive excellent teaching and learning. This objective relates both to contributing towards better educational outcomes and to social justice and equality, and aligns with the SAMP vision that the buildings and grounds be redeveloped to provide a community resource.
Investment objective 4	to improve the efficiency and operation of a growing part of the Department’s Inclusion and Support Division by relocating from other sites the provision of a designated unit in each school for approximately 18 children with communication and autistic spectrum difficulties, and to provide a centralised base for its outreach service – which currently has over 150 children on its caseload.



Investment objective 5	to enhance the community environment in the Cobo area by the replacement provision of facilities for nursery age children and to provide discrete and shared facilities within the schools and sports buildings for families and the elderly.
Investment objective 6	to support the Early Year Collaborative to work with other providers to develop a replacement nursery unit for approximately 30 pre-school age children.

	<b>Minimum Option A</b>	<b>Intermediate Option B</b>	<b>Maximum Option C</b>
Potential business scope	New High School and Primary School  with school standard indoor sports facilities, (but without the swimming pool provided in the other High Schools and the Grammar School)	New High School and Primary School with  competition level indoor sports facilities (but without the swimming pool provided in the other High Schools and the Grammar School);  Co-provisioned pre-school unit  a 4-16 Autism and Communication Services Unit	New High School and Primary School with  competition level indoor sports facilities (but without the swimming pool provided in the other High Schools and the Grammar School);  Co-provisioned pre-school unit  a 4-16 Autism and Communication Services Unit;  and Community facilities
Cash Releasing Benefits	None	None	None
Financial but non-cash releasing benefits	Opportunity cost of releasing routine maintenance to other sites within Education.	Opportunity cost of releasing routine maintenance to other sites within Education.  Release capacity by vacating current comm. & autism unit at Amherst Primary and St Sampson's High.	Opportunity cost of releasing routine maintenance to other sites within Education.  Release capacity by vacating current comm. & autism units at Amherst Primary and St Sampson's High
Non Quantifiable Benefits	Successive groups of children from age 4 to 16 will be educated in the schools over 60 year asset life with comparable facilities to the other High Schools and Primary Schools but without the symbolic	Successive groups of children from age 4 to 16 will be educated in the schools over 60 year asset life with a comparable level of facilities to the other High Schools and Primary Schools;  Contribute towards a better educated workforce and society	Successive groups of children from age 4 to 16 will be educated in the schools over 60 year asset life with a comparable level of facilities to the other High Schools and Primary Schools;  Contribute towards a better educated workforce and society for

	<b>Minimum Option A</b>	<b>Intermediate Option B</b>	<b>Maximum Option C</b>
		<p>for the next 50 years;</p> <p>Enhanced income from hirer use of sports facilities and other school facilities and potential benefits to the hospitality economy;</p> <p>Greater productivity and quality of service from co-location of comms and autism service and provision of a more secure process of transition from primary to significance of a swimming pool;</p> <p>Contribute towards a better educated workforce and society for the next 50 years;</p> <p>Potential income from hirer use of sports facilities secondary education for these children;</p> <p>Increased scope for pre-school provision and better transition to Primary education.</p>	<p>the next 50 years;</p> <p>Enhanced income from hirer use of sports facilities and other school facilities and potential benefits to the hospitality economy;</p> <p>Greater productivity and quality of service from co-location of comms and autism service and provision of a more secure process of transition from primary to secondary education for these children;</p> <p>Increased scope for pre-school provision and better transition to Primary education;</p> <p>Better quality of service by provision of community services closer to the community, in recognition of growing social needs for families and the elderly and consistent with States approved SAMP principles.</p>

These benefits were then analysed against the three options to review the level of benefits delivered by each of them.

### **Critical success factors**

These CSFs were used alongside the investment objectives for the project to evaluate the long list of possible options.

- CSF1: how well the option satisfies the existing and future business needs of the States Education Department.

- CSF2: how well the option provides holistic fit and synergy with other key elements of States and Department policies and strategies.
- CSF3: potential achievability – the Department’s ability to innovate, adapt, introduce, support and manage the required level of change, including the management of associated risks and the need for supporting skills (capacity and capability). Also the organisation’s ability to engender acceptance by staff.
- CSF4: potential affordability – the organisation’s ability to fund the required level of expenditure – namely, the capital and revenue consequences associated with the proposed investment.

The discounted options and the three options in the long list were compared to decide which best fitted the achievement of the investment objectives, and the delivery, phasing and funding implications were also considered for the management implications for the project

Options	Finding
<b>1.0 Scope</b>	
1.1 ‘Do Nothing/refurbish/relocation /closure	Discounted – because they do not satisfy any of the investment objectives and are morally not equitable as La Mare de Carteret High School would not be provided with similar standard of facilities as the remaining High Schools. This conflicts directly with the Department’s and the States commitment to the underlying principle of equality of access.
1.2 Minimum	Possible only – because it does not meet all the investment objectives.
1.3 Intermediate	Possible only – because it does not meet all of the investment objectives.
1.4 Maximum	Preferred – because it meets all of the investment objectives.
<b>2.0 Service delivery</b>	Preferred - States Provision of education services.
<b>3.0 Implementation</b>	
3.1 Single Phase	Discounted – not practicable in order to maintain continuity of educational services on site and to satisfy Planning.

3.2 Phased	Preferred – Education has to ensure business as usual and has a proven track record of successful phased implementation.
<b>4.0 Funding</b>	
5.1 Private Funding	Not relevant
5.2 Public Funding	Preferred as part of SCIP, subject to States approval

The economic costs of the three options as at Q1 are shown in the table below. These are expressed in current prices for the project build. In the absence of any guidance on the appropriate discount rate it has not been possible to incorporate these within a discounted cash flow for the duration of the construction project. The studies include two phasing options to determine not only the cost but the implications for the project programme.

	<b>Minimum Option A</b>	<b>Intermediate Option B</b>	<b>Maximum Option C</b>
Potential business scope	New High School and Primary School with school standard sports facilities, but without the swimming pool provided in the other High Schools and the Grammar School	New High School and Primary School with competition level indoor sports facilities (but without the swimming pool provided in the other High Schools and the Grammar School); Co-provisioned nursery a 4-16 Autism and Communication Services Unit;	New High School and Primary School with competition level indoor sports facilities (but without the swimming pool provided in the other High Schools and the Grammar School); Co-provisioned nursery; a 4-16 Autism and Communication Services Unit; and Community facilities.
High School	£19,122,000	£19,122,000	£19,122,000
Primary School	£7,492,000	£7,492,000	£7,492,000
Sports Hall	£3,731,000	£5,171,000	£5,171,000

Pre-School Nursery	N/A	£380,000	£380,000
Communications & Autism Unit	N/A	£438,000	£438,000
Community Facilities	N/A	N/A	£420,000
Externals, fees, FFE, ICT, contingency, central costs	£25,235,000	£25,627,000	£25,707,000
<b>“i” option (Sports building in Phase 2) Total excl. inflation</b>	<b>£55,580,000</b>	<b>£58,230,000</b>	<b>£58,730,000</b>
<b>“ii” option (Sports building in Phase 1) Total excl. inflation</b>	<b>£54,570,000</b>	<b>£57,170,000</b>	<b>£57,660,000</b>

**PROFILE OF ECONOMIC COSTS (IE CURRENT COSTS) FOR CASH FLOW  
FOR EACH OPTION (Q1 2014)**

<b>Capital Requirement £'000 Option A(i)</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>Total Post-2017</b>	<b>Grand Total</b>
	£2,250	£8,259	£17,659	£17,975	£9,437	£55,580
<b>Capital Requirement £'000 Option A (ii)</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>Total Post-2017</b>	<b>Grand Total</b>
	£2,250	£9,429	£19,447	£17,915	£5,529	£54,570
<b>Capital Requirement £'000 Option B (i)</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>Total Post-2017</b>	<b>Grand Total</b>
	£2,250	£8,669	£18,537	£18,868	£9,906	£58,230
<b>Capital Requirement £'000 Option B (ii)</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>Total Post-2017</b>	<b>Grand Total</b>
	£2,250	£10,305	£21,023	£18,749	£4,843	£57,170
<b>Capital Requirement £'000 Option C (i)</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>Total Post-2017</b>	<b>Grand Total</b>
	£2,250	£8,747	£18,702	£19,036	£9,995	£58,730
<b>Capital Requirement £'000 Option C (ii)</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>Total Post-2017</b>	<b>Grand Total</b>
	£2,250	£10,397	£21,211	£18,916	£4,886	£57,660



This led to a summary assessment of the scoping options:

<b>Reference to:</b>	<b>Option Zero</b>	<b>Option A</b>	<b>Option B</b>	<b>Option C</b>
<b>Description of option:</b>	<b>Do nothing</b>	<b>Minimum</b>	<b>Intermediate</b>	<b>Maximum</b>
<b>Investment objectives</b>				
1) to replace the current High School which is no longer fit for purpose with facilities which will enhance the opportunities for pupils to receive excellent teaching and learning	x	✓	✓	✓
2) to improve the efficiency and operation of a growing part of the Department's Inclusion and Support Division by the provision of an all-through designated unit for children with communication and autistic spectrum difficulties	x	x	✓	✓
3) to enhance the community environment in the Cobo area.	x	x	x	✓
4) to improve the efficiency and operation of a growing part of the Department's Inclusion and Support Division by the provision of an all-through designated unit for children with communication and autistic spectrum difficulties	x	x	✓	✓

5) to enhance the community environment in the Cobo area.	x	x	x	✓
6) to support the Early Year Collaborative to work with other providers to develop a nursery unit for pre-school children	x	x	✓	✓
<b>Critical success factors</b>				
Business need	x	x	✓	✓
Strategic fit	x	x	x	✓
Benefits optimisation	x	x	✓	✓
Potential achievability	x	✓	✓	✓
Potential affordability	✓	✓	✓	✓
<b>Summary</b>	<b>Discounted</b>	<b>Possible</b>	<b>Possible</b>	<b>Preferred</b>

**Option C was identified as the Preferred Option arising from the Scoping Assessment.**

The ‘preferred’ and ‘possible’ options were carried forward into the short list for further appraisal and evaluation. All the options that had been discounted as impracticable were excluded at this stage.

Following the completion of the strategic outline case 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.”*

At the Education Board meeting held on 7<sup>th</sup> February, 2014 the Board approved the preferred option, Option C, to proceed to the OBC 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.

## Appendix 5

### Area standards

The area analysis reference materials are:

1. The gross internal areas of Guernsey's maintained schools
2. The Corporate Property Plan - T&R States Report September 2009
3. DfE Building Bulletins
4. EFA Priority Schools Building Programme facilities output specification

### Background

The LMDC High School is the last of the three High Schools to be built as part of the Education Department's Education Development Plan Programme 1 (EDP1) for the reorganisation of secondary, special needs and post -16 education.

The LMDC Primary School was included in EDP1 because it is co-located with the LMDC High School, was built to the same design specification as part of the same construction programme and has the same requirement for providing for the Basic Need and for replacement because of its condition.

### The LMDC High School area brief

The LMDC High School area brief has been set on the basis of the area formula approved by the States for the other two Guernsey High School rebuilding projects. These approvals were individually given in 2007 and 2010 in line with the projects' consecutive programming and were as the result of an "Expert panel Review" jointly set up in 2005 by the Education Department and the Treasury and Resources Department to produce recommendations for areas for the first of the High School Projects, St Sampson's High School.

This review panel used the area standard for Secondary schools in England and Wales, "Building Bulletin 98, Briefing Framework for Secondary School projects", produced by The Department for Children, Schools and Families (DCSF) as its base reference. The Bulletin was a non-statutory set of area guidelines designed to identify minimum areas for schools in order to ensure that appropriate funding was procured for a schools project.

The review panel's main recommendation was that:

*the brief for a 720 place secondary school in Guernsey should be developed with an overall area schedule that is some 16% above the guidelines for a similar sized school in the UK...and that the Education Department should Design the other two schools (LBHS and LMDC) to a similar standard when funding becomes available....*

The panel further recommended: *As a result of the various factors, and in order to meet the agreed aims of the Education Development Plan, we fully accept that it is not appropriate to work to the DfES area recommendations, particularly for schools of below 800 pupils.....For larger schools, over 1,000 pupils, we would expect the Guernsey 'factor' to be reduced to be less and we suggest this would be some 10% over BB98.*

The various factors particular to the Guernsey educational system to which the panel referred as justifying an increase in areas were itemised as:

- *the smaller class sizes and pupil: teacher ratio in Guernsey*
- *the Education Development Plan's aims to ensure the new schools should be 'future proofed' for at least fifty years and be sufficiently flexible to accommodate changes in the curriculum, teaching styles, demographic trends and community needs*
- *the impact of the generous pupil to teacher ratio and the smaller average group size on the accommodation*
- *the impact of the high investment in ICT on all teaching areas*
- *the impact of inclusion and an increase in the number of pupils with complex special educational needs including physical, emotional and behavioural problems in mainstream schools must be reflected in the quantity and quality of teaching and ancillary facilities, provision for visiting specialists and the design of circulation areas. The panel is persuaded that the bigger classrooms will facilitate the use of Guernsey's favourable staffing ratio to offer a flexibility to set by ability. We believe the schedules proposed generate adequate spaces for withdrawal and SEN support. The allowance generated for circulation should be sufficient to meet the many demands placed upon it*
- *the impact of increased community use of school premises for life-long learning and sport and recreation.*

In 2009 the Treasury and Resources Department used the recommendation as part of its States Report, The Corporate Property Plan, to recommend various area standards to be adopted for States' capital construction projects on the basis of "UK standards, with allowance for the Guernsey context". For education projects it was the relevant education Building Bulletin area calculation "+ percentage variation" which was to be the benchmark.

In line with the review panel's main recommendation, the 16% uplift was then used for the second of the three High Schools as the basis of its area calculation.

For the LMDC project the same formula has been used as at Les Beaucamps to arrive at a gross internal area for both the school building and associated sports facilities.

However, the Education Department's decision to omit the swimming pool facilities from the sports building at LMDC has led to its decision to use the saved area to provide space on the site for an enlarged sports hall for competition level match play with spectator seating and associated facilities, as well as the community suite of rooms and to use the remaining supplementary area allocated to provide for out of school hours use to the Communication and Autism Service unit.

At LBHS the total area of the Sports Centre was 2427m<sup>2</sup>. 757m<sup>2</sup> of this was part of the supplementary area provided for the swimming pool and associated changing rooms, showers and toilets. The LMDC Sports Centre plans do not include for a swimming pool as provided in the three other secondary sector schools. The enhanced size sports hall, spectator seating area, and community facilities as above replaces the areas allocated for the pool and associated changing rooms. Approximately an additional 492m<sup>2</sup> will be needed for the Sports Hall and the galleried spectator seating area. The remainder of the supplementary area will be used to provide the additional matchplay facilities community facilities, and the Communication and Autism Service unit facilities.

### **The LMDC Primary School area brief**

**The standard for Primary Schools and Nurseries** was set in the 2009 States Report as "Building Bulletin 99, Briefing Framework for Primary School Projects, + percentage variation".

No specific "+ percentage variation" was set for Guernsey Primaries in 2009 by T&R and no Guernsey Primary has been built during this period since 2009 to establish the percentage variation.

The Education Department has used the same Guernsey context percentage uplift of 16% on the Primary Schools Building Bulletin areas as it did for the secondary sector schools, on the basis of the factors set out below.

We have treated the pre-school nursery area as a separate area from the primary formula calculations, as it is not within the governance or organisation of the Primary School. We have not included any supplementary area addition for the Primary school, even though supplementary area could justifiably be added for community use of the facilities.

### **Factors determining the application of the 16% Guernsey factor**

#### **1. The applicability of the review panel criteria to primary education**

The "various factors particular to the Guernsey educational system" to which the review panel referred as justifying an increase on the Building Bulletin guidelines for the secondary sector demonstrably apply equally to the Guernsey primary sector:

- *the smaller class sizes and pupil: teacher ratio in Guernsey*
- *the Education Development Plan's aims to ensure the new schools should be 'future proofed' for at least fifty years and be sufficiently flexible to accommodate changes in the curriculum, teaching styles, demographic trends and community needs*
- *the impact of the generous pupil to teacher ratio and the smaller average group size on the accommodation*
- *the impact of the high investment in ICT on all teaching areas*
- *the impact of inclusion and an increase in the number of pupils with complex special educational needs including physical, emotional and behavioural problems in mainstream schools must be reflected in the quantity and quality of teaching and ancillary facilities, provision for visiting specialists and the design of circulation areas. The panel is persuaded that the bigger classrooms will facilitate the use of Guernsey's favourable staffing ratio to offer a flexibility to set by ability. We believe the schedules proposed generate adequate spaces for withdrawal and SEN support. The allowance generated for circulation should be sufficient to meet the many demands placed upon it*
- *the impact of increased community use of school premises for life-long learning and sport and recreation.*

## **2. The Social Priority status of LMDC Primary School**

These factors are even more significant for LMDC Primary School as it is one of Guernsey's three social priority primary schools. The Education Department currently has a policy that class sizes in the primary sector should not exceed 28 pupils in general and should not exceed 25 pupils in the three social priority schools (Amherst Primary School, La Mare de Carteret Primary School, and Vauvert Primary School). In exceptional circumstances class sizes may be up to 30 in any of the primary schools.

This has obvious implications for the provision of facilities at LMDC Primary to with increased staffing, smaller class sizes, and much more third sector learning support to provide small group learning. The annotated plan of the primary school in this appendix shows where the areas for differentiated and individualised learning would be provided. *Appendix 10b.*

The school relies on integrating the families of its pupils and the local community as much as possible in the life of the school and this also impacts on the school's need to provide secured, separated areas for community engagement with the school.

It should be noted that the school is defined as a 2-form entry school, so over its scheduled design life it may lose its social priority status and accommodate larger classes. For future proofing the classrooms are therefore sized as the other primary schools in Guernsey to accommodate a maximum of 30 children.



### **3. The States' commitment to equality of opportunity**

The States has committed itself to delivering “equality of opportunity, social inclusion and social justice” as the lynchpin of its Strategic Plan. Its Social Policy Plan refers to a “greater equality of educational opportunity” as a key general objective. The Education Department’s “Today’s Learners, Tomorrow’s World” contains the objective that “all learners should expect to spend their formative years in buildings with resources that enhance their learning experience, provide and encourage excellence in teaching and provide a safe and secure learning environment for all.”

It would be unreasonable and untenable to expect the LMDC cohort of parents, pupils and staff, and the parishes from which they draw, to accept new buildings and facilities which do not meet the same standards as those previously approved by SED and the States as appropriate for the next generation of schools.

With this in mind, the Education Department has also looked for comparisons at the gross internal areas of the other primary schools in Guernsey, with particular reference to the most recent new build primary schools and the other two social priority schools, on the standard basis of area per pupil.

#### **Area per pupil comparisons**

The table below confirms that the proposed area for LMDC Primary is comparable with other primary schools in the Education estate, especially with the expectation that the complex of buildings on the site will be used for community use which may require additional areas to be provided in order to secure the building and provide separation for some functions. It is also expected as a social priority school (see above) to have some smaller group sizes and more children with a range of special needs requiring individualised provision.

Guernsey Primary schools are now built to accommodate up to thirty children in a class for the future proofing reasons given above. Primary schools are, therefore, designed to accommodate up to 210 pupils for a 1fe school, 420 pupils for a 2fe school and 630 pupils for a 3fe school. Some of the older primaries have smaller classroom spaces which cannot accommodate class sizes as big as 30, so the capacity of the school is, therefore, reduced from the standard maximum shown above.

For a 2fe social priority school like LMDC the capacity reduces from 12 classes with a 28 pupil maximum and 2 reception classes with a 22 pupil maximum to 12 classes with a 25 pupil maximum and 2 reception classes with a 22 pupil maximum giving a total pupil roll of 336.

However, the standard mode of comparison is to take the gross internal area of each school and divide it by the maximum number of pupils it should be able to accommodate as a 1, 2 or 3fe school, regardless of whether it is currently designated as a social priority school. This produces an area per pupil as follows

### Area per pupil comparison with the other Guernsey primary schools

Forest Primary	9.3m <sup>2</sup>
Amherst Primary (social priority)	7.9m <sup>2</sup>
St. Mary and St. Michael Primary	7.1m <sup>2</sup>
Notre Dame Primary	6.7m <sup>2</sup>
St. Andrew's Primary	6.7m <sup>2</sup>
Vauvert Primary (social priority)	6.6m <sup>2</sup>
Hautes Capelles Primary	6.6m <sup>2</sup>
<b>La Mare de Carteret Primary (social priority) new <u>including</u></b>	
<b>16% Guernsey factor</b>	<b>6.1m<sup>2</sup></b>
Castel Primary	5.9m <sup>2</sup>
St. Sampson's Infants	5.7m <sup>2</sup>
<b>La Mare de Carteret Primary (social priority) existing</b>	<b>5.6m<sup>2</sup></b>
St Martin's Primary	5.5m <sup>2</sup>
<b>La Mare de Carteret Primary (social priority) new <u>excluding</u></b>	
<b>16% Guernsey factor</b>	<b>5.3m<sup>2</sup></b>
Vale Primary (additional building works underway not counted)	5.2m <sup>2</sup>
La Houquette Primary	5.1m <sup>2</sup>

The proposed gross internal area for LMDC Primary including the 16% uplift is 2,565m<sup>2</sup> excluding the area for the pre-school unit. This equates to 6.1m<sup>2</sup> per pupil. It sets the school mid-range in area in comparison with the other schools and is significantly lower than the area per pupil of the other two Social Priority schools.

The gross internal area for LMDC Primary excluding the 16% uplift is 2,212m<sup>2</sup> excluding the area for the pre-school unit. This equates to 5.3 m<sup>2</sup> per pupil. It falls near to lowest in area per pupil in comparison with the other schools. It is significantly lower than the area per pupil of the other two Social Priority schools and is lower than the area of the existing Primary School.

The Education Department is, therefore, continuing to work on the basis of the gross internal area provided in Capital Prioritisation submission for the reasons provided in the analysis above.

### The area calculation

At LBHS the total area of the Sports Centre was 2427 m<sup>2</sup>. 757m<sup>2</sup> of this provided for the swimming pool and associated changing, showers and toilets etc.

- The LMDC Sports Centre plans do not include for a swimming pool as provided in the three other secondary age schools. The enhanced size sports hall, spectator, community facilities and CAS unit has been found within the area allocated for the LBHS Sports Building 2427m<sup>2</sup> including 757m<sup>2</sup> for the pool and its associated facilities.
- out of the 757m<sup>2</sup> pool area an additional 557m<sup>2</sup> will be needed for the Sports Hall to accommodate the larger court sizes match officials and run off areas and spectator facilities.

- The community suite of rooms at 150m<sup>2</sup> and 200m<sup>2</sup> for the CAS unit use up the remaining 200m<sup>2</sup> of the Pool area, with the remaining 150m<sup>2</sup> being found within the overall Sports allocation of building area.
- The Communication and Autism Unit facilities are now estimated at 200m<sup>2</sup>, from its original estimate of 150m<sup>2</sup>. Two pupil group bases, one for primary age pupils and one for secondary age pupils, are provided, together with adjacent small group rooms, toilets and a staff base. The unit will be located in a bridging unit between two schools.
- Provision for a pre-school unit of 130m<sup>2</sup> is allowed for adjacent to the Primary school. The area covers a classroom, toilets and hygiene areas, stores and a staff base.

<b>Areas</b>	<b>m<sup>2</sup></b>
High School	6547
Sports Building	1521
Sports Hall Matchplay facilities	557
Total Sports	2078
Community Suite	150
Communication and Autism Centre	200
Primary School	2565
Pre-school Nursery	130
Total	11670

**LMDC High School area calculation**

**BB98 Gross area of building** (net +non-net =gross area)  
 (“gross area around 142.5% of net area”)

Net  $1300 + 4.7 \times 600$  = 4120

Supplementary area as LBHS +1247

(This includes LBHS swimming pool and changing area but the area is to be used for enlarged sports Hall sizing, spectator and community facilities)

**Add Curriculum and Autism Unit** + 150

Later increased to 200m<sup>2</sup> using 50m<sup>2</sup> from Supplementary

Total 5517  
 $\times 142.5\%$  **7861.725m<sup>2</sup>**

**Guernsey factor** -omit Swimming pool and  
 community facilities – 757 and Autism Facilities –150  
 but leave in gym and associated facilities  
 as per “Expert review”: **6954.725m<sup>2</sup>**

**Guernsey factor:**  $6954.725 \times 16\% =$  1112.756  
 gross area including 16%

add back 757 and 150 as equivalence 8067.481  
 for enhanced sports hall, +907  
 community and autism facilities

**Total High School , Sports (incl CAS,and comm suite) gross area** 8,974.481m<sup>2</sup>  
**Omit all but High School** -2,427  
**High School** = **6,547m<sup>2</sup>**

**LMDC Primary School area calculation**

**Accommodation for up to 420 pupils**

$2fe \times 30 \times 7 = 420$  pupils

Net building area  $420 \times 3.1 + 250$  =1552

Total gross area = 142.5% of net 2211.6  
 Guernsey 16% factor 353.856  
**2565.46**

Add: pre-school unit + 130

**Total gross area of the Primary School** **2,695.46m<sup>2</sup>**

**Total gross area of the buildings** **11,670m<sup>2</sup>**

## Appendix 6

### Business justification

This appendix describes the existing conditions at La Mare de Carteret (LMDC) schools and the needs and benefits which can be addressed by the Brief set by the Education Department following consultation with other States Departments and third sector agencies. The capital investment in this project will comply with the States strategic direction outlined earlier in this report.

The brief will meet the SED's educational drivers: curriculum and organisation, teaching and pedagogy, behaviour and pastoral care, special educational needs and disabilities and health and well-being.

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.

### The Primary School and the High School

**The project will deliver replacement High School facilities for up to 600 11-16 age pupils and replacement two-form entry Primary School facilities for up to 420 4-11 age pupils 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 required 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.**

The schools need to provide secondary education for up to 600 pupils aged from 11 to 16 and primary education for up to 420 pupils aged from 4 to 11. Until the completion of this project, the cohort of school pupils who attend La Mare de Carteret Schools will continue to be seriously disadvantaged against their peers. The educational facilities and condition of the buildings in which they are educated are poor and have reached the end of their sustainable life. The premises are no longer of equal standard with the other schools maintained by the Education Department (ref also *Appendix 5*).

The schools are not able to provide the “equality of educational opportunity” which is a fundamental tenet of the Education Department’s Vision. Educational professionals and the wider community are aware that the current facilities are hindering the educational outcomes offered to these pupils.

Children and their parents are aware of the discrepancy in the standard of the accommodation in which their children are being educated when compared with other schools in the Bailiwick. This compounds their sense of disadvantage and adds to their concerns about the standards being achieved in the schools. It similarly affects staff recruitment to the schools and retention of the staff because of their awareness of the limitations of the conditions on their ability to teach.

All learners in the Bailiwick should expect to spend their formative years in buildings with resources that enhance their learning experience, provide and encourage excellence in teaching and provide a safe and secure learning environment for all. This business need was formally endorsed unanimously in the Education Board’s Vision Statement in the July 2013 States Meeting and will tangibly contribute to the achievement of objectives the States Strategic Plan and the Children and Young People’s Plan . It is also entirely consistent with the extant Resolutions of the States in 2002 and to the expectation of successive Assemblies that the Education Development Plan Programme 1 (EDP1) will be delivered in accordance with the 2002 instruction.

Secondly, the condition of the buildings is affecting the reputation of the schools, as demonstrated in problems with recruitment of staff, as being a contributory factor to poor staff morale and poor self-esteem of pupils, and as a reason for parents requesting out of catchment placements to other High Schools. Whilst recognising the pre-eminent importance of teaching and learning in the classroom, the improvement in educational standards and the development of well-rounded individuals will be enhanced through addressing these damaging conditions by replacement of the existing facilities.

### **Sports Facilities**

**The project will deliver:**

**Club competition level indoor Sports Hall facilities within the schools’ new sports facilities, focused 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 provision of competition level indoor sporting facilities with match play and spectator facilities will enhance the status of the LMDC schools in the absence of a school swimming pool, as provided at the other two high schools and the Grammar School (see note below). 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. The use of part of the Sports building to provide a community suite of rooms will align with the use of the schools and the provision of pre-school facilities to provide a site maximising its facilities for community use by families and the elderly, and this local centre concept has been supported by the Housing Department and the Health and Social Services Department (pending imminent meeting).**

The indoor sports facilities in the current High School are inadequate, relying on one gym with outdated ventilation, playing surface and equipment. The rebuilding of the two schools, and the availability of the external areas of the site to provide infrastructure support, provides the opportunity to address additionally the shortage of indoor competition standard sports facilities on the Island, particularly in relation to netball, basketball and volleyball. Indoor Sports facilities have to be provided in schools as an essential part of a school's curriculum. It is also expected that such facilities should be available for hirer use.

However, there is a view that the provision of indoor sports facility at LMDC with club level match play and spectator facilities could be a "luxury" too far and this has therefore been explored as a benefit which should fall into either an intermediate (a desirable requirement) or maximum (i.e. optional) scope. The Education Department had been asked to look at the provision of such facilities by the Sports Commission and the Culture and Leisure Department as potentially meeting a social need in the island, as well as providing economic benefits through the development of Sports tourism.

Several meetings have been held with representatives of the Sports Commission and the Culture and Leisure Department and with representatives of the local Netball, Basketball and Volleyball associations. The conclusion from their submissions is that the pressure on existing facilities and those facilities' difficulties in complying with club match play regulations present a persuasive case for the LMDC Sports Hall to be able to hold tournaments and to host inter -insular competitions. The most pressing need has been identified by the Guernsey Netball Association, whose participation levels are very high and who have no indoor home base in which to provide winter training or to host matches. Submissions from the three sports associations are appended as *Appendices 7a,b and c* and a letter of support from the Culture and Leisure Department as *Appendix 7d*.

The Education Board is firmly of the view that the provision of such competition level sports facilities should form part of the LMDC project brief and that this is consistent with the States' strategic commitment to maximise the use of States resources.



### **Swimming pool – clarification note**

The Education Board has given serious consideration as to whether or not the rebuild at La Mare de Carteret Schools should include the provision of a new swimming pool (estimated at an additional £4.05m on the project cost) similar to those at the remaining schools. It has decided that it would not be appropriate for a number of reasons:

- Guernsey has a surplus of swimming pools in the secondary phase and there is no need to build a new one at the new schools based on a supply and demand usage analysis;
- The existing pools are generally underused during school curriculum time;
- The Education Department has rationalised swimming pool use in the primary phase as there is a surplus of capacity;
- A modern fit for purpose swimming pool has significant annual operating costs which would need to be funded through general revenue, and the Department and the States more generally are limited by financial resources at the current time;
- The Guernsey Sports Commission has advised that there is limited demand for after-hours usage of an additional public swimming pool as the island is well served by public swimming pools and a new pool would simply cannibalise the existing market.

However, the Education Board is aware that the two School Committees have been very supportive of a new swimming pool being constructed, and as a result the Board has designed the other external sports facilities to allow for future consideration of provision of a pool at a time in the future should the States have the necessary funds.

### **Communication & Autism Service Unit**

#### **The Project will deliver:**

**improved efficiency and effectiveness for the operation of the service and improved facilities to enable better therapeutic and learning outcomes for the pupils by accommodating children with communication and autistic difficulties and their staff in an all-through co-located primary and secondary school environment. It will enable the creation of a centre of excellence within the context of a co-located schools environment. The ongoing running costs of the Communication and Autism Service are not anticipated to increase as a result of the co-location, but increases in productivity and better quality of service to Guernsey's young people are expected in this area. There may also be some benefits arising from the opportunity cost of vacating the current premises in the two schools.**

The existing Communication and Autism Support Service Primary and Secondary facilities are inadequate for the numbers of children referred to them. Children supported by the service are located in a number of schools across the Island, and the bases are currently located at Amherst Primary and St Sampson's High. The current facilities are cramped and do not permit enough space for the individualised activities required to support the children.

The Service needs accommodation for up to approximately 18 children with communication and autistic spectrum difficulties in each of the primary and secondary sector bases and to provide a satellite base for its outreach service, which currently has over 150 children on its caseload. The unit will form a bridging link between the mainstream High School and Primary School buildings, so that the children in the Primary and Secondary bases, who are formally registered on the roll of the two LMDC schools, will be able to participate as fully as possible with other school pupils in the daily activities of the mainstream schools whilst still having access to specialised facilities and care.

### **Pre-school provision**

**The project will deliver:**

**a replacement co-provisioned pre-school unit closely adjacent to the LMDC 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, as 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**

The Education Department's report to the States in May 2014 was to support pre-school education by making available States funding for up to 15 hours per week of attendance for 3 and 4 year olds within a pre-school setting generally provided by the private sector or other agencies. A part of these proposals was to provide accommodation within two or three primary school sites for pre-school facilities for up to 30 children on a maximum 16 per session part time attendance in partnership with other agencies. LMDC Primary currently provides such facilities for the Happy Days Nursery on its site in association with Social Security and other agencies, and these new replacement facilities are intended to improve on this accommodation and to contribute to the development of the use of the LMDC facilities as an "all through" education environment .

## **Community and Social Facilities**

### **The project will deliver:**

**community facilities for families and the older generation within the schools and sports buildings through provision of a small suite of rooms which will occupy a corner of the Sports Building at the heart of the site and through the sharing of school facilities within the schools buildings and grounds, sometimes within school hours but also for evenings, weekends and school holiday use.**

There is a shortage of community meeting facilities in the local centre of Cobo. 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.

This document describes Cobo as a “...*well established compact centre with a variety of uses serving the surrounding area, including convenience shopping, petrol station, pub, café, takeaway and restaurant, bank, hairdressers and GP...flat terrain aids walkability of centre...good network of pedestrian only routes adds to the distinctive character of the centre and connects Cobo with Saumarez Park...adequately served by buses with connections to St. Peter Port and St. Sampson’s...(and the) presence of strong green wedge around the school providing access to open space.*”

The LMDC site design allows for a mixture of discrete and shared facilities within the schools and sports buildings for families and the elderly, so that access is securely provided without compromise to the security of staff and pupils, and so that schools facilities can be utilised, for example by access to libraries, ICT, workshops, and catering facilities, outside of school hours, as well by the provision of meeting spaces with basic refreshment facilities so that outreach services can have a secure base for meetings and activities. This may also generate some income revenue from hirers. A reference example is the shared community and HSSD facilities provided at St Martin’s Community Centre.

The Department has continued its discussions with Housing and HSSD and is looking at ways to transfer the Les Genats Kindred Centre facilities to the Community suite of rooms, thereby allowing the current Kindred Centre accommodation to revert to its original two houses designation. Initial talks have taken place with the Guille-Allès Library for community use of the libraries in both the Primary and High Schools and it is expected that other agencies will wish to use the community suite for occasional drop-in sessions and small meetings once the buildings open.

## Appendix 7a

### Netball at La Mare de Carteret (LMDC)

Thank you for the opportunity to come along and have a chat with you last week about the new sports facilities to be built as part of the LMDC School refurbishment. We were very excited when we left your office. Netball is in great need of additional *Indoor* court space. Space that would not only give us more access to indoor facilities for our Local Senior players (Island and Club), as well as Coaching and Umpiring courses. But would be of the standard required to host our Regional League matches, Inter Insular and Upton matches.

For this we need, as per previous discussions and shown in your drawings as presented:

Court Area as outlined by AENA  
 Run Off space as outlined by AENA  
 Height as outlined by AENA  
 Spectator Seating Minimum 250  
 Sprung Flooring  
 Court side bench space for Teams, Coaches, Officials and Scorers.

We would also require:

Changing rooms with showers (6+ if possible)  
 Kit room/cupboard  
 Hospitality room access (other than a paid cafeteria) where we could provide Food/ Soft drinks/Tea & Coffee to our visiting teams and officials.

(AENA also make mention of an additional Indoor Warm Up area. However it is usual to use the playing court for 1/2 an hour before match time for warm up, so this is not a must have facility, until you reach National standard of play).

**Why does Guernsey Netball need this space?** As an Association we currently have:

**Senior Members 250+** Taking part in a full Winter League Programme. 3 Leagues with 8 clubs in each League

**Junior Members 150+** Taking part in a Winter Junior League Programme. Currently run on a Court availability basis alongside the Senior League.

**Island Teams** - Senior A&B, U19, U16, U14 U12 & U11 and Veterans - Taking part in Island training. Senior Island is a Year round programme with all others being Sept-March.

There is a vibrant Summer League programme run during May-July by Nerine Netball Club for both Association and Non Association members, men and women. Utilising all 3 Outdoor courts at BSJ Mon-Thu evenings, **attracting 250/300** players every year.

We also have our Indoor Nets League which is made up of 2 forms of netball, Traditional Sevens and a faster paced 6 Aside game (Speedball), that is played at the ICG inside a Netted court. We have both ladies and mixed teams taking part in this format, **approximately 100+ players**.

### **When do we play/train?**

**Senior Winter League** - Tue & Wed evenings 6.45pm-9.45pm - Outdoors at BSJ - 3 courts x 2 games on each court.

**Junior Winter League** - Tue & Wed evenings, as court time allows and Mon evenings at Nerine Club training - Outdoors at BSJ 6.00pm-8.00pm

**Island Training** - Seniors - Thu nights Indoors at BSJ 6.30pm-9.30pm & Juniors - Sat BSJ/Grammar

**Club Training** - Nerine Netball Club Mon BSJ 6.30-9.30pm - Other Clubs Ad-hok, as and when court space can be booked

Traditionally Netball is an Outdoor Winter sport. But as the standard of play, the speed and agility of our players moves forward, this is changing. For their health and wellbeing we need a playing arena that allows for this continued progression. All Regional, Inter Insular and Upton matches must now be played Indoors. So it is necessary to train for these matches Indoors. The indoor courts at both Beau Sejour and Grammar school are not the correct size and whilst I believe the court at Les Beaucamps is, there is the issue of lack of room for spectators. So this means we have no real home advantage as we do not train on our Match court! We currently have to book the whole of the Sir John Loveridge Hall at Beau Sejour for these matches, so we can use the Centre Court. We have already had a problem with dates for the 2015 Inter Insulars as only 1 weekend in Mar/Apr was available to us. We will also have to schedule some Guernsey Panthers Regional Home games at Les Beaucamps as BSJ Centre Court is unavailable, this means we will be unable to have our supporters/spectators at these matches as there is no provision for them at that venue. Clubs have difficulty finding training times for regular sessions.

We are very confident that there are many more people in Guernsey who would love to come along and take up some format of our sport. However, we would currently struggle to accommodate more players. **Why? Court availability.**

We need 3 courts to run our Winter League programme which is, as I am sure you can understand, dictated to us each season by the prevailing weather. It is a real headache for our Fixtures Secretary when we lose a whole nights play (6 matches). This year due to the torrential rain we lost 4 weeks match play. To cover the backlog of matches we had to move some to the Grammar School, whilst continuing our programme at BSJ. This was not ideal as we then had teams and officials split at 2 different venues, some having to rapidly commute between the two. We also had to shorten our match play from 4 x 15 min quarters to 4 x 12 mins. to complete our matches in the time we were able to utilise the indoor court space available, again not ideal.

**This brings us to our Wish list:**

*A building with 3 AENA standard Indoor Courts and associated facilities?* - Okay maybe a step too far!

However a bespoke Indoor facility, as being offered at LMDC **In addition, with 2 Outdoor courts with Lighting on the same site would be massive for us.**

**What would we do with this facility?**

We would move our Full Senior Winter League programme to LMDC. So when the weather takes control we would at least be able to continue with the indoor schedule and not have as many matches to re-arrange. We would all be on one site, which makes organisation and officiating of matches much easier.

This would then free up the courts at BSJ to run a more comprehensive Winter Junior League programme. Weather delays would have less of an impact as Junior League games can be played for shorter periods allowing more time for any re-arranged matches.

Our Island Panthers players would use the indoor court for training and match play, therefore taking full advantage of a "Home" fixture in familiar surroundings.

This would then release more indoor space at other venues to our Clubs Teams for training.

We would anticipate access during our Winter League would be required from:

6.45pm-9.45pm Tuesday & Wednesday

5.30pm-10.00pm each Thursday

Saturday mornings Junior Island training

Saturday and or Sunday for Regional matches, dates to be confirmed.

We would also like to set up a Netball Summer Skills School for our Island Youth to come and learn basic skills from an early age.

**Other wish list items would be:**

Additional seating (Bleacher seats) to take capacity up to 500. I assume Basketball & Volleyball would also require this for Inter Insular Matches and as a possible Island Games venue.

Designated Meeting room.

Electronic Scoreboard on wall opposite spectators.

Wall space/Notice board to put up information about Netball.

**Thank You - Guernsey Netball Association**



## **Appendix 7b**

### **Guernsey Basketball Association working document:**

#### **La Mare de Carteret School – New Sports Facility**

Following the recent meeting and discussions with the project team, sports commission and relevant other sporting associations the following set out the requirements, together with arguments for the new build to be able to cater for National events.

Basketball on the Island is growing rapidly and we currently have a membership of approximately 700 people. This covers all age groups but in particular we are hoping to ensure the long term future of our Junior Future Stars Programme which hosts approximately 160 children every Saturday (Age 5 to 15) and also provide a facility to allow our elite teams to play home matches should the opportunity be presented for us to return to the UK National Leagues.

#### **Basketball History**

- Both Men and Women have played in the UK National League – 2 years for the Men, 3 years for the Women. Both teams were successful to a point but it is the development that is crucial which comes from playing regular competitive games at a higher level.
- Both the Men and Women are regular performers at the Island Games. The Women have participated in 5 Games and won medals at four and are one of Guernsey's top elite Teams.
- The leagues have been running out of Beau Sejour for over 30 years. The Inter Insular is held every other year, also at Beau Sejour but this is no longer fit for purpose – the court is simply too small and does not have the specification to hold National or Island Games, neither do the Baubigny or Les Beaucamps facilities.

#### **Our requirements**

Having use of both the Baubigny School and Les Beaucamps means that basketball is fairly well catered for as far as club and island training is concerned. League games can continue to be played at Beau Sejour or the other schools as necessary but using these facilities for Island Games or National League games is impossible due to the reasons set out above and also, in the case of Baubigny and LBS there is insufficient spectator viewing to host these events.

Having seen the plans for basketball we would make the following comments:

- The stadium plan allows the requirements for a “club” level basketball facility to be built which could accommodate both Island Games and National Level 3 & 4

for men and Level 2 for Women – it is our opinion that this would be sufficient for the future of Guernsey Basketball as we would not expect our teams to play at a level above this. However, if the Women were to play in the top tier of English Basketball, their Association has assured me that this facility would be sufficient.

- The Inter Insular usually attracts 400-500 people which would be too many according to the current plans, however following the discussions with the project team, the Basketball court will have space underneath the proposed balcony seating and in the “Spectator safety (grey) zones” which could also be used for possible spectator seating. Flat chaired seating at either end could be 2 rows deep and accommodate a further 150 people by our calculations.
- The GBA believe that working together with Netball and Volleyball is the way forward and it would appear that the current plans would accommodate all of our needs. Logistics of catering etc can always be managed - the plans make a provision for a kitchen area which we confirm would be more than acceptable for our requirements.
- We are not fully aware of the plans or additional facilities; however separate changing rooms for teams and officials would be necessary. In the case of tournaments, it is usual that 4 changing rooms are provided for teams and 2 for officials (male and female).
- A conference room or pre game room would be a welcome addition – this could double as a classroom.
- Presumably there would also be a first aid / physio room as standard.
- A refreshment area or bar would enhance the site for major events. Although not an absolute requirement, this is a potential revenue stream for clubs and the school / states along with merchandising stalls and ticketing for higher profile games.

### **Our Commitment**

With the number of players currently playing the sport, together with our Island teams and junior leagues and programmes we would provide approximately 20 hours of usage during the week and 12 hours over the weekend. Of course that would virtually use all of the available time and as stated, our training can be split between the other suitable venues. Our usage combined with Netball and Volleyball would be more than sufficient to see usage of a new facility from 6-10 every weekday, 10am-5pm on a Saturday and perhaps 12-6 on a Sunday – that does not include national games, Island Games or Inter Insular games so it is clear that there is demand for this. We would commit to using it as often as it is available and bookings would be season by season and of course we would be more than happy to work with the other sports to ensure all our needs are fairly met.

**Conclusion**

The GBA believe that the development of the new sports facility is a fantastic opportunity for a number of sports to have a “home” on the Island, built to a specification that meets the requirements which allow us to play at our highest level. We therefore confirm that the current plans and suggestions meet those requirements and we are committed to utilising the facility to its maximum whilst working with the other associations in order to provide the most usage and a solid business case to those that make the final decision. This is the type of project which will enhance sport on the Island, allow us to showcase our entire range of opportunities, encourage participation of boys, girls and adults and allow high performers the chance to aspire to play for their Island on a potentially National stage.

Pat Ogier  
GBA President

## **Appendix 7c**

### **Volleyball**

Volleyball is a sport played by two teams on a playing court divided by a net. There are different versions available for specific circumstances in order to offer versatility of the game to everyone.

### **Volleyball in Guernsey**

Volleyball in Guernsey is played from Community level up to Premier Level. The association had 15 teams registered across 3 leagues during the 2013-2014 season. The Guernsey Volleyball Association rules of the leagues, including the dimensions of court and run off follow that of the Federation Internationale De Volleyball (FIVB).

Recently sitting volleyball has been introduced to the island. It is a unique Paralympic sport as abled and disabled bodied people can play with and against each in an all-inclusive environment. Sessions currently run once a week on Saturday mornings 10-11am and have disabled members who attend regularly who would otherwise not be able to partake in sport. The association is trying to develop this all-inclusive sport by starting a league for the forthcoming session. Currently sitting volleyball is played at Beau Sejour however it is played on a court made of the mismatched court marking of badminton and volleyball courts. Although this is adequate for training sessions it would not be ideal for playing league matches.

League matches for standing volleyball occur on Monday evening 7-10pm (mixed leagues) and Friday evening 7-10pm (Mens and Ladies Leagues) and the association holds junior training prior to the mens and ladies leagues on Friday 6-7pm. In addition to these nights most of the 15 teams will train at least once a week, both mens and ladies island training for inter insulars and Island Games will occur normally twice a week and currently sitting volleyball sessions run every Saturday morning 10-11am. Therefore volleyball training facilities are difficult to come by especially during the season which runs from September to April.

As well as league matches the association hold competitions which require facilities for visiting teams and spectators. In October each year the association hosts the Guernsey Volleyball Open Tournament which sees visiting teams from Jersey and the UK play local teams during a three day tournament. Ideally, the association would like to offer visiting teams courts with a shock absorbent floor, home and away changing facilities, seated spectators gallery, café area and water fountain nearby to deliver a similar standard as those found at other tournaments on the mainland. Other competitions which would benefit from these facilities include the Inter Insular and Upton matches against Jersey. These see 200-300 spectators from Guernsey and Jersey coming to support matches during the day. Currently all these competitions are held at Beau Sejour however they cannot provide all the facilities required. For example, seating for spectators is something that Beau Sejour cannot normally provide due to other sports using the other courts where the seating would normally be erected. The flooring at

Beau Sejour it not shock absorbent and does not meet the standards of Volleyball England and FIVB as stated below. This increases the likelihood of injuries due to the high impact when jumping, diving and sliding and the lack of spring in the floor.

Currently mixed, mens and ladies league matches, junior training and some island and club training all take place at Beau Sejour, with some club and island training taking place at Rue Mainguy and St Sampson's High School. Currently the association is restricted to holding league matches and tournaments at Beau Sejour as it is the only facility with multiple courts. However, as Beau Sejour also holds other events such as lifestyle shows, corporate events, other sports events and entertainment which use the sports hall, a number of times during the volleyball season the courts are not available. The only other facility fit for competitive volleyball is St. Sampson's High School which also only has one court, however if another court that met competitive requirements were to be available, some leagues could be split over two venues to utilise the available facilities.

Storage facilities would also be required for nets, posts, referee stands, scoreboards etc.

#### Sample table of events

Competition	Level of play	Frequency	No. of courts needed	Other facilities needed
Mixed Leagues	Club	Weekly (Monday evening, 3hrs)	Min. 2	Storage
Mens and Ladies	Club	Weekly (Friday evening, 3hrs)	Min. 2	Storage
Sitting Volleyball	Community	Weekly (Saturday, 1hr)	1 or 2	Storage Disabled access
Guernsey Open	Premier	Annual (October, 2/3 days)	2 or 3	Seating Changing/shower facilities Canteen
Inter Insular	Premier	Annual (March, 1 day)	1	Seating (200-300) Changing/showers facilities
Training	Club/Premier	Daily	1	Storage

Below are the competitive requirements for volleyball and court dimensions according to Volleyball England and FIVB.

The nature of volleyball is such that the game is not bounded by the dimensions of the court and sufficient space must be allowed around the court to retrieve the ball whilst still in play.

#### Court Dimensions

Playing area is a rectangle measuring 18 x 9 m, surrounded by a free zone which is a minimum of 3 m wide on all sides. For Premier level of play a 5m free zone at the end

of the court is recommended. Indoors, the other major factor is that of uninterrupted clear space above the court i.e. the height of the lowest part of the hall. The parameter of height can vary according to the standard of play but for general competition and training it should be a minimum of 7.6m for national and international level it should be 12.5m.

### Sitting Volleyball

The playing court is a rectangle measuring 10 m x 6 m, surrounded by a free zone which is a minimum of 3 m wide on all sides. The court is divided into two halves 5m x 6m. The free playing space is the space above the playing area which is free from any obstructions. The free playing space shall measure a minimum of 7 m in height from the playing surface. Due to the dimensions of a sitting volleyball court, one standing volleyball court will be able to accommodate at least two sitting volleyball courts.

### Premier level Standing Volleyball court dimensions

Overall Space (m)	28.00 x 17.00 x 7.50									
	Principal Playing Area (m)			Run Offs (m) R/O			Additional area (m)		Specification	
L x W x H	Length	Width	Height	Ends	Sides	Between courts	space for Teams and Officials T/O	Spectator Seating	Flooring	Lighting
28.00 17.00 7.50	18.00	9.00	7.50	5.00	3.00	6.00 or 8.00	2.00	-	Area Elastic	500 lux 0.7 Emin / eav

Source: Volleyball England - Facilities Strategy Technical Guidelines

[http://volleymedia.dyndns.org/docs/Facilities%20Strategy%20\(indoor%20&%20sitting\).pdf](http://volleymedia.dyndns.org/docs/Facilities%20Strategy%20(indoor%20&%20sitting).pdf)

### Lines on the Court

All lines are 5 cm wide. They must be of a light colour which is different from the colour of the floor and from any other lines. For FIVB, World and Official Competitions, the attack line is extended by the addition of broken lines from the side lines, with five 15 cm short lines 5 cm wide, drawn 20 cm from each other to a total length of 1.75 m. The “coach’s restriction line” (a broken line which extends from the attack line to the end line of the court, parallel to the side line and 1.75 metres from it) is composed of 15 cm short lines drawn 20 cm apart to mark the limit of the coach’s area of operation.

### **Lighting**

These recommendations apply equally to Indoor and Sitting volleyball. Volleyball as with all indoor sports requires consistent, glare free lighting. Volleyball is particularly sensitive to direct overhead lighting, especially over the net area. Players frequently have to look up to judge the flight of the ball. Both the positioning and type of lamps are critical. Players need to look up to watch the descent of the ball and lighting in the net area can be blinding if badly placed or inappropriate light sources are used. It is essential to consider lighting early in the design stage so that layout and lamp type can be co-ordinated with the courts and background colours. If used, fluorescent lighting should be set up out of phase to reduce stroboscopic effects of the ball passing before lights. The current recommended lighting levels are 1,000-1,500 lux for play at international level, 500 lux at club and county level and 300 lux for recreational play. In each case the uniformity (minimum to average) ratio should be a minimum of 0.7. Technical guidance notes produced by the English Sports Council recommend that the levels for multi-purpose halls should also be increased to 500 lux, and the fittings switched to provide for 2 or 3 lower levels of illumination.

### **Heating and Ventilation**

The temperature should not be below 10°C for any level of play with the minimum for International competitions being no lower than 16°C and the maximum no higher than 25 °C.

### **Flooring**

Volleyball is a contact sport in so far as players will fall or dive onto the floor to play balls as part of the normal game. They also will jump and land frequently during the attacking phase of the game. Selection of a suitable flooring material for volleyball is important at the design phase. The composition and surface of the floor is a key element in the sport and its importance must not be underestimated. The floor may be made of wood or synthetic material. Shock absorption in the floor construction is critical in the prevention of injuries, as is a high degree of elasticity and energy restitution. Point elasticity as well as area elasticity is important. The very minimum requirement would be the New European Sports Flooring Standard - EN 14904 which supersedes BS 7044. The main aims in volleyball are to hit the ball down into the opponents' court and defensively to prevent the ball from touching the floor. In so doing the players will come into contact with the floor with more than one part of the body when retrieving the ball. It must, therefore, provide not only a shock absorbent platform but also a safe surface which is designed to take into account contact with skin and playing uniform. The floor should not be slippery or abrasive, and if wooden it must be splinter proof. The frictional qualities of the floor need to be such that it will allow for firm footing, but also for diving, sliding without abrasive skin contact. The floor will require flush-fitting sockets to receive and secure the posts and no other intrusions into the playing surface should be allowed.

Roll down polymeric sheets are used when setting up temporary courts in large arenas for National and International matches. Special care and training is required in the laying of temporary courts for major events to ensure a secure even surface, and account must be taken of the weight of the flooring, to minimise risk to the floor layers. Taraflex



Sport M and Taraflex Sports Performance flooring are approved by the FIVB and are recognised by Volleyball England as providing a suitable surface.

## Summary

Due to the number of courts needed for leagues matches and tournaments LMDC sports hall would not be able to accommodate such competitions for volleyball. However as a venue for larger games where only one court would be needed and spectators were likely to attend, such as Inter Insulars and Upton's matches this could be very beneficial especially if a shock absorbent sprung floor and spectator seating were to be included in the plan. Although we understand this would only be used annually the facility could also be widely used for training, from club to island level all year round. In addition to this, if sitting volleyball courts lines were to be included in the plan with good disabled access to the facility this could expedite the development and advancement of the sport. With the opportunity of up to two sitting volleyball courts in the hall there would be potential to hold sitting volleyball weekly leagues and training as well as tournaments at LMDC.

## References

- **FIVB Official Rules 2013-2016**  
[http://www.fivb.org/EN/Refereeing-Rules/documents/FIVB-Volleyball\\_Rules2013-EN\\_V08\\_20130516.pdf](http://www.fivb.org/EN/Refereeing-Rules/documents/FIVB-Volleyball_Rules2013-EN_V08_20130516.pdf)
- **Volleyball England – Facilities Strategy Technical Guidelines**  
[http://volleymedia.dyndns.org/docs/Facilities%20Strategy%20\(indoor%20&%20sitting\).pdf](http://volleymedia.dyndns.org/docs/Facilities%20Strategy%20(indoor%20&%20sitting).pdf)
- **Volleyball Guernsey**  
<http://www.volleyballguernsey.com/>

## Appendix 7d



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25<sup>th</sup> September 2014

Dear Deputy Sillars,

I am writing to you to express the Culture and Leisure Department's support for the proposed indoor sporting facilities at the new La Mare de Carteret High School. The proposals complement the Department's aspirations and would provide significant benefits to sports development in the Island. They are also in line with the Environment Department's Land Use objectives to target existing facilities and school sites in meeting the Island's needs for sporting facilities.

The Culture and Leisure Department is very pleased that the Education Department is thinking beyond its own mandate in regard to this development, and we share that commitment to ensuring that the broader objectives of the States also form an important consideration.

One of the published strategic aims of the States is to "*protect and improve the quality of life of Islanders*". While the Culture and Leisure Department has various roles that contribute to this aim, listed below are the specific objectives that are relevant in this particular context:

**DEVELOP RECREATIONAL AND SPORTING OPPORTUNITIES FOR ALL**

- Increase participation in sport and leisure activities across the island.
- Encourage and support the pursuit of excellence in leisure and sport activities.

**PROMOTE GUERNSEY AS A UNIQUE CULTURAL, ARTS AND SPORTING VENUE**

- Meet the objectives for Guernsey's participation in the Island Games and Commonwealth Games.
- Support local individuals and teams to continue to successfully compete in regional, national and international competition.
- Encourage successful sports teams and individuals to act as role models within the Island and ambassadors externally.

## CREATE ISLAND PRIDE

- Support and recognise local individual and teams competing in regional, national and international competition.
- Celebrate the sporting and cultural achievements of local people.
- Provide effective and high quality spectator opportunities to local sporting events.

There is no doubt that sports with access to bespoke quality facilities, at the times they require them, are able to attract greater levels of participation and achieve higher levels of performance. To this end, the Department has supported private sector initiatives for the development of sporting facilities, as well as entering into public-private partnership arrangements. However, the provision of indoor facilities of an appropriate standard has been a constant challenge, primarily because of the significant investment required in terms of finance and suitably accessible sites.

The proposals provide a significant focus on provision for club and match level play for netball, basketball and volleyball. The three sports currently play at venues which do not meet the full requirements of their governing bodies for competition and face difficulties with securing suitable court time; the proposed La Mare de Carteret facilities would alleviate these limits on sports development and relieve the pressure on other venues in the Island such as Beau Sejour, to the benefit of other sports and activities. **The Culture and Leisure Department cannot currently envisage an alternative, better value, option that would secure the minimum required standard of facilities for these three sports.**

The Education Department's commitment to sizeable spectator accommodation, which will allow the full cultural and social benefits of sport to be realised, is welcomed. We share the view that sporting competition within school facilities serves to inspire young people and generate greater interest in sport.

The provision of competition level sporting facilities with spectator and match play amenities will also serve the Island well in light of Guernsey being asked to host the Island Games; the proposed facilities at La Mare de Carteret would meet the needs for volleyball or basketball competition, securing their inclusion in future Games.

Overall, the proposed facilities represent a key step in opening up school venues to the wider community. As detailed, they support sports development in the Island and help underpin the aims of the Culture and Leisure Department and the wider objectives of the States.

Yours sincerely

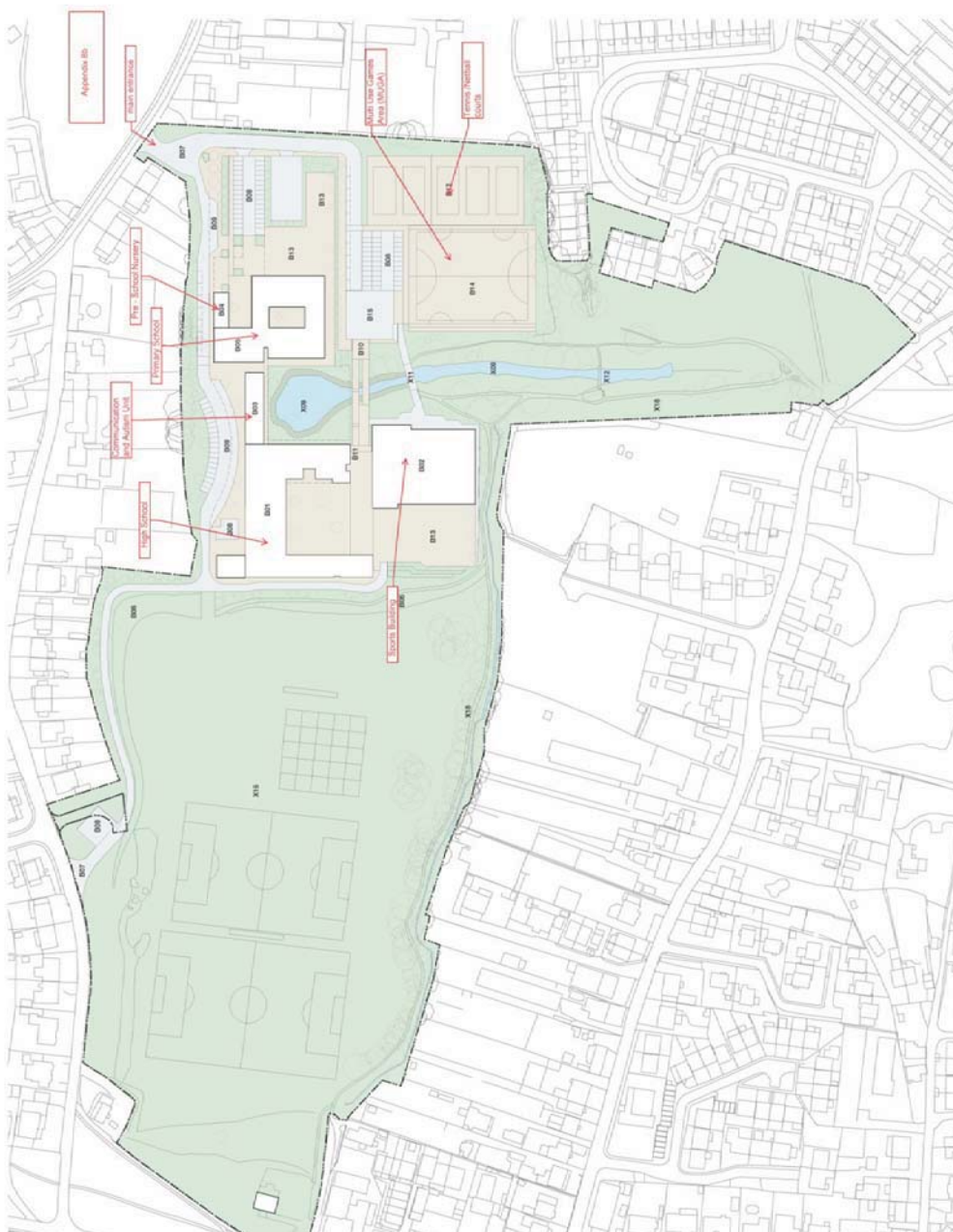


Deputy Mike O'Hara  
Minister, Culture and Leisure Department

**Appendix 8a****Current Site Plan**

## Appendix 8b

### Proposed New Site Plan





## Appendix 8c

### Completed Layout Model (3D)



## Appendix 9

## La Mare de Carteret Cost Plan as at 30th July 2014

Appendix 9



## LA MARE DE CARTERET SCHOOLS, GUERNSEY - STAGE 2 COST UPDATE

30-Jul-14

## COST PLAN INCORPORATING POTENTIAL VALUE ENGINEERING IDENTIFIED TO DATE

## COMPARISON WITH CAPITAL PRIORITISATION REPORT - BASE OPTION

## BREAKING OUT CAS, PRE-SCHOOL AND ENHANCED SPORTS HALL

Capital

Prioritisation

Report

SITE STUDY 5

SCHEME COSTS

AS SOC 3rd Qtr

2013

COST UPDATE

3rd Qtr 2014

(Inflation

Review)

INFLATION

DISTRIBUTION

FOR

COMPARISON

TOTAL WITH

INFLATION TO

JULY BASE DATE

STAGE 2 COST

PLAN UPDATE

INCLUDING

VALUE

ENGINEERING -

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## Total Construction Cost Rounded

## External Works &amp; Drainage

Abnormals

## Sub Total

Professional Fees

FFE and ICT

Design Risk @ 3%

Pricing Risk @ 2%

Post Contract Change Management Allowance @ 3%

## Sub Total

Risks and Variants

## Total Project Cost Excluding Central Costs

Central Costs

## TOTAL PROJECT COSTS

Inflation from October 13 base date to 3rd Qtr (Present Day)

## Total Present Day Cost Comparison (Base date June 2014)

INFLATION (Based on BCIS) to completion July 2018

## TOTAL PROJECT COST INCLUDING INFLATION

5% GST

Additional 1 year on programme (inflation effect)

High School	20,295,700	18,644,208	18,644,208	630,610	19,274,818	18,676,139	
Sports Hall	6,795,600	5,887,593	5,887,593	199,138	6,086,731	6,484,145	
CAS & Pre-school	Included	Included	Included	Included	Included	735,886	
Primary School	8,085,000	7,871,468	7,871,468	266,239	8,137,707	7,906,647	
Energy Centre	Included	Included	Included	Included	Included	Included	
<b>Total Construction Cost Rounded</b>	<b>35,500,000</b>	<b>32,403,269</b>	<b>32,403,269</b>	<b>1,095,987</b>	<b>33,499,256</b>	<b>33,802,817</b>	<b>303,561</b>
External Works & Drainage	6,390,000	12,194,360	12,194,360	412,454	12,606,814	12,159,930	
Abnormals	1,775,000	Included	Included	Included	Included	Included	
<b>Sub Total</b>	<b>43,665,000</b>	<b>44,597,629</b>	<b>44,597,629</b>	<b>1,508,441</b>	<b>46,106,070</b>	<b>45,962,747</b>	<b>-143,323</b>
Professional Fees	6,549,750	4,500,000	4,500,000	152,205	4,652,205	4,715,000	
FFE and ICT	3,056,550	2,917,250	2,917,250	98,671	3,015,921	3,007,750	
Design Risk @ 3%	2,183,250	3,568,022	3,568,022	120,682	3,688,705	1,378,882	
Pricing Risk @ 2%	Included	Included	Included	Included	Included	919,255	
Post Contract Change Management Allowance @ 3%	Included	Included	Included	Included	Included	1,378,882	
<b>Sub Total</b>	<b>55,454,550</b>	<b>55,582,902</b>	<b>55,582,902</b>	<b>1,880,000</b>	<b>57,462,901</b>	<b>57,362,517</b>	<b>-100,384</b>
Risks and Variants	8,318,182	0	0	0	0	0	
<b>Total Project Cost Excluding Central Costs</b>	<b>63,772,732</b>	<b>55,582,902</b>	<b>55,582,902</b>	<b>1,880,000</b>	<b>57,462,901</b>	<b>57,362,517</b>	<b>-100,384</b>
Central Costs	2,577,000	2,077,000	2,077,000	0	2,077,000	2,077,000	
<b>TOTAL PROJECT COSTS</b>	<b>66,350,000</b>	<b>57,660,000</b>	<b>57,660,000</b>	<b>1,880,000</b>	<b>59,540,000</b>	<b>59,440,000</b>	<b>-100,000</b>
Inflation from October 13 base date to 3rd Qtr (Present Day)		1,880,000	1,880,000	0	0	Included	
<b>Total Present Day Cost Comparison (Base date June 2014)</b>		<b>59,540,000</b>	<b>59,540,000</b>	<b>1,880,000</b>	<b>59,540,000</b>	<b>59,440,000</b>	<b>-100,000</b>
INFLATION (Based on BCIS) to completion July 2018		4,710,000	5,070,000	5,070,000	5,070,000	5,140,000	
<b>TOTAL PROJECT COST INCLUDING INFLATION</b>		<b>64,250,000</b>	<b>64,610,000</b>	<b>10,140,000</b>	<b>64,610,000</b>	<b>64,580,000</b>	<b>-30,000</b>
5% GST		-	-	-	-	3,230,000	
Additional 1 year on programme (inflation effect)		2,750,000	2,750,000			2,750,000	



### Assumptions

Areas based upon Capital Prioritisation Document target areas which differ from actual areas drawn  
 Target area for Primary School, Pre School at 2,695m<sup>2</sup> plus CAS 150m<sup>2</sup>.  
 Target area for Sports Building at 2,277m<sup>2</sup>  
 Target area for Secondary School 6,547m<sup>2</sup>  
 Assumes one contract on a Design & Build Basis with sectional completion  
 Figures include an allowance for asbestos removal up to £250,000  
 Assumes Primary, Secondary School and Sports Hall Started 2nd Qtr 2015 and completed 3rd Qtr 2017  
 External works and MUGA completed July 2018  
 Assumes all works completed by July 2018  
 Inflation calculated on BCIS Pubsec Inflation Update 17 June 2014  
 Central costs reduced on instruction from client to £2,077,000  
 Base Date 3rd Qtr 2014  
 Allowance of 50% windows to brickwork elevations  
 Gabion Solution to bund

### Basis

Design Engine Architects Stage 2 Report dated 11 July 2014  
 Buro Happold M&E Stage 2 Report dated 11 July 2014  
 Buro Happold Structural Design dated 11 July 2014  
 Coe Design Landscape Architects Report dated 11 July 2014  
 Brickwork allowance at £450 per 1,000  
 Value Engineering incorporated within costs

### Exclusions

No allowance for works to running track or football pitch. It is assumed that these are white lines on existing grass field  
 No allowance for removal of ground contamination  
 Land Purchase  
 Temporary Accommodation  
 Project Hut  
 Works outside the boundary of the site  
 Section 106 / 278 Agreements  
 GST or other taxes  
 Previously Written off Costs  
 Archeology and associated works  
 No allowance for works to sea defences  
 No allowance for green roof  
 Reconstituted Brickwork  
 Blinds  
 Storage Cupboards  
 Lockers  
 Existing substation relocation and cable diversion to existing housing estate  
 Access gantry to sports hall  
 New fibre link (assumes existing link extended to energy centre  
 New pumping station  
 Mechanical smoke extract and/or fire rated ductwork systems.  
 Stair/lift lobby pressurisation.  
 Hose reels and wet risers.  
 Gas extinguishing systems and pre-action sprinkler systems.  
 Greywater separate pipework or recycling system.



**LA MARE DE CARTERET SCHOOLS, GUERNSEY - BUDGET COSTINGS**  
**BASE OPTION - ALL BUILDING AT GROUND LEVEL**

## SITE STUDY 5

[illegible]

## AREAS BASED ON TARGET AREAS

Primary School Area GIA m <sup>2</sup>	2,482 m <sup>2</sup>	Original area 2,695m <sup>2</sup> less energy centre allowance at 113m <sup>2</sup> , less nursery at 130m <sup>2</sup> (but add back as
Secondary School Area GIA m <sup>2</sup>	6,361 m <sup>2</sup>	Original was 6,547m <sup>2</sup> but contribution to energy centre at 186m <sup>2</sup>
Sports Building Area GIA m <sup>2</sup>	2,277 m <sup>2</sup>	As target
SEN & Nursery Area GIA m <sup>2</sup>	230 m <sup>2</sup>	As current drawing
Energy Centre	319 m <sup>2</sup>	
<b>TOTAL</b>	<b>11,669 m<sup>2</sup></b>	



Notes on inflation calculation

Overall completion Sept 2018  
Based on BCIS PubSec TPI  
Based on JLL Programme Dated 23.6.14  
Base date reset at 3rd Qtr 2014

Inflation Calculation Primary, Secondary and Sports										Inflation to date which has been incorporated into the latest cost plan																							
BCIS					G&T TPI 2nd Qtr 2014					AECOM					EC Harris London					Sweett London					Mean		Median						
Inflation Calculation		Months	Total	Mths	Rate	%	Total	Months	Total	Mths	Rate	%	Total	Months	Total	Mths	Rate	%	Total	Months	Total	Mths	Rate	%	Total	Months	Total	Mths	Rate	%	Total		
Inflation to date incorporated into current cost plan																																	
Oct 2013 - Dec 2013		3	12	4.3	1	1.08		3	12	4.0	1.0	1.00		3	12	3.6	1.0	0.90		3	12	4.0	1.0	1.00		3	12	4.0	1.0	1.00			
Jan 2014 - June 2014		6	12	5.2	1	2.60	<u>3.68</u>	6	12	5.0	1.0	2.50	<u>3.50</u>	6	12	3.6	1.0	1.80	<u>3.00</u>	6	12	4.0	1.0	2.00	<u>3.00</u>	6	12	3.8	1.0	1.90	<u>2.90</u>	<u>3.16</u>	<u>3.50</u>
Inflation to Completion Main Works																																	
July 2014 - Dec 2014		6	12	5.2	1	2.60		6	12	4.0	1.0	2.00		6	12	3.6	1.0	1.80		6	12	4.0	1.0	2.00		6	12	4.5	1.0	2.25			
Jan 2015 - May 2015		5	12	4.5	1	1.88		5	12	4.5	1.0	1.88		5	12	4.3	1.0	1.79		5	12	6.1	0.5	1.27		5	12	4.5	1.0	1.88			
June 2015 - Dec 2015 (Start on site June 2015)		7	12	4.5	0.5	1.31		7	12	4.5	0.5	1.31		7	12	4.3	0.5	1.25		4	12	4.0	0.5	0.67		7	12	4.0	0.5	1.17			
Jan 2016 - Dec 2016		12	12	4.5	0.5	2.25		12	12	4.5	0.5	2.25		12	12	4.8	0.5	2.40		12	12	4.0	0.5	2.00		12	12	4.5	0.5	2.25			
Jan 2017 - July 2017		7	12	4.5	0.5	1.31		7	12	4	0.5	1.17	<u>8.60</u>	7	12	5.0	0.5	1.46	<u>8.70</u>	7	12	4.0	0.5	1.17	<u>7.10</u>	7	12	4.5	0.5	1.31	<u>8.85</u>	<u>8.52</u>	<u>8.70</u>
Total Inflation Calculation																																	
Inflation Calculation External Works																																	
July 2013 - Dec 2013		3	12	4.3	1	1.08		3	12	4.0	1.0	1.00		3	12	3.6	1.0	0.90		3	12	4.0	1.0	1.00		6	12	4.0	1.0	2.00			
Jan 2014 - June 2014		6	12	5.2	1	2.60		6	12	5.0	1.0	2.50	<u>3.50</u>	6	12	3.6	1.0	1.80	<u>2.70</u>	6	12	4.0	1.0	2.00	<u>3.00</u>	6	12	3.8	1.0	1.90	<u>3.90</u>	<u>3.36</u>	<u>3.50</u>
Inflation to Completion External Works																																	
July 2014 - Dec 2014		6	12	5.2	1	2.60		6	12	4.0	1.0	2.00		6	12	3.6	1.0	1.80		6	12	4.0	1.0	2.00		6	12	4.5	1.0	2.25			
Jan 2015 - May 2015		5	12	4.5	1	1.88		5	12	4.5	1.0	1.88		5	12	4.3	1.0	1.79		5	12	6.1	0.5	1.27		5	12	4.5	1.0	1.88			
June 2015 - Dec 2015 (Start on site June 2015)		7	12	4.5	0.5	1.31		7	12	4.5	0.5	1.31		7	12	4.3	0.5	1.25		4	12	4.0	0.5	0.67		7	12	4.0	0.5	1.17			
Jan 2016 - Dec 2016		12	12	4.5	0.5	2.25		12	12	4.5	0.5	2.25		12	12	4.8	0.5	2.40		12	12	4.0	0.5	2.00		12	12	4.5	0.5	2.25			
Jan 2017 - Dec 2017		12	12	4.5	0.5	2.25		12	12	4	0.5	2.00		12	12	5.0	0.5	2.50		7	12	4.0	0.5	1.17		12	12	4.5	0.5	2.25			
Jan 2018 - July 2018		7	12	4.5	0.5	1.31		7	12	3.5	0.5	1.02	<u>10.46</u>	7	12	5.0	0.5	1.46	<u>11.20</u>	7	12	4.0	0.5	1.17	<u>8.27</u>	7	12	4.5	0.5	1.31	<u>11.10</u>	<u>10.53</u>	<u>11.20</u>
Total Inflation Calculation																																	
Inflation Calculation																																	

## Appendix 10

## La Mare de Carteret Schools - Stage C Programme

[illegible]

## **Appendix 11**

### **La Mare De Carteret Schools**



#### **RIBA Stage 2 Cost Plan - Value For Money Review**

This report has been prepared to show that 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 will review each cost element of the budget against Les Beaucamps School and Baubigny Schools (where appropriate). The report will also review costs against similar UK projects delivered by G&T LLP and also against current Education Funding Agency projects and funding allocations.

#### **1. Building Costs**

G&T LLP has used Les Beaucamps High School as the main basis for reviewing and benchmarking costs. We have undertaken a detailed review of costs on Les Beaucamps which are attached to this report in appendix B.

Taking the building elements for Les Beaucamps School excluding abnormals, swimming pool plant/tank and external works gives a figure of £24.8m for building works. The total area for Les Beaucamps School is 8,783m<sup>2</sup>, this gives a cost per m2 of £2,823/m2. If this figure is inflated from September 2013 to date (Pubsec indices 189 to 200) we get an inflation allowance of 5.9% which when added to the construction cost comes to an allowance of £2,989/m2 for direct comparison with La Mare building works

La Mare building works come to a total of £33.8m. Based on the area of 11,669m2, this equates to £2,896/m2. This figure is directly comparable to Les Beaucamps School at £2,989/m2.

On a like for like basis the EFA rate for the above excluding external works, abnormals and fees, but uplifting for location factor at 1.20 (London) and adding inflation from EFA base at 182 to 200 (3<sup>rd</sup> Qtr 2014), a comparable UK figure based on contractor (delivery led approach and EFA specification is £1,797/m2. This would give a % uplift on La Mare de Carteret of 40%. This does not take account of the recent 15% uplift we have had to inject into EFA funded projects to make them attractive in the current market. If this were added the present comparator would be £2,066 which would give a difference of 29% between EFA projects and the current La Mare costing. This approach is very much delivery driven whereby a contractor is given a sum of money to deliver requirements within a strict area schedule and set specification. Many projects follow a modular approach to achieve these rates. G&T LLP experience is that further funding is often required for items such as piling, carbon reduction and



other abnormals, which could add as much as another 10% to the figures reported above.

Where projects are being procured on a design led approach in the UK this figure is currently nearer £2,339/m<sup>2</sup> or 20% less than in Guernsey. At 20% this is in line with G&T LLP previous reviews which show a 23% uplift between UK construction and Guernsey based on a design led approach. A summary analysis of these figures is included in Appendix C.

G&T LLP review shows that La Mare de Carteret costs at the current rate offers good value when compared to projects in Guernsey. When compared with the following similar projects in the UK the project also compares favourably with the estimated cost difference against the following schools:

1. Brumby School, Scunthorpe
2. Sidney Stringer Academy, Coventry
3. Cardinal Wiseman, Ealing
4. Melior School, Scunthorpe
5. Lagatum Academy, Olympic Site, London
6. Stoke Newington School, Hackney
7. Dormer Wells School, Ealing
8. Deptford Green School, Lewisham
9. Clapton Technology College, Hackney
10. Prendergast School, Lewisham
11. Hackney Free School
12. Henrietta Barnet School, Hampstead, London
13. Holland Park School

All figures are reviewed to a South East Location Factor and costs updated to 3<sup>rd</sup> Quarter 2014. This information has been tabulated in the form of a graph (appendix D) showing clearly that La Mare de Carteret is value for money against appropriate benchmarks and in comparison to UK delivered schools when G&T LLP suggested uplift of 20 – 23% is added to the figures.

## **2. External Works and Abnormals**

La Mare de Carteret External Works and Abnormals are estimated at £12.16m which equates to £1,042/m<sup>2</sup> based on the building area. This figure is high due to the total usable area of the site and the need for including bridges over the pond, a bund for flood defence, tennis courts relocation for club use, and a carriageway on site. There are also a number of service diversions and upgrades required. We estimate that these items equate for approximate £2.6-£3m of external work costs or £220/m<sup>2</sup> – 260/m<sup>2</sup> of the above allowance. To get a direct comparison with Les Beaucamps and Baubigny Schools it is necessary to review costs against a usable site area.

Les Beaucamps external works and abnormals totalled £5.45m but there was also a significant element of contingency (approximately £250,000) spent on asbestos removal. Reviewing on a usable site area basis gives £132/m<sup>2</sup>. Baubigny Schools External works and abnormals equated to approximately £10.7m and included external works and drainage, link road and traffic junctions, sewer upgrade, lagoon infilling works, raising levels to the site and a pumping chamber. If we were to uplift this to today's prices we would need to add 20% giving a total figure of £12.88m, which equates to a cost per m2 on usable site area of £183/m<sup>2</sup>.

When costs are reviewed against total usable site area it can be seen that La Mare de Carteret Schools is better value than Baubigny Schools and directly comparable with Les Beaucamps School at £131/m2. G&T LLP can confirm that given the site issues to be overcome that the current scheme as costed offers excellent value for money.

	School Area m <sup>2</sup>	Useable Site Area m <sup>2</sup>	£/m <sup>2</sup> based on usable site area	Ratio of site area for every 1m <sup>2</sup> of school
La Mare De Carteret Schools	11,669	93,011	£131/m2	7.97
Baubigny Schools	13,130	70,080	£183/m2	5.34
Les Beaucamps	8,783	41,466	£132/m2	4.72

### 3. Preliminaries

Preliminaries are estimated at 13% based on their being one contract with phased / sectional completion. For comparison Les Beaucamps was 11%. Given current market conditions and returns G&T LLP have uplifted this allowance to ensure that main contractor preliminaries support the required level of staffing, programme management and design management required on a project of this nature. Baubigny Schools preliminary costs were between 11 and 12% from figures provided. UK schools currently being delivered vary between 11% and 15% preliminaries. G&T LLP can confirm that at 13% preliminaries provide value for money to SED.

### 4. Overheads & Profit

Overheads and Profit have been included at 5.5% based on current market conditions. In the UK we would estimate a figure of between 3 – 5% on a project of this size and nature. For comparison Baubigny Schools was 5% and Les Beaucamps School was 4.5%.

### 5. Contingency / Risk Allowance

We have broken contingency / risk allowances down into design risk, pricing risk and post contract change control. These have been developed and should be read in conjunction with the current risk register. Design and pricing risk is estimated at 5% and is not unusual for a project at RIBA Stage 2 design. On equivalent projects in the UK we would normally hold an allowance of between 7% - 10% at this stage. However a number of risks such as asbestos and



demolition have been priced based on Les Beaucamps rates and included in abnormals along with a significant allowance for service diversions.

Post contract change management allowance has been set at 3% in line with that set on Les Beaucamps and based upon G&T LLP report on change control expenditure on this project. Expenditure on change control averages out on UK projects based on a design and build form of Contract at between 2% and 3%.

## **6. Professional Fees**

Profession fees for La Mare de Carteret are currently estimated at £4,715,000. This equates to 10.3% of the overall construction budget. For comparison Les Beaucamps fees (client direct plus novated) equated to 11.1% of construction cost and Les Nicolles fees for comparison (client direct plus novated) were 13%.

The EFA allow 12% for fees on all of their projects, at 10.3% La Mare de Carteret fees compare favourably. G&T LLP can also confirm that this compares favourably with UK schemes where allowances of 10 -13% are being delivered on similar sized schemes.

It can be deduced from the above that La Mare De Carteret fees as currently estimated offer SED good value for money and have been driven down as the overall programme of new schools has been delivered.

## **7. FFE & ICT**

FFE and ICT allowance is currently £3m which equates to £258/m<sup>2</sup> based on the current areas. This compares favourably with rates G&T LLP are currently delivering in UK schools at between £200/m<sup>2</sup> and £250/m<sup>2</sup>.

EFA rates for FFE and ICT based on funding received is on average £220/m<sup>2</sup> excluding ICT infrastructure (cabling and patch panels), which is funded at an additional £40/m<sup>2</sup>. We have excluded this allowance from our comparison as we have included infrastructure cabling within the main works contract.

For comparison Les Beaucamps School was delivered within an allowance of £250/m<sup>2</sup>. We do not have the figures to compare Baubigny Schools but from review of other UK and Guernsey projects we believe that this level of allowance offers SED good value as it will also cover decant costs.

## **8. Inflation**

Inflation calculations have been prepared based upon BCIS Public Sector Tender Price Index of Public Sector Building Non Housing and included based upon the current programme for delivery of the complete scheme by July 2018. We have reviewed other issued tender price indices for comparison as part of this review. Inflation on the majority of construction works between now and July 2018 and based on a mid point of construction is approximately 9.35%. Overall inflation from now to completion is estimated at a total cost of £5,140,000.

All cost data used in this evaluation has been uplifted based on the BCIS inflation index update issued on 17 June 2014.



# **THE STATES OF GUERNSEY EDUCATION DEPARTMENT AND STATE PROPERTY SERVICE**

## **LA MARE DE CARTERET SCHOOLS**

### **Stage 2 Life Cycle Cost Report**

August 2014

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## VERSION CONTROL

**Figure 1 - Version Control Table**

Version Number	Date Issued	Originator	Distribution	Comments
V0.1	19-08-14	Yemi Akinwonmi	Chris Jeffers	Internal QA process
V1.0	26-08-14	Yemi Akinwonmi	Ian Ingram, G&T	Stage 2 LCC Report

## DISCLAIMER

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## 1. EXECUTIVE SUMMARY

The tables below provide a summary of the findings of this report:-

### 1.1 Overall Life Cycle Costs

**Figure 2 – Executive Summary – Stage 2 Life Cycle Costs**

Design Stage	Summary of Costs Primary School, SEN & Nursery (including Energy Centre & External Works Split)	25 Years	60 Years
		Current	Current
2	<b>Total Life Cycle Cost</b>	<b>£ 16,837,395</b>	<b>£ 28,072,327</b>
	<b>Life Cycle Cost Detail</b>	<b>25 Years</b>	<b>60 Years</b>
	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
	<b>Totals</b>	<b>£ 16,837,395</b>	<b>£ 28,072,327</b>

Design Stage	Summary of Costs Secondary School & Sports Building (including Energy Centre & External Works Split)	25 Years	60 Years
		Current	Current
2	<b>Total Whole-Life Cost</b>	<b>£ 47,725,860</b>	<b>£ 79,635,431</b>
	<b>Life Cycle Cost Detail</b>	<b>25 Years</b>	<b>60 Years</b>
	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
	<b>Totals</b>	<b>£ 47,725,860</b>	<b>£ 79,635,431</b>

### 1.2 Total Life Cycle Replacement Costs

The table below shows the summary of the life cycle replacement costs based on the current Stage 2 design over a 25 and 60 year review period, a more detailed breakdown is provided within the main report



Design Stage 2	Primary School, SEN & Nursery (including Energy Centre & External Works Split)			
La Mare De Carteret Schools	2,872m <sup>2</sup>			
	£/m <sup>2</sup> @25yrs	£/m <sup>2</sup> @60yrs	25 Year Cost	60 Year Cost
Life Cycle Costs	£33.13	£49.82	£2,378,726	£8,585,020

Design Stage 2	Secondary School & Sports Building (including Energy Centre & External Works Split)			
La Mare De Carteret Schools	8,798m <sup>2</sup>			
	£/m <sup>2</sup> @25yrs	£/m <sup>2</sup> @60yrs	25 Year Cost	60 Year Cost
Life Cycle Costs	£31.23	£44.27	£6,868,321	£23,371,505

### 1.3 Total Operation and Maintenance Costs (Facilities Management)

The table below shows the summary of the Facilities Management (FM) costs at Stage 2.

Design Stage 2	Primary School, SEN & Nursery (including Energy Centre & External Works Split)			
LA MARE DE CARTERET SCHOOLS	2,872m <sup>2</sup>			
	£/m <sup>2</sup>	Annual Cost	25 Year Cost	60 Year Cost
FM Costs	£46.99	£143,675	£3,591,884	£8,620,522

Design Stage 2	Secondary School & Sports Building (including Energy Centre & External Works Split)			
LA MARE DE CARTERET SCHOOLS	8,798m <sup>2</sup>			
	£/m <sup>2</sup>	Annual Cost	25 Year Cost	60 Year Cost
FM Costs	£46.99	£440,183	£11,004,563	£26,410,950

## 2. INTRODUCTION

Gardiner and Theobald Facilities Management Consultancy (GTFM) has completed the Life Cycle Cost analysis and Facilities Management Cost review for the redevelopment of the La Mare De Carteret (LMDC) Schools in Guernsey with study periods of 25 and 60 years.

Our report considers costs associated with delivery of hard and soft facilities services, estimated utilities expenditure and life cycle replacement costs over a 25 and 60 year period and is intended to meet the following objectives:

- To help achieve the financial, sustainability and operational benefits to be derived from following the principles of industry best practice Life Cycle analysis through the design development; and
- To enable the States of Guernsey Education Department to budget for the operational costs of the facility over the next 25 and 60 years.

This report sets out the methodology and subsequent analysis used to satisfy the above objectives.

The figures contained within this report show the final results of the Life Cycle Replacement Costs and FM Cost Analysis based on the design and understanding of operational requirements at Design Stage 2 (formerly RIBA Stage C). It also includes estimated utilities costs provided by Buro Happold.

The life cycle analysis has been based upon the cost information provided, with the allocation of funds and allowances predicated by the level of detail established within the cost plans and the design data provided at the time of the study.

Design Stage	Outputs / Deliverables
1(A/B)	<b>Feasibility Study Critical Appraisal – Life Cycle</b> Provision of Life cycle guidance on key building elements to consider for options analysis, with strategic review of lifecycle impacts of each. Summary of Life cycle impact of options considered as part of feasibility study
2(C)	<b>Project Specific Life Cycle</b> Analysis and estimation of the following Life cycle Costs: <ul style="list-style-type: none"> <li>• Construction</li> <li>• Utilities Benchmark</li> <li>• Life cycle Replacement</li> <li>• Maintenance Benchmark (£/m<sup>2</sup>)</li> </ul>
2(C)	<b>Report and Cost Summary for Life Cycle Cost Analysis</b>

The construction industry uses many terms and varying definitions within the realm of life cycle costing. For ease of reference, we have provided a glossary of terms (Appendix B), as they have been applied to this report.

This report sets out the methodology and subsequent analysis used to satisfy the objectives below and the final results of the cost analysis at **Stage 2**.

## 2.1 Project Overview & Objectives

It is our understanding that The States of Guernsey Education Department and State Property Services aim to achieve the following objectives with regards to the La Mare De Carteret redevelopment;

- Replacement of the existing high school facilities for up to 600 11-16 age pupils;
- Replacement of the existing two-form entry primary school facilities for up to 420 4 -11 age pupils;
- Replacement of the existing co-provisioned nursery unit for approximately 30 children aged 3 - 4;
- Provision of a county/national competition level indoor sports facilities within the schools' new sports facilities;
- Relocation of the Communication and Autism Support Service facilities within the two schools;
- Provision of community facilities for families and the older generation within the schools and sports.

The schools are planned to be operational by no later than 2017 to meet the start of the academic year and they will be designed to provide flexibility to allow for future expansion of the facilities and curriculum and technology changes over the buildings' projected minimum life expectancy of 60 years.

Our analysis is in some way reliant on data and information provided by others, the details of which are summarised in the table below.

**Figure 3 – Information / Documentation used**

Design Stage	Information / Documentation	Provided By	Dated
1	N/A	N/A	N/A
2	Cost Plan	Gardiner & Theobald London	Aug 14
2	LMDC Stage 2 Report	Design Engine	Jul 14
2	Utilities Information	Buro Happold	Jul 14

We have provided a table below which provides further details of the source of costs that we have included and the assumptions we have made.

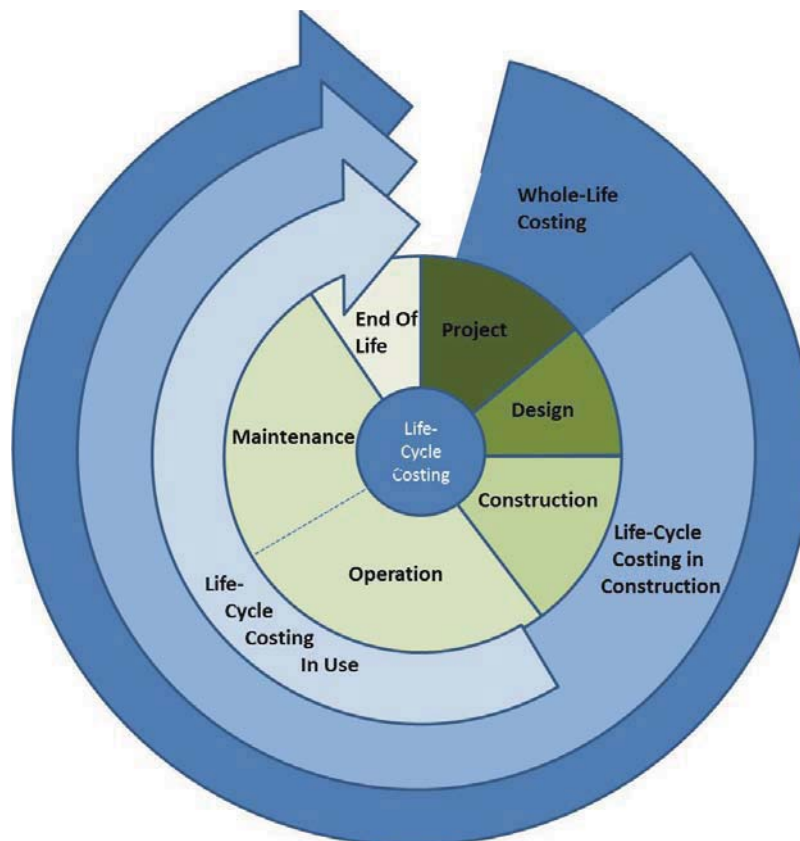
COST TYPE	WHOLE LIFE COST ELEMENT	INCLUDED?	DATA SOURCE
Construction Asset	Construction Cost	Yes	G&T
Life Cycle Costs (LCC)	Replacement of Major Systems	Yes	GTfM
	Redecoration	Yes	GTfM
Facilities Management (FM) Costs	Hard FM Costs	Yes	GTfM Benchmark Data
	Planned Maintenance	Yes	GTfM Benchmark Data
	Reactive Maintenance	Yes	GTfM Benchmark Data
	Grounds Maintenance	Yes	GTfM Benchmark Data
	Soft FM Costs	Yes	GTfM Benchmark Data
	Caretaking	Yes	GTfM Benchmark Data
	Cleaning	Yes	GTfM Benchmark Data
	Waste	Yes	GTfM Benchmark Data
	Pest Control	Yes	GTfM Benchmark Data
	Catering	No	
	Security	No	
	Utilities	Yes	Buro Happold
Other	Third Party Income	No	
	Rents	No	
	Taxes	No	
	Other	No	

### 3. METHODOLOGY

Our unique approach is to take a 'real world' look at the practicalities of building operation and life cycle replacement to take account of use, maintainability, accessibility, replacement frequencies and sustainability of building components, to identify possible changes to reduce cost, or to improve sustainability or ease of operational efficiency.

#### 3.1 Life Cycle Analysis Cost Elements

Figure 4 – BS ISO 15686 – Analysis at different stage of life cycle<sup>1</sup>



#### 3.2 Design Costs

Design costs are not required for the purposes of life cycle analysis and have not been considered within this report.

#### 3.3 Construction Costs

The total estimated construction cost for stage 2 of the analysis has been provided by Gardiner and Theobald London and is detailed in Section 4.

<sup>1</sup> Re-created from BS ISO 15686-5:2008

### 3.4 Operational & Maintenance Costs

For the purposes of this report, we have combined operational and annual maintenance costs into one heading of “Annual Facilities Management Costs”. The methodology used for the development of each of these Facilities Management Costs is outlined below.

#### 3.4.1 Management Costs

In estimating the management costs associated with a facility, we use our expert knowledge of the FM industry and the project specific requirements for managing the FM services included in the analysis to determine the resources required. We then apply our market tested cost data to determine an estimate of the management cost.

#### 3.4.2 Annual Maintenance Costs (Planned & Reactive)

We use our extensive database of market tested maintenance costs to estimate the annual maintenance cost of the facility using £/m<sup>2</sup> of the facility. £/m<sup>2</sup> is an industry standard approach to maintenance cost estimation.

#### 3.4.3 Cleaning Costs

We use our extensive database of market tested cleaning costs to estimate the annual cleaning cost of the facility using £/m<sup>2</sup> of the facility. We use our knowledge of the project (usage / layouts / specific finishes) and our industry knowledge and professional expertise to sensitise the £/m<sup>2</sup> rate to ensure that the rate reflects the practicalities on the ground. £/m<sup>2</sup> is an industry standard approach to cleaning cost estimation.

#### 3.4.4 Utilities (Gas, Electricity, Water)

For the purpose of estimating annual utilities costs for the facility, ideally we use consumption data provided by others within the design team. In this case, Buro Happold have provided the benchmark utilities rates for this project which we have used to facilitate an overall ‘life cycle’ cost.

### 3.5 Life Cycle Replacement Costs

All too often, new buildings, whilst maintained and cleaned on a day-to-day basis, do not have the necessary investment made to replace worn out components. Therefore, over time the visual and operational impact of a new facility is eroded. The building starts to look jaded, and the consideration paid by the building users is reduced. Life Cycle Replacement (LCR) can be considered as the entire or substantial replacement of capital components to offset this deterioration. So, for example, replacing windows or floor finishes would be captured within the LCR assessment; programmed redecorations would likewise be included.

Reactive maintenance activities (such as repairing broken glass or damaged wall finishes) and planned preventative maintenance (such as boiler servicing, lift inspections etc.) would not be covered within the LCR costs, and would be considered as maintenance expenditure within the operational FM costs.

GTFM has developed a bespoke life cycle modelling tool, refined over many years of experience, and updated to align with the requirements of ISO 15686.

All our life cycle replacement cost estimates & profiles are based upon an assessment of the expected service life of each asset/component and the likely replacement cost at the end of that service life.

### 3.5.1 Service Life Expectancies

Service life expectancies are estimated using our own databases, published data such as CIBSE, BMI and BCIS and manufacturers product and warranty data. We also take practical operational considerations into account when determining service life expectancies, in particular ensuring that the use and location of the facility, occupancy patterns and varying intensity of use are taken into account.

### 3.5.2 Replacement Costs

Replacement costs are estimated using the original capital cost estimate as the base point, which is an industry standard approach. Our approach is to then make an assessment of the % of the original capital cost required to replace each asset/component, taking into consideration potential access restrictions, with the total estimate made up of the following cost elements:

- Strip out & Disposal of existing;
- Replacement;
- Prelims;
- Design Fees;
- Contingencies;
- Contractor overhead (8%) & profit (4%) have been allowed.

Our model makes use of BCIS codes, providing our clients with an industry standard view of the life cycle replacement cost profiles, facilitating useful life cycle replacement cost analysis and management. The model used has been created to be flexible enough to carry out modelling from a strategic level right down to a detailed elemental/component level.

The model uses the latest New Rules of Measurement (NRM).

### 3.5.3 Cost Basis

Life cycle replacement costs should be considered at the same price date as the construction cost plan, in this case based on Q3 2014 price levels. No allowance for inflation over the 60 year period has been factored into these costs, although the UK government Green Book NPV factor makes some allowance for future inflation.

## 3.6 Life Cycle Cost Considerations

The list below gives an indication of some of the elements / components of the building which are key contributors to the overall life cycle cost over the 25 and 60 year review periods and it helps to give some guidance on key impact focus areas for the design team from a capital and operational costs perspective:-

- The roofing solution to the main building and external canopies;
- The wall, floor and ceiling finishes to classrooms, general circulation and high traffic / impact areas;
- The heat source type / mechanical ventilation plant and equipment
- The lighting solution / strategy for the building.
- External sports pitches and play areas



#### 4. CONSTRUCTION COSTS

Based on cost plans provided by G&T London, we have used the following cost data:

##### 4.1 Construction Costs Summary

Element	Stage 2
<b>La Mare De Carteret Schools</b>	<b>11,669m<sup>2</sup></b>
High School	£18,676,139
Sports Hall	£6,484,145
CAS & Pre-school	£735,886
Primary School	£7,906,647
Energy Centre	Included
External Works & Drainage	£12,159,930
<b>Sub Total</b>	<b>£45,962,747</b>
FFE and ICT	£3,007,750
Contingencies / Risk Allowance	£3,677,019
<b>Total (inc. Prelims, OH&amp;P &amp; Contingencies)</b>	<b>£52,647,516</b>
<b>TOTAL CONSTRUCTION COSTS</b>	<b>£52,647,516</b>

## 5. ANNUAL FACILITIES MANAGEMENT COSTS

We have utilised annual FM benchmark rates provided by the Estates Team of the States of Guernsey's Education Department which we believe is sensible approach based on the specific location of the LMDC and the likely FM strategy to be adopted throughout its operation. We have compared the benchmark rates provided with similar schools projects we have been involved with and are comfortable that the overall costs are in the range of what we would expect for this type of facility.

### 5.1.1 Hard FM Costs

The total Hard FM benchmark cost estimate assumes the provision of a professionally managed maintenance service and includes costs for all annual or less frequent statutory tests and inspections, planned maintenance in accordance with SFG20 standards or a similar regime. It also includes for grounds maintenance to all external areas.

We note that the States' Works Department will be maintaining the grass pitches; as a result this is excluded from the cost estimate.

Whilst we believe the overall Hard FM cost estimate should be achievable for a school of this nature, however, the actual costs will depend upon the final FM solution adopted by the LMDC.

### 5.1.2 Soft FM Costs

The total Soft FM benchmark estimate assumes an allowance for caretaking and the provision of a professionally managed cleaning service, incorporating routine and periodic cleaning, in order to maintain the cleanliness of the school buildings and facilities to acceptable standards. It also includes for pest control, window cleaning, feminine hygiene, waste and consumables. We have not included for any catering provision or out of normal school hours use of the facilities at this stage.

### 5.1.3 Utilities Costs

For the purpose of estimating annual utilities costs for the schools, we use consumption and tariff data provided by others within the design team. In this case, Buro Happold has provided the benchmark utilities estimates in the Interim Energy Strategy Assessment Report for this project which we have used to build up the costs for this element.

We anticipate that the sustainability and renewables strategies in the LMDC Schools design proposals will assist in lowering utilities costs in conjunction with the use of high insulating materials in the construction, including external cladding and roofing materials as the design progresses. However the use and management of the building by the school will ultimately determine the actual consumption experienced.

For the purposes of this report, we have combined operational costs into one heading of "Annual Facilities Management Costs" and the details are summarised in the table below.

## 5.2 Facilities Management Cost Estimates

The tables below provide FM cost estimates for the services in scope at design **Stage 2** included within the analysis.

Based on our understanding of the requirements of the States of Guernsey's Education department, we have applied the following to the FM cost estimates:

- The costs have been split between two main categories
  - Primary School, Nursery and SEN building
  - Secondary School and Sports Hall
- Costs relating to the energy centre and external works have been distributed in proportion to the size of the buildings in the above main categories based on their GIA.

Overall the FM costs do not indicate any areas of major risk and the current costs are in line with what we would expect for this type facility and based on our previous benchmarks.

However, it is important that the following should be noted which may result in a change in the overall operation and maintenance costs as the design further develops

- The facilities management costs at Stage 2 are based on data provided by The States of Guernsey Education Department's Estate's Team and is therefore not based on the actual strategy for FM services that may be deployed for the new LMDC Schools. Clearly, once the delivery strategy and costs have been further developed and / or FM services procured for the School, these costs could be used in place of this data.
- The utilities estimate at Stage 2 is based on data provided by Buro Happold in the full MEP Stage C Report with amendments issued to us on 30th July 2014 which forms the basis of the utilities costs in this report. It is noted that the estimates provided are based on a high level assessment of the "potential" energy consumption for the school and not the "actual" building energy use, hence we anticipate this will be refined as more detail becomes available.

These estimates may change as the design develops. This may be either due to changes in the GIA of the building, or due to our adjustment of the benchmark £/m2 rates based on an increase in the level of information available which will enable us to refine our estimate.

The table below shows the annual FM cost estimates of LMDC schools at stage 2 of the design.

**Figure 5 – Facilities Management Cost Estimates**

Design Stage 2	Primary School, SEN & Nursery (including Energy Centre & External Works Split)			
LA MARE DE CARTERET SCHOOLS	2,872m <sup>2</sup>			
Cost Element	£/m2	Annual Cost	25 Year Cost	60 Year Cost
FM Administration & Helpdesk	£0.55	£1,579	£39,483	£94,760
Planned & Reactive Maintenance	£11.61	£33,338	£833,453	£2,000,287

Grounds Maintenance*	£0.42	£9,961	£249,017	£597,641
Caretaking	£14.46	£41,522	£1,038,047	£2,491,313
Cleaning , Waste & Pest Control	£6.22	£17,861	£446,518	£1,071,644
<b>Sub total</b>		<b>£104,261</b>	<b>£2,606,518</b>	<b>£6,555,644</b>
Utilities - Electricity	£10.10	£28,993	£724,814	£1,739,554
Utilities – Heating / Gas	£3.17	£9,109	£227,729	£546,551
Utilities - Water	£0.46	£1,313	£32,822	£78,773
<b>Subtotal - Utilities</b>		<b>£39,415</b>	<b>£985,366</b>	<b>£2,364,878</b>
<b>Totals</b>	<b>£46.99</b>	<b>£143,675</b>	<b>£3,591,884</b>	<b>£8,620,522</b>

<b>Design Stage 2</b>	<b>Secondary School &amp; Sports Building</b> (including Energy Centre & External Works Split)			
<b>LA MARE DE CARTERET SCHOOLS</b>	<b>8,798m<sup>2</sup></b>			
<b>Cost Element</b>	<b>£/m2</b>	<b>Annual Cost</b>	<b>25 Year Cost</b>	<b>60 Year Cost</b>
FM Administration & Helpdesk	£0.55	£4,839	£120,966	£290,318
Planned & Reactive Maintenance	£11.61	£102,139	£2,553,474	£6,128,339
Grounds Maintenance*	£0.42	£30,517	£249,017	£1,831,009
Caretaking	£14.46	£127,212	£762,921	£7,632,711
Cleaning , Waste & Pest Control	£6.22	£54,720	£3,180,296	£3,283,227
<b>Sub total</b>		<b>£319,427</b>	<b>£7,985,668</b>	<b>£19,165,603</b>
Utilities - Electricity	£10.10	£88,825	£2,220,635	£5,329,524
Utilities – Heating / Gas	£3.17	£27,908	£697,702	£1,674,484
Utilities - Water	£0.46	£4,022	£100,558	£241,339
<b>Subtotal - Utilities</b>		<b>£120,756</b>	<b>£3,018,894</b>	<b>£7,245,347</b>
<b>Totals</b>	<b>£46.99</b>	<b>£440,183</b>	<b>£11,004,563</b>	<b>£26,410,950</b>

*\*Please note that the Grounds Maintenance figures are based on the current rate advised by Guernsey's Department of Education Estates Department and we have applied the "net external" grounds area for the schools to arrive at our estimates.*

## 6. LIFE CYCLE REPLACEMENT COSTS

The following analysis represents the estimation of life cycle replacement (LCR) costs in chronological order in line with the design development.

We have generated an estimation of the likely life cycle profile required, which will assist in future forecasting, to enable costs to be allocated from a client sinking fund, so that if managed appropriately the facility may remain in the required condition throughout the 60 year review period.

### 6.1 Life Cycle Replacement Assumptions

- The Total LCR Fund at **Stage 2** of analysis is provided base date **Q3 2014** and is net of Inflation, VAT and any costs associated with managing the fund.
- The methodology adopted when determining the life cycle provisions assumes that the buildings and systems will be subject to a robust maintenance regime during this period and the components of these systems are situated in the environmental conditions specified by the manufacturers.
- We have not included for any technological upgrades of systems, which may be required over the period. The model assumes that all equipment has been fitted in appropriate positions within the building, allowing the required access to complete maintenance and life cycle replacement works.
- The building has been designed to meet the specifications and standards required by the relevant authorities
- Due to the current design level, we have had to make reasonable assumptions over the specification of materials, finishes and equipment
- All costs have been based on current costs as per the costs of the corresponding cost plan at **Stage 2 – Q3 2014**.
- Based our understanding of the requirements of the States of Guernsey's Education department, The LCR costs have been split between two main categories
  - Primary School, Nursery and SEN building
  - Secondary School and Sports Hall
- Costs relating to the Energy Centre and External Works have been distributed in proportion to the size of the buildings in the above main categories based on their GIA.

### 6.2 Summary of Life Cycle Replacement Cost Estimates (Real)

The following figure provides details of the life cycle replacement cost estimates in real terms as estimated at **Stage 2** of design development, indicating a £/m<sup>2</sup>/annum 25 and 60 year cost estimate.

It should be noted that whilst life cycle costs are often expressed in terms of costs per m<sup>2</sup> per annum the actual expenditure varies considerably year on year. In the first few years of operation life cycle expenditure will be very limited, primarily associated with the replacing of finishes and redecorations.

**Figure 6 – Summary of Life Cycle Replacement Cost Estimates (Real)**

<b>Design Stage 2</b>	<b>Primary School, SEN &amp; Nursery</b> (including Energy Centre & External Works Split)			
<b>La Mare De Carteret Schools'</b>	<b>2,872m2</b>			
<b>Cost Element</b>	<b>£/m2@25</b>	<b>£/m2@60</b>	<b>25 Year Cost</b>	<b>60 Year Cost</b>
Sub-Structure	£0.00	£0.00	£0.00	£0.00
Superstructure	£5.99	£12.87	£430,311	£2,216,938
Finishes	£8.63	£9.74	£619,585	£1,678,363
Fixtures and Fittings	£2.98	£3.65	£213,884	£629,528
Services	£9.93	£14.23	£713,160	£2,452,223
External Works	£5.60	£39.33	£401,786	£1,607,958
<b>Totals</b>	<b>£33.13</b>	<b>£49.82</b>	<b>£2,378,726</b>	<b>£8,585,020</b>

<b>Design Stage 2</b>	<b>Secondary School &amp; Sports Building</b> (including Energy Centre & External Works Split)			
<b>La Mare De Carteret Schools'</b>	<b>8,798m2</b>			
<b>Cost Element</b>	<b>£/m2@25</b>	<b>£/m2@60</b>	<b>25 Year Cost</b>	<b>60 Year Cost</b>
Sub-Structure	£0.00	£0.00	£0.00	£0.00
Superstructure	£7.02	£12.91	£1,544,562	£6,813,217
Finishes	£7.13	£8.08	£1,568,435	£4,267,532
Fixtures and Fittings	£4.53	£5.30	£996,690	£2,799,899
Services	£9.41	£13.27	£2,070,697	£7,005,097
External Works	£3.13	£4.71	£687,937	£2,485,760
<b>Totals</b>	<b>£31.23</b>	<b>£44.27</b>	<b>£6,868,321</b>	<b>£23,371,505</b>

More substantial expenditure however can be anticipated after years 15-20 as major components (particularly in respect of mechanical and electrical installations) come to the end of their useful life. The life cycle model profiles the anticipated expenditure over the 60 year periods.

## 7. SUMMARY OF FINDINGS

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 table below.

Design Stage	Summary of Costs Primary School, SEN & Nursery (including Energy Centre & External Works Split)	25 Years	60 Years
		Current	Current
2	<b>Total Life Cycle Cost</b>	<b>£ 16,837,395</b>	<b>£ 28,072,327</b>
	<b>Life Cycle Cost Detail</b>	<b>25 Years</b>	<b>60 Years</b>
	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
	<b>Totals</b>	<b>£ 16,837,395</b>	<b>£ 28,072,327</b>

Design Stage	Summary of Costs Secondary School & Sports Building (including Energy Centre & External Works Split)	25 Years	60 Years
		Current	Current
2	<b>Total Whole-Life Cost</b>	<b>£ 47,725,860</b>	<b>£ 79,635,431</b>
	<b>Life Cycle Cost Detail</b>	<b>25 Years</b>	<b>60 Years</b>
	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
	<b>Totals</b>	<b>£ 47,725,860</b>	<b>£ 79,635,431</b>

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.



## 8. NEXT STEPS

GTfM will undertake a life cycle options appraisals of a range of M&E options put forward with regards to the Services Solution to ensure that the most cost effective solution is adopted from a whole life cost perspective.

The above life cycle analysis and reports will be updated at **Stage 4**, as more detailed design will be available to achieve a more robust position on the potential life cycle cost for LMDC schools over the 25 and 60 year periods under review.

### 8.1 Options Appraisals

As the LMDC project progresses through the design development and different options are reviewed, it is important that all project stakeholders understand the importance of achieving optimum project life cycle cost. At a strategic and system level, the major focus should be on the key elements / items that have potential to add value to the project from a whole life perspective.

In order to take advantage of the benefits derived, an options analysis will be undertaken based on a range of services options chosen by the design team which are relevant and meet the performance criteria for the effective functioning of the building and are of critical value within the project.

APPENDIX A: ANALYSIS OF LIFE CYCLE COSTS

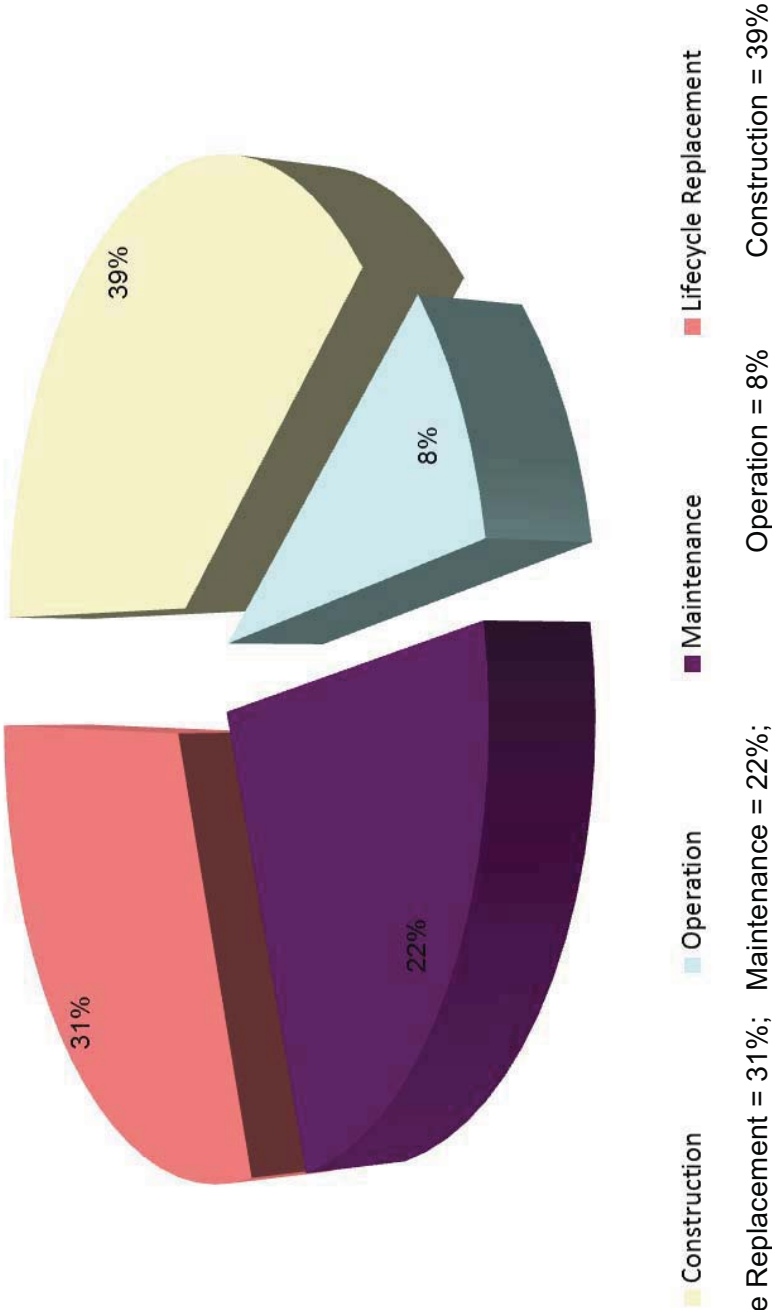


Figure 7 – Stage 2 Primary School LCC profile 60 years

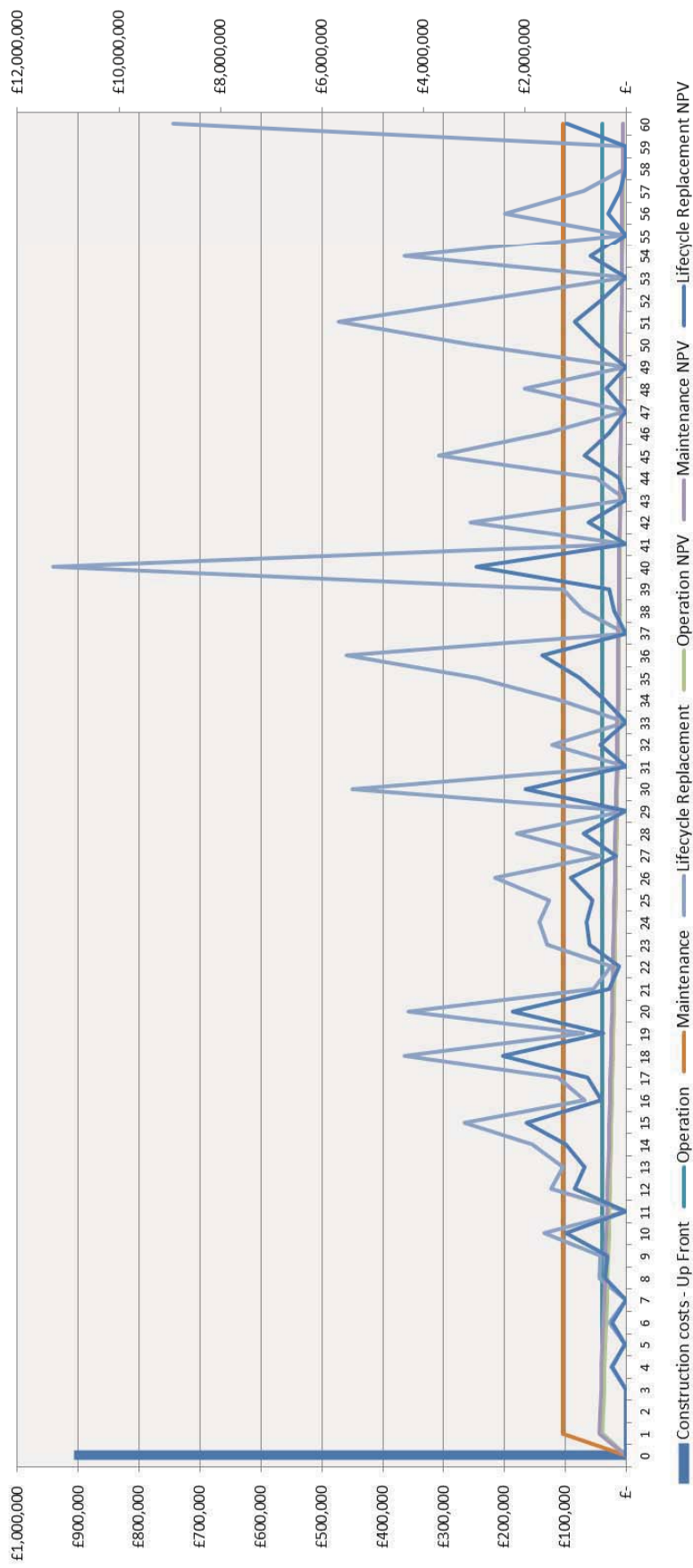


Figure 8 – Stage 2 Primary School LCC profile 60 years

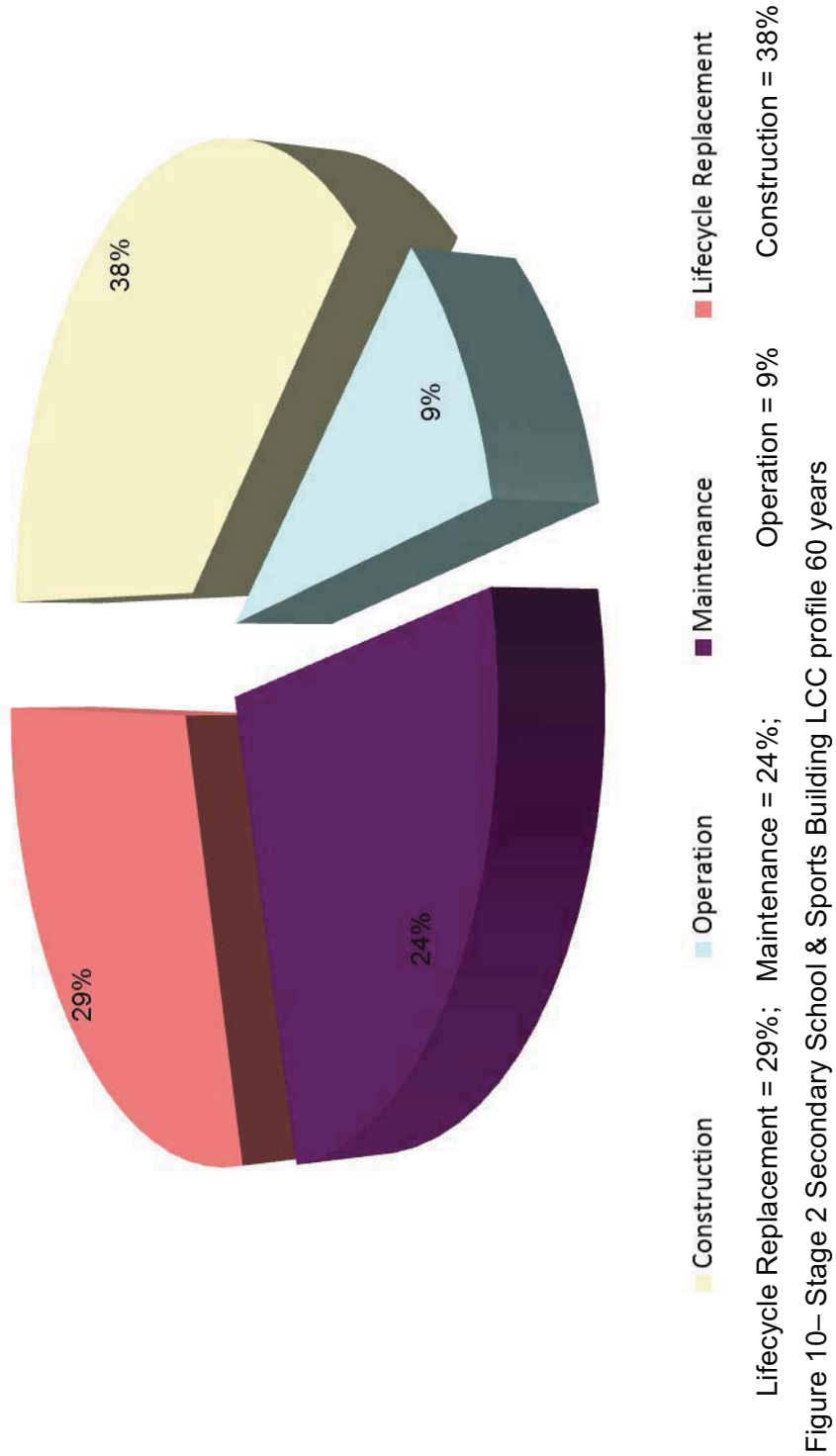
	0	1	2	3	4	5	6	7	8	9	10
Construction costs - Up Front	£ 10,866,785	-	-	-	-	-	-	-	-	-	-
Non-construction costs	-	£	£	£	£	£	£	£	£	£	£
Income	-	£	£	£	£	£	£	£	£	£	£
Construction	-	-	-	-	-	-	-	-	-	-	-
Operation	-	£ 39,415	£ 39,415	£ 39,415	£ 39,415	£ 39,415	£ 39,415	£ 39,415	£ 39,415	£ 39,415	£ 39,415
Maintenance	-	£ 104,261	£ 104,261	£ 104,261	£ 104,261	£ 104,261	£ 104,261	£ 104,261	£ 104,261	£ 104,261	£ 104,261
Lifecycle Replacement	-	£	£	£	£ 25,369	£ 2,627	£ 28,238	£ 207	£ 44,569	£ 42,370	£ 134,263
End of Life	-	£	£	£	£	£	£	£	£	£	£
£	£	£ 143,675	£ 143,675	£ 143,675	£ 169,044	£ 146,303	£ 171,914	£ 143,883	£ 188,245	£ 186,045	£ 277,938
£	£	£ 143,675	£ 287,351	£ 431,026	£ 600,070	£ 746,373	£ 918,287	£ 1,062,169	£ 1,250,414	£ 1,436,459	£ 1,714,397

11	12	13	14	15	16	17	18	19	20
-	-	-	-	-	-	-	-	-	-
£	£	£	£	£	£	£	£	£	£
£	£	£	£	£	£	£	£	£	£
-	-	-	-	-	-	-	-	-	-
£	£ 39,415	£ 39,415	£ 39,415	£ 39,415	£ 39,415	£ 39,415	£ 39,415	£ 39,415	£ 39,415
£	£ 104,261	£ 104,261	£ 104,261	£ 104,261	£ 104,261	£ 104,261	£ 104,261	£ 104,261	£ 104,261
£	£ 1,268	£ 123,939	£ 154,248	£ 265,830	£ 67,987	£ 111,619	£ 364,102	£ 70,183	£ 358,660
£	£	£	£	£	£	£	£	£	£
£	£ 267,614	£ 247,960	£ 297,924	£ 409,505	£ 211,662	£ 255,294	£ 507,778	£ 213,858	£ 502,335
£	£ 2,126,955	£ 2,374,915	£ 2,672,838	£ 3,082,344	£ 3,294,005	£ 3,549,300	£ 4,057,077	£ 4,270,935	£ 4,773,270

21	22	23	24	25	26	27	28	29	30
-	-	-	-	-	-	-	-	-	-
£	£	£	£	£	£	£	£	£	£
£	£	£	£	£	£	£	£	£	£
-	-	-	-	-	-	-	-	-	-
£	£ 39,415	£ 39,415	£ 39,415	£ 39,415	£ 39,415	£ 39,415	£ 39,415	£ 39,415	£ 39,415
£	£ 104,261	£ 104,261	£ 104,261	£ 104,261	£ 104,261	£ 104,261	£ 104,261	£ 104,261	£ 104,261
£	£ 54,583	£ 24,463	£ 130,281	£ 143,139	£ 214,991	£ 42,370	£ 179,769	£	£ 449,752
£	£	£	£	£	£	£	£	£	£
£	£ 198,259	£ 168,138	£ 273,957	£ 270,172	£ 358,666	£ 186,045	£ 323,445	£ 143,675	£ 593,427
£	£ 4,971,529	£ 5,139,667	£ 5,413,624	£ 5,970,610	£ 6,329,276	£ 6,515,321	£ 6,838,766	£ 6,982,441	£ 7,575,868

31	32	33	34	35	36	37	38	39	40
-	-	-	-	-	-	-	-	-	-
£	- £	- £	- £	- £	- £	- £	- £	- £	- £
£	- £	- £	- £	- £	- £	- £	- £	- £	- £
-	-	-	-	-	-	-	-	-	-
£	39,415 £	39,415 £	39,415 £	39,415 £	39,415 £	39,415 £	39,415 £	39,415 £	39,415 £
£	104,261 £	104,261 £	104,261 £	104,261 £	104,261 £	104,261 £	104,261 £	104,261 £	104,261 £
£	- £	1,268 £	111,619 £	244,640 £	459,803 £	- £	70,183 £	104,284 £	941,207 £
£	- £	- £	- £	- £	- £	- £	- £	- £	- £
£	266,302 £	144,944 £	255,294 £	388,315 £	603,478 £	143,675 £	213,858 £	247,960 £	1,084,882 £
£	7,985,846 £	8,130,790 £	8,386,084 £	8,774,399 £	9,377,877 £	9,521,552 £	9,735,410 £	9,983,370 £	11,068,252 £
41	42	43	44	45	46	47	48	49	50
-	-	-	-	-	-	-	-	-	-
£	- £	- £	- £	- £	- £	- £	- £	- £	- £
£	- £	- £	- £	- £	- £	- £	- £	- £	- £
-	-	-	-	-	-	-	-	-	-
£	39,415 £	39,415 £	39,415 £	39,415 £	39,415 £	39,415 £	39,415 £	39,415 £	39,415 £
£	104,261 £	104,261 £	104,261 £	104,261 £	104,261 £	104,261 £	104,261 £	104,261 £	104,261 £
£	- £	256,267 £	- £	49,832 £	308,199 £	130,281 £	- £	166,556 £	207 £
£	- £	- £	- £	- £	- £	- £	- £	- £	- £
£	399,943 £	143,675 £	193,507 £	451,875 £	273,957 £	143,675 £	310,232 £	143,883 £	401,807 £
£	11,611,870 £	11,755,545 £	11,949,052 £	12,400,927 £	12,674,884 £	12,818,560 £	13,128,791 £	13,272,674 £	13,674,481 £
51	52	53	54	55	56	57	58	59	60
-	-	-	-	-	-	-	-	-	-
£	- £	- £	- £	- £	- £	- £	- £	- £	- £
£	- £	- £	- £	- £	- £	- £	- £	- £	- £
-	-	-	-	-	-	-	-	-	-
£	39,415 £	39,415 £	39,415 £	39,415 £	39,415 £	39,415 £	39,415 £	39,415 £	39,415 £
£	104,261 £	104,261 £	104,261 £	104,261 £	104,261 £	104,261 £	104,261 £	104,261 £	104,261 £
£	472,318 £	240,359 £	364,102 £	3,896 £	198,970 £	70,183 £	- £	- £	744,480 £
£	- £	- £	- £	- £	- £	- £	- £	- £	- £
£	384,035 £	143,675 £	507,778 £	147,571 £	342,645 £	213,858 £	143,675 £	143,675 £	888,156 £
£	14,674,509 £	14,818,184 £	15,325,962 £	15,473,533 £	15,815,178 £	16,030,036 £	16,173,711 £	16,317,387 £	17,205,542 £

Figure 9 – Stage 2 Primary School LCC profile 60 years



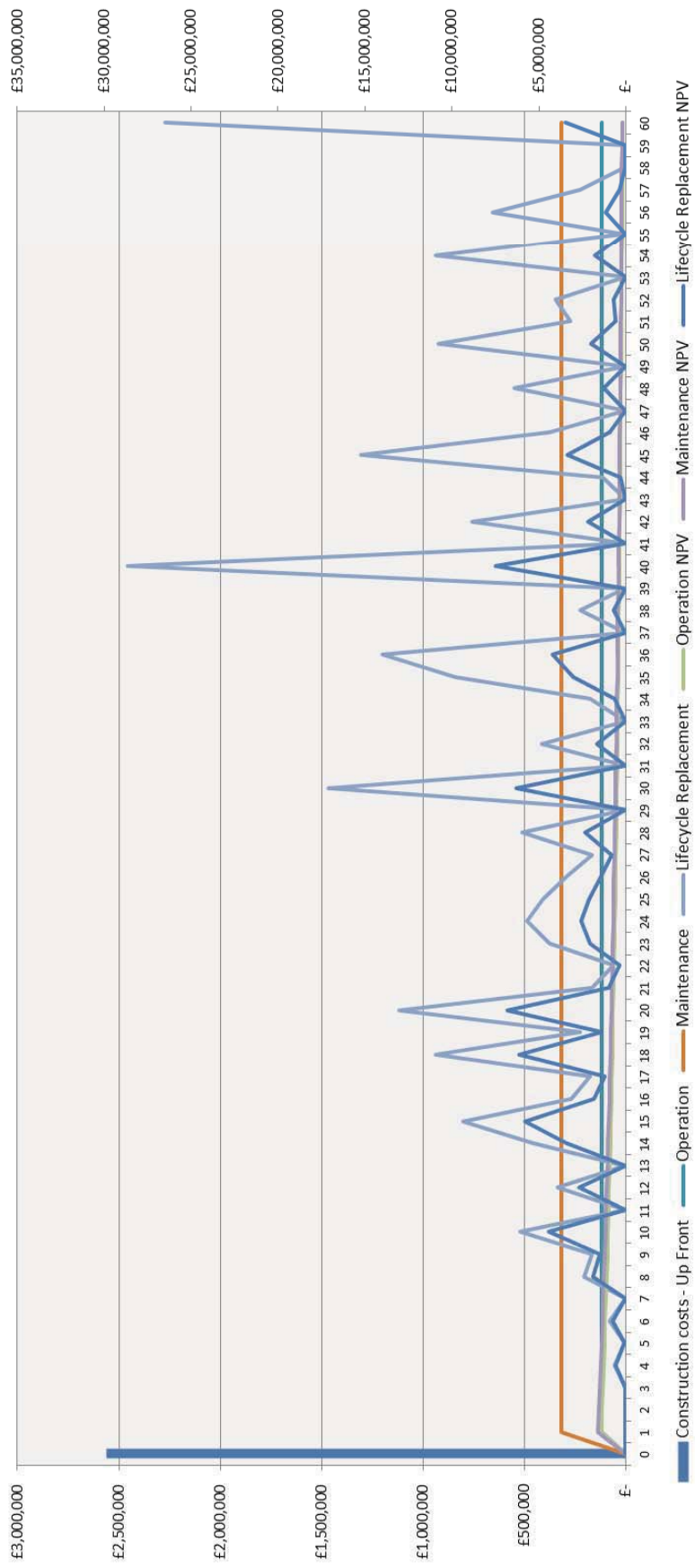


Figure 11 – Stage 2 Secondary School & Sports Building LCC profile 60 years



	0	1	2	3	4	5	6	7	8	9	10
Construction costs - Up Front	£ 29,852,976	-	-	-	-	-	-	-	-	-	-
Non-construction costs	-	£	-	£	-	£	-	£	-	£	-
Income	-	£	-	£	-	£	-	£	-	£	-
Construction	-	-	-	-	-	-	-	-	-	-	-
Operation	-	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756
Maintenance	-	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427
Lifecycle Replacement	-	£	-	£	-	£ 55,014	£ 7,770	£ 77,523	£ 635	£ 204,497	£ 165,971
End of Life	-	£	-	£	-	£	-	£	-	£	-
£	-	£ 440,183	£ 440,183	£ 440,183	£ 495,197	£ 447,952	£ 517,705	£ 440,818	£ 644,680	£ 606,154	£ 961,763
£	-	£ 440,183	£ 880,365	£ 1,320,548	£ 1,815,744	£ 2,263,696	£ 2,781,402	£ 3,222,219	£ 3,866,899	£ 4,473,053	£ 5,434,816

	11	12	13	14	15	16	17	18	19	20
-	-	-	-	-	-	-	-	-	-	-
£	-	£	-	£	-	£	-	£	-	£
£	-	£	-	£	-	£	-	£	-	£
-	-	-	-	-	-	-	-	-	-	-
£	120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756
£	319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427
£	3,751	£ 336,022	£ 5,359	£ 459,238	£ 803,579	£ 267,360	£ 177,582	£ 939,532	£ 223,539	£ 1,119,657
£	-	£	-	£	-	£	-	£	-	£
£	443,933	£ 776,205	£ 445,541	£ 899,420	£ 1,243,761	£ 707,543	£ 617,764	£ 1,379,714	£ 663,721	£ 1,559,839
£	5,878,750	£ 6,654,954	£ 7,100,495	£ 7,999,916	£ 9,243,677	£ 9,951,219	£ 10,568,984	£ 11,948,698	£ 12,612,419	£ 14,172,258

	21	22	23	24	25	26	27	28	29	30
-	-	-	-	-	-	-	-	-	-	-
£	-	£	-	£	-	£	-	£	-	£
£	-	£	-	£	-	£	-	£	-	£
-	-	-	-	-	-	-	-	-	-	-
£	120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756
£	319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427
£	167,210	£ 60,765	£ 376,969	£ 485,505	£ 409,264	£ 291,357	£ 165,971	£ 509,214	£	£ 1,468,582
£	-	£	-	£	-	£	-	£	-	£
£	607,392	£ 500,948	£ 817,152	£ 925,688	£ 849,446	£ 731,539	£ 606,154	£ 949,396	£ 440,183	£ 1,908,765
£	14,779,651	£ 15,280,598	£ 16,097,750	£ 17,023,438	£ 17,872,884	£ 18,604,423	£ 19,210,577	£ 20,159,973	£ 20,600,156	£ 22,508,921

	31	32	33	34	35	36	37	38	39	40
-	-	-	-	-	-	-	-	-	-	-
f	f	f	f	f	f	f	f	f	f	f
f	f	f	f	f	f	f	f	f	f	f
-	-	-	-	-	-	-	-	-	-	-
f	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756
f	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427
f	-	£ 414,041	£ 3,751	£ 177,582	£ 840,894	£ 1,198,031	£ -	£ 223,539	£ 5,359	£ 2,457,131
f	f	f	f	f	f	f	f	f	f	f
£	£ 440,183	£ 854,224	£ 443,933	£ 617,764	£ 1,281,076	£ 1,638,213	£ 440,183	£ 663,721	£ 445,541	£ 2,897,313
£	£ 22,949,103	£ 23,803,327	£ 24,247,260	£ 24,865,024	£ 26,146,100	£ 27,784,314	£ 28,224,496	£ 28,888,218	£ 29,333,759	£ 32,231,072
	41	42	43	44	45	46	47	48	49	50
-	-	-	-	-	-	-	-	-	-	-
f	f	f	f	f	f	f	f	f	f	f
f	f	f	f	f	f	f	f	f	f	f
-	-	-	-	-	-	-	-	-	-	-
f	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756
f	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427
f	-	£ 757,276	£ -	£ 115,779	£ 1,304,488	£ 376,969	£ -	£ 548,368	£ 635	£ 923,075
f	f	f	f	f	f	f	f	f	f	f
£	£ 440,183	£ 1,197,458	£ 440,183	£ 555,962	£ 1,744,671	£ 817,152	£ 440,183	£ 988,551	£ 440,818	£ 1,363,257
£	£ 32,671,254	£ 33,868,712	£ 34,308,895	£ 34,864,857	£ 36,609,527	£ 37,426,679	£ 37,866,861	£ 38,855,412	£ 39,296,230	£ 40,659,487
	51	52	53	54	55	56	57	58	59	60
-	-	-	-	-	-	-	-	-	-	-
f	f	f	f	f	f	f	f	f	f	f
f	f	f	f	f	f	f	f	f	f	f
-	-	-	-	-	-	-	-	-	-	-
f	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756	£ 120,756
f	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427	£ 319,427
f	£ 271,341	£ 346,371	£ -	£ 939,532	£ 11,521	£ 658,697	£ 223,539	£ -	£ -	£ 2,270,143
f	f	f	f	f	f	f	f	f	f	f
£	£ 711,523	£ 786,553	£ 440,183	£ 1,379,714	£ 451,703	£ 1,098,879	£ 663,721	£ 440,183	£ 440,183	£ 2,710,336
£	£ 41,371,010	£ 42,157,564	£ 42,597,746	£ 43,977,460	£ 44,429,164	£ 45,528,043	£ 46,191,764	£ 46,631,947	£ 47,072,129	£ 49,782,455

Figure 12 – Stage 2 Secondary School & Sports Building LCC profile 60 years

## APPENDIX B: GLOSSARY OF TERMS

ISO 15686 defines whole life costs (WLC) and life-cycle costs (LCC) very broadly in the manner set out below, and are typically analysed over a 25 or 30 and 60-year period.

**Whole Life Cost (WLC):** This can include all the costs associated with the LCC, with the addition of potential income and non-construction / maintenance related costs.

**Lifecycle Cost (LCC):** May include some or all of the costs of construction, operation, maintenance and disposal of a building.

**Lifecycle Replacement Cost (LCRC):** Includes the cost of replacing major building systems and components, including periodic refurbishment of specific assets (such as lifts), and major redecoration. - Typically used for operational maintenance budgeting purposes, and therefore is often combined with maintenance costs (in doing so becoming a LCC analysis).

**Real and Discounted Cost:** ISO 15686 defines real cost as the cost expressed as a value at the base date, including estimated changes in price due to forecast changes in efficiency and technology, but excluding general price inflation or deflation. Discounted cost is the resulting cost when the real cost is discounted by the real discount rate, or when the nominal cost is discounted by the nominal discount rate. ISO15686 defines nominal cost as the expected price that will be paid when a cost is due to be paid, including estimated changes in price due to, for example, forecast change in efficiency, inflation or deflation and technology.

## **Appendix 13**

### **La Mare de Carteret Schools Project Board Mandate Summary (Project restart version March 2014)**

#### **Function**

The Project Board is accountable to the Education Department for all aspects contributing to the successful outcome of the project. It is a decision making body, not a discussion group.

#### **Membership**

The Board shall consist of two politicians from the Education Board, the Senior Responsible Officer, the Director of EDP schools Projects, the Director of Education and the Project Operations Director (Director Designate of EDP1 projects), all appointed by the Education Department. The Head of Project Services from States Property Services shall provide a project assurance role as members of the Project Board. Other specialist advisors can be invited to attend where the Project Board agrees that this will contribute to the success of the project.

#### **Authority**

The Project Board members have the authority and responsibility to make decisions and provide commitment of resources (money, staff & equipment) to the project, as delegated by the sponsoring Department and formally minuted. The limitations of that financial authority are defined by the project budget which shall be approved and confirmed by the sponsoring Department.

The Project Board shall ensure that the project continues to represent value for money and follows a cost-conscious approach whilst balancing the needs of the business, the users and the States of Guernsey corporate objectives.

#### **Role**

The Project Board manages “by exception”, delegating the day-to-day running of the project to the Project Manager, who will report to the Project Operations Director and the Director of EDP Schools Projects as representatives of the sponsoring Department. The Project Operations Director will manage all client actions required to support the project.

#### **Reporting**

The Project Board shall report to the sponsoring Department political board.

Project Board members shall receive copies of the Project Manager’s progress reports at least monthly. Any activities reported which a member or the Project Manager considers exceeds the tolerances delegated shall be raised with the Project Operations Director or the Director of EDP Schools Projects, who may, dependent on the significance of the issue, with respect to agreed tolerances, convene a Project Board

meeting to seek direction. All issues raised shall be shared with all Project Board members.

### **Main Responsibilities**

#### **Start Up:**

- Approve project start-up, business case, project brief & risk register
- Authorise the project – approve Project Execution Plan
- Approve detailed plan for Gateway reviews & funding requests to sponsoring Department board
- Agree Project Manager's responsibilities, objectives and appointment
- Define and confirm project tolerances

#### **Planning/Development:**

- Ensure that the project remains on course to deliver the desired outcomes of the required quality to meet the requirements set out in the Business Case
- Carry out Project Assurance role
- Give direction and guidance to the Project Manager
- Re-evaluate project and end of each stage or following an Exception situation
- Approve detailed plan, commit to required resources and set tolerances for each stage
- Monitor all tolerances: time, cost, quality and risk
- Monitor external events which may affect the progress of the project and keep Project Manager informed
- Make decisions on project issues, such as changes or exception reports that are beyond the Project Manager's authority
- Liaise with sponsoring Department (and other interested parties) on project progress

#### **Project closure:**

- Confirm that all products have been successfully delivered to the required quality
- Confirm operational and support groups are prepared to take responsibility for the project on completion, facilitate transition
- Bring project to a controlled close (or to premature close if Business Case is no longer valid)
- Approve Follow-on Action recommendations
- Agree schedule for Post Implementation Review (PIR)
- Authorise project closure

### **Meetings**

Meeting frequency will be quarterly unless a stage boundary or exception dictates that decisions are required by the Project Board. The Project Operations Director shall convene Project Board meetings which will generally be attended by the Project Manager and the Quantity Surveyor.

## **Constitution of the La Mare de Carteret Schools Project Board**

### **Purpose**

To establish the membership, frequency of meetings and terms of reference of the La Mare De Carteret Schools (LMDC) Project Board.

### **Background**

Following the States of Guernsey decision in February 2006 to implement revised procedures for the administration of property, the Education Department adopted revised reporting structures with the increased involvement of Treasury & Resources Department members and staff.

Proposals were prepared by staff from States Property Services (SPS) in the Treasury and Resources Department and Education Development Plan (Programme 1) (EDP1) staff in the Education Department for the Les Nicolles schools (now Baubigny Schools) project.

The Education Board implemented these revised arrangements for the Les Nicolles construction project with the intention of implementing the principles for successive EDP1 construction projects and this was then adopted for the Les Beaucamps High School project.

Attached are three appendices that represent the proposed reporting structure and terms of reference for the establishment of the LMDC project board.

**Appendix I**                      LMDC Project Board Reporting Structure

**Appendix II**                    Organisation Structure Terms of Reference

**Appendix III**                Levels of delegated authority

Appendix II contains a description of the proposed Terms of Reference for the LMDC Project Board and the other related Boards and Groups.

These terms of reference are for the building elements of LMDC and not for the re-organisation elements of the Education Development Plan Programme 1 which remain the responsibility of the Education Board.

The LMDC Project Board proposed membership is 7 members made up of:

- 2 Education Department Board members
- The Senior Responsible Officer
- The Project Operations Director (the Director Designate of EDP1 projects)
- The Director of EDP Schools Projects
- The Director of Education
- The Head of Project Services from States Property Services

A quorum is 4 members and the Education Minister has agreed to act as the Chairman.

Each of the 7 members of the LMDC Project Board shall have equal voting rights. All decisions should be by consensus, with a majority decision only necessary in exceptional circumstances.

It is imperative that the Education Department is satisfied that the construction project continues to provide a functioning facility which the end users will be satisfied with.

The membership roles can be summarised as follows:

- The **political members** will represent the Education Board, providing a common knowledge base prior to the Board considering recommendations made by the LMDC Project Board
- The **Senior Responsible Officer** is responsible for ongoing management through the Director of EDP School Projects on behalf of the project owner to ensure that the desired project objectives are delivered
- The **Project Operations Director** (DirectorDesignate of EDP1 projects) will provide the education functionality input and take direction from and report to the LMDC Project Board in respect of the building elements of the LMDC Project. He has the authority to run the construction project on a day-to-day basis on behalf of the LMDC Project Board through the Project Manager. He will be responsible for provision of the LMDC Project Board meetings' administration. In the succession plan he will take over Project Director responsibility, initially on a designate basis, from the Director of EDP Schools Projects prior to the latter's departure date at which point the two roles will be combined for the project
- The Director of EDP Schools Projects is responsible for the overall coordination of the Education Department's EDP schools projects and will seek the necessary approvals from the Education Board
- The **Director of Education** acts as the specialist senior user on behalf of the Education Board
- The **Head of Project Services** as the representative of States Property Service will provide a construction project assurance role to ensure that the construction project continues to meet the business case, specifications and quality standards by having an overview through the LMDC Project Board on quality, cost, value, time/programme and risk. He will provide a moderating view between States construction projects, so that standards may be maintained and lessons learnt may be implemented with the minimum of delay

The LMDC Project Board will represent the interests of the Education Board, users and stakeholders by providing overall direction and management of the construction project on behalf of the Education Board.



As the Education Board is ultimately responsible for the LMDC project, the LMDC Project Board will make recommendations to the Education Board, but will not be able to approve changes to the construction project without Education Board approval if, in the view of the Education representatives on the LMDC Project Board, the Education Department's responsibilities for ensuring functionality, durability and quality are being adversely compromised.

To maintain clarity of responsibility, levels of delegated authority need to be defined and approved by the Education Department Board.

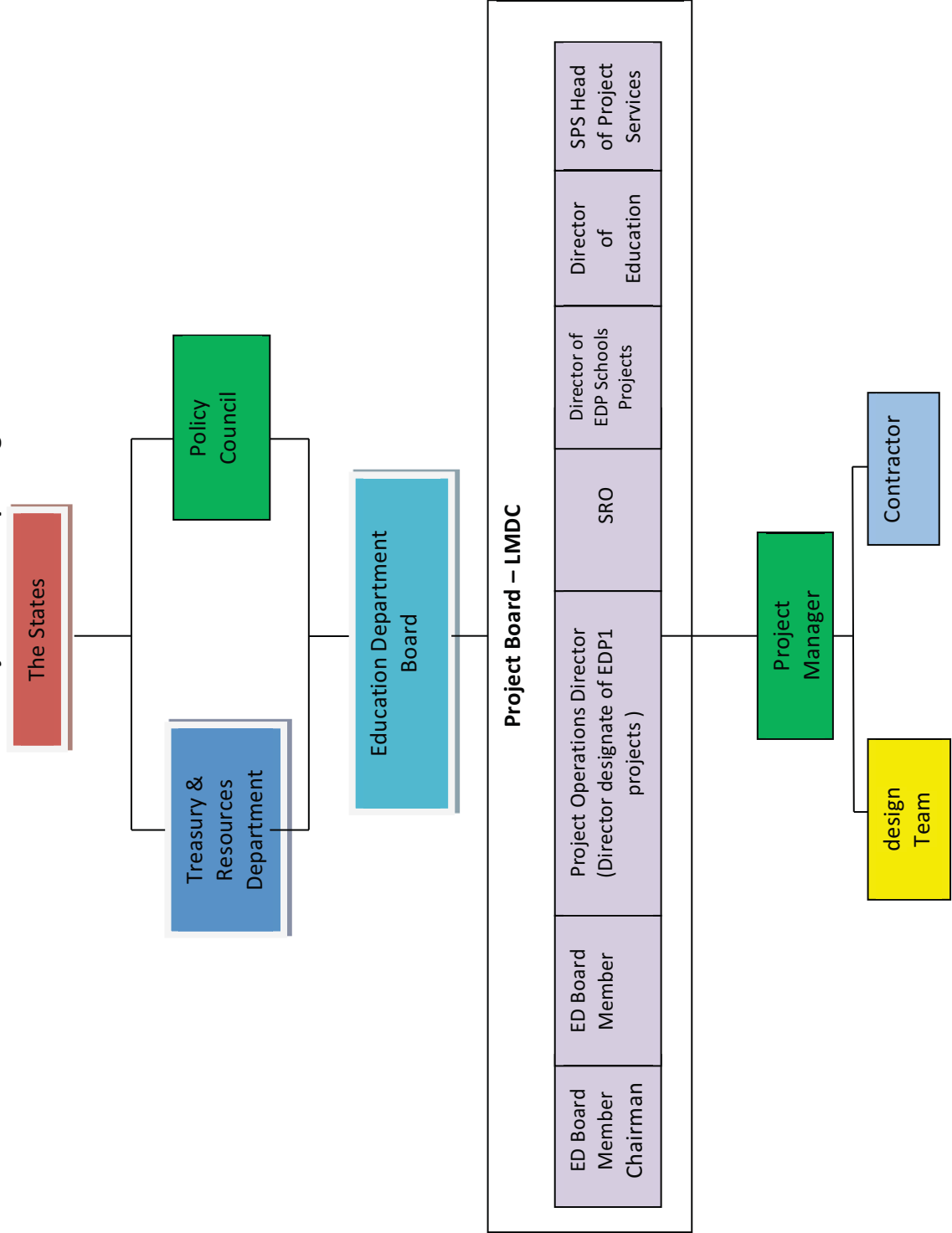
Attached as Appendix III are proposed parameters for levels of delegated authorities.

The Project Board is asked to determine and recommend for approval by the Education Board:

Recommendations

1. The membership of the LMDC Project Board as shown in Appendix I to this report
2. The Terms of Reference of the LMDC Project Board and organisation structure as shown in Appendix II to this report
3. The levels of delegated authority as shown in Appendix III
4. That the LMDC Project Board meet quarterly, day and time to be determined. The frequency of future meetings will be reviewed.

EDP1 LMDC Project Board Reporting Structure



**Appendix II 1 BUILDING ELEMENT – ORGANISATION STRUCTURE TERMS OF REFERENCE**

<b>BOARD</b>	<b>Membership</b>	<b>Remit</b>	<b>Output</b>
<b>Education Department Board</b>	<ul style="list-style-type: none"> <li>Education Department Board</li> <li>Attendance</li> <li>Chief Officer</li> <li>Director of Education</li> <li>Other representatives at discretion of Education Department Board</li> </ul>	<p>Note: EDP1 has two functions: a) Reorganisation and b) Building elements to achieve the reorganisations. For the reorganisation function determined by the States of Guernsey, the Education Department will provide strategic leadership to achieve the objectives of EDP1 to achieve equality of educational opportunity within the Secondary, Special Needs and Post -16 education sectors. These objectives will be achieved by improving the efficiency and effectiveness in the organisation of schools in these sectors, leading to better curriculum opportunities and better facilities for children and young people.</p> <p>For each site specific construction project the Education Department needs to:</p> <ul style="list-style-type: none"> <li>Ensure the development of the Strategic Outline Case/Outline Business Case/Full Business Case are within the agreed timescales</li> <li>Ensure the site specific projects are developed based on funding approvals obtained from the States of Deliberation</li> <li>Ensure that site specific projects are developed based on benchmarking to appropriate guidelines</li> <li>“sign off” the key strategic documentation</li> <li>Identify and ensure public consultation</li> <li>Provide communication mechanisms to ensure that the staff, all stakeholders and public are fully informed and are able to take part in the process</li> <li>Provide overall guidance and direction for the Projects</li> <li>Ensure that there are appropriate interfaces between the various projects to achieve the educational objectives</li> </ul> <p>Quorum of the Education Department Board 3</p>	<p>Prepare:</p> <ul style="list-style-type: none"> <li>Strategic Outline Case</li> <li>Outline Business Case (OBC)</li> <li>Service Planning Strategy</li> </ul> <p>Sign off:</p> <ul style="list-style-type: none"> <li>Full Business Case (FBC)</li> <li>Procurement Process</li> <li>Framework Project Execution Plan</li> <li>Strategic Risk Log</li> <li>Communications Strategy</li> <li>Outline Design Specification</li> </ul>

## Appendix II 2

BOARD	Membership	Remit	Output
<b>LMDC Project Board</b>	<ul style="list-style-type: none"> <li>Minister Education Department (Chair)</li> <li>Political Member Education Department</li> <li>Senior Responsible Officer</li> <li>Director of EDP Schools Projects</li> <li>Director of Education</li> <li>Project Operations Director</li> <li>Head of Project Services</li> </ul> <p>Attendance: Project Manager, QS and other representatives as required e.g. Strategic Asset Management Plan (SAM) representative</p>	<ul style="list-style-type: none"> <li>Report regularly on project status to the Education Department Board</li> <li>Manage project coordination &amp; assurance</li> <li>Manage the preparation and approval of all key documentation</li> <li>Ensure all statutory approvals obtained in good time</li> <li>Monitor progress against the Project Plan and maintain project momentum</li> <li>Review and manage project risks</li> <li>Review and approve significant changes to the project cost and programme that do not have a detrimental impact on education delivery</li> <li>Review and recommend to the Education Department Board the approval of exceptional changes to project cost and programme including those which may adversely affect education delivery</li> <li>Provide specific conflict resolution as and when conflicts arise</li> <li>Monitor Project budget expenditure</li> <li>Commission a Post Implementation Review</li> </ul> <p>Quorum of four members including at least one Education Department and one T&amp;R Department representative</p>	<p>Review and recommend to the Education Department Board for Approval:</p> <ul style="list-style-type: none"> <li>Full Business Case</li> <li>Contractor Tender Report and recommend appointment of contractor</li> <li>Exceptional changes to quality, programme, cost and risk</li> <li>Changes that may adversely affect education delivery</li> <li>Construction Professionals' replacement</li> </ul> <p>Review and Approve:</p> <ul style="list-style-type: none"> <li>Construction Professionals' Pre Qualification Questionnaires, Evaluation Methodology</li> <li>Project Execution Plan</li> <li>Contractor Pre Qualification Questionnaire, Evaluation Methodology</li> <li>Project Manager Reports</li> <li>Financial &amp; Budget Reports</li> <li>Change Control &amp; Risk Logs</li> <li>Significant changes to specification, quality, programme, cost and risk that do not adversely affect education delivery</li> </ul>

## Appendix II 3

GROUP	Membership	Remit	Output
<b>LMDC Project Team</b>	<ul style="list-style-type: none"> <li>• Senior Responsible Officer</li> <li>• Director of EDP Schools Projects</li> <li>• Project Operations Director</li> <li>• Finance, Legals and Contracts Director)</li> <li>• Director of Education</li> <li>• Head of Project Services (SPS)</li> <li>• Project Manager</li> <li>• Construction Professionals</li> <li>• Finance and Benefits Manager (T&amp;R)</li> </ul>	<p>Act as the “engine room” of the project and supports the Project Manager in achieving the objectives specified by the Senior Responsible Officer and Project Operations Director</p> <ul style="list-style-type: none"> <li>• Facilitate fast turnaround of documentation to required timescales</li> <li>• Prepare cost schedules for the Outline and Full Business Cases</li> <li>• Ensure the Project is maintained within cost, programme and quality</li> <li>• Develop the Technical Output specification</li> <li>• Evaluation of tender submissions, valuations &amp; payments, examination of financial accounts</li> <li>• Evaluate the technical submissions against the output of specification</li> <li>• Negotiate and manage the performance &amp; delivery of the work packages</li> <li>• Record &amp; report progress &amp; risk issues</li> <li>• Co-ordinate the delivery of the project to ease commissioning of the new facilities &amp; maintenance programme</li> <li>• Ensure a successful delivery of works packages in accordance with the contract</li> <li>• Prepare the revenue costings for the new facilities</li> </ul>	<p>Prepare and Administer:</p> <ul style="list-style-type: none"> <li>• Full Business Case</li> <li>• Pre Qualification Questionnaires</li> <li>• Procurement &amp; Tender documentation</li> <li>• Evaluation Report of Tenders</li> <li>• Project Execution Plan</li> <li>• Contract Management</li> <li>• Control, monitoring and coordination of processes</li> <li>• Progress reports</li> <li>• Change Control Register</li> <li>• Risk log</li> </ul> <p>Develop:</p> <ul style="list-style-type: none"> <li>• Technical Output Specification</li> <li>• Evaluation of design proposals</li> <li>• Evaluation of commissioning strategy</li> </ul>

## Appendix II 4

GROUP	Membership	Remit	Output
<b>EDP1 Project Team</b>	<ul style="list-style-type: none"> <li>• Director of EDP Schools Projects</li> <li>• Project Operations Director (seconded)</li> <li>• Buildings Operations Director (seconded)</li> <li>• ICT Infrastructure Director (fixed term) or seconded</li> <li>• ICT Advisor</li> <li>• M&amp;E Checking Engineer (fixed term)</li> <li>• Finance, Legals and Contracts Director (p/t seconded or fixed term)</li> <li>• Clerk of Works (fixed term)</li> <li>• Administration and Decant Manager (fixed term)</li> <li>• EDP1 Finance Officer (p/t either fixed term or seconded)</li> <li>• Administration Officer (p/t fixed term)</li> </ul>	<p>Support the Senior Responsible Officer, through the Director of EDP Schools Projects and Project Operations Director to achieve the EDP1 objectives for the project.</p> <p>For the construction project element of those objectives:</p> <ul style="list-style-type: none"> <li>• Develop the Outline Design specification to meet service requirement of Education</li> <li>• Collate, review and make recommendations on behalf of stakeholder groups</li> <li>• Develop the service requirements for education development</li> <li>• Review technical submissions against operational requirements</li> <li>• Co-ordinate the delivery of the services specification on commissioning of the new facilities</li> <li>• Manage the decant of pupils, staff and equipment in order to implement use of the facilities</li> <li>• Consider any issues affecting service provision arising from the project and make recommendations for changes to the Education Board</li> <li>• Prepare the revenue costing of a new service</li> <li>• Act as a sounding board for user/focus groups</li> </ul>	<p>Develop:</p> <ul style="list-style-type: none"> <li>• Outline Design Specification</li> <li>• Service Planning strategy</li> <li>• Commissioning/decant strategy</li> <li>• Communications Strategy</li> <li>• ICT Strategy</li> <li>• Client Direct Strategy</li> <li>• Decant Strategy</li> </ul>

Appendix III	LMDC Construction Project – LEVELS OF DELEGATED AUTHORITY	
BOARD/GROUP	Approval Levels	
<b>Education Department Board</b>	<p>Full programme, cost, quality, risk as delegated by the States of Guernsey Including:</p> <ul style="list-style-type: none"> <li>• Exceptional changes to the LMDC project cost (above £100,000) that are within the overall approved construction budget</li> <li>• Any increase in the overall approved construction budget</li> <li>• Changes in risk levels that are above States of Guernsey best practice levels of risk as determined by the Treasury and Resources Department</li> <li>• Changes to cost, programme, quality or risk that may adversely affect education delivery</li> </ul>	
<b>LMDC Project Board</b>	<ul style="list-style-type: none"> <li>• Programme – changes that do not have a detrimental impact on education delivery and are within approval powers for effects on cost, quality and risk</li> <li>• Cost – changes below £100,000 within the overall approved construction budget that do not have a detrimental impact on education delivery and are within approval powers for effects on programme, quality and risk</li> <li>• Cost – maintain level of contingencies at or above minimum levels required to complete the project within budget, programme and at acceptable risk levels</li> <li>• Quality – at least maintain quality of education delivery within agreed project specification</li> <li>• Risk – maintain States of Guernsey best practice levels of risk as determined by the Treasury and Resource Department</li> </ul>	
<b>EDP1 Project Team</b>	<p>In exceptional circumstances where it is not practical to convene a LMDC Project Board meeting in time to grant a necessary approval, the Chairman, after consultation by email with all members, will be able to grant approval subject to ensuring compliance with the LMDC Project Board programme, cost, quality and risk levels.</p> <p>Day to day operation of the project</p> <p>Subject to not adversely affecting education delivery:</p> <ul style="list-style-type: none"> <li>• Approval of contract “equal and approved” items that do not adversely affect cost or programme</li> <li>• Programme – changes that maintain or reduce programme that are within approval powers for effects on cost, quality and risk</li> </ul>	



	<ul style="list-style-type: none"> <li>• Cost increases up to £20,000 that are within specifications for effects on programme, quality and risk</li> <li>• Quality – at least maintain quality of education delivery within agreed project specification</li> <li>• Risk – maintain States of Guernsey best practice levels of risk as determined by the Treasury and Resources Department</li> </ul>	
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**Treasury and Resources**

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The Chief Minister  
 Policy Council  
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6 October 2014

Dear Chief Minister

**EDUCATION DEPARTMENT – REDEVELOPING THE LA MARE DE CARTERET SCHOOLS’ SITE**

In July 2014, the States approved the Treasury and Resources Department’s States Report entitled ‘States Capital Investment Portfolio’ (Billet d’État XVI) which set out the recommended future approach for the development of capital investment projects aimed to ensure that informed decisions can be taken on the best use of scarce resources; that value for money can be demonstrated in all investment decisions; and that the States are able to make decisions based on robust evidence as to the benefits of each project and have increased confidence in their value for money in light of stated objectives.

The Report set out that ‘business cases are a key building block in the move to evidence-based decision making for the allocation of resources’ and listed some of the benefits of business case development which included:

- The need to ensure that benefits are optimised in a business case will result in the best value options being pursued. This should ensure that scarce resources are allocated more efficiently and that the benefits derived for the States are maximised;
- A requirement that all relevant elements of an investment decision are appropriately considered, via the five case model, before resources are allocated to it;
- The clear linkage of inputs (resources) to the proposed outputs they are intended to deliver. This affords immediate transparency of the relative

efficiency of the proposal, facilitating better informed decisions about how resources are allocated

At the Outline Business Case (OBC) stage (the stage reached with the Education Department's project), a preferred option should be identified **which should demonstrably optimise value for money**.

Fundamentally, the Treasury and Resources Department considers it is essential to ensure that appropriate consideration is given to the reasons for a project, its scope and benefits and its deliverability before work commences. Such additional planning will ensure that the best projects are delivered and can in fact accelerate the overall project timetable by avoiding issues during the procurement or delivery phases.

The expected process and sequence for all States Capital Investment Portfolio is therefore:

1. Complete the OBC for review and sign off by Project Board;
2. Complete a 'project assurance review' to establish continued value for money and deliverability of the project;
3. The Treasury and Resources Department and sponsoring Department consider the findings of the review;
4. The Treasury and Resources Department and sponsoring Department agree the preferred way forward in light of the project assurance review;
5. The sponsoring Department submit a States Report supported by the completed OBC and seek authority to proceed, with delegated authority being given to the Treasury and Resources Department to approve the Full Business Case and open a capital vote within agreed limits following the procurement phase.

Although the Education Department has undertaken all of the elements, it has not followed this sequence and has submitted the States Report prior to completion of the OBC and before final issue and consideration of the project assurance review reports. The review teams found that a large amount of key information expected was not available and were not able to review a completed OBC which should be the basis for that review stage. This has made it extremely difficult for the Treasury and Resources Department to review this complex and substantial project report in the time available.

### **Project Assurance Reviews**

The project assurance review teams have now issued their reports. The gateway review has resulted in an 'amber status' meaning *'successful delivery appears feasible but significant issues already exist requiring management attention. These appear*

*resolvable at this stage if addressed promptly and should not present a schedule/cost overrun’.*

The gateway review summary reads:

*The Review team’s assessment is that this is an exceptionally well planned and managed project, with strong stakeholder support providing a compelling business justification for proceeding.*

*The amber status reflects the finding that, as at the date of the review, the Outline Business case is incomplete, with the key omission being the analysis of the full life costs and revenue implications of the project. Whilst the business case for the new school and the community facilities is strong, and the up-front capital costs well understood, it is important that the long term financial impact is equally well understood, to ensure that decisions to proceed to the next stage are made in the full knowledge of the affordability implications of the scheme.*

*The business justification for the enhanced, competition level sports facilities (rather than standard facilities to support the school and local community) is less compelling than that for the core of the project, and a full understanding of the revenue implications, which will include income generation as well as expenditure, will help greatly in strengthening that part of the business case.*

*Subsequent to the on-site review being completed, the Review team has had further discussion and correspondence with the SRO, and is pleased to report that significant progress is being made in assessing the revenue implications of the project and completing the OBC, and we would expect that this will be done well in advance of the States debate on the project in November.*

*Away from this specific point, whilst there are a small number of additional recommendations arising from the review, the Review team’s view is that none are significant in terms of impacting on the potential deliverability of the project. Subject to completion of the Outline Business Case, 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.*

The Value for Money review also raised significant concerns which require addressing before a recommendation to proceed can be made from a value for money perspective. These concerns surround the lack of revenue costs for each option in the business case presented and the incomplete options appraisal. The Treasury and Resources Department is therefore not currently in a position to comment on the affordability of the scheme with key information still missing.

## **Overall Value for Money**

**It is important to note that the project assurance reviews concentrate on reviewing the business case presented and not in questioning or challenging the assumptions, scope or specification of the project.**

The Treasury and Resources Department considers that its role is broader than that of the project assurance review and that it has a responsibility to advise the States as to whether the project as proposed represents value for money overall and is affordable in the context of the total funds available to the portfolio. The Department has concentrated on examining the elements within the project that drive the project cost and sets out in this letter some of the questions which have emerged which the Treasury and Resources Department believe need answering before the States can be assured of the value for money of this project.

**For the avoidance of doubt, the Treasury and Resources Department is not questioning the need to replace the schools at La Mare de Carteret (LMDC). Instead, its questions focus on the specification, standards and size of schools that are built (as this has such a material impact on cost) and the requirement for the additional facilities proposed.**

The States Report sets out that two fundamental criteria have been used in deciding whether there is a case for capital investment in rebuilding the existing schools at LMDC which are in line with those used in the UK. These are:

1. Whether there is a continuing need for the school places at the existing schools to be maintained – the ‘Basic Need’; and
2. Whether the condition of the schools is such that they can no longer offer fit-for-purpose facilities.

### ***Fundamental Criteria 1 - Basic Need***

Having modelled the requirement for school places throughout the Island until the year 2042, the Education Department has concluded that a 600 place school is required at LMDC in order to cope with the peak demand in 2026/27.

The Education Department has allowed an additional 5% on the forecast peak which has a significant impact on the size of school required. This assumption gives a maximum demand of 2,594 places with maximum capacity of 2,580, a potential shortfall of just 14 places. However, using the same assumptions, the average annual spare capacity over the period modelled would be 125 spaces.

The Policy Council’s Policy & Research Unit has commented that:

*The key assumptions for school age population used by the Government Actuary’s Department in putting together the data are:*

- the fertility rate (particularly when looking out beyond 5 years) and;
- the immigration assumptions.

*The Education Department was provided with the headline projections which assume net immigration of +200 people per year.*

*Examining the variant population projections held by the Policy Council (which look at different assumptions of migration) suggests that within a 10 year horizon the projections of secondary school age children are likely to be fairly accurate, the local children having already been born and net migration among under-15's being typically very low.*

*At the point of peak demand (the mid-2020s) the available data suggests that the projections should be accurate to 1% - 2%. Beyond this point (where the children born on island to immigrants begin to reach secondary school age) migration assumptions have a larger impact and the confidence level deteriorates.*

*By the 2040s, varying migration assumptions by 100 people per year either way results in a confidence level of +/-5%. However, even at the upper limit of the confidence level, the number of children is not projected to exceed the peak estimated in 2027.*

The Treasury and Resources Department has therefore undertaken calculations to examine the impact of reducing the 'contingency' factor to 2%. If this is applied to the peak demand then a 480 place school would give a gap at the peak year (2026/27) of just 60 pupils across the projected 2,471 cohort in the four schools. The average spare capacity (over the modelling period) in a 600 place school at these pupil numbers would be approximately 195 spaces.

The difference in area between a 600 and 480 space school is 932sqm. Using costings provided in the Education Department's OBC would give a total cost difference between a 600 and 480 space school of about £3m. The Treasury and Resources Department has asked the Education Department whether it would be possible to build a smaller school.

The Report does not cover in any detail an analysis of the basic need in relation to the Primary School but states that:

*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.*

The LMDC Primary school has been classified by the Education Department as a social priority school with a maximum class size of 24. The modelling undertaken for the October States Report assumed a school at LMDC based on a class size of 25 which gives a 350 space school. However, this Report assumes a class size at LMDC Primary of 30, giving a 420 space school. These additional 70 spaces would equate to an additional built area of some 360sqm which, using the costs assumed in the OBC, would equate to a difference in cost of approximately £1m.

The Education Department's October Report showed average class sizes at LMDC Primary of 14 to 22 with surplus spaces of 25.7% and the same Report shows that the school is likely to continue to be under-occupied in its future modelling. It is understood that the Education Department wishes to future-proof school capacity as far as possible, but the Treasury and Resources Department questions whether the States can afford to do so to such an extent given the declining pupil numbers over the long term.

### ***Fundamental Criteria 2 - School Condition***

The Education Department's Report states that:

*'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.'*

The Treasury and Resources Department is concerned that the same factors may apply to other Primary schools across the estate and that there is therefore a risk that building the Primary school proposed at LMDC will set a precedent and an unofficial benchmark for a programme to redevelop other Primary schools. This could have significant future cost implications for the States if space and specification standards are not formally agreed, appropriate and benchmarked to ensure value for money.

### ***The 16% Guernsey Uplift***

An independent review was carried out in 2005 to produce recommendations for areas for the first of the High School Projects, St Sampson's High School. The review panel recommended that a 16% uplift on "Building Bulletin 98, Briefing Framework for Secondary School projects", produced by The Department for Children, Schools and Families (DCSF). The panel recommended that *'the Education Department should Design the other two schools (LBHS and LMDC) to a similar standard when funding becomes available.'*

It is clear that it was the intention that the 16% uplift be applied to LMDC High School when it was developed. However, the review is now almost 10 years old and the Treasury and Resources Department consider that this is an opportunity to



question whether the factors particular to the Guernsey educational system that were identified at the time are still valid namely:

- *the smaller class sizes and pupil / teacher ratio in Guernsey.*
- *the Education Development Plan's aims to ensure the new schools should be 'future proofed' for at least fifty years and be sufficiently flexible to accommodate changes in the curriculum, teaching styles, demographic trends and community needs.*
- *the impact of the generous pupil to teacher ratio and the smaller average group size on the accommodation.*
- *the impact of the high investment in ICT on all teaching areas.*
- *the impact of inclusion and an increase in the number of pupils with complex special educational needs including physical, emotional and behavioural problems in mainstream schools must be reflected in the quantity and quality of teaching and ancillary facilities, provision for visiting specialists and the design of circulation areas. The panel is persuaded that the bigger classrooms will facilitate the use of Guernsey's favourable staffing ratio to offer a flexibility to set by ability. We believe the schedules proposed generate adequate spaces for withdrawal and SEN support. The allowance generated for circulation should be sufficient to meet the many demands placed upon it.*
- *the impact of increased community use of school premises for life-long learning and sport and recreation.*

The review undertaken in 2005 was specifically in relation to secondary schools on the island and no work has been undertaken to establish a space standard for Primary schools. The Education Department states that:

*'It would be unreasonable and untenable to expect the LMDC cohort of parents, pupils and staff, and the parishes from which they draw, to accept new buildings and facilities which do not meet the same standards as those previously approved by SED and the States as appropriate for the next generation of schools.'*

The Treasury and Resources Department is concerned that applying the 16% Guernsey space factor to the LMDC Primary school will set a precedent for future primary school projects and that consideration should be given to a further independent review to set a space standard for Guernsey primary schools to ensure there is an agreed and consistent benchmark by which to work since this factor has a significant cost implication of over £1m for the primary school.

### ***Cost Per Square Metre***

The cost per square metre assumed for LMDC is £2,896. This cost per square metre was considered by the value for money reviewer who has commented that:

*A review of capital costs is enclosed in the draft OBC which benchmarks the costs per square metre of the building works against both previous EDPI schools as well as similar UK schools. Whilst the benchmarking analysis with the previous EDPI projects identifies that the cost fits well against previous school projects (updated for inflation) the benchmarks provided against UK projects are less clear to understand. The Project Team who has confirmed that the cost per square metre allows for:*

- *a more robust specification than a standard school in the UK. This additional cost/specification allows production of a more robust solution (to reduce ongoing maintenance costs and increase the life of the building);*
- *the provision of a specification that meets the needs of the specific marine environment.*

The Treasury and Resources Department understands that an additional £200-300/sqm has been allocated for additional specification requirements which relate to ‘a specification associated with a marine environment and an increased design life.’ The cost impact of this on the High School alone amounts to between £1.5-2.0m. The Treasury and Resources Department has not as yet seen a robust justification for this increased cost per square metre.

**Between the needs analysis of school spaces, the 16% Guernsey uplift and the additional assumed cost per metre square, there could be the potential to save at least £7m on the project costs. The Treasury and Resources Department would wish to be satisfied that all of these costs are justified before being able to comment on the value for money of this project.**

### **Other Facilities**

The brief for the Schools project also includes proposals to:

- Relocate the existing autism services at Amherst and St Sampson’s High School to a new facility at LMDC
- Build a pre-school nursery alongside the Primary school
- Deliver community facilities for families and the older generation
- Offer competition level indoor sports facilities

The cost of these elements is not clearly identified in the States Report or the benefits articulated and these additional elements were not originally envisaged as part of the Education Development Plan approved by the States in 2002.

The project assurance review reports have both said that the case has not been robustly made for these elements in the OBC and recommendations made accordingly. The Treasury and Resources Department is therefore not currently able to comment on these elements.

### **Project Benefits**

As set out at the beginning of this letter, one of the key objectives of the Treasury and Resources Department in establishing the States Capital Investment Portfolio was that an increased focus was given to the identification of project benefits at an early stage so that delivery of these can be monitored.

The States Report does not include a section clearly setting out the benefits (both financial and other) of the preferred solution. The Treasury and Resources Department would expect the Report to articulate the benefits in one section, including how they will be delivered, monitored and measured. Without this information it will not be possible to measure the success of the project in the future.

### **Ongoing Revenue Costs**

The Education Department's Report is currently silent on the running costs of the proposed new complex which makes it impossible for the Treasury and Resources Department to comment on the affordability of the scheme.

The Education Department notes in the Report that the existing buildings have high energy and increasing maintenance costs, but these are not specified. The Treasury and Resources Department would be optimistic that the modern, energy efficient buildings being designed would provide ongoing revenue savings against this baseline. However, the Department is also aware that the footprint of the new buildings is significantly larger than the current schools. Therefore, it is important that the revenue costs are clearly identified so that it can be confirmed that these can be managed within the Education Department's cash limit. If the running costs of the school are likely to be above the amount affordable to the Education Department then an assessment would be required as to where and whether that funding could be secured given the States' fiscal constraint of no real-terms growth in revenue expenditure.

The Report does contain an assessment of the total life cycle costs of the whole scheme. However, given that only the costs of the preferred option have been made available and that there is no baseline against which to compare, these do not assist the Treasury and Resources Department's assessment of affordability.

The Report is also lacking any identification and commitment to delivery of financial benefits. The Report does allude to possible financial benefits, for instance with regard to the transfer of the Communication and Autism service, but these are not specified.

## Summary

Given the schedule of the Education Department, it has not been possible to receive answers to these questions and comments in the time available and therefore the Treasury and Resources Department felt bound to share its concerns with the States.

The Education Department has advised the Treasury and Resources Department that a delay of one year to the completion of the programme is estimated by cost consultants to have an inflationary impact of an additional £2.7m on the total project cost. This may be true from a project perspective. However, consideration also needs to be given to:

- The fact that retaining £60m in the General Investment Pool for an additional year would probably yield between £2m and £3m;
- The £2.7m could be overshadowed by the savings which could be achieved in a lengthened procurement and value engineering phase;
- That there may be considerable scope for cost reduction in the project by examining in further detail the brief, assumptions and basic need. The analysis set out in this letter shows a potential £7m cost reduction.

**The Treasury and Resources Department considers it vital, for such a significant investment, that the Education Department demonstrates the value for money and affordability of the option proposed for the redevelopment of the LMDC Schools and associated facilities. The Treasury and Resources Department is presently unable to advise the States that the project set out in this States Report represents value for money or is affordable and is therefore unable to support the Report.**

**The Treasury and Resources Department wishes to work with the Education Department ahead of the debate on the Report to find mutually acceptable amendments to the scope of the project that will enable the States to commit to an option for the replacement of the LMDC Schools that offers best value.**

Yours sincerely



Gavin St Pier  
Minister

**(N.B. The Policy Council accepts the need for new Primary and High Schools to be built at La Mare de Carteret to replace the existing facilities, but some Members questioned their size and cost. The Policy Council also broadly accepts the strategic case for the development of the associated sporting and other community facilities, albeit some questions were raised over the details of their scope and cost. Similar questions have been raised by the Treasury and Resources Department. The Policy Council is pleased to note that the Education and Treasury Resources Departments will be working together to address these questions ahead of the debate of the Report. *[Deputy Burford withdrew from the meeting having regard to a possible future conflict of interest].*)**

The States are asked to decide:-

XV.- Whether, after consideration of the Report dated 29<sup>th</sup> September, 2014, of the Education Department, they are of the opinion:-

1. To approve the La Mare de Carteret Schools' project as detailed in Appendix 1 of that Report.
2. To approve the Education Department progressing to tender for the construction of the La Mare de Carteret Schools' project.
3. To 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.

## HOME DEPARTMENT

### PREPARATION OF A NEW ELECTORAL ROLL

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

18<sup>th</sup> August 2014

Dear Sir

#### **1. EXECUTIVE SUMMARY**

- 1.1 A General Election of People's Deputies will be held in April 2016 ("the 2016 Election"). Any islander who wishes to vote in this election must be registered on the Electoral Roll.
- 1.2 There is a legal responsibility placed upon the Registrar General of Electors (the States Chief Executive) to compile the Electoral Roll in accordance with the Reform (Guernsey) Law, 1948, as amended ("the Reform Law").
- 1.3 The current Electoral Roll was compiled ahead of the 2012 General Election of People's Deputies. The base date contained within the Roll will therefore be up to five years out of date at the time of the 2016 General Election. A report commissioned by the Registrar General of Electors to investigate the processes and procedures in place for maintaining the Electoral Roll after the 2008 General Election recommended, amongst other things, that it is inappropriate for an Electoral Roll to be carried forward for use in the following election.
- 1.4 The Department therefore recommends that a new Electoral Roll is compiled ahead of the 2016 Election and the necessary legislation be drafted to this effect. Dependent upon the method used to update the Roll, the costs of creating a new Electoral Roll will be in the region of £150,000.
- 1.5 Additionally, following the delegation of functions relating to the Election itself to the Home Department Chief Officer from the Registrar General of Electors, the Home Department has used this opportunity to set out the funding that will be required to cover the costs associated with the election.

#### **2. STATUTORY RESPONSIBILITIES**

- 2.1 The Reform Law places a number of statutory duties upon the Registrar General of Electors (the States Chief Executive) to compile the Electoral Roll and facilitate the electoral process in accordance with its provisions. The

Registrar General of Electors has through The Public Functions (Transfer and Performance) (Bailiwick of Guernsey) Law, 1991 empowered the Chief Officer of the Home Department to exercise all powers and duties under the Reform Law on his behalf.

- 2.2 In addition, the mandate of the Home Department requires it to “*be responsible for... the Electoral Roll*” and the mandate of the States Assembly and Constitution Committee requires it “*to review and bring forward proposals for the States of Deliberation of the Island of Guernsey to consider in connection with... elections to the office of People’s Deputy*” and “*to exercise the powers and duties conferred on it by extant legislation including... the Reform (Guernsey) Law, 1948, as amended.*” The Department has consulted the SACC on the drafting of this report.

### **3. REGISTRATION ON THE ELECTORAL ROLL**

- 3.1 All islanders who wish to vote in local elections must be registered on the Electoral Roll. Registration on the Electoral Roll is not compulsory, and around 29,500 islanders are currently listed on the Roll. Islanders who fulfil the eligibility criteria as established in the Reform Law (namely through age and residency) may submit their application to the Registrar General of Electors in a number of ways throughout the year. Application forms are available at Sir Charles Frossard House, parochial offices and other public buildings. Forms are also sent out to members of the public on request. In addition, islanders may apply by sending their details to the Elections email address and in the run up to the General Election, a specific election website is established allowing islanders to submit their details onto a secure site.
- 3.2 A General Election of People’s Deputies will be held in April 2016. In order that the election is equitable, an accurate and comprehensive Electoral Roll is required, compiled in accordance with the Reform Law.

### **4. BACKGROUND**

- 4.1 The last time an Electoral Roll was “rolled over” for use in a subsequent election was in 2008 which used the Roll originally compiled for the 2004 Election. This caused a number of unavoidable inaccuracies, including duplicate entries and the details of individuals who had died or left the Island remaining on the Roll. These inaccuracies were both potentially upsetting for the public and caused difficulties for the candidates. These difficulties were compounded by the legislation which, at the time, prevented the Registrar from altering or correcting the Roll once the Roll had closed in order to allow an election to take place.
- 4.2 The 2008 General Election clearly demonstrated the problems associated with carrying over an Electoral Roll between elections. Whilst no islanders were disenfranchised by the problems that occurred, it clearly showed that the longer a Roll remains in force, the less accurate it becomes.



- 4.3 Following the Election, a comprehensive review of the procedures in place for the Electoral Roll was completed on the request of the Registrar General of Electors. The Report identified a number of problems and most notably recommended that a new Electoral Roll should be compiled for each quadrennial election.
- 4.4 A new Electoral Roll was compiled for use in a 2012 General Election. Following a very successful publicity campaign, over 29,500 individuals registered for inclusion on the Electoral Roll and turn out at the Election was 71.4%. This Election clearly demonstrates the success that can be had in creating a new Electoral Roll.

## **5. PROPOSALS FOR THE WAY FORWARD**

- 5.1 Whilst the current Roll could be carried forward for use in 2016 and a publicity campaign launched to encourage islanders to check that their details are correctly displayed, the Department strongly believes that using the current Roll would create additional, and unnecessary, risk, significantly increasing the probability of errors on the Roll. Although the Electoral Roll has been rolled over in the past between two elections, experience has clearly demonstrated the problems that this can cause. The Department is of the opinion that the data currently held is insufficiently accurate or comprehensive to act as base data for the 2016 Election.
- 5.2 Article 25 (3) of the Reform Law provides that the Electoral Roll shall remain valid “until such date as the States may determine by Ordinance”. The Department recommends that the compilation of a new Electoral Roll commence in September 2015 and enters into force on the 1<sup>st</sup> March 2016. The Department therefore recommends that an Ordinance be enacted terminating the validity of the current Electoral Roll at 2359 hours on the 29<sup>th</sup> February 2016.
- 5.3 Article 34 (11) (a) provides that the Electoral Roll shall be closed, in respect of an election for the office of People’s Deputy, from a date appointed by Ordinance of the States. Mindful of the work involved in the preparation of copies of the Electoral Roll for candidates and polling stations, the Department proposes that, in respect of the 2016 Election, the Electoral Roll be closed on 29<sup>th</sup> February 2016.
- 5.4 The creation of a new Electoral Roll would require all eligible individuals who wish to be able to vote in the 2016 General Election of People’s Deputies to register. The Department is conscious of the need to actively engage and inform the public to ensure that no islanders are disenfranchised by failing to realise the importance of re-registering. To this end, the Deputy Registrar General has advised the Department that he intends to launch a comprehensive publicity campaign, with the aim of reaching as many islanders as possible and encouraging them to ensure their details are present.

## 6. PROCESS FOR ENCOURAGING ENROLMENT

6.1 A comprehensive campaign will be required in order to encourage individuals to register on the Electoral Roll. In 2012, the Department undertook a range of activities, including:

- Establishment of a dedicated website where individuals could register online;
- Over 26,000 household registrations forms sent to every property on the Corporate Address File in September;
- A second set of reminder registration forms sent to every unregistered property on the Corporate Address File in November;
- Nearly 15,000 confirmation cards sent out to registered households over the course of the campaign;
- 100's of hours of door to door enumerating concentrating on unregistered households;
- 300 large print forms sent out to visually impaired islanders;
- Local charities, residential and care homes contacted to assist their members to register;
- 810,000 milk cartons printed containing the "Register Today, Shape Tomorrow" message;
- 6 months of adverts on buses;
- 3 months of TV and radio adverts;
- Articles placed in in-flight magazines;
- Advertisements in the Guernsey Press, including full page adverts;
- Over 100 posters sent out to local clubs, businesses and organisations;
- Change of address forms sent to every local estate agents;
- 13 school visits made;
- Over 50 registration road shows at busy island venues, such as supermarkets, town and shops to encourage islanders to register.

6.2 The Department recognises that in arranging the 2016 publicity campaign, there is a clear need to balance the traditional enrolment mechanisms against the onward trend towards technology. The number of individuals choosing to register online increased by 166% between the 2008 and 2012 General Elections and the Department expects that there will be an even greater demand in 2016. As such, whilst the Department will still undertake the traditional steps to promote and encourage voter registration, it believes that it is appropriate that there is an increased emphasis on online registration. This is in keeping with the States' ongoing efforts to develop e-government opportunities across its work. Online registration is not only a fast and secure mechanism for individuals to record their details but also, importantly, dramatically reduces the staff time needed to manually enter data into the Electoral Roll. This therefore provides opportunity to redirect staff time into other areas within the Electoral process. The Department remains mindful that in the future, projects such as Phase II of the e-citizens register will create opportunities for the further digitalisation of the electoral process, bringing

increased ease to the electorate. Such developments will not be available in time for the 2016 Election but may be possible for subsequent elections.

## **7. RESOURCES**

### **(a) Human Resources**

7.1 Whilst the Department is yet to finalise the proposed administrative arrangements to support the creation of a new Electoral Roll, it is anticipated that there will be opportunity to draw upon the skills and expertise of the States' two development Schemes, the Graduate Officer and Trainee Executive programmes rather than appoint temporary members of staff to complete the administrative functions associated with the Electoral Roll and election, at a potential cost in the region of £65,000. However to ensure appropriate oversight of the process and to provide a central point of contact for the parishes, candidates and other interested parties, there is a requirement for a temporary management position to be created on a secondment basis. In 2012, these functions were split between senior staff across the States' Assembly and Constitution Committee and Home Department (and therefore were not funded from the respective elections and Electoral Roll budgets), however the Registrar General of Electors was mindful at the time of the effectiveness of such a split and the impact this had on wider service delivery.

7.2 Additionally, as the Registrar General of Electors has delegated his functions in relation to the process of the Election itself, in addition to the Electoral Roll, to the Chief Officer of the Home Department, this temporary post will also co-ordinate the administrative processes required to facilitate the General Election.

### **(b) Financial**

7.3 In order to both administer the Electoral Roll and make the necessary election arrangements, the Department will require additional funding for 2015 and 2016.

	<b>2015</b>	<b>2016</b>
Staffing	64,000	29,000
<b>Electoral Roll</b>		
Printing	7,500	2,500
Postage	30,000	2,000
IT	15,000	-
Administration / stationery	5,000	3,000

Advertising	30,000	10,000
<b>Election</b>		
Grants to Candidates	-	50,000
Advertising	-	20,000
Printing	-	10,000
Postage	-	3,000
Administration – meetings etc	-	25,000
IT – hardware Website	2,500	7,500
<b>Total</b>	<b>£154,000</b>	<b>£162,000</b>

7.4 The above costs are consistent with the States' expenditure for the Electoral Roll and Election in 2011/2012.

- The Electoral Roll costs in 2011/2012 (excluding staff) were in the region of £90,000 compared to £105,000 (also excluding staff) which is being requested for 2015/2016. The increase of £15,000 is partially reflective of inflation and also to ensure that the Electoral Roll is able to have an increased online presence recognising evolving trends.
- The budget for the 2012 Election (which at the time was attributed to the States' Assembly and Constitution Committee) was £120,000, compared to the £118,000 being requested above. Whilst expenditure in 2012 was in the region of £80,000, the Department believes that, considering a significant proportion of the budget is demand led (grants to candidates and postage etc), it would be inappropriate to reduce the budget at this stage.

## 8. CONSULTATION

8.1 The Registrar General of Electors and the States' Assembly and Constitution Committee have been consulted on, and support, this report. The States' Assembly and Constitution Committee is considering proposing that the Reform Law be amended to remove the legal restrictions which disbar certain persons from registering to vote and possibly whether to alter the voting rights of prisons. It will bring a policy letter to the States as soon as possible.

## 9. RECOMMENDATIONS

The Department recommends the States to:-

1. Approve the establishment of a new Electoral Roll for the 2016 General Election of People's Deputies.
2. Direct the drafting of legislation that shall provide for the validity of the current Electoral Roll to cease at 23:59 hours on 29<sup>th</sup> February 2016 and for the closure of the new Electoral Roll between that date and the date of the Election.
3. Approve an increase of £154,000 in the 2015 revenue expenditure of the Home Department to fund the costs of compiling the new Electoral Roll and managing the election process, funded by a transfer from the Budget Reserve.
4. Direct the Treasury and Resources Department to take account of the costs of compiling the new Electoral Roll and managing the election process when recommending the 2016 Cash Limit for the Home Department.

Yours faithfully

P L Gillson  
Minister

F W Quin  
M K Le Clerc  
M M Lowe  
A M Wilkie  
Mr A L Ozanne (Non States Member)

**(N.B. The Treasury and Resources Department confirms that provision is included within the 2015 Budget Reserve and that the recommended 2016 Cash Limit for the Home Department will include specific allowance for the costs associated with compiling the new Electoral Roll and managing the election process.)**

**(N.B. The Policy Council supports the proposals in this States Report and confirms that the Report complies with the Principles of Good Governance as defined in Billet d'État IV of 2011.)**

The States are asked to decide:-

XVI.- Whether, after consideration of the Report dated 18<sup>th</sup> August, 2014, of the Home Department, they are of the opinion:-

1. To approve the establishment of a new Electoral Roll for the 2016 General Election of People's Deputies.
2. To direct the drafting of legislation that shall provide for the validity of the current Electoral Roll to cease at 23:59 hours on 29<sup>th</sup> February 2016 and for the closure of the new Electoral Roll between that date and the date of the Election.
3. To approve an increase of £154,000 in the 2015 revenue expenditure of the Home Department to fund the costs of compiling the new Electoral Roll and managing the election process, funded by a transfer from the Budget Reserve.
4. To direct the Treasury and Resources Department to take account of the costs of compiling the new Electoral Roll and managing the election process when recommending the 2016 Cash Limit for the Home Department.