

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Buildings, Land and Procurement Panel
Date:	23 March 2010
Title:	Private, Voluntary and Independent Preschool Projects
Reference:	1378
Report From:	Director of Property, Business and Regulatory Services

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1. Executive Summary

1.1. In July 2009, the Executive Lead Member for Children's Services approved the proposed projects to benefit from the £15.135m Early Years and Childcare Capital Grant. The three main objectives of this funding are:

- to improve the quality of the learning environment in early years settings to support delivery of the Early Years Foundation Stage, with a particular emphasis on improving facilities for play and physical activities and ICT resources;
- to ensure all children, including disabled children, are able to access this provision;
- to enable Private, Voluntary and Independent (PVI) providers to deliver the extension to the free offer for three and four year olds and to do so flexibly.

1.2. Further to that approval this report now seeks approval to the design proposals for sixteen of the larger projects on County Council sites within the Private, Voluntary and Independent Preschool (PVI) programme at a total estimated cost of £7,202,000 (including fees).

1.3. Given the large scale of the PVI programme, individual project appraisals for each of the projects was not considered appropriate. This is consistent with the approach taken and previously approved for the reporting of the projects aggregated into the Children's Centre programme.

2. Scope of Work

2.1. This report sets out the proposals for the development of 16 preschool projects located on various County Council school sites for the PVI programme which forms part of the Government's national strategy for childcare and the Sure Start Early Years and Childcare Grant (SSEYCG).

- 2.2. This report also outlines the context for these projects as part of the County Council's grant allocation within the PVI programme that are being managed by the Children's Services Department and implemented by Property Business and Regulatory Services.
- 2.3. This report also outlines the strategy for the proposed leasing arrangements for these preschool projects which will be to private providers.

3. Contextual Information

- 3.1 All Hampshire's maintained and non maintained PVI childcare settings were invited to bid for capital funding in December 2008. 566 applications were received totalling in excess of £23 million. The Early Years Education and Childcare Unit (EECU), through their Local Development Teams analysed the submissions and used strict criteria to prioritise those in relation to the DCSF requirements and Hampshire's childcare sufficiency assessment.
- 3.2. A PVI Capital Grants Group, comprising officers from the Children's Services, Chief Executive's and Property, Business and Regulatory Services Departments considered all bids rated as high priority. As a result of this consideration, the following high priority schemes are recommended:
 - 140 grants for individual projects with a value below £5,000 to childcare settings across Hampshire, including 51 childminders. The total amount of these allocations is £491,398.
 - 113 allocations for projects of more than £5,000. The total amount of these allocations is £13,271,345.
 - A planned programme specific contingency of £0.8m and provision for administrative, assessment and management costs of £0.425m. This charge reflects the overhead of administering a large number of relatively small allocations, many of which are grants requiring legal input and which do not require professional input in the normal way.
- 3.3. This report seeks approval to design proposals for 16 new-build projects on Hampshire County Council owned or controlled sites with funding allocated to the total of £7,202,000.
- 3.4. This report provides details of the 16 larger capital projects (i.e. those projects in excess of £250,000) for the standalone preschools on County Council owned or controlled sites; these proposed settings are based around three generic layouts and capacities - a 26 place, 40 place and 48 place preschool.
- 3.5 The Director of Property, Business and Regulatory Services has progressed the design of these various preschools and the purpose of this report is to provide detail of the design proposals and seek approval to the proposals for these major schemes in this one report. The PVI projects have been grouped together into one programme of work to ensure value-

for-money and a consistently high-quality approach to briefing, design procurement and construction.

- 3.6. These proposals will maximise wellbeing and enhance the quality of place by providing these preschools throughout Hampshire.

4. Procurement and Timing

- 4.1. The larger standalone preschools are being procured through the IESE Tier 2 framework, the main contractor, Mansell Construction, having been appointed through mini-competition.
- 4.2. For each of these 16 standalone preschool locations, signed acceptance of the feasibility study and scheme design proposals are being sought from the respective host school's head teacher and chair of governors together with the preschool setting confirming their agreement to the proposals to locate the preschool on the preferred site. The proposed locations are set out in the appendices.
- 4.3. The DCSF has set a deadline for the expenditure of the SSEYCG grant by 31 March 2011. In order to deliver these projects within the timescales, a single project team has been established and will ensure that a coordinated approach to design and procurement is adopted.
- 4.4. All of these projects are situated on sites either owned by the County Council or Diocese owned/held by Trustees. The County Council or Diocese/Trustees will need to grant leases with the individual occupying groups or amend current occupational arrangements. It is proposed that new leases granted by the County Council on projects involving stand alone buildings will be on a basis that provides for site rent only for the initial 5 years and thereafter on a common basis to other pre school agreements throughout the county which provide for an income based rent. In addition, the County Council may also need to enter into formal agreements relating to such issues as services and access, and may also need to enter into formal agreements to secure planning consent. To enable the delivery of these projects within the anticipated timescale and the future operation, it is proposed that the Director of Property, Business and Regulatory Services be authorised to enter into appropriate legal agreements and occupational leases.

5. Finance

- 5.1. Capital Expenditure:

The Capital Expenditure has already been approved; the following tables outline the breakdown of its distribution across the project:

Capital Expenditure	Current Estimate	Capital Programme
	£'000	£'000
Buildings	6,262	6,262
Fees	940	940

Land to be purchased	-	-
	7,202	7,202

5.2 Sources of Funding:

Financial Provision for Total Scheme	Buildings £'000	Fees £'000	Total Cost £'000
1. From Own Resources			
a) Capital Programme (as above)	6,262	940	7,202
DfES Sure Start Early Years and Childcare Grant			
Total	6,262	940	7,202

a) *Building Cost:*

Average Net Cost = £1,720 per m²

Average Gross Cost = £2,511 per m²

b) *Furniture & Equipment:*

Any nominal F&E costs are included within the overall budget

c) *Energy Costs:*

The estimated annual energy consumption for the new accommodation will meet that required by current Building Regulations.

6. Risk & Impact Issues

6.1. Please see Appendix B for a summary of the risk and impact issues considered in relation to the design of this project.

7. Details of site and existing Infrastructure

- 7.1. The proposed new private, voluntary and Independent preschools will be sited in a variety of locations and will be freestanding new buildings located on County Council owned/controlled school sites
- 7.2. The preferred locations, as approved under delegated powers by the PVI Board on the 29 September 2009, are indicated on the map at Appendix 1.
- 7.3. The proposed stand-alone preschools vary in size based upon the local sufficiency requirements identified by the EECU within Children's Services. There are three variations proposed to suit a 26 place, 40 place and 48 place pre-school. The accommodation area requirements are based upon Sure Start's *Building for Sure Start –Integrated provision for under fives - Design Guide*.
- 7.4. Proposals for access vary from site to site. The key issues that have been considered as follows:
 - Respecting and maintaining the security of the proposed sites
 - The need for safe pedestrian access
 - Staff car parking provision
 - Accessible parking provision
 - Emergency and refuse vehicle access
 - Contractor's access for the duration of the construction work
- 7.5. The school sites vary from campuses comprising SCOLA built accommodation to older and more traditional construction. At least one school building is Grade II Listed and there are a number within local conservation areas or adjacent to existing buildings which have local listings.
- 7.6. Ground/soils investigations carried out on sites where new build accommodation is proposed indicate that a variety of foundation types appropriate to the local ground conditions will be required.
- 7.7. For the majority of the new build proposals, it is anticipated that new services will be provided independently of the host school building. However, should this not be achievable it is proposed to provide a separate meter or sub-meter arrangement from the host school building. It is proposed to link all PVI preschools to the host site's fire alarm system.

8. Scope of the Project

- 8.1. A variety of accommodation is proposed to be provided through new-build provision and the adaption of existing external spaces. The following represents the schedule of daycare accommodation that will be included in the new projects:
 - entrance lobby including cloak storage and staff lockers

- preschool office
 - kitchenette
 - children's wcs
 - plant space
 - accessible/ staff wc
 - main activity space including storage and creative/wet area
 - internal and external storage
 - external play spaces
 - car parking for staff
- 8.2. The preschools are to provide accommodation predominantly for children ranging from 2 years 9 months through to primary school age. However, there are instances where younger children are to be accommodated and as such enlarged areas are required.

9. The Proposed New Buildings

- 9.1. Following the success of the modular-built Phase 2 Children's Centre projects, it is proposed that a modular, off-site building system is employed to provide the new-build accommodation with each of the variations in size of these PVI projects, i.e. 26 place, 40 place and 48 place pre-school, sharing a common design and floor plan template, in order to optimise cost and construction programme efficiencies.
- 9.2. The external wall finish will vary from site-to-site, but typically these will be either good-quality facing brickwork, natural coloured render or horizontal timber cladding. The roofs will be clad in a variety of finishes subject to the individual site requirements but typically these will be a high-performance covering. However, on certain sites the roofs will be pitched to suit the context of the existing sites. It is intended the windows/glazing systems will be aluminium.
- 9.3. The use of modular off-site construction offers a number of advantages that are beneficial to the PVI preschools programme of works:
- Fast-track procurement to meet programme time limitations.
 - Shorter on-site period reduces impact on existing site users
 - The majority of the structural frame, envelope and internal layouts will be assembled under factory conditions with significantly reduced H&S risks
 - Cost-effective solution reflecting nature of the building type and enabling maximum benefit from the grant funding.
- 9.4. The buildings will have a minimum structural lifespan of 60 years. This is in line with buildings of this type constructed elsewhere in the County and nationally, including the recently completed Children's Centres projects.
- 9.5. All preschools will be designed to provide level access entrance thresholds for pushchair and wheelchair access with automatic entrance

doors. Each preschool will include an accessible wc and a minimum of one accessible car parking space provided/allocated.

- 9.6. It is intended the principle energy source for the new build preschools will be provided by air-source heat pumps serving either an under-floor heating system or low-surface temperature radiators.
- 9.7. The generic floor plans for each of size variations are included in the report in the appendices.

10. External Works

- 10.1. Car parking provision for the PVI preschools has been calculated using the current Hampshire County Council Highway Parking Standards for nurseries. This defines a parking space ratio of 1.5 spaces per two full-time equivalent (FTE) staff. No visitor parking has been allowed for. The number of FTE staff varies from site to site and the provision/allocation has been made to suit the specific site. Where the preschool is isolated from the host school and has a dedicated vehicular access then a separate preschool car park is provided, in all other instances the car parking provision is either allocated within the existing car park or the existing car park is extended to ensure the parking standards for the host school site are not compromised.
- 10.2. Landscape proposals for the new build preschools include direct access to a secure play area to ensure free flow for the children. A variety of hard and soft landscaping will be used where appropriate to provide a suitable setting for the new preschools within their contexts and environments.
- 10.3. Careful consideration has been given to the siting of each preschool with respect to the existing host school use, the existing buildings, existing services, accesses and relationship to any adjoining properties.

11. Planning

- 11.1. Detailed planning applications are being prepared for these projects as required.
- 11.2. Currently two of the larger preschools are located within the New Forest National Park and as such the National Park's planning authority will determine the proposed planning applications. In all other instances Hampshire County Council's Environment Department will determine the planning applications.

12. Building Management

- 12.1. Arrangements for the on-going cleaning, local management and maintenance arrangements are the responsibility of the private settings however, to ensure Hampshire County Councils investment is protected the PVI setting's lease agreements being prepared by Assets and Development stipulate the maintenance requirements for the preschool building and sites.

13. Professional Resources

13.1. Architectural Services -	Property Business & Regulatory
Quantity Surveying -	Property Business & Regulatory
Electrical and Mechanical Services –	Property Business & Regulatory
Landscape Services -	Property Business & Regulatory
Drainage Services -	Environment Department
Structural Engineering -	Consultant appointments

14. Consultations

- 14.1. The following have been consulted during the development of this project and their feedback can be seen in overview in Appendix C

Head teachers and governors of the host school sites; Private Voluntary and Independent Preschool providers; Children's Services Department; Early Education and Child Care Unit; Environment Department; HFRS – Fire Officer; Access Officers; local County Councillors; the Dioceses of Winchester and Portsmouth

15. Recommendations

That the Panel advises the Executive Member for Policy and Resources that:

- 15.1. The proposed building designs for the 16 stand-alone private voluntary and independent (PVI) Preschools together within the overall programme of work at an estimated total of £7,202,000 (including fees) be approved.
- 15.2 That the Director of Property, Business and Regulatory Services be authorised to enter into appropriate planning and legal agreements, together with leases to occupying groups related to the establishment and future occupation of projects being funded by PVI grants, and to settle terms relating to such agreements.

CORPORATE OR LEGAL INFORMATION:

Links to the Corporate Strategy

Hampshire safer and more secure for all:	No
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	Yes
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	Yes
Corporate Improvement plan link number (if appropriate):	

Other Significant Links

Links to previous Member decisions:		
<u>Title</u> Executive Lead Member for Children's Services	<u>Reference</u> 742	<u>Date</u> 22 July 2009
Direct links to specific legislation or Government Directives		
<u>Title</u>	<u>Date</u>	

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
None	

RISK & COMBINED IMPACT ASSESSMENT:

Race and Equality Impact Assessment

Race and equality impact assessment has been considered in the development of this report and no adverse impact has been identified/

Crime Prevention Issues

The County Council has a legal obligation under Section 17 of the Crime and Disorder Act 1998 to consider the impact of all the decisions it makes on the prevention of crime. The proposals in this report have no impact on the prevention of crime.

Fire Risk Assessment

In consultation with the Hampshire Fire and Rescue Service, a fire risk assessment concludes that this a low fire risk category building. Therefore a sprinkler system will not be installed.

Health and Safety

A designer's risk assessment and a design health and safety plan, in accordance with the Construction Design and Management Regulations 2007, have been undertaken for the proposed scheme.

Climate Change

Across the Private, Voluntary and Independent programme the choice of materials has been made to minimise the transport impact of the projects. The primary energy source is to be provided by air source heat pumps which will maximise the reduction of the individual preschool's carbon footprint. All construction will meet or exceed the requirements of the current Building Regulations. The preschool projects will maximise their contributions to the County Council's carbon reduction strategy.

Value for Money

Factors taken into consideration during the development process to ensure that the programme is delivering value for money:

Procurement – The scheme is being procured through the IESE Tier 2 Framework arrangements via mini competition as part of an innovative procurement strategy to deliver a number of new pre-school facilities. These will be developed with a framework contractor, with the aim of achieving commonality and repetition across the projects to facilitate economies of scale through aggregation both on building costs and the cost of resources. Performance indicators from similar packaging strategies, such as the provision of nursing care beds (Enhance) are demonstrating that such an approach is delivering significant efficiencies.

Buildability/Specification – This programme of work lends itself to the use of modular construction and off-site fabrication. This follows on from the Children's Centre programme where modular construction was first used on a significant scale for the County Council and the lessons learned from that programme have been fed into the PVI programme to deliver greater efficiencies. The use of modular construction and off-site fabrication offers a number of benefits to the PVI programme:

- Fast track procurement to meet programme constraints and save on use of resources.
- Shorter on-site period reducing cost and impact on existing site users
- The majority of the construction elements will be assembled under factory conditions improving quality control and reducing health and safety risks
- Cost effective building solutions, reflecting the nature of the buildings, enabling maximum benefit from the grant funding.

The early involvement of the contractor in the design development process has enabled him to contribute valuable experience, knowledge and expertise into achieving optimum design solutions in terms of buildability, quality and costs over the life of the building including the tender and selection of appropriate specialist modular building suppliers for implementation of the programme

Whole Life Costs - the development of the programme has included an analysis of costs over the whole life-cycle of modular type buildings. A key requirement has been a minimum life cycle of 25 years for these buildings and many have component life well beyond this without significant maintenance implications.

Sustainability - a BREEAM (Building Research Establishment Benchmark for Sustainability) rating is not specifically required for these buildings but the design considerations, including high insulation levels, air source heat pumps, intelligent controls and the use of timber will reflect longer-term benefits delivered through low-energy use and contributions to the County Council's carbon reduction strategy.

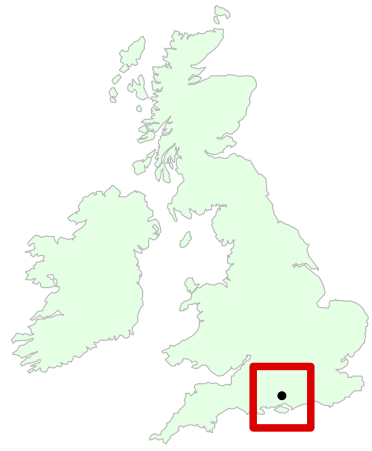
FEEDBACK FROM CONSULTEES:

OTHER EXECUTIVE MEMBERS:

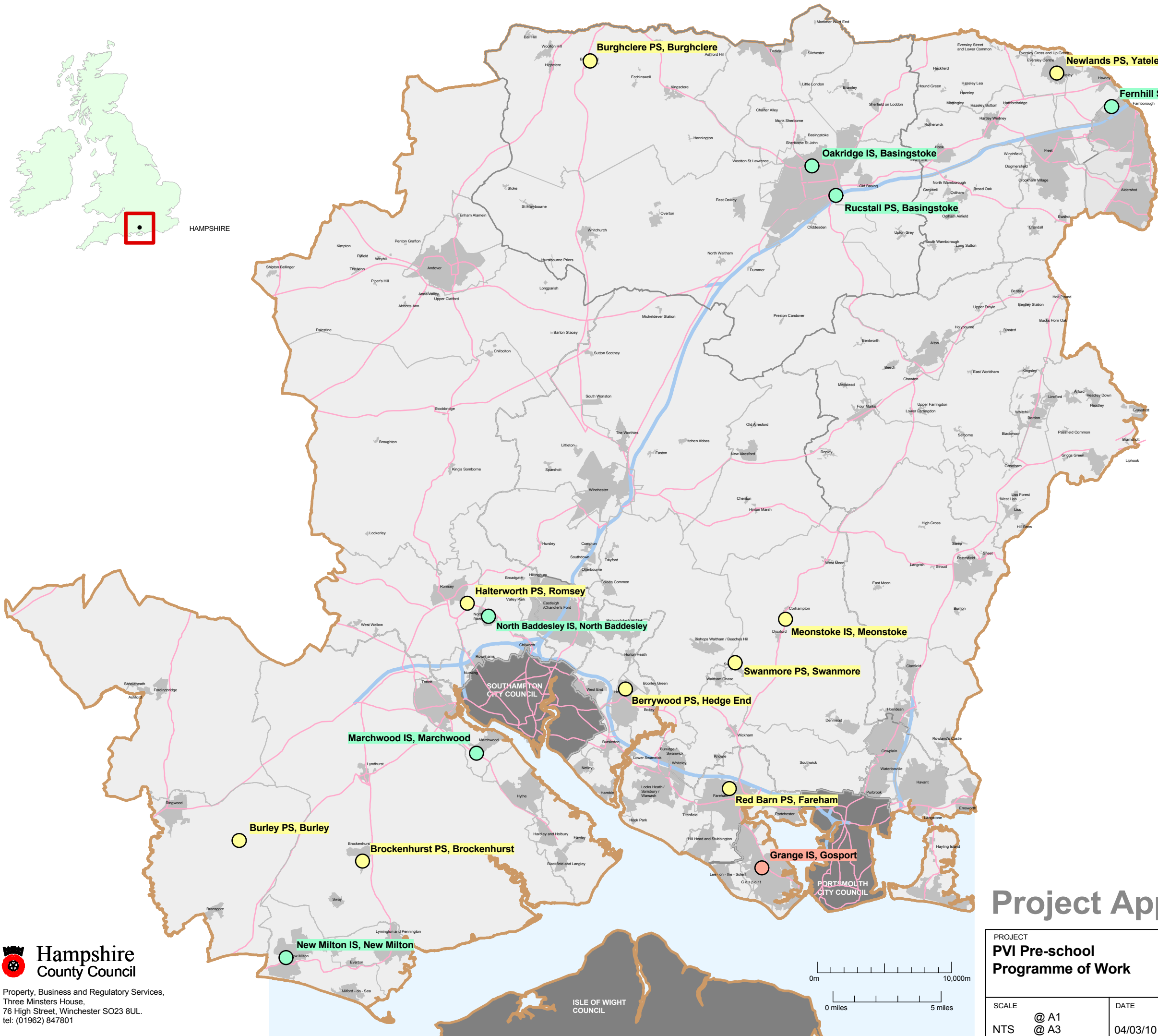
Executive Member & Portfolio	Reason for Consultation	Date Consulted	Response:
Cllr D Kirk	Portfolio Holder – Children's Services	-	-

OTHER FORMAL CONSULTEES:

Organisation	Reason for Consultation	Date Consulted	Response:
Local Councillors across Hampshire	Affects constituency	-	-



HAMPSHIRE



PVI Setting Building Locations

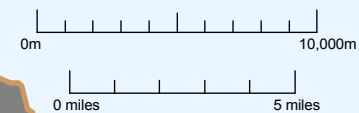
- 26 Place Modular Buildings
- 40 Place Modular Buildings
- 48 Place Modular Buildings

Project Appraisal

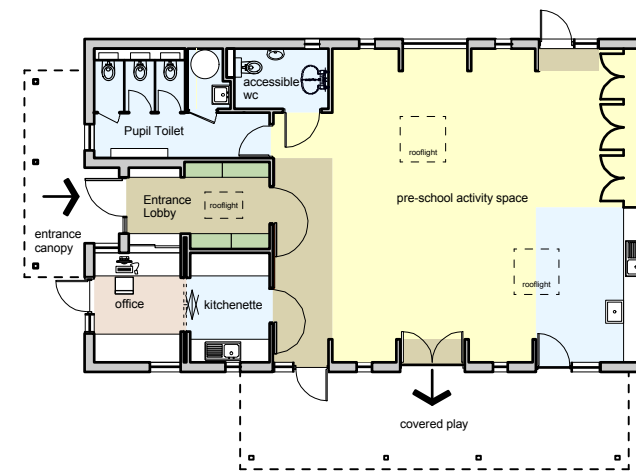
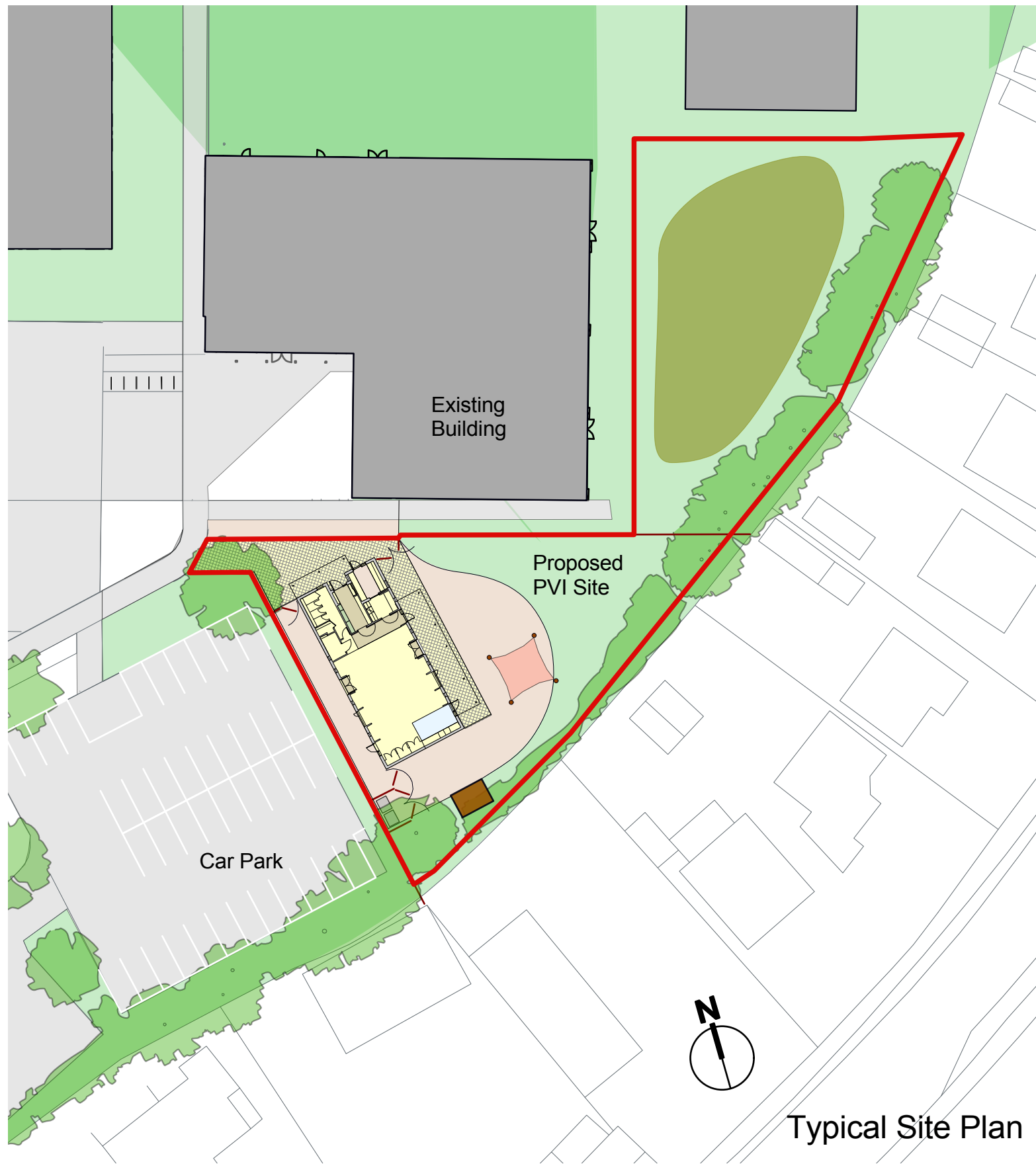
PROJECT PVI Pre-school Programme of Work		SHEET CONTENTS Project Appraisal Drawing Sheet 1 of 2	
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FILE REF.			REVISION



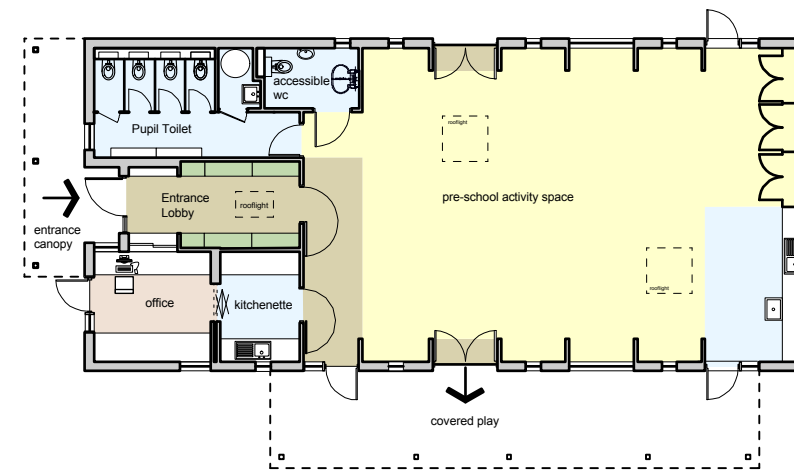
Property, Business and Regulatory Services,
Three Minsters House,
76 High Street, Winchester SO23 8UL.
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ISLE OF WIGHT COUNCIL



26 Place



40 Place



48 Place

Project Appraisal

PROJECT PVI Pre-school Programme of Work			SHEET CONTENTS Project Appraisal Drawing Sheet 2 of 2	
SCALE	DATE	DRAWN.	DRAWING No.	REVISION
NTS @ A1	04/03/10	ARCEMP	P7985 - P201	
			FILE REF.	