

HAMPSHIRE COUNTY COUNCIL

Decision Maker:	Buildings, Land and Procurement Panel
Date of Decision:	27 May 2010
Decision Title:	Havant Public Service Village
Decision Reference:	1438
Report From:	Director of Property, Business and Regulatory Services

Contact name: Steve Clow

Tel: 01962 847858 **Email:** steve.clow@hants.gov.uk

1. Executive Summary

- 1.1. This report outlines design proposals for the reconfiguration, refurbishment and extension of the existing Havant Borough Council Civic Office buildings in Havant, to create a Public Service Village (PSV) from which to provide a broad range of improved public services, at a total estimated cost of £13,059,000 (including fees and loose furniture and equipment).
- 1.2. The paper:
- gives an overview of the PSV programme
 - explains the strategy now underway relating to the identification of change opportunities, customer benefits and efficiencies
 - sets out the scope of the proposed programme, priorities and timescales
 - recommends that the Panel advises the Executive Member for Policy and Resources to approve the building project appraisal.

2. Overview of Programme

- 2.1. Members will be aware that as a result of the successful bid to the Department for Children, Schools and Families (DCSF) it was agreed that a contribution of £5.1 million towards the PSV would be made to support the key objective of improving outcomes in the Havant area for children, young people and families. The success of the joint bid from the County in partnership with the Borough Council has been timely both in relation to the Borough's aspiration to modernise its office campus and also in the context of the County's Building Schools for the Future (BSF) and Workstyle programmes.

- 2.2. The development of the programme is being undertaken in line with the requirements of the DCSF for the key partners to deliver the co-location of services from a customer access hub. To enable this a design has been developed that refurbishes the Havant Civic buildings and creates a new 'Atrium' to house this new service delivery arrangement.
- 2.3. To ensure that the key partners are able to measure the success of the programme a benefits analysis has been undertaken to measure improvements. This is focused on three areas:
 - outcomes for customers
 - building on and contributing to the County Council's customer access strategy in order to forge new links and opportunities for integration with partner organisations and the voluntary and community sector
 - improvements for staff delivering services and to the built estate in both the construction process and in the completed building.
- 2.4. Efficiencies will be generated from a reduction in the Hampshire property portfolio which will see improvements in asset management and will result in the re-investment of monies arising from the identification and disposal of properties no longer fit for purpose. Buildings in scope for this programme include Town End House currently supporting the delivery of local services by the Adult Services Department and River Way supporting local services for the Children's Services Department. Further efficiencies will also be generated by the co-location of staff into the same building reducing the need for Facilities Management support. The carbon footprint per capita of building occupant will also be reduced with the implementation of flexible ways of working which will result in the more efficient use of space.
- 2.5. As part of the PSV programme, flexible working solutions developed in conjunction with the redevelopment of the County Council's offices will be implemented for all staff including Havant Borough Council (HBC) employees. Staff will be supported during a time of change and their implementation of new ways of working. Business change activities will support the co-location of services and the implementation of new service delivery models to support the new PSV.

3. Scope of Work

- 3.1. The PSV will provide a wide range of co-located public services in one place so that access and quality of service is significantly improved for the customer within a new environment.
- 3.2. A new entrance and atrium building extension will be located to the southeast of the existing Civic Offices and will provide improved interface for the public. The atrium will incorporate an information zone, an interview area, internet café and flexible reception. The strategy for the office refurbishment incorporates the retention and upgrading of the existing service and circulation cores and the creation of a largely open-plan environment suitable for flexible/new ways of working.

- 3.3. It is proposed that the works will be implemented in two principal phases. The Phase 1 works will include construction of the new-build atrium extension, refurbishment and reconfiguration of the existing civic meeting accommodation and part of the proposed office accommodation refurbishment. The phasing strategy seeks to minimise disruption to the existing front-of-house services to the public. Temporary meeting accommodation within on-site temporary accommodation will be provided during this phase of the construction works. Phase 1 includes improvements to areas of external works to the entrance area, footpaths and car parking to the south of the existing building.
- 3.4. The proposed Phase 2 works will comprise refurbishment of the remaining existing office accommodation and the completion of the works to external areas.
- 3.5. The works will be procured through the IESE Tier 1 framework process. The contractor has been appointed for the pre-construction phase of the project. The proposed Phase 1 works are anticipated to commence on site during October 2010 and complete during August 2011. The proposed Phase 2 works are programmed to be completed by July 2012.

4. Contextual Information

- 4.1. The Borough of Havant lies on the coast of southern Hampshire, with a population of c.115,700, and comprises of two areas: the mainland (made up of three towns – Havant, Waterlooville and Emsworth) and Hayling Island.
- 4.2. The vision for the Borough of Havant (as described in the 2008-2012 'Forward Together' Community Strategy), is focused on partners working together, with communities also playing their part. Havant's Local Strategic Partnership was set up to tackle key issues for local people in order to bring about improvements to quality of life in the Borough – safe places to live, healthy lifestyles, good leisure activities, good transport links and job opportunities.
- 4.3. The Borough Council's Civic Offices and the creation of the PSV are central to this vision in terms of location and to the operation of the town. The proposed new facilities will improve public service delivery and address sustainability issues.
- 4.4. The County Council, HBC and voluntary sector organisations will work together to provide improved services to the community and to support deprived and vulnerable families. Residents will be able to access an extended range of local services in one location.
- 4.5. The PSV Business Case was approved by the County Council's Cabinet on 25 January 2010
- 4.6. The scheme will be funded by contributions from the County Council's Policy and Resources budget, Havant Borough Council and, following a successful bid, a substantial grant from the Department for Children, Schools and Families (DCSF) by way of co-location funding.

4.7. Negotiations are currently being finalised for the County Council's occupation of HBC's Civic Offices. The preferred option is for the County Council to occupy an agreed proportion of the office floor plate at zero rental cost in perpetuity. The agreement will be supported by a service charge for utilities and services required as part of the occupation of the offices. This will represent a significant reduction in the operational costs as currently the County Council provides its local services from within two separate office buildings.

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	10,474	10,111
Loose Furniture & Equipment	1,281	1,245
Fees	1,764	1,703
	*13,519	*13,059

* The current estimate exceeds the funding by 3.52%. Savings will be identified and implemented to eliminate the excess through the Value Engineering and Package Tendering processes during the pre-construction phase.

5.2. Sources of Funding:

Financial Provision for Total Scheme	Buildings	FF&E	Fees	Total Cost
	£'000		£'000	£'000
1. From Own Resources				
a) P & R Capital Programme	1,880	294	326	2,500
b) DCSF Co-location Funding	3,836	599	665	5,100
2. From Other Resources				
a) Havant Borough Council				
– Capital	3,126	352	522	4,000
- Maintenance	1,269	-	190	1,459
Total	10,111	1,245	1,703	13,059

a) *Building Cost:*

This is principally a refurbishment project, therefore it is not appropriate to quote building costs.

b) *Furniture & Equipment:*

An allocation of £1,245,000 (including fees) has been made within the scheme budget.

5.3. Revenue Issues:

a) Overview of Revenue Implications:

The project will release property-related revenue resources as a result of the overall reduction in floor area of the order of 28%. In order to conclude the overall financial picture, work is underway to understand the facilities management and IT implications of this part of the strategy; potentially both of these areas may also provide revenue savings.

b) *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 Civic Offices are bounded by Petersfield Road to the west and northwest, Elmleigh Road to the south and Civic Centre Road to the east and northeast. The existing civic campus is set within generous landscaped grounds containing some localised car parking, mature trees and planting. Landscaped bunds are located around the campus.
- 7.2. Beyond and to the west is Havant College, with the Police Station and Magistrates' Courts to the southeast, the Leisure Centre to the northeast and additional HBC parking to the north. A large public car park is located to the east beyond Civic Centre Road. Adjacent to this car park is an additional area of staff car parking.
- 7.3. The site lies directly on the pedestrian route from Havant College to the town centre, Havant Park and the mainline railway station.
- 7.4. The original headquarters building was constructed in the mid 1970s. The primary office accommodation is arranged in a double-linked building plan, configured around two courtyards and over three storey levels. The existing offices comprise primarily cellular offices with limited open-plan environments. These are planned along central corridors with a lightweight moveable office system installed as part of the original construction.

- 7.5. The Civic (Members) Suite, Council Chamber and the Mayor's Parlour are located to the southwest of the existing building at first floor level.
- 7.6. The existing building is constructed from a steel-framed system supporting precast concrete first and second floor construction with a steel deck flat roof, brick faced cavity external walls, pre-fabricated spandrel panels and aluminium double-glazed windows, screens and doors. The existing roof has poor levels of insulation.
- 7.7. The existing main entrance and associated main vertical circulation core are located facing southeast and towards the existing public car park on Civic Centre Road.
- 7.8. The existing building is well-maintained and considered to be in good condition for its age. The offices are generally naturally ventilated, with some local comfort cooling.
- 7.9. The existing mains services are considered to be of sufficient capacity to be extended and adapted as required to serve the proposals within this report.

8. Scope of the Project

- 8.1. It is proposed to refurbish the existing office accommodation. This will incorporate retention of the existing external envelope, stair and service cores and the creation of an open plan office environment to allow for flexible ways of working. It includes rationalising circulation, meeting rooms, informal meeting areas, touchdown space, limited cellular offices, IT hubs, breakout areas, shared post, "goods in" and copying areas.
- 8.2. It is proposed to construct a new entrance atrium extension to provide an improved public face and access for the PSV and to signpost the provision of the enhanced public facilities.
- 8.3. It is proposed to undertake external works to reconfigure and improve the access and retain the parkland character around the proposed PSV project.

9. The Proposals

9.1 The Atrium

- 9.1.1 The atrium is the new-build element of the proposed scheme and provides a very tangible and visible new public interface to the PSV. It is essential to the first phase of implementation of the scheme as it will provide the new entrance facilities for the public and it is a key element in meeting the expectations and the end date for expenditure of the DCSF grant contribution. The new services will be accessible to the public through the atrium in September 2011.
- 9.1.2 The atrium accommodation is planned over two storeys, with a new public entrance, reception area and café on the ground floor. The new reception desk will have direct links to back office areas and will provide the focus to a new public information zone. The atrium has been designed with a

mezzanine floor to make use of and link with the refurbished existing accommodation on the first floor.

- 9.1.3 The proposed atrium space is intended to be primarily naturally ventilated via opening windows (shielded by external shading) and via clerestory windows and high-level vents.
- 9.1.4 The proposed atrium will provide more direct access to the first floor accommodation, accessible to the public by way of a new staircase and lift.

9.2 The Refurbishment

9.2.1 It is proposed to refurbish the existing office accommodation as detailed in section 8.1 of this report.

9.2.2 The anticipated staff numbers proposed to be accommodated within the refurbishment of office space, arranged over three floors of accommodation, are as follows:

Existing staff: 438 (this includes all staff, both HBC and HCC, currently using the building but excludes Members)

New staff: 275 (principally moving from River Way and Townend HCC premises in Havant)

9.2.3 The proposed refurbished accommodation accessible to the public at ground floor will be directly off the atrium and include the café, servery and kitchen, public toilets and an interview zone. Access to the first floor for the public will be provided via a new stair and lift to the right hand side of the atrium. A mezzanine area will be provided at first floor. By virtue of the mezzanine, the existing first floor area will become a more accessible and efficiently organised multi-functional environment. It is anticipated that the mezzanine area will also provide a space for larger meetings, functions and an anteroom for the Civic Chamber.

9.2.4 The proposed meeting /interview rooms will be located at ground floor level, with access from both public and office sides and in close proximity to the reception areas.

9.2.5 The proposed design enables straightforward implementation of the refurbishment and new-build works, incorporating phasing and decanting along the way. The existing entrance and reception will be maintained whilst the new Phase 1 accommodation, including the proposed new public entrance, is constructed.

9.2.6 The proposed refurbishment of the office areas will include:

- new ceilings, floor and wall finishes
- new lighting, power, heating and controls, and IT infrastructure
- new furniture to support flexible ways of working
- new roof finish and improved thermal insulation

- replacement of external cladding panels (inclusion of this item will be subject to favourable tender returns)

9.2.7 It is proposed to undertake improvement works to the existing environmental services and the existing civic suite accommodation on the first floor, and to refurbish the committee room immediately adjacent to the new atrium area.

10. External Works

10.1. The landscape proposals include the following:

- Improved pedestrian access to Havant town centre and Havant College, with the provision of new footpaths to Civic Centre Road and Petersfield Road
- Enhanced landscaping around the building to create a car-free environment at the front of the proposed new PSV entrance area
- Reconfigured and improved car parking and other vehicular access around the site
- Retention of the parkland character around the PSV
- Re-landscaping of the two principal lightwells to the existing building
- A new courtyard area between the proposed atrium extension and the existing office accommodation

10.2. Provision to the north of the site of a coach-turning facility.

10.3. Cycle parking will be provided in accordance with Havant's Workplace Travel Plan.

10.4. Reconfigured staff, visitor and Member parking will be provided to support shared vehicle use and other more sustainable modes of transport, in accordance with Havant's Workplace Travel Plan.

10.5. It is proposed that the impact on existing trees within the site will be minimised by incorporating the recommendations for tree protection and mitigation during the construction works.

10.6. An enhanced approach and setting for the new and existing buildings will offer the opportunity for public art to be displayed outside.

11. Planning

11.1. A planning application was submitted on 31 March 2010.

12. Building Management

12.1. The proposals for building management are currently under review. A joint Facilities Management workstream is leading this review.

13. Professional Resources

Joint Programme Manager :	HCC PBRS
Architect :	HCC PBRS
Quantity Surveyor :	HCC PBRS
Structural Engineer :	HCC PBRS
Landscape Architect :	HCC PBRS
Interior Designer :	HCC PBRS
Mechanical Engineer :	Gary Jones Associates
Electrical Engineer :	Gary Jones Associates
CDM-C :	Capita Symonds
BREEAM Consultant :	White Young and Green
Below Ground Drainage :	HCC Engineering Consultancy
Acoustics :	24 Acoustics Ltd

14. Consultations

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

- Local County Councillors
- Children's Services
- Fire Officer
- Access Officer
- HBC Planning Department
- Havant and Bedhampton Community Board
- Leigh Park Community Board
- Havant Development Consultation Forum
- Portsmouth, Havant, Gosport and Fareham Architects panel.
- Hayling Island Community Board
- HCC Senior Archaeologist
- HCC Team Leader – Development and Biodiversity
- Building Control (Approved Inspector)
- Crime Prevention Officer
- Joint workshop with HBC Team Managers
- Joint Senior Managers Steering Group
- Customer/Partner Engagement Group

15. Recommendations

That the Panel advises the Executive Member for Policy and Resources that the design proposals for a Public Service Village at Havant within the existing Civic Offices, at a total estimated cost of £13,059,000 (including fees and loose furniture and equipment), be approved.

CORPORATE OR LEGAL INFORMATION:

Links to the Corporate Strategy

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

Other Significant Links

Links to previous Member decisions:		
<u>Title</u> Cabinet	<u>Reference</u> 989	<u>Date</u> 25.01.10
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 pre – construction safety plan, in accordance with the Construction Design and Management Regulations 2007, have been undertaken for the proposed scheme.

Climate Change

The building is required to meet HBC and HCC sustainable aspirations. These include:

- Upgrading of the existing building fabric and building services.
- Maximising natural ventilation.
- Use of recycled materials, where possible.

A BREEAM consultant has been engaged to assist the development of a sustainable strategy and a preliminary assessment has taken place. This established a spreadsheet for the project with target credits and additional possible credits. The target is to achieve the BREEAM 'very good' standard.

The project is based upon the sustainable principle of retention and refurbishment of the existing civic accommodation (94% of the project by area).

Value for Money

The whole philosophy of the Public Service Village is based on delivering value for money from the initial concept through the construction phase and into collocated service delivery. To ensure this the following has been taken into consideration:

Procurement - the scheme is being procured through the IESE Tier 1 Framework arrangements via mini-competition as part of an innovative procurement strategy. Performance indicators from projects using this strategy are demonstrating that such an approach is delivering efficiencies and cost reductions.

Buildability/Specification - the early involvement of the contractor in the design development process has enabled them to contribute valuable experience, knowledge and expertise to optimise the design solution in terms of buildability, quality and costs both in construction and over the whole life of the building.

Sustainability – even though the concept revolves around the refurbishment of an existing building the scheme has been designed with a strong sustainability approach and BREEAM (Building Research Establishment Benchmark for Sustainability) rating with a minimum standard of very good for the new build elements. The new build element is focused around the “Atrium” delivering new front of house services with key design considerations reflecting this but there is also a focus on the longer-term benefits for the scheme as a whole delivered through low-energy use and efficiencies.

FEEDBACK FROM CONSULTEES:

OTHER EXECUTIVE MEMBERS:

Executive Member & Portfolio	Reason for Consultation	Date Consulted	Response:
Cllr D A Kirk	Lead Cabinet Member for Havant PSV	26.04.10	"I have been involved in this project from an early stage, I am in support of it."

OTHER FORMAL CONSULTEES:

Organisation	Reason for Consultation	Date Consulted	Response:
Cllr R McIntosh	Support to Cllr Kirk on the Board	26.04.10	Cllr McIntosh confirmed that he is in support and has no comments
Cllr A Buckley Cllr L Fairhurst Cllr D Keast Cllr R Bolton Cllr I Beagley Cllr F Pearce	Local Councillors	11.05.10	Local Members have been consulted via a number of mechanisms and are supportive of the proposals. At the date of agenda despatch individual responses were still awaited.