

Report to: Cabinet



Date of Meeting 28 October 2020

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Honiton Swimming Pool – Options for the Refurbishment and internal alterations of the reception, changing and other associated areas

Report summary:

To advise Cabinet of the identified options in respect of the Refurbishment and Internal Alterations to the reception, changing rooms and other associated areas at Honiton Swimming Pool.

Recommendation:

- 1. Cabinet to consider the Options for the refurbishment and internal alterations of the reception, changing and other associated areas at Honiton Swimming Pool**
- 2. Cabinet to determine which Option (options 1-4) to progress and if the option necessitates extra budget to recommend this to Council**

Reason for recommendation:

The condition on the reception area, changing rooms and associated other rooms, excluding the pool hall, at Honiton Swimming Pool has continued to deteriorate since a former bid was approved in 2016. Further, following a recent survey, it has been established that there is water ingress both internally from the showers / changing rooms and externally through the walls. This has caused additional issues associated with rising damp and efflorescence, which in turn has resulted in a further deleterious effect on the finishes and fittings. There are also issues with the existing M&E installation with a lack of mechanical ventilation and local heating.

Remedial works need to be undertaken to correct the water ingress that will require all the screed in the areas to be removed including the associated floor, part of the wall tiling, all associated fixtures and fittings and subsequently replaced after treatment. In the circumstances, it is considered that the opportunity should be taken to both refurbish the affected areas and replace the defective elements of the M&E installation.

This refurbishment work will enable Honiton Swimming Pool to be a more a pleasing, pleasant, hygienic venue to visit, and as result will be more attractive to the public.

Officer: Steve Pratten, Interim Principal Surveyor / Team Lead for the Property and FM Team
spratten@eastdevon.gov.uk / 07836 575 080 / 01395 517 573

Portfolio(s) (check which apply):

- Climate Action
- Corporate Services and COVID-19 Response and Recovery
- Democracy and Transparency
- Economy and Assets
- Coast, Country and Environment

- Finance
- Strategic Planning
- Sustainable Homes and Communities

Financial implications:

A significant increase in budget is being requested up to £380k depending on the option preferred. If approved this will be reflected in the capital programme that will be presented to members when considering the 2021/22 budget round and will reduce the amount of resources available to keep the future programme affordable without the need to increase debt significantly which would in turn increase associated revenue/funding costs. However, members will have options to consider over the priority of existing schemes, in year slippage or possibly savings in the programme.

The key factor for members consideration is the future plans for this asset. Members are also debating on the agenda LED s financial support in the current year and future Service Level Payment; this investment should be considered alongside that consideration. If it is clear that Honiton Pool is a key facility going forward then the report outlines the necessity for the capital investment and option 2 is being recommended as obtaining best value at an additional budget request of £380,000.

Legal implications:

It is for Cabinet to decide which option to progress in light of the advice given, but any additional budget will require Council's approval. Otherwise there are no specific legal implications requiring comment

Equalities impact Low Impact

Climate change Low Impact

Risk: Medium Risk

A risk allowance has been included within the respective cost options.

Links to background information

Link to [Council Plan](#):

Priorities (check which apply)

- Outstanding Place and Environment
 - Outstanding Homes and Communities
 - Outstanding Economic Growth, Productivity, and Prosperity
 - Outstanding Council and Council Services
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1.0 Report in full

- 1.1 Honiton Swimming Pool was built in the mid-1960s, with an extension providing reception, further changing rooms and associated areas being added during the 1980s. The works being considered relate to the 1980s extension where the wall, floor and ceiling finishes have largely remained unaltered since that date. The appearance is dated with many cracked floor tiles with some being of differing shades and sizes, discoloured / cracked walls and ceilings showing damp marks. The existing lockers and toilet cubicles are tired, damaged, and marked. In addition, there are local heating issues with pump failures and the ventilation system does not work causing the areas to be humid and stuffy. The overall effect is that this part of the building is unpleasant to enter and aesthetically extremely poor. As a result, it is likely that the current facilities have a detrimental effect on the public attending the swimming pool.
- 1.2 At the Meeting of the Capital Strategy and Allocation Group, held on 1 December 2015, a bid was submitted for swimming pool changing rooms and refurbishments. This bid was based on a phased programme of improvements to swimming pool changing rooms at Exmouth (£264,000 (2016/17), Sidmouth £217,250 (2017/18) and Honiton £79,750 (2018/19). The bid was recommended for support. Subsequently this recommendation was further approved by Cabinet on 6 January 2016 and formally agreed by Council on 24 February 2016.
- 1.3 In April 2018, some initial survey work was commissioned including an inspection of the damp problems which had become apparent in the floors and walls of the reception area. This had manifested itself through damp staining and efflorescence becoming visible to both plaster and brick walls in the reception and viewing gallery areas. The vinyl flooring in the reception, which had been laid in 2015, had started to break up. Defects in the floor and wall tiling in the gent's shower/toilet/changing room areas were also apparent, although the ladies changing room did not appear to have as many visible damp issues. The consultant recommended that a damp / waterproof membrane be applied. This proposal would require the existing screed, some plaster to walls and associated tiles to be removed and subsequently replaced after the membrane was replaced.
- 1.4 In July 2018, the consultant considered the historical cracks in the walls to the male and female changing rooms including remedial actions which had previously been undertaken. The consultant noted that these cracks may have been caused by the differing nature of the foundation construction to the pool and the changing / reception extension. Though not a significant concern, it was noted that a small void below the building should be grout injected to prevent the risk of further cracking. In consideration of the anticipated refurbishment works and the advice that it was not significant, this work was not carried out at the time, since it would have been potentially disruptive to the public use of the pool.
- 1.5 There was a follow up inspection in July 2019 that recommended movement joints be formed in wall and floor finishes at the interface of the original 1960's structure and the 1980's extension. It is considered that this recommendation was advisory to prevent further cracks developing. The consultant also suggested that after the void had been grouted in the female changing room, other cracks should be repointed and the floor screed reprofiled at the location of the historic movement.

- 1.6 Discussions with a local architect exploring the feasibility of the refurbishment of the extension building commenced in 2019. These discussions included liaison with LED, who identified some modest alterations to the layouts to be considered, particularly within the reception area to provide a better layout and an improved flow for visitors.
- 1.7 In November 2019, the architect advised that their cost plan for the Honiton pool refurbishment works based on discussed layouts and using a specification similar to that for the Exmouth pool was £ 374,248. This allowance was qualified and excluded, inter alia, VAT, professional fees, and associated matters. It is understood that this increase beyond the approved bid in 2016 had been primarily due because of the issues associated with the damp issues identified during 2018 requiring entire areas to be taken back to the substrata and thereby providing an opportunity to refresh the all the finishes and fittings
- 1.8 It is worth noting that the architect had incorporated into his cost plan an alternative method of dealing with the damp that included over cloaking walls and replacing the sheet floor finish in the reception with tiles, thereby allowing damp within the screed to evaporate.
- 1.9 In order to achieve better cost certainty, further surveys and investigations were now undertaken including an asbestos refurbishment survey, commissioned in May 2020 to determine the presence of asbestos containing materials within the area to be refurbished. The asbestos survey concluded that no asbestos materials were apparent within the area of the building confirmed for refurbishment.
- 1.10 Following the initial cost plan and the further investigations, the architect, and his team (Designer, QS, Structural and M&E Engineers) developed the design and specification for the refurbishment works. This process was extended because of the delays caused by Covid-19 and associated lockdown restrictions. In June 2020, the architect provided his pretender estimate of the works in the sum of £ 374,650 with the same previous qualification and exclusions being identified.
- 1.11 The writer now became involved with the project and the need to value engineer the project was confirmed. It was advised that the architect's proposal to remedy the damp issues was not the preferred option since the Council would need better confidence that this would be successful, preferably backed up with a separate warranty. It was also confirmed that the architect should consider alternatives to the specified materials, though maintaining the same high quality and product longevity.
- 1.12 Another concern was the extent of the M&E services that had been noted as needing replacement. A detailed condition and feasibility report had been provided identifying elements that were no longer properly working or recommending replacement because the element had reached or exceeded the end of its serviceable life expectancy. The architect was challenged to interrogate, and reconsider associated elements with the sub consultant, with the expressed instruction that safety must not be compromised. Of particular concern was the report's recommendation that all the ventilation ducting should be replaced simply because it was reaching the end of its serviceable life. The ducting replacement works would have required all the ceilings to be removed, new ducting installed, and the ceilings replaced. In the event, it was agreed that the existing ventilation ducting could remain with only local alterations and additions of new ceiling grilles and dampers being required. It had been hoped that the failed existing ventilation plant could be repaired and recommissioned.

Unfortunately, following further investigation, it was found that because of the age of the plant it was not economically viable to repair and replacement was necessary.

- 1.13 Meetings between the council and the architect took place from July through to September 2020 to further discuss the value engineering options. There were also site meetings held at Honiton Pool with LED in attendance.
- 1.14 At the end of August 2020, the architect provided a revised estimate that reflected the Value Engineering proposals in the sum of £ £ 298,826.30, with the same qualification and exclusions as before being identified. This sum was some £ 76,000 or 21% less than the pretender estimate that had been provided in June.
- 1.15 However, there was still concern in respect of the method of dealing with the damp issues. Fundamentally it was considered that the architect's proposal did not properly solve the issue, rather it would mask the problem until a time when it became evident again. Mindful of the council's concerns, a further specialist visited Honiton swimming pool in September 2020 and carried out a detailed invasive investigation. This specialist advised that new chemical damp proof courses to all external and retained internal walls within the reception and changing rooms should be installed. He also confirmed that in these areas, the floor screed, and lower portions of plaster to the walls should be removed and a waterproofing slurry system applied. The proposed works would be provided with a 10-year guarantee. The cost was similar to that advised by the original specialist in 2018.
- 1.16 After due consideration of the necessity of achieving best value, the architect was asked to incorporate this option, together with the additional costs associated with the replacement screed and replastering etc. into an updated estimate. On 21 September 2020, the architect provided a further revised Value Engineering Estimate in the sum of £ 328,919, identifying the same previously advised qualifications and exclusions.
- 1.17 A copy of the latest Value Engineering Estimate was forward to LED for their information and awareness. No adverse comments were received.
- 1.18 LED opened the Honiton Swimming Pool to the public on 1 October, with the use of the reception areas or changing rooms being expressly excluded. Persons attending are instructed to come changed ready to swim, with access being afforded via an external path to a side entrance door. At the end of their session, attendees can either change in the leisure centre or return home to change, While the new arrangements have only just started, it is understood from feedback from LED that the public are generally content.

2.0 Cost Analysis

- 2.1 The several cost estimates noted above only identify the construction costs and are exclusive of professional fees, client contingency and other associated costs.
- 2.2 The anticipated full client costs are identified within the table below, including the amount already expended against the original bid / current budget.

Option	Description	Antic costs Inc. fees, cost to date and risk (Rounded)	Less remaining existing Budget (Rounded)	Additional sum required
	Original Pre-Tender Estimate	£ 470,000	£ 40,000	£ 430,000
Option 1	Value engineered design cost estimate with restricted damp prevention measures	£ 380,000	£ 40,000	£ 340,000
Option 2	Value engineered design cost estimate with full damp prevention measures including a 10-year specialist contractor warranty.	£420,000	£ 40,000	£ 380,000
Option 3	As Option 2, but generally with existing fittings, fixtures and sanitaryware retained and reinstalled	£400,000	£40,000	£ 360,000
Option 4	Do nothing further	£9,000	£ 40,000	£ 31,000

Costs for Options 1 – 3 include circa 10% for the Contractors risk for design development and contingency and 5% Employers Risk.

- 2.3 Option 1 although providing a lower cost for the refurbishment, it is considered that the option does not properly deal with the damp issues, rather such would effectively be masked and hidden until such time as the problem reappeared in the future.
- 2.4 Option 2 is preferred since this provides a permanent solution to the current damp ingress issues. This option requires the existing floor and part of the wall finishes and underlining screed and plaster to be removed and subsequently replaced after treatment. As a result, the wall and floor tiles will need to be replaced – along with the sundry fittings and fixtures such as WCs, toilet partitions and lockers etc. The inclusion of specialist treatment to prevent the damp treatment includes a 10-year warranty.
- 2.5 Option 3 is generally as Option 2 but with most of the existing fittings, fixtures and sanitaryware retained and refixed. Generally, no alterations to walls or layouts have been included. While this option identifies a nominal saving of £ 20,000, it is advised that

aesthetically this would be unpleasant with LED highly likely find such unacceptable. The existing elements that were reinstalled would have an overall secondhand appearance and likely to have a shorter life than new items.

- 2.6 Option 4 Do nothing further, while not a realistic option, needs to be identified. It had originally been hoped that a much reduced design could have been considered. However, the seriousness of the current damp ingress that is affecting not only the integrity of the building's finishes and fixtures as well as providing a negative appearance must take priority.

3.0 Preferred Option

- 3.1 As noted above, and based upon the available technical information and Officer experience and knowledge, Option 2 is the Preferred Option, This Option provides a permanent solution to the current water ingress and also allows for the full refurbishment of the reception and changing rooms to provide a more attractive, updated, pleasant, hygienic environment venue to visit, and as result will be more attractive to the public. Consequently, it is considered Option 2 provides the best overall value.