

SURREY COUNTY COUNCIL**CABINET****DATE:** 26 JULY 2022**REPORT OF CABINET MEMBER:** NATALIE BRAMHALL, CABINET MEMBER FOR PROPERTY AND WASTE**LEAD OFFICER:** LEIGH WHITEHOUSE, DEPUTY CHIEF EXECUTIVE AND EXECUTIVE DIRECTOR OF RESOURCES**SUBJECT:** REPLACEMENT OF HYDROTHERAPY POOL AT PHILIP SOUTHCOTE SCHOOL, ADDLESTONE**ORGANISATION STRATEGY PRIORITY AREA:** TACKLING HEALTH INEQUALITY/EMPOWERING COMMUNITIES**Purpose of the Report:**

This report seeks Cabinet approval for capital funding to design and construct a new hydrotherapy pool at Philip Southcote School, a Special Education Needs and Disabilities (SEND) school in Addlestone.

Hydrotherapy is a fundamental part of the school's curriculum, and the current pool and building are now beyond reasonable economic repair. This report proposes replacing the current structure and constructing a new building on the existing site, to house the new pool and its associated facilities.

Delivering this project will ensure that Surrey County Council (the Council) fulfils its statutory obligations for SEND pupils and will enable the school to fulfil its curriculum and teaching responsibilities. The project also supports the Council's [Community Vision in 2030](#) as well as its strategic aims of "No One Left Behind", tackling health inequality and empowering communities.

Recommendations:

It is recommended that Cabinet:

1. Approves capital funding identified in the Capital Programme Medium Term Financial Strategy (MTFS) Pipeline allocation for Philip Southcote School. An additional amount will be transferred from the Corporate Maintenance Budget. The funding required is commercially sensitive and is set out in the Part 2 report.
2. Approves procurement of the supply chain for the delivery of all associated services required, in accordance with the Council's Procurement and Contract Standing Orders.
3. Agrees that, regarding the procurement of supply chain partners, the Executive Director of Resources and the Director of Land and Property are authorised to award such contracts, within the +/-5% budgetary tolerance level.

Reason for Recommendations:

Approving the report's proposal will:

- a. Support the Council to fulfil its statutory obligations for SEND pupils attending Philip Southcote School.
- b. Support the school to fulfil its curriculum and teaching responsibilities.
- c. Have a positive impact on the pupils physical, emotional and mental health, leading to better focus on their learning and education.
- d. Allow the school to continue and strengthen community links as it hires out the pool and its facilities to third parties (outside of curriculum hours).
- e. Continue to benefit residents, swim clubs, groups and organisations who hire the pool.
- f. Allow the school to continue and increase income from pool hire to support the pool's operating costs and enhance the school's therapeutic offering for its pupils.
- g. The school also runs a café when hiring out the pool; the café is staffed by pupils who gain valuable work experience and life-skills.
- h. Continue to provide a facility that has been in place for over 50 years.

Executive Summary:

Philip Southcote School and pupils' educational and health care needs

1. Philip Southcote School caters for 150 children, aged 11-18, with Learning and Additional Needs (LAN) and/or a Hearing Impairment.
2. All the pupils have an Education and Health Care Plan (EHCP), a statement detailing how a child's education and health care needs will be met, which names Philip Southcote School as their statutory educational establishment. One hundred and thirty-three pupils (88%) currently attending the school have an EHCP which also stipulates hydrotherapy as part of their education and health care needs¹.
3. Hydrotherapy is an essential type of therapy for the specific therapeutic needs of those with physical disabilities and/or who are wheelchair users. The exercises improve muscle strength and tone, build endurance, allowing for greater freedom of movement in a warm, buoyant, supportive environment. As well as the physical benefits, hydrotherapy exercises also support emotional and mental wellbeing by relieving stress, are mood balancing and improve sleep cycles. For children, these outcomes are proven to have a positive impact on their ability to focus on learning.
4. Use of the pool is not restricted to those pupils whose EHCP stipulates hydrotherapy. All the children at the school have access to the facility for their physiotherapy and occupational therapy needs, to develop their swimming skills and to support their emotional wellbeing and mental health.

The structure and pool

5. The current hydrotherapy pool was installed in the 1960's or 70's and was originally an outdoor pool for use in warmer weather only. A steel and Perspex covering was added at a later date to allow the pool to be used all year round.
6. The pool and cover have been subject to regular maintenance works over the last 40-50 years. However, the structure and its facilities are now beyond reasonable economic repair and if not replaced, the pool will become unusable.
7. Recent investments to repair and resolve ongoing issues have been only partially successful. The fundamental issues are:

¹ Pupil numbers and EHCP data supplied by Philip Southcote School, May 2022

- The pool is losing water at a much faster rate than can be accounted for through evaporation and normal usage.
 - The pool cover does not provide sufficient insulation and ventilation for the required usage.
 - There are significant drainage issues with the current pool and cover, which are a result of the original design and construction.
8. This report proposes removing the current structure, pool and facilities (changing rooms, bathrooms, storage) and building a new structure on the existing site. The new structure, pool and facilities will be designed and built to [Construction Design & Maintenance Regulations 2015](#) standards. The estimated asset life of the new building is 60 years.
9. The design specification and costs are commercially sensitive and are set out in the Part 2 report.

Options considered

10. The following options were considered to deliver the project:

Option	Outline description
A	<p>Do nothing. No capital investment, continue maintenance.</p> <ul style="list-style-type: none"> • The facility is beyond economic repair and will ultimately close on Health & Safety grounds. Insulation and ventilation are poor. • Maintenance work will not increase the building’s life span. • Impact on the school’s current Ofsted rating of “Good”. • The energy and water consumption costs will continue to increase. • Reputational damage due to the age and quality of the facility.
B	<p>Close the facility and use off-site facilities for EHCP pupils with hydrotherapy needs only.</p> <ul style="list-style-type: none"> • The Council will not fulfil its statutory responsibilities, resulting in a movement of pupils to Non-Maintained Independent schools (with hydrotherapy pools), at a higher cost per pupil per annum (due to availability of places). • Unsustainable ongoing transport, pool hire and staffing costs. • Impact the school’s current Ofsted rating of “Good”. • Demolition costs will be incurred. • Unable to offer the facility for all EHCP pupils and the wider curriculum. • Loss of community links. • Reputational damage.

Option	Outline description
C	<p data-bbox="422 197 1374 264">Demolish the current structure and pool and replace with a modern equivalent.</p> <ul data-bbox="422 302 1374 651" style="list-style-type: none"> <li data-bbox="422 302 1374 369">• Meets statutory responsibilities for pupils with EHCP and specific hydrotherapy needs (88% of pupils). <li data-bbox="422 369 1374 403">• Enhanced experience for all children at the school. <li data-bbox="422 403 1374 470">• The Council continues to provide a facility which has been in place for over 50 years. <li data-bbox="422 470 1374 537">• Replace with a modern, efficient building with a 60-year building life cycle. <li data-bbox="422 537 1374 571">• Enhanced community links. <li data-bbox="422 571 1374 604">• Reduced overall maintenance costs. <li data-bbox="422 604 1374 651">• The facility will have close for 30 weeks during the construction period.

11. **The preferred option is Option C.** Developing a new building and pool on the current site is the least disruptive option for the school, the curriculum and the pupils, and meets the project and school objectives. Other on-site options were considered to avoid the 30 weeks closure of the facility during construction, however there are no suitable areas available.
12. The Philip Southcote School Senior Leadership Team is aware that the pool will not be available during the construction period, and the impact on the curriculum for pupils with EHCPs which stipulate hydrotherapy as part of their educational and health needs. The school will be responsible for the children's needs during the construction period and will be implementing temporary arrangements for their hydrotherapy sessions.

Community links

13. The pool is also an important facility for the local community. There is a limited number of swimming pools in the area, and the school hires out the pool (outside of curriculum hours) to swim clubs, groups and organisations. Up to 400 children use the pool each week for learn to swim and water safety sessions.
14. Hiring out the pool generates an annual income of approximately £25k for the school, which it uses to mitigate the pool's operating costs and invest in therapies for pupils with highly complex needs.
15. The school also operates a café when the pool is hired out to third parties. Staffed and run by the older pupils, the café gives them important work experience and life-skills as they prepare to leave full-time education; plus, they work alongside children from other schools and VI Forms, also gaining valuable work experience. The café places Philip Southcote School at the heart of its local community.

Consultation:

16. The Philip Southcote School Senior Leadership Team has had, and continues to have, close involvement with the development and plans, to ensure the proposal meets the school's requirements.
17. The Council's SEND Education team have also been consulted and had input into this proposal.

18. The Local Member for Addlestone has also been informed of the proposal.

Risk Management and Implications:

19. The table below summaries the key risks for the project at this stage.

	Risk description	Mitigating action/strategy
i.	Do nothing: the Council will not fulfil its statutory responsibilities, the condition of the current facility will continue to deteriorate, incurring increasing maintenance costs and/or additional costs to move pupils to Non-Maintained Independent Schools.	<ul style="list-style-type: none"> Design Consultant teams carried out feasibility studies and developed the project's design up to RIBA Stage 2, enabling the appointed Quantity Surveyor and Project Manager to determine the capital funding required for construction.
i.	Site constraints: ecology, levels, soil contaminants, demolition, asbestos, existing services, tree root protection zones	<ul style="list-style-type: none"> An extensive series of due diligence site surveys and investigations have been carried out alongside early designs and cost planning to confirm that recommended option is suitable for development and represent value for money.
i.	Demolitions: asbestos which requires specialist removal	<ul style="list-style-type: none"> The demolition strategy has been agreed. The demolition contractor will complete the Refurbishment and Demolition (R&D) survey, asbestos removal and demolition prior to the main contractor starting works
v.	Delays to/onerous constraints associated with Planning Approval	<ul style="list-style-type: none"> A Planning Consultant has been appointed and a pre-planning application strategy has been agreed. The Planning Consultant will oversee the pre-planning application process and ensure documentation is completed as required and on time.
v.	Constriction risk	<ul style="list-style-type: none"> The project team have established and will maintain a comprehensive construction risk register. This identifies the individual risks and quantifies the likelihood and impact they may could have.
i.	Legal: risk to development	<ul style="list-style-type: none"> The Council's Legal team has reviewed the project and site to ensure there are no impediments to progressing the project
i.	Procurement and Supply Chain	<ul style="list-style-type: none"> A Quantity Surveyor has been appointed to work closely with the Project team to advise on cost and procurement issues The project team will work closely with the procurement team to identify and use the most appropriate procurement route for this project. Robust Invitation to Tender (ITT) assessment and evaluation criteria is in place to ensure appropriately skilled contractors with relevant experience are appointed to deliver the schemes.

	Risk description	Mitigating action/strategy
i.	Reputational: communications and approvals	<ul style="list-style-type: none"> • Clear and precise project plans, including key dates and deliverables, will be communicated regularly with the school, SEND team and residents.
j.	Health and Safety: if not managed during construction could lead to adverse publicity for the Council	<ul style="list-style-type: none"> • Risk and Method Statements (RAMS) will be provided by the contractor(s) and their supply chain. • The RAMS will be reviewed and approved by the Project Manager, in conjunction with the appointed Principal Designer in line with Construction Design & Maintenance Regulations 2015.
k.	Financial risks: increase of build costs, excessive inflation,	<ul style="list-style-type: none"> • Benchmarking data has been used to assess build costs in relation to design and construction to achieve value for money. • The Quantity Surveyor will manage and interrogate the build costs monthly to ensure that the approved budget is adhered to throughout the construction period. • Market conditions are currently unpredictable due to rising costs of materials and labour following the unprecedented events of the global Covid-19 pandemic and Brexit. The current inflation rates are based on industry forecasts, but excessive inflation could cause the schemes to exceed budgets available.

Financial and Value for Money Implications:

20. The project costs are identified within the Medium Term Financial Strategy (MTFS) as part of the Capital Maintenance Programme.

21. Cost information is commercially sensitive and is set out in the Part 2 report.

Section 151 Officer Commentary:

22. Although significant progress has been made to improve the Council's financial position, the medium-term financial outlook beyond 2022/23 remains uncertain. With no clarity on central government funding in the medium term, our working assumption is that financial resources will continue to be constrained, as they have been for the majority of the past decade. This places an onus on the Council to continue to consider issues of financial sustainability as a priority in order to ensure stable provision of services in the medium term.

23. Ensuring the availability of suitable places for children with additional needs in county is a key part of the SEND strategy. As such, the Section 151 Officer supports the recommendations of this report.

Legal Implications – Monitoring Officer:

24. This paper seeks approval to fund works to replace a hydrotherapy pool at Philip Southcote SEND School in line with the cost plan identified in the Part 2 report.

- 25. The proposals include replacing the current structure and constructing a new building on the existing site, to house the new pool and its associated facilities. Under Section 2(1) of the Local Authorities (Land) Act 1963, a local authority has extensive powers and may, for the benefit or improvement of its area, erect, extend, alter or re-erect any building and construct or carry out works on land.
- 26. When going out to tender the Public Contracts Regulations 2015 (PCR), and Council’s Contract Standing Orders procedures will need to be considered.
- 27. When considering the recommendation to provide approval for funding, due regard to the Council’s fiduciary duties to residents - to utilise public monies appropriately should be given.

Equalities and Diversity:

- 28. An Equality Impact Assessment is not required as the schoolchildren using the pool have already had their needs assessed as part of their EHCP, stating they should attend Philip Southcote School.
- 29. The new building will be designed in line with the [Building Regulations 2010: Access to and use of buildings. Volume 2 – Buildings other than dwellings](#) to ensure the building, the pool and its facilities are fully accessible.
- 30. Philip Southcote School will continue to make the pool and its facilities available to residents, to hire the pool for swimming and leisure activities, outside of the school’s curriculum and therapeutic hours.

Other Implications:

- 31. The potential implications for the following Council priorities and policy areas have been considered. Where the impact is potentially significant a summary of the issues is set out in detail below.

Area assessed:	Direct Implications:
Corporate Parenting/Looked After Children	Looked After Children who attend the school have access to the pool in line with their EHCP and curriculum needs.
Safeguarding responsibilities for vulnerable children and adults	The design of the new pool facility has been undertaken in line with the latest safeguarding and Health and Safety guidance for schools and swimming pools. The school will continue to manage, monitor and adjust the safeguarding methodologies they have in place, in line with the latest guidance and best practice.
Environmental sustainability	The new facility will be more energy efficient than the current pool. This will create energy and water savings compared to the existing pool.
Compliance against net-zero emissions target and future climate compatibility/resilience	Opportunities for building the new hydrotherapy pool to operational net zero carbon standards or at least to reduce its energy consumption will be investigated by the project team for inclusion at design stage. Possible technologies are heat pumps and/or solar water heaters.

Area assessed:	Direct Implications:
	The new hydrotherapy pool will be built to the latest standards and building regulations: Conservation of fuel and power Approved Document L - GOV.UK
Public Health	No direct implications arising from this report.

What Happens Next:

32. Timescales

Key milestones	Date
Tender process and main contract award	Dec 2022
Start on site	Feb 2023
Practical completion and handover	Aug 2023

33. The Philip Southcote School Senior Leadership Team will lead and manage communications about the development of the new pool and facilities to the wider school community, residents and third-party groups who use the pool.

Report Author:

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Consulted:

Philip Southcote School, Senior Leadership Team

Cllr John Furey, Local Member for Addlestone

Liz Mills, Director of Education, Surrey County Council

Jane Winterbone, Assistant Director of Education, Surrey County Council

Emilie Williams-Jones, SEND Programme Manager, Surrey County Council

Annexes:

Part 2 Report

Sources/background papers:

The Construction (Design and Management) Regulations 2015: [The Construction \(Design and Management\) Regulations 2015 \(legislation.gov.uk\)](#)

The Building Regulations 2010: Access to and use of buildings. Volume 2 – Buildings other than dwellings (M2): [Approved Document M, vol 2.pdf \(publishing.service.gov.uk\)](#)

Conservation of fuel and power: Approved Document L: [Conservation of fuel and power: Approved Document L - GOV.UK \(www.gov.uk\)](#)
