

**EXECUTIVE SUMMARY – NEW PUBLIC CONVENIENCES, CALSHOT SPIT**

**Summary of Purpose and Recommendations:**








This report summarises the results of negotiations for rebuilding the public conveniences at Calshot Spit with Amos Danby Ltd. and seeks approval for awarding the contract without inviting tenders.

**Cost to Council:** Construction work: £190,000

Fees and staff costs: £20,000

**Within existing budget?** Yes

**Contribution to Corporate Plan (Minor/Moderate/Major/Neutral):**

	+		-		+		-
		Neutral			<b>Priorities</b>		
	Major			Clean Streets & Public Places	Major		
	Moderate			Crime & Disorder	Moderate		
		Neutral		Housing		Neutral	
	Major			Managing our Finances	Moderate		

**Comments on Impacts on Corporate Objectives and Priorities:**



## NEW PUBLIC CONVENIENCES – CALSHOT SPIT

### 1 INTRODUCTION

- 1.1 In September 1999 Members approved a ten-year programme for replacing and refurbishing the majority of the Council's public conveniences. (Environmental Services and Licensing Committee, Minute 28 of 2 September 1999 which is attached as Appendix 1).
- 1.2 During 2005/06, as part of this programme, one of the two toilet blocks on Calshot Spit was scheduled for replacement and the other for demolition.
- 1.3 A capital scheme Project Board was established to oversee the project, chaired by the Environment Portfolio Holder, Cllr. Michael Thierry. Members include the Chairman of the Environment Panel, Cllr. Paul Woods, ward member for Fawley, Blackfield and Langley, Cllr. Malcolm Fidler, and the Clerk to Fawley Parish Council, Mr. Malcolm Anderson.
- 1.4 Initially, the plan was to rebuild the toilet block located half way down the Spit, near to the Activities Centre entrance, and to demolish the block in the first public car park at Hillhead. Due to problems with obtaining discharge consent for continued use of the septic tank serving the toilets near the Activities Centre, the Director of Commercial Services, in consultation with the Project Board, took the decision that these toilets should be demolished and the Hillhead toilets, which discharge to a public sewer, should be rebuilt. This report summarises the reasons for the change.
- 1.5 In addition, due to the sound working relationship that has developed between the Council and Amos Danby Ltd., who have won the contracts to build new toilets at Lymington, Brockenhurst and Milford-on-Sea, the Director of Commercial Services, in consultation with the Project Board, opted to negotiate with Amos Danby for building the new Calshot toilets rather than inviting tenders for the work, which is both time consuming and expensive. This report summarises the results of those negotiations and seeks approval for the action taken by the Director of Commercial Services.

### 2 CONTRACT NEGOTIATIONS

- 2.1 Amos Danby Ltd. successfully tendered for construction of the new toilets at Lymington, Brockenhurst and Milford. The architect, John Pardey Architects, based all these buildings and the proposed Calshot conveniences on a modular design that allows savings on materials and fast erection. Amos Danby has, therefore, gained considerable experience of, and become proficient in, this method of building. In order to preserve this expertise and save the cost of tendering the work, the Director of Commercial Services entered into negotiations with Amos Danby for rebuilding the Calshot toilets.

- 2.2 Using a schedule of work drawn up by John Pardey, Amos Danby submitted a price for the Calshot building based on rates used for the Milford contract, which they discounted by 2.5% to take account of savings accruing from not having to prepare a formal tender. Engineering Group staff analysed the submitted rates to ensure that they had not been artificially inflated before the discount was applied.
- 2.3 Four major areas of work that are common to both the Milford and Calshot schemes were identified for comparison, namely steelwork, tiling, internal block walls and external block walls. In three cases the Calshot price is less than Milford before discount and the cost of the fourth item, external block walls, is greater because the Calshot building is larger. The engineers were, therefore, satisfied that Amos Danby had submitted proper rates and, consequently, the 2.5% discount is a true discount.
- 2.4 Amos Danby's price for rebuilding the Calshot toilets, including contingency items and after discount, is £189,873, which includes £4800 in contingencies and provisional items, compared to a works budget of £190,000. Accordingly, the Director of Commercial Services intends to award the contract for rebuilding the Calshot toilets to Amos Danby Ltd. without inviting further tenders.

### **3 STANDING ORDERS**

- 3.1 Paragraph 4.4.1 of the Standing Orders as to Contracts states 'Where the estimated value of the contract is in excess of £50,000 then the Director concerned should invite not less than 6 tenders'.
- 3.2 However, paragraph 3.1.2 of Standing Orders as to Contracts states 'An exception from any of the following Standing Orders may be made at the direction of the Chief Executive or a Director and every such exception by the Chief Executive or Director shall be the subject of a written report to the next meeting of Cabinet'. This report fulfils that requirement.

### **4 LOCATION OF NEW TOILETS (FOR INFORMATION ONLY)**

- 4.1 There are two public toilets on Calshot Spit, one near to the entrance of the Activities Centre and one in the first public car park at the Hillhead end of the Spit. The two conveniences are about 800 metres apart. Both are in poor structural condition. In September 1999 Environmental Services and Licensing Committee decided that it was unnecessary to maintain two public toilets in such close proximity and recommended that one should be closed and demolished and the other should be replaced with a new, modern building. A map showing the position of both sites is attached as Appendix 2.
- 4.2 Because it can be accessed directly from the beach, it was decided that the toilet block near the Activities Centre should be replaced and the Hillhead building demolished. John Pardey Architects drew up plans and submitted a planning application in January 2005, which included beach showers and a refreshment kiosk.

- 4.3 The Environment Agency, in its response to this planning application, pointed out that the Council does not have discharge consent for the septic tank that treats sewage from the existing toilets. Consent is required to comply with current legislation even though the toilets and septic tank pre-date discharge consent regulations (and the Agency).
- 4.4 Following a site visit with Environment Agency staff it was determined that:
- The Agency will not consent the existing septic tank and soakaway because it is within 10 metres of a watercourse and close to a Special Area of Conservation. Also, the capacity of the septic tank is inadequate, by current standards, to deal with the volume of sewage generated by the toilets.
  - A new larger septic tank and soakaway could be installed in a different location but it would be difficult because percolation tests indicate poor ground porosity in the area of land in Council ownership that lies more than 10 metres from the watercourse. Also, there may be insufficient room to fit in the size of soakaway system needed.
  - Discharge consent for a new septic tank would take up to four months to obtain and could not be guaranteed due to the environmentally sensitive nature of the site. If an application for consent is refused, or granted with conditions, the applicant can appeal to the relevant Secretary of State within two months of the decision.
  - An alternative would be a package sewage treatment plant, which would discharge fairly clean water into a small soakaway. However, package treatment plants are designed to deal with the regular sewage flows generated by domestic and commercial premises rather than the pronounced flow peaks and troughs produced by public conveniences. Consequently, the manufacturers of package plants are unwilling to guarantee their effectiveness in this situation.
  - Discharge consent would be needed for a package treatment plant, would still take up to four months to obtain and couldn't be guaranteed.
  - Given a choice the Environment Agency would recommend the Council to renew the toilets at Hillhead because they are connected to the public sewerage system, rather than seek consent to continue discharging partially treated effluent into the ground in an environmentally sensitive area. On this basis it is likely that the Agency would refuse discharge consent for any tank system.
- 4.5 Klargestor, a manufacturer of sewage tanks, has quoted £15,000 to £20,000, depending on the result of ground investigations, to install a suitable septic tank. It is difficult to estimate the cost of constructing the associated soakaway system without undertaking further investigations, but it is unlikely to be less than £15,000, based on experience elsewhere.

- 4.6 The cost of purchasing a suitable package treatment plant is about £30,000, but manufacturers are not willing to quote for installation without undertaking a full ground investigation. Experience elsewhere, suggests that installation costs are likely to exceed £10,000. A suitable soakaway would cost about £5000.
- 4.7 Because of the uncertainty of obtaining discharge consent for the toilets near the Activities Centre, the substantial delay to the construction programme created by the consent process and the significant and un-budgeted additional costs arising from the need to install new sewage treatment facilities, the Director of Commercial Services, in consultation with the Project Board, decided that the Hillhead toilets should be rebuilt and the other toilets should be demolished.
- 4.8 John Pardey Architects submitted a revised planning application on 11 May 2005, omitting the beach showers and refreshment kiosk which would impractical in the Hillhead car park. The Council's Planning Committee will consider this application on 13 July 2005.

## **5 FINANCIAL IMPLICATIONS**

- 5.1 Amos Danby have submitted a quotation of £189,873, including contingency and provisional items totalling £4800, for construction of a new toilet building in the Hillhead car park on Calshot Spit. This includes a 2.5% discount that reflects savings accruing from not having to formally tender for the contract. The works budget for this scheme (project code 104303) is £190,000. The quoted cost is, therefore, within the budget.
- 5.2 Danby's quotation for rebuilding the toilets near the Activities Centre was £189,500, including £2000 contingencies but without provisional sums. Moving to Hillhead has, therefore, resulted in a saving of £2427 in contract costs, which is partly offset by additional architects' fees of £800 for producing revised drawings and specifications, and submitting a second planning application.
- 5.3 Avoiding the need to install a new septic tank or package treatment plant by moving location has saved between £30,000 and £45,000 in unbudgeted expenditure, assuming that discharge consent could have been obtained for a tank system.
- 5.4 Whilst this report focuses on the tender evaluation and suspension of standing orders, there are associated additional works, including demolition of the redundant existing facilities and minor refurbishment of the sewage pumping station, that may require additional funding.

## **6 ENVIRONMENTAL & CRIME AND DISORDER IMPLICATIONS**

- 6.1 The main benefits arising from construction of new public conveniences in the first public car park at Hillhead can be summarised as:
- replacement of old, dingy and unhygienic facilities with light and airy modern ones that incorporate easily cleaned and vandal-resistant sanitary fittings, and

- an end to discharging partially treated sewage effluent into the ground close to a watercourse in an environmentally sensitive area.

## **7 PORTFOLIO HOLDER COMMENTS**

The Portfolio Holder for Environment supports the recommendation which enable the continuation of the District Council's programme of enhancement and replacement.

## **8 RECOMMENDATIONS**

- 8.1 It is recommended that Members should approve the decision taken by the Director of Commercial Services, in accordance with paragraph 3.1.2 of Standing Orders as to Contracts, to award the contract for rebuilding the new Calshot toilets to Amos Danby Ltd., without inviting other tenders.

### **Further Information:**

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### **Background Papers:**

Contract File  
Job No 104303

**Minute and Extracts of Report of  
Environmental Services & Licensing  
Committee – 2 September 1999**

**28. PUBLIC CONVENIENCES REVIEW (REPORT D).**

Cllr Brooks declared a pecuniary interest as an owner of a beach hut at Calshot. She remained present at the meeting but took no part in the discussion nor did she vote on aspects relating to toilets at Calshot.

Cllr Harris declared a non-pecuniary interest in Salisbury Road and Eling Recreation Ground toilets, and Library Road toilets, Totton, but as he did not consider that his interest was substantial he remained present at the meeting.

The Council maintained 34 public conveniences throughout the District which required maintenance and cleaning. Between December 1998 and March 1999 a comprehensive survey of all the public conveniences was carried out by a team of members and officers.

Parish and Town Councils were also contacted to seek their views on the amount of usage, suitability of location and standard of maintenance. At Calshot there were two toilet blocks both of which were unattractive generally, in poor condition and need replacing. Members noted that it might have been appropriate to provide a single new block in a central location offering improved facilities. However, members commented that this might not have been beneficial to the beach hut users at the Lepe end of Calshot and that it might have been more useful to continue to have two separate blocks. Officers agreed that this proposal would be looked at closely and the Beach Hut Owners Association would be consulted as appropriate.

With regard to the Furlong and the Market Place toilets at Ringwood, a member commented that Ringwood Town Council wanted the toilets open at designated times only and that the Market Manager might not be able to supervise the toilets on all occasions. Officers agreed that Ringwood Town Council would be consulted before further proposals were considered for these toilets.

**RESOLVED:**

- (a) That, subject to the Council's overall financial position, the proposed works programme as set out in Appendix 4 to Report D to the Committee, for demolition and rebuilding, where appropriate, of category 1 toilet blocks and a comprehensive block by block refurbishment of category 2 and 3 toilet blocks be approved in principle; and
- (b) That further investigation be made into the usage, alternative locations etc of the proposals as set out paragraphs 4.1 to 4.12 of the report.



#### 4. SITE SPECIFIC ISSUES

4.1 Barton Court Avenue - Although this building is in reasonable order and of pleasing appearance it is old fashioned and New Milton Town Council consider that it is poorly located to meet the needs of visitors. It is proposed that alternative provision should be investigated with New Milton Town Council and a report be prepared for Members' consideration. In the meantime the building has been included in the proposed work programme in Appendix 3 for major refurbishment and the installation of roof lights.

4.2 Marine Drive West, Barton on Sea - Although in fair condition this is one of the oldest toilet blocks in the District and is regularly mis-used. It is also poorly located, being surrounded by high bushes on the east side which camouflage anti-social activities, whilst forming a prominent and ugly feature in the cliff top landscape from the west side. Re-building would be problematical. The toilets are located in an erosion risk zone within which the Council seeks to prevent development through its planning control policies. Relocating to a position outside the risk zone would be difficult because of the lack of suitable sites within a reasonable distance of the cliff top.

However, relatively few visitors are attracted to this end of Barton on Sea due to the narrow beach and unstable cliffs, so the toilets are not heavily used. It is proposed that the future of this toilet block should be discussed with New Milton Town Council with a view to permanently closing and demolishing it.

4.3 Blackfield - This toilet block was once surrounded by other community facilities. Redevelopment has now left it standing in the corner of an attractive small residential area. It is the regular meeting place of a gang of youths who vandalise and mis-use the facilities and annoy the local residents. The building is old, unsightly and the brickwork is in poor condition. Severe cracking probably indicates foundation failure, requiring major structural refurbishment or demolition and rebuilding. Before a commitment is made to such major work the suitability of the location needs to be investigated.

It is proposed that alternative provision should be investigated in consultation with Fawley Parish Council after which a further report will be prepared for Member's consideration.

4.4 Calshot - At the moment two toilet blocks provide facilities for beach hut owners and visitors to Calshot Spit, one in the car park at Hillhead and one near the Activity Centre entrance. Both buildings are unattractive, generally in poor condition and need replacing. Rather than rebuild both blocks consideration should be given to building a single new block in a central location offering improved facilities, including showers for beach users and sailors. Two possible locations for a new facility have been identified, one adjacent to the electricity sub-station and the other adjacent to the beach cafe. The latter site offers the possibility of demolishing the existing temporary, timber cafe building and providing a cafe, toilets and showers within a single permanent building. It has been suggested that low key camping facilities could be provided on Tom Tiddlers Ground, adjacent to Calshot Spit, in association with the construction of a new facility. It is proposed that all the options for replacing the current toilet facilities at Calshot Spit are investigated thoroughly, including a combined use building on the cafe site, and detailed proposals prepared for consideration by Environmental Services & Licensing Committee and Leisure Services Committee. Potential links between the provision of upgraded facilities and

the long term use of Tom Tiddler's Ground will be discussed with Hampshire County Council.

- 4.5 Fordingbridge Car Park - Although not an old building, nor in poor structural condition, consideration needs to be given to demolishing the current toilet block and rebuilding elsewhere in the car park. At present the building is located on a restricted site at the entrance to Roundhill car park with a roof level public footpath running along the back of it. It is the meeting place of local youths who vandalise the facilities, damage adjoining property and create a general nuisance. The high level path at the rear of the building provides easy access to the roof which regularly has tiles ripped off and guttering broken. The interior layout of the toilets is claustrophobic and threatening with little natural light due to partial bricking up of windows following vandal damage. There is little that can be done to improve the design of the building or make it more vandal resistant on its present site. Only rebuilding on a larger site in the centre of the car park, away from other buildings, would offer the chance to make a real improvement. It is proposed that options for relocating the current toilet block should be explored in association with the Council's Car Park Manager and detailed proposals prepared for Member's consideration.
- 4.6 New Street, Lymington - Regularly vandalised or mis-used in other ways, this building is cramped and gloomy inside. Although shown in the proposed work programme in Appendix 3 as needing major refurbishment and the installation of roof windows, consideration could be given to demolition and rebuilding on the same site or possibly, alternative provision within the adjoining museum building. It is proposed that all options should be investigated and a report prepared for Members' consideration.
- 4.7 Lymington Quay - These facilities are in poor condition and in need of replacement. It is proposed to demolish and rebuild them as part of a larger scheme to stabilise the quay wall and carry out environmental improvements to the Quay area. The intention is to provide upgraded facilities including showers for visiting boat owners. The expenditure plan currently includes a sum of £200,000 in 2001/02. This may need to be revised when overall plans for the Quay are finalised.
- 4.8 Ringwood, The Furlong - Outline plans to redevelop the Furlong area of Ringwood could involve relocation of the existing toilet block, but at present there are no detailed proposals to report. Relocation of the Furlong toilets could have an influence on the long term plans for the public conveniences behind Ringwood Market Place (See 4.9 below).
- 4.9 Ringwood Market Place - These toilets are tucked away behind the old Southern Electricity Board building next to the A31. This location encourages youths to congregate and mis-use the facilities. In November 1998 the toilets had to be closed due to persistent vandalism and mis-use although the ladies facilities were subsequently opened on Wednesdays for the market. Following repairs and minor refurbishment the toilets re-opened early in June this year.

## COMMENTS OF TOWN AND PARISH COUNCILS

### Bransgore

The toilet is well used and generally clean and in good repair. It is tucked away in the corner of the car park and, therefore, attracts youths. However, the initiative to clear the front of the car park should help alleviate this.

### Brockenhurst

Both toilets are well used particularly in the Summer. Locations are appropriate but not clearly signposted. Both are in need of refurbishment.

### Burley

Toilet is well used particularly at peak times. It is appropriately situated, generally in good condition and well maintained.

### Fawley

All toilets are well used, suitably located and always in excellent condition. However, they are a target for vandalism.

### Lyndhurst

Both toilets are well used and suitably located. The condition of the newer toilet is good but the older one is very gloomy.

### Milford-on-Sea

All facilities are well used and the general condition appears to be acceptable. Members wholeheartedly support the re-introduction of the facility at 'Paddy's Gap' that was lost last year. If Hurst Road PC is to be rebuilt consideration needs to be given to a more suitable location.

### New Milton

The two toilets in New Milton have a high level of use and are in need of renovation. The toilet on the undercliff at Barton-on-Sea has high Summer use and requires some renovation. The toilet on the "island" at the bottom of Barton Court Avenue is poorly sited and Town Council Members would wish to see it relocated. Over the years there have been requests for a toilet in the vicinity of Old Milton Green.

### Ringwood

It is felt that there is a need for the facility in the Market Place, particularly on Wednesdays (market days) and for special events.

### Totton

Over the years there have been quite a few complaints about the Library Road toilets.

No comments were received from Lymington and Pennington Town Council or Fordingbridge Parish Council.

APPENDIX 2

Location	Category	Proposals	Cost	Priority
Lymington Quay	1	Demolish and rebuild "super loo" as part of Quay redevelopment	200,000	
Brockenhurst Car Park	1	Demolish and build standard toilet	150,000	1
Calshot (2)	1	Demolish both toilets and build "super loo"	200,000	2
Hurst Road Milford	1	Demolish and build standard toilet	150,000	3
Keyhaven	1	Demolish and build standard toilet	150,000	4
Marine Drive West, Barton	1	Demolish and build standard toilet	150,000	5
New Street, Lymington	2	Construct lightwells, major refurbishment. Investigate rebuild/alternative provision	17,000	1
Lyndhurst Old Block	2	Construct lightwells, minor refurbishment	8,000	2
Blackfield	2	Construct lightwells, major refurbishment. Investigate rebuild/alternative provision	17,000	3
Old Millon Road	3	Construct lightwells, minor refurbishment	8,000	4
Station Road, New Milton	3	Construct lightwells, minor refurbishment	8,000	5
Library Road, Totton	2	Construct lightwells, major refurbishment	17,000	6
Holbury	3	Construct lightwells, minor refurbishment	8,000	7
Brockenhurst A337	2	Construct lightwells, major refurbishment	17,000	8
Fawley	2	Construct lightwells, minor refurbishment	8,000	9
Barton Court Avenue, Barton	2	Construct lightwells, major refurbishment. Investigate alternative provision	17,000	10
Fordingbridge	2	Construct lightwells, major refurbishment. Or minor refurbishment & eventually rebuild in new location	17,000	11
Winsor Road, Totton	2	Construct lightwells, minor refurbishment	8,000	12
Bath Road, Lymington	3	Construct lightwells, major refurbishment	17,000	13
Rear of Waitrose, Lymington	2	Construct lightwells, minor refurbishment	8,000	14
Burley	2	Construct lightwells, minor refurbishment	17,000	15
Sea Road, Milford	3	Construct lightwells, major refurbishment	8,000	16
Bransgore	3	Construct lightwells, minor refurbishment	8,000	17
Eling Cemetery	3	Construct lightwells, minor refurbishment	8,000	18
Ringwood, Furlong Car Park	4	On going maintenance & vandalism repairs		
Hythe	4	On going maintenance & vandalism repairs		
Lyndhurst Car Park	4	On going maintenance & vandalism repairs		
Camden Hurst	4	On going maintenance & vandalism repairs		
Salisbury Road, Totton	3	Close down or hand over to Totton TC		
Eling Recreation Ground, Totton	1	Close down or hand over to Totton TC		
Ringwood Market Place	1	Terminate lease and close down permanently or Transfer lease to Ringwood Market Manager		

**PROPOSED TEN YEAR EXPENDITURE PROGRAMME**

Location	Year 99/00	00/01	01/02	02/03	03/04	04/05	05/06	06/07	07/08	08/09
<b>Rebuilding</b>										
Lymington Quay			200,000							
Brockenhurst Car Park			150,000							
Calshot (2)				200,000						
Hurst Road Milford					150,000					
Keyhaven						150,000				
Fordingbridge										
<b>Refurbishment</b>										
Handwash Units	10,000	10,000	10,000	10,000						
External Decoration	25,000									
New Street, Lymington *		17,000								
Lynchurst Old Block		8,000								
Blackfield *			17,000							
Old Milton Road			8,000							
Station Road New Milton				8,000						
Library Road, Totton +				17,000						
Holbury					8,000					
Brockenhurst A337					17,000					
Fawley						8,000				
Barton Court Ave, Barton *						17,000				
Fordingbridge							17,000			
Winsor Road, Totton							8,000			
Bath Road Lymington								17,000		
Rear of Waitrose, Lymington								8,000		
Burley									17,000	
Sea Road, Milford									8,000	
Bransgore									8,000	
Eling Cemetery										8,000
<b>TOTALS</b>	<b>35,000</b>	<b>35,000</b>	<b>385,000</b>	<b>235,000</b>	<b>175,000</b>	<b>175,000</b>	<b>175,000</b>	<b>25,000</b>	<b>25,000</b>	<b>16,000</b>

\* - Dependent upon results of review of alternative provision or relocation  
+ - Dependent upon Totton Precinct redevelopment plans

PLAN SHOWING LOCATION  
OF PUBLIC CONVENIENCES  
AT CALSHOT SPIT

