

**Decision Maker:** EXECUTIVE

**Date:** Wednesday 11 July 2018

**Decision Type:** Non-Urgent Executive Key

**Title:** CENTRAL LIBRARY/ CHURCHILL THEATRE: DEFECTIVE TILING

**Contact Officer:** Catherine Pimm, Asset Management Team Manager  
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**Chief Officer:** Executive Director of Environment & Community Services

**Ward:** Bromley Town;

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1. Reason for report

This report outlines the issues relating to the defective tiling at Central Library/ Churchill Theatre and seeks funding to carry out temporary works, which eliminates the need for hoarding/scaffolding and reduces the risk to the public whilst a permanent solution is identified and other building issues are assessed.

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2. **RECOMMENDATIONS**

**Members are asked to:**

- 2.1 **approve funding of £427k from the earmarked reserve for Infrastructure Investment to undertake temporary works.**
- 2.2 **approve the procurement route outlined in paragraph 8.1 to 8.2.**
- 2.3 **note that a further report will be brought back to the Executive to up-date Members on remedial works required to the building.**
- 2.4 **confirm if they want to instruct officers to review the future of the building and to consider its disposal and reconstruction elsewhere in the context of the town centre regeneration programme.**
- 2.5 **agree that delegated authority is given to the Project Manager to authorise variations against the construction and/ or surveys within the 15% contingency tolerances.**

## Impact on Vulnerable Adults and Children

1. Summary of Impact:
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## Corporate Policy

1. Policy Status: Existing Policy
  2. BBB Priority: Excellent Council
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## Financial

1. Cost of proposal: Estimated Cost £427k
  2. Ongoing costs: Recurring Cost Scaffolding Hire of £60k for two years included in the £427k total scheme cost
  3. Budget head/performance centre: Unallocated sum form Earmarked reserve
  4. Total current budget for this head: £625k
  5. Source of funding: Earmarked reserve for Infrastructure Investment (unallocated balance)
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## Personnel

1. Number of staff (current and additional): Not applicable
  2. If from existing staff resources, number of staff hours: Not applicable
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## Legal

1. Legal Requirement: Statutory Requirement
  2. Call-in: Applicable
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## Procurement

1. Summary of Procurement Implications:
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## Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Boroughwide
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## Ward Councillor Views

1. Have Ward Councillors been asked for comments? Yes
2. Summary of Ward Councillors comments:

Ward Councillors' comments will be reported verbally at the meeting.

### 3. COMMENTARY

- 3.1 Churchill Theatre and Central Library are located in Bromley Town Centre. The building is on a sloping site and has nine storeys above ground and seven below ground. The building is tiled with green slate tiles at the lower level and small white mosaic tiles on the remainder of the building.
- 3.2 These tiles are fixed to the building by adhesive. The tiles and adhesive form the barrier to weathering. Soon after construction the green slate tiles started to fall off and each tile was individually screwed onto the building, which was an effective method of holding them in place until recently.
- 3.3 In 2015 a small area of the green tiles were displaced and the area was fenced off to prevent injury to the public. A visual inspection of the tiling was subsequently undertaken by consulting engineers by abseiling down the building. They reported multiple issues with the tiling, including loss of adhesion between the tiles and the adhesive bedding, the adhesive layer separating from the concrete and spalling of the concrete. The failure was considered to be caused by general weathering action and expansion and contraction during seasonal thermal/ freeze cycles. The engineers recommended replacement of the tiles, but were of the opinion that the green slate tiles were more of a risk than the mosaics.
- 3.4 A project was initiated to replace the green slate tiles, but more tiles started to fall from the building and the project had to be reviewed to reflect the worsening situation.
- 3.5 Protective hoarding and scaffolding has now been erected on all elevations to reduce the risk of the public being injured by falling tiles. The scaffolding and hoarding are currently costing £2860 per month to hire. They are an intrusive and unattractive presence on the High Street.
- 3.6 As more and more tiles come off the condition and serviceability of the main structure will be threatened and it is necessary to remove the tiling and overclad the building.
- 3.7 A consultant was appointed to carry out an option appraisal of possible alternative cladding solutions, to provide budget costs and an indicative programme. The consultants also recommended that the replacement of the windows should be included in the project, because they would be detrimentally affected by any cladding works and should be replaced as part of any scheme. The estimated cost for the replacement of the tiles and windows is £6.5m and any works are anticipated to take 3 years to design, tender and complete.
- 3.8 As well as complete replacement, officers have investigated the option of temporary works to remove the green slate tiles, which are estimated to cost £427k and include the following:
  - Scaffolding for 30 weeks
  - Removal of green slate tiles
  - Structural survey of exposed concrete ( to inform the design of the permanent replacement scheme)
  - Minor repairs to the concrete and application of an anti-carbonation coating
  - Removal and re-fixing of signage
  - Continued hire of scaffolding to rear for 2 years (this elevation is most at risk from the mosaic tiles and the removal of the green slates will not offer protection)
  - Contingency @ 15%

- 3.9 The cost breakdown of the temporary works is included in the financial section of the report.
- 3.10 There are a number of benefits to the temporary works. They would provide better protection for the public and eliminate the need for scaffolding and hoarding in the short term, thereby improving the appearance of the High Street. The anti-carbonation coating would provide some protection to the building to prevent further deterioration of the substrate.
- 3.11 The temporary works would also give the Council time to determine a programme of remedial works for the building that not only includes the over cladding, but also considers the replacement of life expired mechanical, electric and heating plant that has been identified as a result of surveys recently undertaken. A further report will be brought back to the Executive to report on these items.
- 3.12 As there are a number of high cost capital replacement items anticipated to the building, Members are asked to consider if they want to instruct officers to review the future of the building and to consider its reconstruction elsewhere and disposal of its current site in the context of the town centre regeneration programme.
- 3.13 Members are asked to approve funding in the sum of £427k from the earmarked reserve for Infrastructure Investment to undertake the temporary works and to continue scaffolding hire for 2 years for the rear elevation. The rear elevation is most affected by the falling mosaic tiles and the removal of the green slates will not eliminate the risk.
- 3.14 The anticipated milestones for the delivery of the temporary works are as follows:

<b>Task</b>	<b>Completion by</b>
Approval	July 2018
Specification and Tendering	September 2018
Appointment of Contractor	October 2018
Commencement	November 2018
Completion	May 2019

- 3.15 It is hoped that the contract period for the works could be decreased, although the removal of the tiles is likely to be a labour intensive task.
- 3.16 It is not anticipated that planning permission will be required for the temporary works, although it is anticipated that an application for a Certificate for Lawful Development will be made in accordance with Section 192 of the Town and Country Planning Act 1990.

#### **4. IMPACT ON VULNERABLE ADULTS AND CHILDREN**

- 4.1 There is not considered to be an impact on vulnerable children and adults as a consequence of this decision.

#### **5. POLICY IMPLICATIONS**

- 5.1 As less funding is available for maintenance of the operational property portfolio, it is essential that the Council optimises the utilisation of its assets and ensures that it retains only those properties that meet the corporate and service aims and objectives. To ensure that this remains the case in the light of the ongoing efficiency savings, property reviews are undertaken.

## 6. FINANCIAL IMPLICATIONS

6.1 The breakdown of the costs of the temporary works is shown in the table below:

<b>Details of work to be undertaken</b>	<b>Proposed Budget £'000</b>
Scaffolding for 30 weeks	121
Removal of green slate tiles	34
Structural Survey	18
Minor Repairs to exposed concrete/ application of anit-carbonation paint	128
Remove and refix sign	9
Hire of Scaffolding for 2 years for rear elevation	61
Sub Total	<u>371</u>
Contingency @ 15%	56
<b>Total</b>	<b><u>427</u></b>

6.2 In recognition of the risks arising from the significant reduction in the building maintenance budget, there is an earmarked reserve for Infrastructure Investment. The Fund has an uncommitted balance of £625k and in order to access resources, a business case needs to be presented to the Executive.

6.3 It is recommended that a sum of up to £427k is allocated from the earmarked reserve, to carry out the works identified in the report and to fund temporary scaffolding on the rear elevation for a 2 year period.

6.4 The figures shown above include a 15% contingency. Delegated authority is sought for the Project Manager to authorise variations against the construction and/ or surveys within the 15% tolerances.

6.5 The table below summarises the current financial position of the earmarked reserve: -

	<b>£'000</b>	<b>£'000</b>
Initial Approved Sum		2,000
Allocations agreed to date		
Condition surveys & associated works	363	
Central Depot	553	
Churchill Theatre/Central Library	170	
Fire Risk remedial works	79	
Yeoman House	210	
	<u>1,375</u>	
<b>Current unallocated Balance</b>		<b>625</b>
Allocation approval requested July 2018	427	
	<u>427</u>	
Unallocated Balance if request approved		<b><u>198</u></b>

## 7. LEGAL IMPLICATIONS

- 7.1 The Council has a duty to undertake maintenance of its properties. Failure to ensure that its properties and buildings are maintained to a level to avoid risks to its staff and members of the public can lead to criminal and civil liability.

## 8. PROCUREMENT IMPLICATIONS

- 8.1 Amey Ltd is now responsible for procuring and delivering the maintenance programmes and the Client Team will monitor their activities in accordance with the terms of the contract.
- 8.2 In order to demonstrate Value for Money, it is expected that Amey Ltd will obtain competitive tenders for the work from their own supplier list. This will not apply to the scaffolding, which is already in situ and although the scaffolding will have to be reconfigured, it is not considered to be cost effective or safe to get the current scaffolding removed and re-erected.

<b>Non-Applicable Sections:</b>	Personnel Implications
Background Documents: (Access via Contact Officer)	