

**Decision Maker:** RENEWAL, RECREATION AND HOUSING POLICY  
DEVELOPMENT AND SCRUTINY COMMITTEE

**Date:** Wednesday 19 June 2024

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

**Title:** LIBRARY REPAIR WORKS PROGRAMME AND CROFTON  
ROMAN VILLA UPDATE

**Contact Officer:** Emily Macpherson, Regeneration Project Manager  
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**Chief Officer:** Director of Housing, Planning, Property and Regeneration

**Ward:** All Wards

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1. Reason for decision/report and options

- 1.1 To provide an update on the library repair works programme. The report details progress onsite at Southborough Library, the start of works at Beckenham, as well as the launch of the tender for contractor services at Burnt Ash and Chislehurst Libraries.
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2. **RECOMMENDATION(S)**

- 2.1 **That Members of the Renewal, Recreation and Housing PDS Committee note the contents of the report.**

### Impact on Vulnerable Adults and Children

1. Summary of Impact: The library service is free to access and available to all.
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### Transformation Policy

1. Policy Status: Not Applicable
  2. Making Bromley Even Better Priority:
    - (1) For children and young people to grow up, thrive and have the best life chances in families who flourish and are happy to call Bromley home.
    - (2) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence and making choices.
    - (3) For people to make their homes in Bromley and for business, enterprise and the third sector to prosper.
    - (5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.
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### Financial

1. Cost of proposal: N/A
  2. Ongoing costs: Non-Recurring Cost
  3. Budget head/performance centre: OPR libraries budget
  4. Total current budget for this head: £11.016m
  5. Source of funding: Capital receipts
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### Personnel

1. Number of staff (*current and additional*): 1 FTE
  2. If from existing staff resources, number of staff hours: N/A
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### Legal

1. Legal Requirement: Statutory Requirement
  2. Call-in: Not- applicable: No Executive decision.
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### Procurement

1. Summary of Procurement Implications: N/A
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### Property

1. Summary of Property Implications: N/A
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### Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: N/A
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### Impact on the Local Economy

1. Summary of Local Economy Implications: Investment across the borough will have a positive economic impact, as will access to information for residents.
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### Impact on Health and Wellbeing

1. Summary of Health and Wellbeing Implications: N/A
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### Customer Impact

1. Estimated number of users or customers (*current and projected*): The ONS mid-2022 population estimate for London Borough of Bromley was 329,578 people. There were 33,486 registered library members who used their library card to borrow an item in a Bromley library in 2023 representing 10.2% of the population of the Borough.
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### Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: N/A

### 3. COMMENTARY

#### Library Repair Programme

- 3.1 In June 2023 (report No. HPR 2023/035) the Executive approved a budget of £11.016m to repair, and replace end of life materials, at ten libraries in Bromley. The libraries included in the works programme are Beckenham, Burnt Ash, Chislehurst, Hayes, Mottingham, Orpington, Penge, Petts Wood and Southborough. Shortlands Library is not currently included, although budget is being held back for works, this is due to the ongoing monitoring of seasonal subsidence that has been identified. Central Library and West Wickham Library are subject to a separate works programme and an update is included in this report. This report provides a progress update on the Library Repair Programme .
- 3.2 Following the initial funding approval, the Executive (September 2023 Report No HPR2023/050) approved proceeding to procurement and awards of contract for the consultancy services for the entire programme, and the contractor works at both Southborough and Beckenham libraries.
- 3.3 In March 2024, the Executive (report No. HPR2024/011) approved proceeding to procurement for Burnt Ash and Chislehurst Libraries, and Orpington and Mottingham Libraries, lotted together to achieve a more competitive tender offer for contractors.
- 3.4 The table below sets out the previously reported works programme.

	<b>Library Name</b>	<b>Est. Works Period</b>	<b>Est. Procurement Process</b>
1	Southborough	Mar 24 – Jul 24	Completed
2	Beckenham	May 24 – Feb 25	Completed
3	Burnt Ash	Aug 24 – Dec 24	Jun 24 – Aug 24
4	Chislehurst	Oct 24 – Jul 25	Jun 24 – Aug 24
5	Orpington	Dec 24 – Sep 25	Sep 24 – Oct 24
6	Mottingham	Feb 25 – Jun 25	Sep 24 – Oct 24
7	Petts Wood	Apr 25 – Aug 25	Jan 25 – Mar 25
8	Penge	Jun 25 – Oct 25	Jan 25 – Mar 25
9	Hayes	Aug 25 – Dec 25	Jan 25 – Mar 25

#### Progress at Southborough Library

- 3.5 Southborough Library was closed to the public on Tuesday 19<sup>th</sup> March, following 28 days' notice as required by the libraries contract. Residents were informed via online notices on the Council's and GLL's websites and social media, as well as through physical signage on the building itself. Google Maps has also been updated by GLL staff to mitigate public confusion. Library users have been redirected to nearby sites including Petts Wood and Bromley Central

Library and the Home Library Service, with library staff relocated to other sites whilst works are completed. GLL staff have increased the frequency of public activities such as book clubs and 'Baby Bounce and Rhyme' in nearby locations to ensure a good degree of coverage in the local area.

- 3.6 Ahead of works commencing, frontline staff at Southborough were engaged with by GLL, consultants Ingleton Wood, and Bromley Council Officers to provide input into the early design stages, as well as provide feedback as plans progressed.
- 3.7 The scope of works for Southborough Library was developed by lead consultants Ingleton Wood and reflected the condition survey previously undertaken. In addition to the condition survey repair works that are being undertaken, end of life materials are being replaced, a new publicly accessible toilet with baby changing facilities is being created, and access improvements are being made to the ramp at the front entrance.
- 3.8 Planning permission was granted by Plans Sub-Committee No.4 on 7<sup>th</sup> March (report No. 23/04928/FULL1) to approve the replacement of all windows and the shiplap to the front of the building. The shiplap chosen will reduce long-term maintenance of the site, as well as improving the insulation and aesthetic appeal of the building.
- 3.9 Upon investigation of the site by specialty Ingleton Wood consultants, the windows requiring replacing at Southborough Library were found to be double height, partly concealed under the original cladding of the building. Replacement options for the windows on site therefore carried additional works. As such, the programme at Southborough Library has been extended to 17 weeks, rising from the previous estimate of 16 weeks. This extension will not increase the budget to the site, and will still enable the library to be reopened to the public in August 2024, in line with the master programme.
- 3.10 KJ Evans took ownership of the site on Monday 8<sup>th</sup> April, and commenced work on site the same day. Whilst works are carried out, they are responsible for maintaining and securing the site.
- 3.11 The final contract value for Southborough Library is £545,034.03. This is in line with the OPR programme costs, and is within the existing approved capital budget.

### Progress at Beckenham Library

- 3.12 Beckenham Library was closed to the public on Saturday 1<sup>st</sup> June, accommodating half-term activities the week before at the site, following the 28 days' notice required by legislation. Following the Southborough model, residents were informed via online notices on the Council's and GLL's website and social media, as well as through physical signage on the building itself. Google Maps has also been updated to avoid public confusion. Library users have been redirected to nearby sites including Penge, as well as Lewis House, the temporary library location. To accommodate the temporary reduction in size of the site, a larger variety of activities are being provided at Penge Library, and Lewis House is operating a reservation system for stock. Library staff have been partially redeployed to other sites within the borough, but are maintaining a regular rotation of work at Lewis House to ensure the relationships with local users is maintained. The Home Library Service, which provides the delivery of books monthly, and book reservation service are being promoted to users affected by the library's closure, to make them aware of other available services.
- 3.13 Whilst works are completed at Beckenham, temporary library provision is being made at Lewis House, which is a Bromley Council owned building two minutes' walk away from the main site. Lewis House will temporarily accommodate a small children's and adult's libraries with popular

stock, a limited number of study spaces, as well as a room for small groups to meet, for activities such as 'Baby Bounce and Rhyme'. Lewis House opened to the public on Monday 10<sup>th</sup> June. There was a short 10-day period in between the closure of Beckenham Library and the opening of Lewis House to allow time for the relocation. The Department for Digital, Culture, Media & Sport (DCMS) have been informed of this timescale for the temporary library which will ensure compliance with the Council's statutory obligation to provide a library service for residents.

- 3.14 Ahead of the library closure, meetings were held with staff at Beckenham to inform early design stages and the refurbishment plans, as with Southborough, staff will be updated as the works progress.
- 3.15 The scope of works for Beckenham Library was developed by lead consultants Ingleton Wood, supported by officers. It was developed in coordination with the earlier OPR condition survey to capture all essential repairs, which has been updated based on specialist intrusive investigatory works carried out by consultants Ingleton Wood, ensuring the long-term sustainability of the library for users. Vital repairs are being carried out throughout the library including replacing the collapsed ceiling to the rear of the site, removal of asbestos in the radiators & soffits, and improvements to the pavement and car park for pedestrian safety. A new publicly accessible DDA compliant WC with baby changing facilities will be created, alongside improvements to the accessibility of the entrance of the library for wheelchair users. Alongside this, a new flat roof will also be installed, improving the insulation of the building, and stopping leaks from the currently broken skylight.
- 3.16 During intrusive inspections by mechanical and electrical specialists on the consultancy team, the air conditioning units at Beckenham Library were found to be in better condition than the OPR surveys had previously indicated, having only been installed nine years previously. Based on expert opinions from the consultancy team, officers have taken the decision to omit a full replacement of the units as specified in the condition survey, instead opting for a full service. To mitigate against the risk of the units failing within the near future, £100k from the budget will be held to cover future costs incurred by the Property team in 10-15 years' time when the air conditioning does need replacing.
- 3.17 Following a restricted tender, Longley Group have been contracted to undertake the works at Beckenham. The final contract value for Beckenham Library is £971,330.41, which is within the original allocated budget for this site.
- 3.18 Longley are scheduled to take possession of Beckenham Library on Monday 17<sup>th</sup> June. Whilst works are carried out Longley are responsible for the maintenance and security of the site.
- 3.19 Due to the extent of works at Beckenham Library, the programme is expected to last for 24 weeks, reopening in January 2025.

#### Progress at Burnt Ash Library and Chislehurst Library

- 3.20 Officers and consultants have developed a scope of works for Burnt Ash and Chislehurst Libraries, and the tender is due for publication on mid-June with a return date of mid-July. As with the other libraries, the procurement approach will be a closed tender to ensure that contractors bidding for the works are sufficiently experienced in working on libraries or similar community spaces.
- 3.21 The programme at Burnt Ash Library is expected to last for 16 weeks, starting in August 2024 and reopening in December 2024. Due to the size of the site, the programme at Chislehurst Library is expected to last for 40 weeks, starting in October 2024 and finishing in July 2025.

Given the proposed closure period for Chislehurst library a temporary library is being sought, and ward members have been engaged with on this process.

- 3.22 Staff at Burnt Ash Library and Chislehurst libraries have been engaged with the development of the scope of works, and will continue to be engaged throughout the repair programme.
- 3.23 Ward Members have been engaged with in relation to the works and spatial proposals for the sites.

#### West Wickham Library

- 3.24 West Wickham Library is a more extensive programme, with a significant extension to the building, which will include a new and larger children's library, maker space (which is a workshop space for craft activities, as well as multimedia use), a new café, new changing places and public toilets, and a community-use space. This was funded through the Council as well as a UKSPF grant. The works commenced on site April 2023, and are due to be completed in Autumn 2024, following a six month delay due to essential TFL works outside the library. The build works are on programme with the new revised timetable of Autumn 2024, and are also on budget. The newly refurbished library is expected to open shortly after works are completed. There is a temporary library provision provided during the works in Addington Road.

#### Central Library

- 3.25 Central Library is subject to a relocation to the Topshop Building on the High Street. This was agreed by the Executive in October 2023 (HPR2023/056). The Executive approved a design and feasibility budget of £500k. An architectural led multi-disciplinary team, headed up by Ellis William Architects are currently appointed. As previously reported it is expected that the total works will be in the region of £15.5m – note this is subject to further Executive approval, which will be sought in September 2024. In order to manage the relocation in a timescale that works with the planned sale of the Theatre building, the library must move from the current location by April 2026.

#### Crofton Roman Villa

- 3.26 The libraries OPR budget of £11.016m includes funding for the Community Support Centre provision, and Crofton Roman Villa building in addition to the repair works to the library estate.
- 3.27 While the Ancient Scheduled Monument is believed to be in good condition the building that protects it requires substantial repairs to ensure a sustainable future for this local historical site. An up-to-date condition survey was completed in 2023 and identified the need for extensive repairs to the mechanical and electrical systems, to upgrade the insufficient heating systems and insulation, and to replace glazing throughout the building, alongside general repair works to address wear and tear. Additionally, there are currently no toilet facilities available on-site.
- 3.28 A report (HPR 2023/050) was taken to the September 2023 Executive and approval was given to utilise the OPR budget for Crofton Roman Villa as match funding towards bids for grants to improve the visitor experience and delegate authority to the Director of Corporate Services to enter into and manage legal matters relating to these works to allow works to progress.
- 3.29 While the current OPR budget only allows for the building repairs, officers are in the process of applying for £160k from the National Lottery Heritage Fund to fund new interpretation for the site to enhance the visitor experience. After two youth engagement events held at Orpington Library and the release of a public online survey, officers submitted a project enquiry form to the National Lottery Heritage Fund and received approval to continue to submit a full application. In

the event of a successful funding application, interpretation will respond to the results of the community engagement. Below is the expected timeline of works:

Indicative Date	Action
July 2024	Consultant starts work preparing specifications and plans.
July 2024	Submit funding application to NLHF
October 2024	Tender for works contractor
November 2024	Tender closes
January 2024	Tender evaluation, contract award and sign contract
February 2024	Works begin
July 2025	Completion and handover

3.30 Officers have awarded project management, quantity surveying and contract administration services and are currently in the process of appointing a multidisciplinary consultancy team in order to proceed with the preparation of a works schedule. Appropriate approvals will be sought once officers are ready to proceed to undertake the works.

#### Change of Control Notices (CCNs)

3.31 There are currently two existing CCNs to the GLL contract associated with the Library Repair Works Programme: St Pauls Cray Library Refurbishment Works for £425,734 (CCN7), and Consultancy Works for OPR Branch Libraries for £198k (CCN8).

3.32 As part of ongoing works for the Library Repair Programme, specifically costs associated with storing library contents during the works, and the temporary libraries at Beckenham (Lewis House), Chislehurst and Orpington, a further CCN will be required for a total of £245k.

3.33 As the incumbent library operator, GLL are best positioned to undertake the temporary library works and relocation works at each of the sites. Furthermore, as a specialist library operator, GLL are able to identify and coordinate with additional specialist services such as specialist removals and book packers. As part of wider relocation efforts, GLL are additionally undertaking a stock and furniture analysis across all of their sites.

3.34 Works associated with the CCN will be benchmarked by officers against typical market cost, with market analysis being undertaken to ensure best value for money for the Council. Furthermore, GLL operate a framework of specialist providers and contractors that has been competitively tendered to secure best value.

3.35 Both CCNs constitute a modification on the original GLL contract. Report No. HPR2024/023 seeks Executive approval for the modifications to the contract for Library services, due to the cumulative value of the variations already applied to the contract which includes the two CCNs detailed in this report. The report also seeks delegated authority for further CCNs relating to the OPR works.



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

- 4.1 The Library works programme will have a positive impact on vulnerable adults and children. Libraries are a statutory service and are safe spaces which are free to use. Libraries offer a range of activities supporting digital inclusion, learning, training and wellbeing. Libraries provide access to information on housing, education and other key services.

#### **5. TRANSFORMATION/POLICY IMPLICATIONS**

- 5.1 The repair programme will as far as possible, provide opportunities for better, more intensive use of the library estate, including through the collocation of services. At St Paul's Cray the library building now also hosts the local Community Support Centre.

#### **6. FINANCIAL IMPLICATIONS**

- 6.1 This report intends to provide an update on the library repair works programme, there are no new financial implications arising from this report.
- 6.2 The total approved budget in the capital programme is £11.016m. There is therefore sufficient budget within the capital programme to meet the cost of the library works.

#### **7. LEGAL IMPLICATIONS**

- 7.1 This report requests members of the Renewal, Recreation and Housing PDS Committee note the contents of this report.
- 7.2 The Council has a duty under Section 7 of the Public Libraries and Museums Act 1964 to provide a "comprehensive and efficient" public library service, in particular that "facilities are available" and "encouraging adults and children to make full use of the library".
- 7.3 This report provides an update on the library repair works programme including a detailed update on works at Southborough and Beckenham Libraries and the procurement of contractor services at Burnt Ash and Chislehurst Libraries.
- 7.4 Officers should ensure any procurement complies with the Public Contracts Regulations 2015 (or Procurement Act 2024 when in force) and the Councils' Contract Procedure Rules.

#### **8. PROCUREMENT IMPLICATIONS**

- 8.1 In line with Contract Procedure Rule 23.2, an annual report must be submitted to the Portfolio Holder for all contracts with a value higher than £500k.
- 8.2 This report primarily concerns the performance of the Library Repair Works Programme. Any procurement arising will be subject to the Council's Contract Procedure Rules and Public Contract Regulations 2015. Any procurements arising after October 2024, will be subject to the new Procurement Act 2023 which is due to replace the Public Contract Regulations from October 2024.
- 8.3 The Corporate Procurement Team will be consulted on the specifics of any procurements arising from the Programme.

#### **9. PROPERTY IMPLICATIONS**

- 9.1 The Corporate Property Team are being consulted on the specifics of any property related matters arising from the Programme. This includes Licence Agreements for the purposes of

access to carry out the works and identifying potential temporary decant opportunities within the Property portfolio.

9.2 The Corporate Property Team are also being consulted on matters of scope of works where they are identified as having an impact on the future maintenance implications of the portfolio.

<b>Non-Applicable Headings:</b>	N/A
Background Documents: (Access via Contact Officer)	[List any documents used in preparation of this report - Title of document and date]