



This Cabinet report is part exempt. Appendix 1 is not available for public inspection as it contains exempt information within the meaning of paragraph 3 of Schedule 12A to the Local Government Act 1972. It is exempt because it refers to information relating to the financial or business affairs of any particular person (including the authority holding that information), the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

CABINET

18th September 2024

Subject Heading:

Havering Town Hall Roof Replacement

Cabinet Member:

Councillor Paul McGeary - Cabinet Member for Housing and Property

ELT Lead:

Neil Stubbings – Strategic Director of Place

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Policy context:

The proposals within this paper support the Corporate Plan objectives to optimise the use of Council assets to improve the customer experience, reduce cost, make better use of technology to make life easier for residents and reduce the cost of public services.

Financial summary:

The majority of the works will be funded from the Corporate Buildings and Other Initiatives Capital budget with £75,545 of this total being funded from funding set aside for PV panels on Council Buildings capital budget.

Is this a Key Decision?

Yes - expenditure or saving (including anticipated income) of £500,000 or more

Is this a Strategic Decision?

Yes

When should this matter be reviewed?

N/A

Reviewing OSC:

Places

The subject matter of this report deals with the following Council Objectives

People - Supporting our residents to stay safe and well

Place - A great place to live, work and enjoy

X

Resources - Enabling a resident-focused and resilient Council

SUMMARY

This report and the proposals contained therein detail the works which are required to the roof of Havering Town Hall (which is a Grade II Listed Building), including associated consultancy appointments to support the project.

The report also contains details of the proposed programme of implementation, a schedule of the costs associated with the scheme, and an estimate of the CO₂ / Carbon saving which will be delivered subsequent to the implementation of the scheme.

RECOMMENDATIONS

For the reasons detailed in this report, Cabinet is recommended to approve the commencement of a tendering process for the replacement of the existing flat roof, roof lanterns, to repair the existing parapet walls and the provision of Photovoltaic Panels (PV Panels) on the newly replaced flat roof areas, and replacement of HVAC units at Havering Town Hall, with a projected start date in June 2025 and completion in December 2025.

Additionally, for the reasons detailed in this report, Cabinet is recommended to delegate authority to the Director of Place to award a contract to the successful bidder (in accordance with Section 16.3 of the CPRs).

REPORT DETAIL

Havering Town Hall, situated on Main Road, Romford, is a Grade II listed building recognised for its architectural and historic significance. The main structure, designed by HR Collins and AEO Greens in 1937, exhibits features typical of town halls of that period, including an International Modern style and an L-shaped plan with distinctive design elements such as metal-framed casement windows and a prominent entrance hall with tall staircase windows. The building has been extended in various phases including the West Wing in the 1980s and various demountable units in the 1960s and 1970's.

Owners of listed buildings have a legal responsibility to ensure that their buildings are maintained and to ensure that any historical features are protected.

Havering Town Hall has faced significant water ingress issues due to deteriorating flat roof coverings and roof lanterns. Repeated patch repairs over a number of years have not resolved the problem, with leaks becoming more frequent. A recent detailed survey found extensive defects, including blistering, cracking, and degraded solar reflective coating on the roof and failing roof lanterns, most of which dates back to

the 1930s. Localised slumping and failed upstands have led to further patch repairs and internal damage from water penetration, which if left unchecked will begin to impact on some of the buildings fabric and historical features.

The survey concluded that the roof is beyond economical repair and requires complete replacement to ensure water tightness. The flat roof, enclosed by a brick parapet wall, shows signs of movement, particularly in the Central Wing. A structural survey indicated the parapet lacks provisions for movement or expansion, suggesting the need for modern jointing materials and additional joints to correct misalignment.

Plans include installing Photovoltaic Panels (PV Panels) on the new roof are projected to generate 64.74kWp of energy, saving 11,481 kg of carbon annually and producing £368,978.74 in energy savings over 25 years, with a payback period of 4.34 years.

Scope of the works

The works associated with this scheme include: (1) re-roofing works; (2) laying of an insulation layer; (3) replacement of the dilapidated roof lanterns; (4) installation of a photovoltaic array; (5) repairs to parapet walls; (6) changes and improvements to the HVAC systems (Heating, Cooling and Air Conditioning); (7) and other minor facilitating and accessory works.

Professional consultancies required

In order to resource the scheme, it has been identified that additional professional advice should be procured, in particular:

- Conservation Architect.
- Project manager (PM/QS/EA).

These two appointments will be subject to their own separate governance and tender processes.

Proposed procurement exercise

It is envisioned that this contract will be procured via a mini competition through the LHC (RS4) framework. This tender approach, is in line with the CPRs and procurement advice. Pursuant to Section 18.5.i of the CPRs, the award criteria used will be the one specified in the framework agreement (Quality at 70% / Price at 30%). It is envisaged that the contract will be a JCT 2016 Intermediate Contract with Contractor's designs.

Proposed award criteria

As described above, upon completion of the tender period, bids will be evaluated against set criteria, which include commercial evaluation, qualification evaluation and technical evaluation. Financial stability of the proposed successful tender will also be evaluated, in conjunction with colleagues from Finance Service.

Once a successful tenderer has been identified against these criteria, then a subsequent Key ED will be executed by the Strategic Director of Place to award the contract.

Outline project programme

Officers have prepared the following outline programme which details the governance, the other statutory processes associated with the scheme, and the construction period. This programme will be reviewed once bids have been received from the tendering contractors.

	Start
Agreement to proceed (Cabinet Report)	September '24
Procurement of consultancies (including 4x ED's)	September'24 – October '24
Design Team Assembled	Mid-October '24
Designs progressed	November '24 – January '25
Approval by LPA / Heritage	January '25
Tender for the works	February '25 – May '25
Award of contract – Delegated authority	May '25
Construction period	June '25 – December '25
Scheme completed	December '25

REASONS AND OPTIONS

Reasons for the decision:

The present decision is based on a set of reasons which can be summarised as follows:

1. The current state of the waterproofing membrane is so dilapidated that waiting any longer for the re-roofing of the Town Hall would risk compromising the fabric of the building due to the ongoing water ingress. Therefore, any further delays are likely to result in additional cost, due to the internal fabric of the building being damaged.

2. The inclusion of the insulation layer in the scope of this project is seen as an opportunity to improve the thermal efficiency (both in winter and in summer) of a very large surface of the fabric of the building. Since a contractor would already be on site, with their site set up (incl. scaffolding), the inclusion of the insulation layer is seen as an optimal opportunity to work towards the Council's green goals. This will also ensure that the building complies with current Building Regulations, which is a requirement for these type of works.
3. Similar to the above, the inclusion of a PV array is made both technically less challenging and economically more sensible when associated with the rest of the re-roofing scheme. Carrying this out as a stand-alone piece of work would surely make it more expensive.
4. The air handling, heating and cooling system at the Town Hall, which serves the Council Chamber and associated areas, is well beyond the end of its economic life and in urgent need of replacement. The existing flat roof level will need to be raised to provide a layer of insulation to comply with current building regulations. This will necessitate the need for raising the existing ventilation ductwork. The existing HVAC system is no longer manufactured and therefore replacement parts are becoming increasingly difficult to obtain. In addition to this, due to their location and layout, the current arrangements are difficult to maintain and present a risk in terms of maintenance access. The opportunity of these works taking place on the roof makes it possible to carry out this upgrade with minimised collateral nuisance for the builder's users, whilst addressing the current overheating issues within the west wing. In addition to this, there would also be financial savings in terms of contractors preliminary costs if these works are undertaken together.
5. Additional to the above, in terms of H&S coordination and compliance with the CDM regulations, the bundling of all these works under one contract makes it much easier to manage the building site, reducing nuisance and risk to the building users and shortening the programme due to synchronous or sequential work. There will inevitable be a degree of disruption, whilst the works are carried out. This will need to be carefully managed in terms of noise etc. Safe working platforms will need to be constructed around the existing roof lanterns, particularly the two larger ones within the Council Chamber and First Floor Foyer, which may cause an element of further disruption, whilst these works are undertaken

Other Options Considered:

Other procurement route: traditional single stage selective or open tendering has been considered but this would result in a longer tender period and a lesser degree of confidence in the supplier submissions. This option has therefore been rejected.

Other framework: Alternative framework agreements have been considered and rejected. Extensive experience of this department has shown achievability of particularly good value for money with the LHC and hence, the latter is considered as the best option moving forward. This option has therefore been rejected.

E-Auctions: have been considered and rejected.

Delaying: the re-roofing of the Town Hall would result in both the continuation of the deterioration of the fabric of the building, and in the increase in the capital expenditure associated with this scheme. This option has therefore been rejected.

The do-nothing option will result in continued roof leaks as well a very thermally inefficient building, resulting in increased energy costs. This is likely to affect the fabric of the building if these issues go unchecked. Therefore, doing nothing was not an option.

Undertake all works identified in the report – Although the implementation of these works would result in an initial capital investment, this will be offset by substantial longer-term savings in terms of reduced maintenance and energy costs.

IMPLICATIONS AND RISKS

Financial implications and risks:

This report is seeking the approval to commence the procurement process. The works will be funded from the Capital Programme, Project Codes: C41040 and C41090. This figure will be confirmed and the contract awarded via a separate Executive Decision once the works have been tendered.

Consideration will be given to any future proposals for the Town Hall, before the contract is awarded.

Further details are provided within exempt **Appendix 1**.

Possible Savings

The current roofs and roof lanterns are thermally inefficient and by replacing them, this will help reduce heating costs and improve the buildings carbon footprint. The main heating fuel for the building is natural gas. Based on the proposed thermal upgrade the energy cost savings over a 25-year period have been calculated at circa £430k which equates to approx. £17k per year. In addition to this, by undertaking these works, it will also result in reduced ongoing maintenance costs and inconvenience.

Furthermore, it has been calculated that the proposed PV panels will generate £368,978.74 in energy savings over the 25-year guarantee period which equates to approx. £15k per year. The cost of the solar panels excluding VAT is £75,547 resulting in a payback period of 4.3 years.

Note these savings figures are estimates; energy costs are driven by a range of factors aside from the energy efficiency benefits which will be derived from the works outlined in this report including changes in utility cost and building usage. Energy budgets are reassessed annually as part of budget setting processes and any adjustments resulting from this work will be picked up as part of 2025/26 budget setting.

Legal Implications and risks:

Local Authorities should have regard to Health and Safety at Work Act 1974, and The Management of Health and Safety at Work Regulations 1999 (as amended) which require local authorities to ensure that the Council's corporate estate is kept well maintained and in good working order.

The Council has the general power of competence under Section 1 of the Localism Act 2011 to do anything an individual may generally do, subject to limitations. Additionally, the Council has the power to procure contracts under Section 111 of the Local Government Act 1972 which, permits the Council to do anything which is calculated to facilitate, or is conducive or incidental to, the discharge of any of its functions.

The proposed contract value is below the threshold for Works contracts and so, the procurement does not fall within the full rigours of the Public Contracts Regulations 2015 (PCR).

Therefore, the procurement must comply with the Council's Contract Procedure Rules (CPRs). The body of this report confirms that officers will undertake a route via the LHC Roofing Systems and Associated Works (RS4) Framework Agreement.

Human Resources implications and risks:

There are no Human Resources implications associated with this decision.

Equalities implications and risks:

The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have 'due regard' to:

- (i) The need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- (ii) The need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;
- (iii) Foster good relations between those who have protected characteristics and those who do not.

Note: 'Protected characteristics' are age, disability, gender reassignment, marriage and civil partnerships, pregnancy and maternity, race, religion or belief, sex/gender, and sexual orientation.

The Council is committed to all of the above in the provision, procurement and commissioning of its services, and the employment of its workforce. In addition, the Council is also committed to improving the quality of life and wellbeing for all Havering residents in respect of socioeconomics and health determinants.

Health and Wellbeing Implications and Risks

Health and Wellbeing Implications

The proposed reroofing, insulation, and installation of a photovoltaic (PV) array on Havering Town Hall are expected to have significant positive impacts on health and wellbeing. Improved insulation will enhance the building's thermal envelope, leading to better control of indoor temperatures and humidity levels. This will reduce the occurrence of damp and mould, thereby minimizing respiratory issues and allergies among occupants. Furthermore, stabilized indoor temperatures will create a more comfortable environment year-round, benefiting both staff and visitors by contributing to overall wellbeing and productivity. Insulation will also provide soundproofing benefits, reducing external noise pollution, which can decrease stress levels and enhance concentration and mental wellbeing.

Additionally, the installation of the PV array will generate clean, renewable energy, thereby reducing the building's carbon footprint. This aligns with broader public health goals related to climate change mitigation, offering far-reaching benefits such as improved air quality and reduced heat-related illnesses. Economic benefits from lower energy costs will result in financial savings for the council, which can be redirected to community health and wellbeing programs. Overall, these improvements will create a healthier and more sustainable environment for the occupants and the community.

Health and Wellbeing Risks

Despite the expected benefits, several risks associated with the project must be carefully managed. Construction activities will generate noise and dust, potentially affecting the health and wellbeing of staff and nearby residents. Mitigation measures, such as scheduling work during off-peak hours and using dust suppression techniques, are essential. Safety hazards inherent in construction, including falls, machinery accidents, and handling hazardous materials, need strict compliance with health and safety regulations, adequate worker training, and rigorous safety protocols.

Structural integrity is another critical concern; ensuring the roof can support the added weight of the new materials and PV array requires thorough structural assessments and possible reinforcements. The installation process also poses

electrical safety risks, such as electric shocks or fire hazards, which can be mitigated by employing certified electricians and conducting thorough inspections. Adverse weather conditions could delay the project, extending the duration of construction-related disturbances.

Post-installation, keeping the PV system and roof to ensure optimal performance and longevity is crucial. Establishing a robust maintenance schedule and monitoring system will mitigate risks of system failure or underperformance. Lastly, safeguarding the health and safety of workers involved in the project through measures like providing personal protective equipment (PPE), regular health check-ups, and ensuring safe working conditions is paramount. By implementing these risk mitigation strategies, the project can achieve its health and wellbeing goals while minimizing potential adverse impacts.

Environmental and Climate Change Implications and Risks

The reroofing, insulation, and installation of a photovoltaic (PV) array on Havering Town Hall will have numerous positive implications for the environment and climate change mitigation. The addition of insulation will enhance the building's energy efficiency by reducing heat loss during the winter and heat gain during the summer. This improvement will lead to a decrease in the overall energy consumption of the building, thereby reducing the reliance on fossil fuels for heating and cooling. Consequently, there will be a reduction in greenhouse gas emissions, contributing to local and national targets for carbon reduction.

The installation of a PV array will further bolster these benefits by generating clean, renewable energy on-site. This renewable energy source will decrease the building's dependency on non-renewable energy, reducing its carbon footprint significantly. Additionally, the PV array will produce zero emissions during operation, thus contributing to improved air quality in the surrounding area. The adoption of renewable energy and improved energy efficiency aligns with broader climate change goals and demonstrates the council's commitment to sustainable practices and environmental stewardship.

The proposed installation of additional photovoltaic (PV) panels on the newly replaced roof areas of Havering Town Hall represents a significant step towards reducing the building's carbon footprint and enhancing its energy efficiency. The planned PV system is designed to generate 64.74 kilowatt-peak (kWp) of energy. This energy generation capacity has been calculated to result in an annual carbon saving of approximately 11,481 kilograms (kg) of CO₂.

The reduction of 11,481 kg of CO₂ per year is a substantial contribution to the council's carbon reduction targets. This saving is equivalent to the carbon dioxide absorbed by approximately 546 mature trees over the same period, highlighting the environmental significance of the project. By generating clean, renewable energy on-site, the PV panels will displace the need for electricity generated from fossil fuels, which are the primary sources of carbon emissions in the energy sector.

APPENDICES

Exempt Appendix 1 – Additional financial details.

BACKGROUND PAPERS

None.