

CAPITAL INVESTMENT BUSINESS CASE

COUNCIL HOUSE
CLADDING STABILISATION AND REPAIRS



EXECUTIVE SUMMARY

The Executive Summary is a short summary of the Business Case and should be the last section you complete, this will enable you to extract or only the key facts from relevant sections i.e. 'project on a page'. The summary is a 'snapshot' of the business case which will need to tell the story and sell the proposal.

The cladding panels located on the external structure of Council House are of high heritage significance and have unfortunately suffered from long term deterioration, poor or lack of intervention and very poor quality repairs, which has resulted in the instability of the panels and existing fixings which are prone to failure if not addressed as a matter of urgency.

It was agreed that scaffolding would be erected in the southeast corner where a previous temporary panel replacement had taken place to provide general access to undertake both a measured and condition survey of the precast concrete cladding panels and to undertake an intrusive investigation to determine how the panels are supported and the condition of the supports. It was agreed that due to the difficulty in removing the concrete panels, the temporary cladding panel would be removed to allow the location of the supports to be determined and to locate the position for the investigation window at first floor level.

The initial investigations show that the corbels that currently support the cladding panels are deteriorating which is indicated by the visible movement of the cladding panels on all elevations and the requirement for secondary fixings that were provided in some locations to temporarily stabilise them. Therefore, assuming the building is to be retained it is recommended that the further investigations run concurrently with the panels being secured by the introduction of secondary fixings and all joints between the panels sealed with a flexible filler to reduce water ingress. The installation of the secondary fixings would be considered to be temporary (short to medium term) and is recommended on Health & Safety grounds.

There are also large concrete panels to the underpass which links Council House to the Civic Centre which are showing signs of degradation and require repairs. These repairs can be completed using a portable tower and will be included within the scope of this project.

The priority is to temporarily stabilise the panels using the minimum intervention approach adopting discreet conservation techniques while providing stable structure upon completion which would last between five to ten years with inspections at two yearly intervals to reduce the risk of failure and to protect pedestrians and vehicular traffic below.

Works are likely to take 16 weeks to complete and will be carefully planned with stakeholder engagement to ensure disruption due to noise is minimised and managed where possible.

Contractors will require a small site compound to the front of the building for the duration of the works, resulting in some car parking spaces being unavailable for this period. All ingress and egress routes will be available for use with doorways being tunnelled where scaffold is to be erected above.

Full works would cost £229,510.80 excl VAT.

Non - completion of works puts risk of harm to others or damage and reputation risk to the Council.

SECTION I: PROJECT DETAIL			
Project Value (indicate capital or revenue)	£263,937.42	Contingency (show as £ and % of project value)	£34,426.62 = 15%
Portfolio Holder	Cllr Chris Penberthy, Cabinet Member for Housing, Cooperative Development and Communities	Directorate	Customer and Corporate
		Service Director	Jens Gemmel
Senior Responsible Officer (client)	Jens Gemmel	Project Manager	Angela Shaw
Address and Post Code	Council House	Ward	St Peter and the Waterfront
Current Situation: <i>(Provide a brief, concise paragraph outlining the current situation and explain the current business need, problem, opportunity or change of circumstances that needs to be resolved)</i>			
<p>The Council House was constructed with an in-situ reinforced concrete frame with external precast concrete cladding panels and is approximately 30,890mm wide x 56,594mm long and 12,368mm high which is located to the south of the former Civic Centre Tower and is connected by two elevated links on the north side of the building at the west and east ends that are now closed off. The north and south isles are of single storey height and are formed at first floor level and supported by external circular, reinforced concrete Pilotis (columns) and cantilever slabs. The first floor of the Council House that encompasses the Council Chamber and Reception Room is double storey height and extends forward over the main entrance supported by 2 No. elliptical, inverted, conical Pilotis and reinforced concrete cantilevered waffle slab. The building is orientated with the main entrance facing east and the south end of Civic Square.</p> <p>As far can be determined the first intervention to repair the panels was in 2002 where spalling and corrosion of the embedded reinforcement was cosmetically repaired with further interventions undertaken in 2004 and 2009 when a cladding panel became detached at the southeast end, with part falling to the ground which required a short term GRP placement and the pinning of some panels adjacent due to corrosion of embedded reinforcement, instability and movement.</p> <p>The installation of a GRP replacement panel is considered to be completely inappropriate for a Grade II Listed Building and there is no record of relevant Listed Building Consents for this work. The exposed aggregate precast concrete cladding panels are storey height with a weight of approximately 5kN (0.5Tonnes) each which would translate to an average impact force at ground level of 5.35 Tonnes and a maximum impact force of 10.7 Tonnes.</p> <p>It is apparent that no further surveys, investigations and repair work was undertaken to the cladding panels until the Quadrennial Inspection was undertaken by High – Tech Services in March 2020 when the significant movement, cracking and misalignment of the panels was recorded resulting in the recommendation that further investigations were undertaken. However, the further investigations did not take place.</p> <p>The further Quadrennial inspection was undertaken in 2024 by Purcell where the defects in the cladding panels were recorded again and again further investigations were recommended which were undertaken by JNE Construction and High – Tech Services resulting in the interpretive report being produced</p> <p>The object of the temporary stabilisation, conservation and repair of the external precast concrete cladding panels is to ensure that the panels have the structural capability to resist high wind pressures from the prevailing weather and to reduce the water ingress but it should be noted that the defects were initially recorded some 22 years ago and they have not developed overnight.</p>			

Furthermore, accepting value and significance of the cladding panels, the external appearance or aesthetic quality of the panels has unfortunately been significantly reduced by the use of inappropriate repairs and nothing more than very short term cosmetic repairs.

The priority is to temporarily stabilise the panels using the minimum intervention approach adopting discreet conservation techniques while providing stable structure upon completion which would last between five to ten years with inspections at two yearly intervals to reduce the risk of failure and to protect pedestrians and vehicular traffic below

Proposal: *(Provide a brief, concise paragraph outlining your scheme and explain how the business proposal will address the current situation above or take advantage of the business opportunity) and (What would happen if we didn't proceed with this scheme?)*

The proposition for this option is to continue with the measured survey, site investigation laboratory testing of the remainder of the building to obtain a global assessment of the condition of the precast concrete cladding panels and their cast in support corbels.

There would be requirement to provide an external scaffold around the building to provide access and undertake the further survey and investigation.

There are also large concrete panels to the underpass which links Council House to the Civic Centre which are showing signs of degradation and require repairs. These repairs can be completed using a portable tower and will be included within the scope of this project.

As the scaffolding would be in place it would be cost effective (cost to benefit) to undertake the pinning of the existing cladding panels and to fill to joints between the cladding panels to reduce water ingress at the same time as the survey to give an order of cost of **£229,510.80** excluding V.A.T. This cost includes all plant, material, sampling, reporting and labour costs to stabilise the cladding at Council House and the large panels on the under pass link to the Civic Centre.

Works are likely to take 16 weeks to complete and will be carefully planned with stakeholder engagement to ensure disruption due to noise is minimised and managed where possible.

Contractors will require a small site compound to the front of the building for the duration of the works, resulting in some car parking spaces being unavailable for this period. All ingress and egress routes will be available for use with doorways being tunnelled where scaffold is to be erected above.

The PCC Historic Environment Officer has requested the Listed Building Consent be obtained for the pinning works but has agreed that this can be obtained retrospectively

Why is this your preferred option: *(Provide a brief explanation why this option is preferred) and (Explain why this is a good capital investment and how this would be an advantage for the Council) and (explain how the preferred option is the right balance between the risks and benefits identified below).*

To ensure the Council are complying with the legislation detailed in the Health & Safety at Work Act 1974 and the Occupiers Liability Act 1984, it is imperative that these works are completed with some urgency.

As the scaffolding would be in place it would be cost effective (cost to benefit) to undertake the pinning of the existing cladding panels and to fill to joints between the cladding panels to reduce water ingress at the same time as the survey.

Option Analysis: <i>(Provide an analysis of 'other' options which were considered and discounted, the options considered must be a 'do Nothing' and 'do minimum' and 'viable alternative' options. A SWOT – Strength, Benefit, Opportunity, Threat analysis could be attached as an appendix).</i>	
Do Nothing Option	This option is not viable under the Health & Safety at Work Act 1974 and the Occupiers Liability Act 1984 (OLA) where the Act stipulates that an occupier / owner has a duty to take reasonable steps to prevent damage or injury resulting from the state of the premises or activities taking place on them. In other words PCC would risk prosecution if any part of the building became detached and caused injury to a member of staff, pedestrian or vehicle.
List Benefits:	No benefits
List Risk / Issues:	Unknown potential risk of falling debris. Reputational risk
Cost:	0
Why did you discount this option	For health and safety reasons Reputational reasons Listing obligations
Do Minimum Option	<p>Provide Temporary repairs and stability for five to ten years The proposition for this option is to continue with the measured survey, site investigation laboratory testing of the remainder of the building to obtain a global assessment of the condition of the precast concrete cladding panels and their cast in support corbels. Also to complete a survey of the large panels to the underpass that connects to the Civic Centre.</p> <p>There would be requirement to provide an external scaffold around the Council House building and a pop up tower for access to the under pass to provide access and undertake the further survey and investigation.</p> <p>As the scaffolding would be in place it would be cost effective (cost to benefit) to undertake the pinning of the existing cladding panels and to fill to joints between the cladding panels to reduce water ingress at the same time as the survey.</p>
List Benefits:	<ul style="list-style-type: none"> • Reduce risk of falling debris causing injury to staff, pedestrians and / or vehicles • Scaffold will enable temporary repairs / securing of panels to be achieved
List Risk / Issues:	<ul style="list-style-type: none"> • Having the building fully scaffolded for a period will not be aesthetically pleasing. • Inspections will be required at 2 yearly intervals to ensure panels remain secure. • Site will need to be managed effectively to ensure car parking / deliveries and parallel projects are
Cost:	£229,510.80
Why did you discount this option	N/A
Viable Alternative Option	None
List Benefits:	
List Risk / Issues:	
Cost:	

Why did you discount this option	
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Strategic Case:	
Which Corporate Plan priorities does this project deliver?	focus on prevention and early intervention
	people feel safe in Plymouth
	Select a priority

Milestones and Date:		
Contract Award Date	Start On Site Date	Completion Date
N/A	February 2025	May 2025

SECTION 2: PROJECT RISK, OUTCOMES AND BENEFITS

Risk Register: *The Risk Register/Risk Log is a master document created during the early stages of a project. It includes information about each identified risk, level of risk, who owns it and what measures are in place to mitigate the risks (cut and paste more boxes if required).*

Potential Risks Identified		Likelihood	Impact	Overall Rating
Risk	Health and Safety risk of cladding or panels falling on building users, pedestrians or vehicles	High	High	High
Mitigation	Repairs to be completed	Low	Low	Low
Calculated risk value in £ (Extent of financial risk)	£	Risk Owner	PCC	
Risk		Select value	Select value	Select value
Mitigation		Select value	Select value	Select value
Calculated risk value in £ (Extent of financial risk)	£	Risk Owner		
Risk		Select value	Select value	Select value
Mitigation		Select value	Select value	Select value
Calculated risk value in £ (Extent of financial risk)	£	Risk Owner		
Risk		Select value	Select value	Select value
Mitigation		Select value	Select value	Select value
Calculated risk value in £ (Extent of financial risk)	£	Risk Owner		

Outcomes and Benefits
<p>List the outcomes and benefits expected from this project. <i>(An outcome is the result of the change derived from using the project's deliverables. This section should describe the anticipated outcome)</i></p>

(A **benefit** is the measurable improvement resulting from an outcome that is perceived as an advantage. Benefits are the expected value to be delivered by the project, measurable whenever possible)

Financial outcomes and benefits:	Non-financial outcomes and benefits:
<p>As scaffolding will be in place to complete testing of panels, the pinning and jointing will be completed at the same time to ensure cost efficiency.</p> <p>The building and under pass will remain in good order therefore reduced the risk of injury to people and / or property</p>	<p>Compliance with listed building responsibilities</p> <p>Repairs being completed will enable the building cladding structure to be safer for next 5-10 years whilst a longer term solution is determined</p>

SECTION 3: CONSULTATION

Does this business case need to go to CMT	No	Date business case approved by CMT (if required)	
Did a mandate go via CPOG/CPB	Yes	Date Capital Mandate approved by CPB	24/01/2025

Does this project involve a corporately maintained property	Yes
Details of impact of this project i.e. cost saving from this project or additional requirements	Essential Health and Safety works and investigations

Climate Impact Assessment

Upload Climate Impact Wheel	
Summary of the anticipated impact of the proposal on the climate (including any proposed mitigations and impacts beyond 2030)	

Confirm you have engaged with Procurement	No
Procurement route options considered for goods, services or works	Not required as work will be undertaken by our framework contractor JNE Contract number 21602-1
Procurements Recommended route.	
Who is your Procurement Lead?	
Is this business case a purchase of a commercial property?	No
If yes then provide evidence to show that it is not 'primarily for yield'	

Which Members have you engaged with and how have they been consulted <i>(including the Leader, Portfolio Holders and Ward Members)</i>	Councillor Penberthy has been made aware of the works required.
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Confirm you have taken necessary Legal advice, is this proposal State subsidy compliant, if yes please explain why.	N/A
Who is your Legal advisor you have consulted with?	

Equalities Impact Assessment completed <i>(This is a working document which should inform the project throughout its development. The final version will need to be submitted with your Executive Decision)</i>	Yes
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SECTION 4: FINANCIAL ASSESSMENT

FINANCIAL ASSESSMENT: *In this section the robustness of the proposals should be set out in financial terms. The Project Manager will need to work closely with the capital and revenue finance teams to ensure that these sections demonstrate the affordability of the proposals to the Council as a whole. Exact amounts only throughout the paper - not to be rounded.*

CAPITAL COSTS AND FINANCING

Breakdown of project costs including fees surveys and contingency	Prev. Yr.	24/25	25/26	26/27	27/28	28/29	Future Yrs.	Total
	£	£	£	£	£	£	£	£
Scaffolding Costs		£24,495.00	£24,495.00					£48,990.00
Sampling of panels, pinning and jointing Council House (incl undercroft bridge)		£86,510.40	£86,510.40					£173,020.80
Listed Building Consent		£3,750.00	£3,750.00					£7,500.00
Contingency at 15%		£17,213.31	£17,213.31					£34,426.62
Total capital spend		£131,968.71	£131,968.71					£263,937.42

Provide details of proposed funding: *Funding to match with Project Value*

Breakdown of proposed funding	Prev. Yr.	24/25	25/26	26/27	27/28	28/29	Future Yrs.	Total
	£	£	£	£	£	£	£	£

Health & Safety Fund		£131,968.71	£131,968.71					£263,937.42
Total funding		£131,968.71	£131,968.71					£263,937.42

S106 or CIL (Provide Planning App or site numbers)	No
Which alternative external funding sources been explored	None
Are there any bidding constraints and/or any restrictions or conditions attached to your funding	No
Tax and VAT implications	The premises are used in connection with the administration of the Council, which is a non-business activity and does not generate any direct VAT-exempt income. VAT incurred in relation to the project costs will be fully recoverable, therefore, and there will be no adverse impact on the Council's partial exemption position.
Tax and VAT reviewed by	Sarah Scott
Will this project deliver capital receipts? (If so please provide details)	No

REVENUE COSTS AND IMPLICATIONS

Cost of Developing the Capital Project (To be incurred at risk to Service area)

Total Cost of developing the project	£0
Revenue cost code for the development costs	
Revenue costs incurred for developing the project are to be included in the capital total, some of the expenditure could be capitalised if it meets the criteria	
Budget Managers Name	Kirstie Spencer

Ongoing Revenue Implications for Service Area

	24/25 £	25/26 £	26/27 £	27/28 £	28/29 £	Future Yrs.
Service area revenue cost						
Other (eg: maintenance, utilities, etc)				£3,000		
Loan repayment (terms agreed with Treasury Management)						
Total Revenue Cost (A)				£3,000		
Service area revenue benefits/savings						

Annual revenue income (eg: rents, etc)							
Total Revenue Income (B)							
Service area net (benefit) cost (B-A)							
Has the revenue cost been budgeted for or would this make a revenue pressure		This cost would be in addition to any existing surveys in the budgeted revenue plans.					
Which cost centre would the revenue pressure be shown		2253/5732/C6326	Has this been reviewed by the budget manager		Y/N		
Name of budget manager		Kirstie Spencer					
Loan value	£	Interest Rate	%	Term Years		Annual Repayment	£
Revenue code for annual repayments							
Service area or corporate borrowing							
Revenue implications reviewed by		Julia Chandler-Whiting					

Version Control: (The version control table must be updated and signed off each time a change is made to the document to provide an audit trail for the revision and update of draft and final versions)



Author of Business Case	Date	Document Version	Reviewed By	Date
Ciara Holmes	23/12/2024	v 1.0	Kirstie Spencer	24/12/2024
	00/00/2020	v 2.0		00/00/2020
	00/00/2020	v 3.0		00/00/2020

SECTION 5: RECOMMENDATION AND ENDORSEMENT

Recommended Decision

It is recommended that the Leader of the Council:

- Approve the Business Case
- Add £263,937.42 to the capital programme to enable the surveys and works as set out in this report to be undertaken using existing Council contracts

Councillor Tudor Evans OBE, Leader of the Council		Chief Operating Officer, Jens Gemmel	
Either email dated:	date	Either email dated:	07.02.2025
Or signed:		Signed:	
Date: 12.02.2025		Date: 07.02.2025	