

## Members' Library Service Request Form

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Originator	Tom Reid
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Document Title	The Brunton Hall RAAC Options Appraisal

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**REPORT TO:** Members' Library Service

**BY:** Head of Infrastructure

**DATE:** November 2024

**SUBJECT:** The Brunton Hall RAAC Options Appraisal

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**1 PURPOSE**

- 1.1 To provide supplementary information on the summary options appraisal information relative to the Brunton Hall RAAC Update Report submitted to Council on 29 October 2024.

**2 RECOMMENDATIONS**

- 2.1 To note the provision of the summary background information on how the options appraisal costs were determined as set out in the Brunton Hall RAAC Update Report submitted to Council on 29 October 2024

**3 BACKGROUND**

- 3.1 As set out in the Brunton Hall RAAC Update Report submitted to Council on 29 October 2024.

**4 POLICY IMPLICATIONS**

- 4.1 The recommendations of this report align with the Property Asset Strategy & Management Plan 2024–2028, approved by Council on 25 June 2024.
- 4.2 The actions recommended in this report align with the East Lothian Council Plan 2022-27.

**5 INTEGRATED IMPACT ASSESSMENT**

- 5.1 The subject of this report may affect the wellbeing of the community or have a significant impact on equality, the environment or economy;

therefore, an Integrated Impact Assessment has been carried out, and will be published on the Council's website:

[Integrated Impact Assessments | Integrated Impact Assessments | East Lothian Council](#)

## **6 RESOURCE IMPLICATIONS**

- 6.1 As set out in the Brunton Hall RAAC Update Report submitted to Council on 29 October 2024.

## **7 BACKGROUND PAPERS**

- 7.1 See Appendix A – Options Appraisal

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<b>DATE</b>	8/11/2024

**OPTION APPRAISAL FOR BRUNTON HALL**

ITEM	SUMMARY	IMPLICATIONS OF EACH OPTION	BUDGET COSTS	
<b>OPTION 1: MINIMAL INTERVENTION WORKS/STATUS QUO</b>				
	<p>Option 1 would involve continuing the current arrangements at Brunton Hall and undertaking minimal intervention works to ensure the safety of occupants while the building remains partly in use. Current restricted areas would continue to be cordoned off (e.g. Venues 1 and 2, Second Floor Area, Marriage Room etc).</p> <p>Library facilities will continue to be delivered separately from Musselburgh Library.</p> <p>In terms of the Scope Of Works/Activities for Option 1 this would be limited to the following:</p> <ul style="list-style-type: none"> <li>• Existing propping remains in place.</li> <li>• Contingency in place for additional propping in future where necessary to those areas where it is practical and feasible to prop (as propping is not feasible in other areas due to complexity, ceiling heights etc).</li> <li>• Routine inspections to structural ceilings which are both supported and unsupported where the RAAC planks are visible.</li> <li>• Periodic inspections undertaken by Structural Engineer.</li> <li>• Further investigation works are required to localised areas of the concrete cladding and frame together with the cladding at parapet level.</li> <li>• Potential remedial works to localised areas of high risk cladding panels/frame and parapet checks.</li> <li>• Ad-hoc inspections carried out after extreme weather events or reports of further water ingress.</li> <li>• Ongoing statutory compliance maintenance, planned and reactive maintenance undertaken including additional controls/testing for Legionella (as a result of increased risk from a partly occupied building).</li> <li>• Ongoing repairs to roof covering in short term to reduce water ingress.</li> <li>• Remove asbestos insulation board wall linings in Venue 1 that may be damaged in the event of RAAC failure (as this area could not be propped).</li> </ul> <p><b>Note:</b> This option is required until the building is vacated or mothballed.</p>	<p><b>Advantages:</b></p> <ol style="list-style-type: none"> <li>1. Building can remain partly occupied with limited Office Accommodation at Ground and First Floor level remaining open.</li> <li>2. Safety protocols are in place for accessing restricted areas.</li> <li>3. Limited service delivery can continue in the short term.</li> <li>4. Contingency measures are currently being developed for emergency implementation if in the event the building requires to close at short notice.</li> <li>5. This is the most sustainable option out of all the options.</li> </ol> <p><b>Disadvantages:</b></p> <ol style="list-style-type: none"> <li>6. This can only be considered viable as a short-term option.</li> <li>7. The RAAC roof planks will continue to deteriorate and the risk of collapse will increase (particularly in wet periods). As a result, this option can only be in place for a maximum of 1-2 years, thereafter the building will require to close on a permanent basis unless another option is found.</li> <li>8. There are areas of the Building which have <b>not</b> been propped (due to the complexity, excessive structural ceiling heights and costs e.g. Theatre Areas) and the risk is mitigated through routine inspections.</li> <li>9. Option 1 is a short term option and does not address the RAAC/asbestos issues or life cycle replacement of external/internal fabric and M&amp;E Services.</li> <li>10. As the building will remain partly occupied then all associated costs with planned/reactive maintenance, energy costs etc will continue to be incurred.</li> <li>11. In the event of a single or multiple plank failure it would be difficult and costly to make safe, wind and watertight and no contingency is in place within this option which could result in building closure at short notice.</li> <li>12. Increased risk of legionella issues as it is a partly occupied building.</li> <li>13. Management issues and time associated with securing and controlling access to restricted areas.</li> <li>14. Contractors/designated onsite staff will require to access restricted/cordoned off areas to carry out maintenance tasks.</li> <li>15. Additional propping to be purchased if and where necessary (but only where feasible to do so).</li> <li>16. Further investigation works are required to localised high risk areas to the concrete cladding and frame together with the cladding at parapet level and this could potentially require remedial works.</li> <li>17. Further ongoing monitoring would be required of the concrete cladding and structural frame.</li> <li>18. No upgrade to existing energy performance.</li> <li>19. Increased risk of unplanned disruption or closure if roof collapses or if there is a significant statutory maintenance issue or if reactive maintenance works cannot be undertaken for safety reasons.</li> <li>20. Planned and reactive maintenance costs will increase due to the additional controls and restriction in place in carrying out works.</li> <li>21. This option will require ongoing approval from the Building Insurer.</li> </ol>		
1.00	<b>Budget Cost Estimate - Option 1:</b>			£
1.01	Prime Cost – Works & Services			£945,000.00
1.02	Preliminary Costs			Nil
1.03	Professional / Statutory Fees & Surveys			Included
1.04	<b>Note:</b> The costs for Option 1 will need to be applied to Options 2-6 (if the building is to remain partly occupied) Costs are current at Q3 2024		<b>Budget Cost (Exc. VAT):</b>	<b>£945,000.00</b>

ITEM	SUMMARY	IMPLICATIONS OF EACH OPTION	BUDGET COSTS	
	<b>OPTION 2: INCORPORATION OF A SECONDARY STRUCTURAL DECK</b>			
	<p>Option 2 involves the RAAC remaining in place and a secondary structure installed directly below roof planks. This will be a similar solution to that undertaken at Preston Lodge High School (in areas where it is feasible to do so). A new roof deck will be required in areas where a secondary deck is not feasible (i.e. Main Venues).</p> <p>The existing layout of the Building will largely remain. Library facilities will continue to be delivered separately from Musselburgh Library.</p> <p>In terms of the Scope Of Works for Option 2 this would include the following:</p> <ul style="list-style-type: none"> <li>• Provision of safe access/scaffold to install secondary structure and replace roof coverings etc.</li> <li>• Installation of secondary deck to underside of RAAC including all associated structural works.</li> <li>• Removal of RAAC planks over Theatre and Venue Areas, and replacement with a completely new roof deck.</li> <li>• Removal and replacement of existing roof coverings/insulation.</li> <li>• Removal and replacement of External M&amp;E Plant on Roof Areas.</li> <li>• Removal and replacement M&amp;E Services internally throughout the entire building.</li> <li>• Removal of Access Walkways in Venues (fixed to underside of RAAC Structural Deck) including replacement once secondary structural deck is completed.</li> <li>• Further investigation works are required to localised areas to the concrete cladding and frame together with the cladding at parapet level.</li> <li>• Potential remedial works to localised areas of high-risk cladding panels/frame and parapet checks.</li> <li>• Removal and replacement of suspended ceilings throughout the entire building.</li> <li>• Associated decoration and new floor coverings throughout the entire building as a consequence of the major works.</li> <li>• Allowance for drying out of RAAC in the areas of significant water ingress using a temporary roof structure erected over the entire roof areas.</li> <li>• Allowance for temporary roof structure over areas where RAAC is being replaced.</li> <li>• The boiler plant at Brunton Hall also serves the adjacent Brunton Court Sheltered Housing Complex. This option includes the separation of the plant (by the construction of a new Plant Room at Brunton Court) to allow both buildings to continue independently.</li> </ul>	<p><b>Advantages:</b></p> <ol style="list-style-type: none"> <li>1. M&amp;E Plant on the roof and within the building will be replaced therefore extending the life of the M&amp;E Plant and Services.</li> <li>2. Will include major roofing works and therefore deal with the water ingress issues which are accelerating the damage to the existing RAAC panels.</li> <li>3. This is the second most sustainable option out of all the options.</li> </ol> <p><b>Disadvantages:</b></p> <ol style="list-style-type: none"> <li>4. The Specialist Concrete Testing Report has been submitted for the Concrete Frame and Cladding and although indicate an anticipated remaining life of 60 years for these elements there is a number of localised areas where there is a high risk of carbonation. As a result, further investigation would be required initially (with potential remedial works required) and regular monitoring would require to be put in place in the future.</li> <li>5. The investigation works have indicated the cladding fixings have superficial corrosion although will likely have a life expectancy of 30-60 years (however this is difficult to ascertain) and would require continued investigation works in the future.</li> <li>6. The secondary structure can only be installed to certain areas where it is feasible to do so (i.e. the Office Areas). The Theatre Areas would require full replacement of the RAAC including new additional structural support.</li> <li>7. The Building will require to be vacated throughout whilst the works are undertaken (this will include the Brunton Trust Staff, the Police, Tele Communications and any other Tenants etc).</li> <li>8. Whilst it will extend the life of the structural roof deck, it will not tackle the other external fabric elements which are at end of life or exceeded their life expectancy (i.e. cladding and windows).</li> <li>9. There would be no significant improvements to existing energy performance with this option.</li> <li>10. Concealed asbestos roof coverings to certain areas would remain under management with associated cost and management implications.</li> <li>11. The manner in which the RAAC is dried out and the time taken to do this is untested at this time and therefore an unknown entity which may elongate the programme, resulting in an enhanced cost which ultimately may prove ineffective. This is a significant risk item.</li> <li>12. If the existing RAAC cannot be dried out effectively there could be potential mould, health and aesthetic issues in the future as well as deterioration of the RAAC roof planks. As the existing life expired windows will not be replaced then there is a continued risk of failure, mould etc with poor thermal performance.</li> <li>13. It does not address the internal fabric in terms of insulation and energy performance which is not in line with Council Policy on the Climate Emergency and net zero.</li> <li>14. Will need full replacement of M&amp;E services to provide a consistent life expectancy for the Building therefore avoiding major disruption and further closures in the short to medium term.</li> <li>15. Extensive asbestos removal/management works required.</li> </ol>		

2.00	<b>Budget Cost Estimate – Option 2:</b>			£
2.01	Prime Cost - Works			£16,880,624.00
2.02	Preliminary Costs			£2,532,094.00
2.03	Professional / Statutory Fees & Surveys			£2,329,526.00
2.04	Costs associated with complete decant of Brunton Hall. Estimate includes formation of new temporary Customers Service Hub			£500,000.00
2.05	<b>Total</b>		<b>Budget Cost (Exc. VAT):</b>	<b>£22,242,244.00</b>
2.06	<b>Note:</b> Cost Estimate excludes fit out and new accommodation costs associated with decanted tenants  Costs are current at Q3 2024			

ITEM	SUMMARY	IMPLICATIONS OF EACH OPTION	BUDGET COSTS	
	<b>OPTION 3: COMPLETE REFURBISHMENT OF BUILDING</b>			
	<p>Option 3 involves the replacement of the external envelope (including roof structure, roof coverings, cladding, windows, doors etc). Included in this option is the refurbishment of the internal fabric, replacement M&amp;E services etc throughout the Building.</p> <p>Library facilities will continue to be delivered separately from Musselburgh Library.</p> <p>Option 3 includes for the following:</p> <ul style="list-style-type: none"> <li>• Provision of specialist external scaffold (including temporary roof) and internal scaffold.</li> <li>• Structural roofing works associated with new roof deck.</li> <li>• Removal and replacement of RAAC structural roof deck including new built-up roof covering and associated asbestos works in removal of existing roof coverings.</li> <li>• Replacement cladding and external wall makeup to entire Building to current standards.</li> <li>• Replacement windows to entire Building to current standards.</li> <li>• Replacement external doors and screens to current standards.</li> <li>• Demolition of the chimney including relocation of telecom masts.</li> <li>• Replacement of all mechanical and electrical services (including electrical re-wire, lighting, emergency lighting fire alarms and detection, sprinklers, intruder alarms, stage lighting, air handling plant, heating, passenger and goods lifts, IT services, replacement boilers including separation from Sheltered Housing Complex).</li> <li>• Replacement of high-level access equipment.</li> <li>• Removal of internal walls and reconfiguration of layout throughout Building.</li> <li>• Internal fabric refurbishment throughout.</li> <li>• Accessibility works.</li> </ul>	<p><b>Advantages:</b></p> <ol style="list-style-type: none"> <li>1. Option 3 will address and extend the life of all the external, internal and M&amp;E elements (which are nearing or at end of life).</li> <li>2. The complete new roof deck will remove all RAAC risk.</li> <li>3. The life expectancy of the Building will be increased.</li> <li>4. Will improve energy efficiency of Building (as external fabric such as roofs, walls and windows will be upgraded).</li> <li>5. This is the third most sustainable option out of all the options as there will be a carbon saving as the structural frame/foundations etc will remain in place.</li> </ol> <p><b>Disadvantages:</b></p> <ol style="list-style-type: none"> <li>1. Substantial cost of works.</li> <li>2. Concrete testing was only undertaken to certain areas and there remains a risk that on further defects being identified as part of the strip-out works further remedial works may be required to the structural frame.</li> <li>3. Lateral stability of the existing building is yet to be determined therefore this option is based on the internal skin of masonry infill panels remaining in place.</li> <li>4. Will cause significant disruption as the Building would have to be vacated during the works.</li> <li>5. Loss of revenue from telephone masts, lets.</li> </ol>		

3.00	<b><u>Budget Cost Estimate – Option 3:</u></b>			<b>£</b>
3.01	Prime Cost - Works			£34,114,836.00
3.02	Preliminary Costs			£4,093,780.00
3.03	Professional / Statutory Fees & Surveys			£4,202,948.00
3.04	Costs associated with complete decant of Brunton Hall. Estimate includes formation of new temporary Customers Service Hub			£500,000.00
3.05	<b>Total</b>		<b>Budget Cost (Exc. VAT):</b>	<b>£42,911,564.00</b>
3.06	<b>Note:</b> Cost Estimate excludes fit out and new accommodation costs associated with decanted tenants.  Costs are current at Q3 2024			

ITEM	SUMMARY	IMPLICATIONS OF EACH OPTION	BUDGET COSTS	
<b>OPTION 4: DEMOLITION &amp; NEW BUILD</b>				
	<p>Option 4 includes demolition of the Brunton Hall and construction of new build Theatre and associated Accommodation (GIFA as before).</p> <p>This option would be designed to current Building Standards with consideration given to low embodied carbon targets for the building (i.e. RIBA Climate Challenge targets or similar).</p>	<p><b>Advantages:</b></p> <ol style="list-style-type: none"> <li>1. Brand new state of the art facility would be constructed.</li> <li>2. Shall be a higher specification of building (lower energy consumption, improved accessibility and facilities etc).</li> </ol> <p><b>Disadvantages:</b></p> <ol style="list-style-type: none"> <li>1. This is a like-for-like building which may not meet current Council requirements.</li> <li>2. Considerable cost and disruption.</li> <li>3. Loss of revenue from telephone masts and other lets.</li> <li>4. This option will require relocation of the SPEN sub-station (and associated cost incurred).</li> <li>5. This option may not align with current industry thinking on retaining existing structures were possible.</li> <li>6. Options 4 and 5 are the least sustainable as the existing structure, foundations etc will not be retained.</li> </ol>		
4.00	<b>Budget Cost Estimate – Option 4:</b>			
4.01	Prime Cost - Works			<b>£41,902,875.00</b>
4.02	Preliminary Costs			£4,190,288.00
4.03	Professional / Statutory Fees & Surveys			£4,148,385.00
4.04	Costs associated with complete decant of Brunton Hall. Estimate includes formation of new temporary Customers Service Hub			£500,000.00
4.05	<b>Total</b>		<b>Budget Cost (Exc. VAT):</b>	<b>£50,741,548.00</b>
4.06	<p><b>Note:</b> Cost Estimate excludes fit out of the new building and new accommodation costs associated with decanted tenants.</p> <p>Estimate assumes existing utilities will be adequate for new building and that existing ground conditions will be suitable.</p> <p>Costs are current at Q3 2024</p>			



ITEM	SUMMARY	IMPLICATIONS OF EACH OPTION	BUDGET COSTS	
	<b>OPTION 5: DEMOLITION &amp; NEW BUILD TO PASSIVHAUS STANDARDS</b>			
	<p>Option 5 includes demolition of the Brunton Hall and construction of new build Theatre and associated Accommodation (GIFA as before).</p> <p>This option would be designed to passivhaus standards with consideration given to low embodied carbon targets for the building (i.e. RIBA Climate Challenge targets or similar).</p>	<p><b>Advantages:</b></p> <ol style="list-style-type: none"> <li>1. Brand new state of the art facility would be constructed.</li> <li>2. Higher specification of building than Option 4 (enhanced lower energy consumption, reduced running costs, improved accessibility and facilities etc.).</li> <li>3. The new building could provide flexibility in the design to provide multi-use facilities (e.g. library could be relocated to Building).</li> <li>4. This would be undertaken in accordance with ELC Climate Strategy.</li> </ol> <p><b>Disadvantages:</b></p> <ol style="list-style-type: none"> <li>1. Considerable cost and disruption.</li> <li>2. Loss of revenue from telephone masts and other lets.</li> <li>3. This option will require to relocation of the SPEN sub-station (and associated cost incurred).</li> <li>4. The re-orientation of the building to maximise passivhaus principles may not be achievable due to the restrictions on the existing site.</li> <li>5. Options 4 and 5 are the least sustainable as the existing structure, foundations etc will not be retained.</li> </ol>		
5.00	<b>Budget Cost Estimate – Option 5:</b>			£
5.01	Prime Cost - Works		<b>Sub Total:</b>	<b>£47,478,769.00</b>
5.02	Preliminary Costs			£4,747,877.00
5.03	Professional / Statutory Fees & Surveys			£5,222,665.00
5.04	Costs associated with complete decant of Brunton Hall. Estimate includes formation of new temporary Customers Service Hub			£500,000.00
5.05	<b>Total</b>		<b>Budget Cost (Exc. VAT):</b>	<b>£57,949,311.00</b>
5.06	<p><b>Note:</b> Cost Estimate excludes fit out of the new building and new accommodation costs associated with decanted tenants.</p> <p>Estimate assumes existing utilities will be adequate for new building and that existing ground conditions will be suitable.</p> <p>Costs are current at Q3 2024</p>			

ITEM	SUMMARY	IMPLICATIONS OF EACH OPTION	BUDGET COSTS	
	<b>OPTION 6: PLACE BASED DEVELOPMENT PROJECT</b>			
	<p>Option 6 is a Place Based Project Development Exercise to evaluate current and future council needs/services against those services currently provided in the Brunton Hall.</p> <p>This will be a fee-based cost to provide an in-depth feasibility study and concept design proposals.</p> <p>Adopting a place-based approach could result in the following additional facilities for consideration: -</p> <ul style="list-style-type: none"> <li>• Library.</li> <li>• Day Centre.</li> <li>• Community Hub/Meeting Place.</li> <li>• Police Station.</li> <li>• Other partners e.g. Brunton Theatre Trust / Arts Sector/ NHS Lothian / Voluntary sector / Fire &amp; Rescue Service/ Education Sector/ Visit Scotland etc.</li> <li>• Opportunity to investigate commercial/private sector involvement/joint venture/development.</li> </ul>	<p><b>Advantages:</b></p> <ol style="list-style-type: none"> <li>1. This option would provide a fully informed assessment for various proposals for the site. This could range from a brand-new state of the art facility to a completely new use for the site.</li> <li>2. Opportunity to source external funding.</li> <li>3. Regeneration of Musselburgh Town Centre.</li> </ol> <p><b>Disadvantages:</b></p> <ol style="list-style-type: none"> <li>1. The feasibility study may add additional time to the programme.</li> </ol>		
6.00	<b><u>Budget Cost Estimate – Option 6:</u></b>			£
6.01	Feasibility Study by third party Design Team – Fees.			£237,110.00
6.02	<b>Total for Feasibility Study Only</b>		<b>Budget Cost (Exc. VAT):</b>	<b>£237,110.00</b>
6.03	Costs are current at Q3 2024			

ITEM	SUMMARY			
<b>CONCLUSION</b>				
	<u>Options:</u>	<u>Recommendations:</u>	<u>Total Costs:</u>	
	Option 1: Minimal Intervention Works/Status Quo:	This option is required until the building is vacated or mothballed and has therefore been included in Option 2-6.		£945,000.00
	Option 2: Incorporation Of A Secondary Structural Deck:	Although this is significantly less expensive than Options 3-5, Council Officers do not consider this as a viable option.  Whilst this proposal was used at Preston lodge High School, this does not provide a best value solution due to the complexity of the building and interface with the other life expired elements.	Option 2 Total: Plus Option 1: <b>Total:</b>	£22,242,244.00 £945,000.00 <b>£23,187,244.00</b>
	Option 3: Complete Refurbishment Of Building:	This is a viable option as it takes into account replacement of the life expired elements of the Building (with the exception of the concrete frame and foundations).	Option 2 Total: Plus Option 1: <b>Total:</b>	£42,911,564.00 £945,000.00 <b>£43,856,564.00</b>
	Option 4: Demolition & New Build:	This option would provide a brand-new state of the art facility.	Option 2 Total: Plus Option 1: <b>Total:</b>	£50,741,548.00 £945,000.00 <b>£51,686,548.00</b>
	Option 5: Demolition & New Build To Passivhaus Standards:	As above, with the additional advantage that it would be designed to Passivhaus standards.	Option 2 Total: Plus Option 1: <b>Total:</b>	£57,949,311.00 £945,000.00 <b>£58,894,311.00</b>
	Option 6: Place Based Development Project:	This option is recommended as the feasibility study shall ensure all options are assessed against future council needs/services. These options could range from a new facility to an alternative use for the site and could potentially act as a catalyst for the regeneration of Musselburgh Town Centre.	Option 2 Total: Plus Option 1: <b>Total:</b>	£237,110.00 £945,000.00 <b>£1,182,110.00</b>