


REQUEST	14128 - TYLDESLEY LIBRARY	RESPONSE
<p>Please can I put a FOI request in for the following information please?</p> <ol style="list-style-type: none"> 1) The report in November 2019 was not able to be 'Called In' according to the report is there a reason for that and will the new report be able to be called in? 2) The report in 2019 must have been prepared with some form of written evidence and support. Are we able to see how the original report was constructed? 3) Would the original decision present to cabinet in 2019 possibly gone ahead without our intervention or identifying some issues? 4) Will the new report to cabinet be made available to us before going to cabinet or after? 5) Will the new report be presented alone or alongside the report from 2019? 6) What evidence will be gathered and put into the new report? 		<p>1) As with all key decisions (that have not been exempt from call in) the decision <u>was</u> able to be called in by a member of a Scrutiny Committee (supported by a further 5 members of Scrutiny Committees) and this was stated in the report that was published at the time (report attached – see ‘<i>Is this a Key Decision and, if so, under which definition?</i>’ section)</p> <p></p> <p>Tyldesley Town Centre Corporate As</p> <p>When the minutes for Cabinet meetings are published, all Elected Members receive a notification to alert them to the publication, giving the relevant Members the ability to then instigate a call in on a decision within 5 working days of the publication of the minutes, should they see fit.</p> <p>The website stating that the decision was not eligible for call in is due to a system error – although all Elected Members will have been aware that the decision was eligible for call in due to the notifications that they receive and their knowledge of the call in process.</p> <p>At this stage, we would be unable to confirm whether the new report / decision will be eligible for call in, as it has not been submitted to the Council's Forward Plan and as such, we have no information in relation to the report / decision.</p> <p>2. We do not have this information</p> <p>3.Public consultation would have always been required due to the library service element and therefore the decision was subject to this.</p> <p>4. After</p> <p>5. The 2019 report will be referenced or appended if required</p> <p>6.As the report has yet to be written we can not comment on this</p>

Report to Cabinet

Date of Decision: 21 November 2019

Subject: Tyldesley Town Centre Corporate Assets

Report of: Penny McGinty, Assistant Director, Corporate, Contracts & Assets

Contact Officer: [REDACTED]

Summary: To consider the needs for council services within our assets at Tyldesley Town Hall and Tyldesley Library

Link to Corporate Priorities:

Our People: Together we feel happy, safe, included and look out for each other;

- Best start in life for children and young people
- Happy healthy people
- Communities that care for each other

Our Place: Together we are proud of our towns and look after our environment;

- Vibrant town centres for all
- An environment to be proud of
- Embracing Culture, Sport and Heritage

Our Future: Together we will build a future where everyone has the opportunity to thrive;

- Economic growth that benefits everyone
- A well-connected place
- Confidently digital
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Wards Affected: Tyldesley

Recommendation(s): The Cabinet authorises:

1. Progression of a scheme as detailed in the report for a full refurbishment of Tyldesley Town Hall to enable the council to relocate library service and enhance this offer by adding a life centre for the local community and community rooms, SDF office/drop down accommodation for multiagency working
2. Progress of options relating to the future use of the current Tyldesley Library building.

Implications:

*What are the **financial** implications?*

Tyldesley Town Hall was originally identified for disposal with the capital receipt earmarked as part of the 2012 Accommodation Strategy programme.

A works feasibility study on the Town Hall has indicated £1.5 million would need to be spent in order to bring the building back to a good standard. This will be funded from within the existing resources of the capital programme. Consideration of this project should be made in conjunction with other schemes that are seeking funding. Tyldesley Heritage Action Zone (HAZ) Group are interested in the Town Hall to locate community focused activity, if the delivery plan is approved the town hall works could be used for match funding within HAZ bid.

Is budget release necessary?

Yes

*What are the **legal** implications?*

Appointment of any contractor for the purposes of carrying out refurbishment of the Town Hall must in compliance with European Union Public Procurement Regulations, where applicable and the Council's Contract Procedure Rules.

The Library is subject to a restrictive user covenant which limits the use of the building to a public library only.

*What are the **staffing** implications?*

There would be an increase in staffing from Customer Services in order to enhance the current library offer by creating a library & life centre offer.

Equality and Diversity Impact Assessment attached or not required because (please give reason). If not required, then a relevance check needs to be completed.

Attached

*What are the **property** implications in terms of reduction, addition or change to the council's asset base or its occupation?*

Tyldesley Town Hall would remain in the council property portfolio.

As Tyldesley Library is subject to a covenant the options and implications will be reviewed and recommendations presented to members.

Risks:

Historically there have been bats in Tyldesley Town Hall and a bat survey would be required prior to any works starting, the survey results would need considering for the refurbishment works and timing to avoid nesting season. The outcome for the current library building is unknown at this stage and there could be future financial implications depending on future decisions.

Sustainability:

This project has looked at two prominent buildings in Tyldesley Town Centre and assessed that Tyldesley Town Hall on the main high street is the better of the buildings to invest in.

This is due to several reasons, firstly it is fully accessible to all in accordance with the Equality Act 2010 and is in a better overall condition in its current state. The library building has dry rot and a condemned heating system which would be extremely costly to rectify.

Recent discussions with the Tyldesley HAZ group have been productive and we will continue to ensure there is representation from the community in producing the detailed plans for the building.

As there is a real synergy with the HAZ bid we will be mindful of these timescales
The proposal would see the building becoming a bright, modern and inviting space for the local community to benefit from, the spaces would be flexible to maximise productivity of uses within the building. This would mirror the successful offer which is currently being delivered in Atherton Town Hall. Energy efficient materials such as LED's and efficient heating systems would be incorporated into the scheme whilst retaining any historical decorative features in the building. The building is within a conservation area which any works would comply with.

Has the relevant Legal Officer confirmed that the recommendations within this report are lawful and comply with the Council's Constitution? Yes

Has the relevant Finance Officer confirmed that any expenditure referred to within this report is consistent with the Council's budget? Yes

Are any of the recommendations within this report contrary to the Policy Framework of the Council? No

What are the alternative option(s) to be considered? Please give the reason(s) for recommendation(s):

Option 1:
Invest in the Library building and close the Town Hall.
The building is currently not Equality Act 2010 accessible and due to its location on the highway could only be made Equality Act 2010 accessible via a rear entrance / exit door which is not appropriate as providing access as a secondary access. This building is also in a very poor condition and would need significant investment prior to any refurbishment works commencing. The estimated cost to bring the library back up to a suitable standard is estimated at £500k, with the refurbishment costs additional to this. Further costs would be incurred to move the central CCTV equipment from the Town Hall. This is anticipated to be the same as the projected Town Hall investment of £1.5million
The Town Hall could be sold, estimated capital receipt of £150k or considered for a Community Asset Transfer (CAT).
As the library building is a listed building and there is a complicated covenant on the library building it limits delivery / changes that can be made to the use.
The council recognizes that it is an important town centre building and in accordance with Deal 2030/ our town we should commit to working with the freeholder and community to find a beneficial use for it as its closure will impact on that part of the town

Option 2:
Downsize and relocate the current library offer into a retail unit/shop. No suitable units/shops are vacant for this option and it would not benefit or

enhance a community offer to local-residents and community groups. This would leave the council with the Town Hall still unoccupied. The Town Hall could be sold, estimated capital receipt of £150k, or considered for a CAT process. The library building use would need to be reviewed taking into account the restrictive covenant.

Option 3:

Do nothing. This would result in having two buildings in poor condition, the library not fit for purpose and the town hall would remain vacant

Is this a Key Decision and, if so, under which definition?

- (1) to result in the local authority incurring expenditure which is, or the making of savings which are, significant having regard to the local authority's budget for the service or function to which the decision relates; or

The Key decision made as a result of this report will be published within **two working days** and cannot be actioned until **five working days** have elapsed, i.e. before 3 December 2019, unless exempt from call-in.

This item is included on the Forward Plan.

There are no background papers for this report

Directorate Sign-off:	
Date:	

Please list any appendices:-

Appendix number or letter	Description
1	The Council's Library Plan - Transforming our Libraries 2017 – 2021 Cabinet report of 19 April 2019
2	Delivering innovation and creativity across the Library Service, supporting our

	communities and their aspirations
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Background:

- 1.0 Two of the council's assets in Tyldesley Town Centre are prominent buildings that are no longer fit for purpose and currently do not meet the changing needs of the local community or the council's vision for the town centre's high streets, this is because the community require accessible buildings which can facilitate multi-use areas. In line with the accommodation strategy, our overall approach to our assets the council is looking to maximise the utilisation of its buildings. In this case the use of one building only would ensure efficiencies are made, the correct building is invested in to make it fit for purpose for the community offering a bright, modern, friendly environment.
- 1.1 Tyldesley Library is a 2-storey high building. The building is in poor condition, and the future of this building has been in the balance for some time. The boilers have recently been condemned and are no longer working in the library. This area is now serviced by electric wall heaters as a temporary fix. The first floor has suffered from wet and dry rot and has not been used for several years. The main entrance of the building is not compliant with the Equality Act 2010 and some members of the public are forced to enter the building at the rear via a ramp. In addition, the current welfare facilities are not Equality Act compliant.
- 1.2 Should any historical features be identified we would look to see if important articles to the local area could transfer to the Town Hall refurbishment to retain them for the benefit of the local community.
- 1.3 The Council acquired the Freehold site of the Library in 1908 but the conveyance was subject to a covenant stating that the 'the Council would not erect or permit to be erected on the property any building other than that of a free public library for the benefit of the inhabitants of the district of Tyldesley' If the Council was minded to seek an alternative use or, dispose of the premises, or both, there are options available to the Council. They include, either, negotiate with the beneficiary of the covenant to remove it and/or permit alternative uses and at such point work with a third party to use and restore the building, or, pursue an application to the Land's Tribunal to remove or vary the covenant. A further option could be to offer the property to the successors in title to the original vendor. However, it should be noted that there is no obligation on the Council to offer the property back or, for the successors in title to accept any such offer.
- 1.4 Tyldesley Town Hall is a four-storey building constructed circa 1880 and held Leasehold. The building is generally in a reasonable condition considering its age. It is currently unoccupied, with the exception of Councillor Surgeries and housing CCTV equipment for the Town Centre. To relocate this equipment would cost in the region of £100k. The building is in good condition, however since moving council staff out the building has received minimal investment.
- 1.5 Following the success of a local group in Tyldesley in securing Heritage Action Zone funding discussions have been held with the group, Driven, as members of the group have expressed interest in both the Town Hall and the Library building amongst other significant buildings in the town centre conservation area.

- 1.6 Initial discussions have taken place between officers from the Economy and Skills and the Corporate Contracts and Assets teams and the Driven group. This has led to agreement to work together to assist Driven in progressing their ambitions for Tyldesley, which include a dementia café, youth provision, a homework club, and business incubation space. Some elements of that ambition may be appropriate for inclusion in plans for the refurbishment of the Town Hall. As an example, a dementia café has worked well in Atherton via a CAT process and the volunteers operating the café are also responsible for the key holding duties in the building and for community room bookings within the building. Therefore, should a dementia café be included a CAT process would be followed again with the same principals. This will assist the group as the council's investment will act as match funding for the HAZ group.
- 1.7 The strategy advocated for Tyldesley Town Hall, follows that previously used at Atherton Town Hall, and supports the delivery of the key priorities of Deal 2030 including creating strong, safe and friendly communities that care about each other as well as The Deal principles of building services around residents and connecting people to their communities. Through acting as a base for place-based working the proposed plan for Tyldesley Town Hall supports Wigan's public sector model of integration and local delivery. This approach breaks down the traditional silos of public services and rebuilds trust between citizen and state.
- 1.8 An overview of the success of the transformation of Atherton Town Hall gives a good indication on how the same approach will benefit Tyldesley. Atherton Town Hall opened as a co-located Life Centre and library in November last year. The transformation of the building was possible through £1m investment by the council and brought a wide range of local services under one roof. The Atherton Town Hall hub means that residents can now access the library, customer and digital services all in one place as well as community groups and a dementia-friendly tearoom, Memories, run by a local community group. The success of Atherton Town Hall highlights the value of bringing services and much-valued community activities into one location.
- 1.9 The wide-range of activities now available at Atherton Town Hall includes under five-year-olds story-time, maths and English for adult learners, a knitting group, craft group, dementia café, dementia reading group, dementia Lunch Club, a reading Group, welfare rights surgery. Between January and September, Atherton Town Hall has seen 2,384 people attend events, 3,756 use the public computers, 1,291 Life Centre enquiries dealt with and more than 10,000 library visitors. There were 34 children complete the Summer Reading Challenge at Atherton library, two children from Atherton won the prize draw and were presented a £50 voucher in their schools St Georges and Meadowbank Primaries. The challenge was supported by all three Atherton Councillors. The hub has also made good links and had a visit from each class from Meadowbank Primary School, Atherton and a local walk , including a library visit with the children from Parklee Community Primary School as part of the Our Town project, is planned.
- 1.10 The Atherton Service Delivery Footprint huddle operates out of Atherton Town Hall bringing the public services which operate in that locality together. This makes sharing information and acting in a proactive way to address local issues and support vulnerable people much easier, quicker and more personal. To implement the same approach in Tyldesley will improve public service delivery to the people of

the Tyldesley locality and help fulfil the key priorities set out by residents in the Deal 2030 strategy.

- 1.11 Historic England has also expressed an informal interest in any redevelopment works to the high street, which links in with the Council “Our Town” vision as this in turn links with Historic England’s place based approach to heritage. This would enable the council to achieve its commitment in retaining the buildings heritage and conserving the Town Hall and put it at the heart of our regeneration and growth plans for Tyldesley. In addition, there is support from the Tyldesley Traders Group to enhance historical buildings on the high street.
- 1.12 There has been a feasibility study completed for Tyldesley Town Hall, this has highlighted that some structural works would be required including rear fire escape and extensive roof repairs. The full refurbishment building works would be in estimated to cost £1.5 million. Consideration of the project should be made in conjunction with other schemes that are seeking funding. There are challenges with a refurbishment as the building has bats in the roof, therefore works would need to be sensitively managed.

Proposals:

- 2.0 It is proposed to retain and refurbish Tyldesley Town Hall in order to provide a community led historic building to benefit the local residents, by continuing to provide a well-respected library offer and to extend this offer to include a life centre, community flexible spaces for health and wellbeing to enable the start well, live well, age well strategy. Councillor surgeries will continue to be provided from the building along with drop in sessions for signposting of services. The building would provide an asset-based working environment to enable the council and its partners to work flexibly across organisational boundaries within the local neighbourhood.
- 2.1 The transformation of Tyldesley Town Hall would help to regenerate the high street and support the vision of attracting new businesses and link with the ambitions of the community and business and stakeholders such as Historic England.
- 2.2 The refurbishment of the Town Hall will achieve efficiencies on backlog maintenance circa £500k and building operational costs circa £16k per annum on the library building.
- 2.3 To explore the next stage for the legal status of the library building and its potential uses with the community group behind the Heritage Action Zone, subject to further discussions.

Conclusion:

- 3.0 The council have 2 buildings, neither fully used. Tyldesley Town Hall is in the better condition of the two. Having reviewed all options, the proposal is to invest in Town Hall, whilst continuing to review options for the library and working with Driven.

Equality Impact Assessment of a Strategy

Service:	Section: Corporate Contracts & Assets
Responsible Officer:	Name of strategy assessed: Tyldesley Town Hall staff accommodation refresh
Date of Assessment: 1/11/19 Officers Involved: ██████████	
1. What is the purpose of the strategy? <i>(Briefly describe the aims, objectives and purposes of the strategy)</i>	
<p>To redevelop and refurbish Tyldesley Town Hall to accommodate a range of complementary services for the benefit of the community. This proposal will include the relocation of Tyldesley Library and will be enhanced with a life centre offer. The library and life centre will occupy space on the ground floor alongside a café and space for drop in surgery. Upper floors will include meeting room space for the community, council staff and partners. The top floor will be office accommodation for front line workers in the SDF. As part of the refurbishment a larger lift will be installed in line with current Equality Act 2010 guidance.</p>	
2. Who are the key stakeholders?	
<ul style="list-style-type: none"> • Wigan Council • Local Community Groups 	

3. Are there any other documents/strategies linked to this strategy?
<p>Transforming our libraries 2017-2021</p>
4. Which need/s is the strategy designed to meet?
<p>There is a need to bring services together in buildings that are fit for purpose and which offer reduced future building costs. Tyldesley Town Hall is a key building within its community and this work will safeguard the building, whilst also enabling the continuation of joined up working model.</p> <p>The current library building is no longer fit for purpose and has restricted access. This limits usage by customers and community groups.</p>
5. Has a needs analysis been undertaken?
<p>Needs of library service assessed via the Library and Asset / FM needs assessed via the accommodation strategy.</p>
6. Who is affected by the strategy?
<ul style="list-style-type: none"> • Customers & staff at Tyldesley Library • Residents of Tyldesley • Other staff who may relocate to the site • Operators of the onsite cafe
7. Who has been involved in the development of the strategy and who has been consulted? State your consultation/involvement methodology.
<ul style="list-style-type: none"> • Council Officers • Library customers (through library public consultation) • Customer staff • Community Group

<p>8. What data have you considered for this assessment and have any gaps in the data been identified. What action will be taken to close any data gaps?</p>
<ul style="list-style-type: none"> • Running costs for all the sites • Refurbishment costs for existing library • Refurbishment costs for Tyldesley Town Hall • Library consultation • Community need / desire for multi-use spaces
<p>9. What impact will the strategy have on all the protected groups?</p>
<p>The proposals outlined in the strategy will enhance services, introducing new fixtures & fittings and creating an accessible, modern meeting space, whilst also retaining use of a key public building for local residents in the community.</p>
<p>Race Equality</p>
<p>None. Access to all existing facilities and services would remain within Tyldesley Town Hall. It is expected that the services and community offer would increase, benefitting residents within Tyldesley and its surrounding communities.</p>
<p>Disabled People</p>
<p>All existing facilities and services would continue. It is expected that the services and community offer will increase which will benefit the residents within Tyldesley and its surrounding communities. Travel times and distances will be unaffected. The installation of a refurbished lift to the building will increase accessibility, and the plans for the building have been developed to ensure Equality Act 2010 compliance. This will provide better access to those residents with restricted mobility.</p> <p>The ground floor would host the key public facing services in the building (Library, Life Centre & Café) alongside Equality Act 2010 compliant facilities.</p>
<p>Carers</p>
<p>The proposal to introduce a life centre & café offer to Tyldesley Town Hall will provide an integrated offer. This will also be Equality Act 2010 compliant, the café will form a meeting place for people who identify as disabled and (where applicable) carers.</p>

Sex
None. Access to facilities/services would be retained at Tyldesley Town Hall, although proposals would see the location change. It is expected that the range of services and community offer will increase, benefitting residents of Tyldesley and the surrounding communities.
Age
None. Access facilities/services will be retained at Tyldesley Town Hall, although the location will change. It is expected that the range of services and community offer would increase, benefitting residents of Tyldesley and the surrounding communities.
Armed Forces Personnel
None. Access facilities/services will be retained at Tyldesley Town Hall, although the location will change. It is expected that the range of services and community offer would increase, benefitting residents of Tyldesley and the surrounding communities.
Religion or Belief
None. Access facilities/services will be retained at Tyldesley Town Hall, although the location will change. It is expected that the range of services and community offer would increase, benefitting residents of Tyldesley and the surrounding communities.
Sexual Orientation
None. Access facilities/services will be retained at Tyldesley Town Hall, although the location will change. It is expected that the range of services and community offer would increase, benefitting residents of Tyldesley and the surrounding communities.
Gender Reassignment
None. Access facilities/services will be retained at Tyldesley Town Hall, although the location will change. It is expected that the range of services and community offer would increase, benefitting residents of Tyldesley and the surrounding communities.
Pregnant Women or Those on Maternity Leave
None. Access facilities/services will be retained at Tyldesley Town Hall, although the location will change. It is expected that the range of services and community offer would increase, benefitting residents of Tyldesley and the surrounding communities.

Marriage or Civil Partnership
<p>None. Access facilities/services will be retained at Tyldesley Town Hall, although the location will change. It is expected that the range of services and community offer would increase, benefiting residents of Tyldesley and the surrounding communities.</p> <p>It is not anticipated that the venue would be used for marriage of civil partnerships at this stage. Neither the Town Hall or the Library building, are currently used for this purpose.</p>
10. What are your main conclusions from this analysis?
<p>Tyldesley Town Hall enables a range of complementary services to come together in a suitable building. When refurbished, the new building will be fit for purpose and offers a long-term solution. Bringing together library & life centre space with a café offer will bring benefits for residents, whilst also seeing the building returning to public life.</p>
11. What are your recommendations?
<p>That the move of the library to Tyldesley Town Hall is approved, enabling work to take place that will open up the upper floors of the building for both community and work spaces.</p>
12. What equality targets and actions have you set based on the findings of this assessment? Please attach an action plan including details of designated officers responsible for completing these actions.
<p>The café will be operated on a licence arrangement and details will ensure that controls are in place to make sure that access for all groups of the population to the café and community rooms at Tyldesley Town Hall continue throughout the lifetime of the licence.</p>

Signed (Completing Officer): _____
Date: ___1/11/19_____

Signed (Assistant Director): _____ Date: _____
