

EXECUTIVE BOARD – 23 February 2016

Subject:	Community Provision in the Dales		
Corporate Director(s)/ Director(s):	Andy Vaughan, Corporate Director for Commercial and Operations Hugh White, Director of Sport and Culture		
Portfolio Holder(s):	Cllr Alan Clark, Portfolio Holder for Energy and Sustainability		
Report author and contact details:	April Corey, Project Manager, Major Projects april.corey@nottinghamcity.gov.uk ; 0115 8765521 Robert Caswell, Programme Manager, Major Projects Robert.caswell@nottinghamcity.gov.uk ; 0115 8763408		
Key Decision	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	Subject to call-in	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Reasons: <input checked="" type="checkbox"/> Expenditure <input type="checkbox"/> Income <input type="checkbox"/> Savings of £1,000,000 or more taking account of the overall impact of the decision			<input type="checkbox"/> Revenue <input checked="" type="checkbox"/> Capital
Significant impact on communities living or working in two or more wards in the City			<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Total value of the decision: £1.065 million			
Wards affected: Dales	Date of consultation with Portfolio Holder(s): 13.10.15 Ward Councillors 22.10.15 Alan Clark 19.11.2015 NCC Leadership		
Relevant Council Plan Key Theme:			
Strategic Regeneration and Development			<input type="checkbox"/>
Schools			<input type="checkbox"/>
Planning and Housing			<input type="checkbox"/>
Community Services			<input checked="" type="checkbox"/>
Energy, Sustainability and Customer			<input checked="" type="checkbox"/>
Jobs, Growth and Transport			<input type="checkbox"/>
Adults, Health and Community Sector			<input type="checkbox"/>
Children, Early Intervention and Early Years			<input type="checkbox"/>
Leisure and Culture			<input checked="" type="checkbox"/>
Resources and Neighbourhood Regeneration			<input type="checkbox"/>
Summary of issues (including benefits to citizens/service users):			
<p>The £1.065m investment is to create a Joint Service Centre (JSC) in the Dales Ward by extending and refurbishing the existing Sneinton Police Station to include a new modern Library and enhanced Customer Access facilities co-located with Neighbourhood Policing. The proposal facilitates the release of existing library buildings in Sneinton and Bakersfield.</p> <p>Nottingham City Council has a proven record of working with partners to develop JSCs across the City. As part of this programme the Council is looking to consolidate community provision within the Dales Ward in partnership with Nottinghamshire Police that supports a number of strategic objectives for both Nottinghamshire Police and the Council.</p> <p>The new JSC:</p> <ul style="list-style-type: none"> - Supports the Council's Citizen First and Customer Access ambitions by providing a single point of access for a wide range of Council Services improving citizen satisfaction including free phones/police phones, meeting and interview rooms - Supports the Council's commitment to maintain the network of community libraries providing modern library facilities with improved IT including free Wi-Fi and self-serve facilities to improve digital literacy - Secures a local Police presence in the Sneinton Dales neighbourhood - Facilitates the rationalisation and disposal of Council buildings that reduces the 			

- maintenance liability of the Council and better manages the public estate
- Provides an easy to access location which is on a main bus route and close to other community resources including a children centre, youth club, health centre and main shopping district
- Improves local employment opportunities during the construction phase

Exempt information:

Two appendices to the report (Appendix 1 Business Case and Appendix 3 Financial Background) are exempt from publication under paragraph 3 of Schedule 12A to the Local Government Act 1972 because they contain information relating to Nottingham City Council and, having regard to all the circumstances, the public interest in maintaining the exemption outweighs the public interest in disclosing the information. It is not in the public interest to disclose this information because it would commercially disadvantage Nottingham City Council by other contractors having prior knowledge of sensitive commercial and financial information.

Recommendation(s):

1 To approve the allocation of funding totalling £1.065m, as set out in the Business case at Exempt Appendix 1, for the redevelopment and extension of the existing Sneinton Police Station into a Joint Service Centre.

2 To approve the procurement of the redevelopment work through the EMPA framework as set out in the Business case at Exempt Appendix 1, and delegate authority to enter into contract to deliver the works, subject to the project being within the agreed budget figure, to the Director of Sport & Culture in consultation with the Corporate Director of Commercial and Operations and Corporate Director of Resilience.

3 To approve the allocation of funding, as set out in the Business case at Exempt Appendix 1, for internal project management resource and internal design services related to the project. The internal design team will also procure and manage external consultants for mechanical and electrical and lift design due to the absence of in-house resources.

4 To approve the allocation of funding for procurement of furniture, equipment, communications & marketing and services in support of the project and delegate authority to the Director of Sport & Culture, in consultation with the Corporate Director of Commercial & Operations to sign the relevant contracts following the tender processes.

5 To approve the decision that Sneinton Library and Bakersfield Library be declared surplus and the residual revenue be used to fund the proposed JSC following the relocation of the library services into Sneinton Police Station.

1 REASONS FOR RECOMMENDATIONS

1.1 The Dales JSC proposal facilitates the release of current library premises to improve customer satisfaction and value for money through the efficient and effective sharing and use of the public estate. The JSC will provide facilities that simplify the ways in which the customer accesses and uses Council services through the effective use of local and digital services and provide citizens with an enhanced, accessible library service and improved customer access facilities.

1.2 The Council's joint service centres and libraries have been identified as forming the network of Neighbourhood and Community hubs for accessing Council services. This proposal delivers the opportunity to provide additional service benefits for the citizens of the Dales Ward including potential longer library opening hours, modern

facilities (including free Wi-Fi) and the convenience of having several services and agencies located in one place.

- 1.3 The JSC principle of co-location supports the Council's Strategic Asset Management Programme and One Public Estate Initiative that includes the ambition to transform the operational property estate through investment and disinvestment in facilities.
- 1.4 The Council and Nottinghamshire Police share a commitment to safeguarding the presence of Neighbourhood Policing and Community Protection within the Dales Ward whilst providing citizens with a modern, accessible library service. This proposal supplements established arrangements currently in place which includes Community Protection Officers working side by side with police officers and PCSOs whilst offering value for money services.

2 BACKGROUND (INCLUDING OUTCOMES OF CONSULTATION)

- 2.1 The JSC Programme was initiated in 2002/3 and has overseen the delivery of four major multi-partnership District Centre Joint Service Centres within the City. More recently, the Council has adapted the JSC principle to focus upon Neighbourhood JSCs with a focus upon library provision and priority local services situated in Local Centres e.g. Strelley Road Neighbourhood JSC.
- 2.2 In 2013/4 the Council commenced a review of community provision in the Dales Ward which included library provision at Sneinton and Bakersfield that coincided with Nottinghamshire Police review of their operational estate. Discussions between the partners led to a proposal that the Sneinton Police station be reconfigured and extended to accommodate library services. The proposal includes an extension of the ground floor to accommodate the library and customer access services with the first floor accommodating Police and dock down facilities for Council employees with a separate secure entrance.
- 2.3 The proposal concerning the Sneinton Police site was referenced in the Council's Executive Board report on the 17th March 2015 that agreed the transfer of the property for a nominal sum to the Council as part of the wider Aurora II Programme. The report included the financial terms of Nottinghamshire Police occupation of the Dales JSC being subject to the Council's approval of the Business Case. Heads of Terms are currently being drafted but the principles are agreed between the partners.
- 2.4 Endorsed by Leadership in 2014, a public consultation was held during the period December 2014 – January 2015 in respect to the JSC. The consultation included a paper questionnaire which was distributed to 6,700 households in the Dales and copies made available at Sneinton and Bakersfield libraries. The questionnaire was available online and publicised using social media (Facebook and Twitter). In addition, Neighbourhood Development Officers circulated the questionnaire at a variety of community and neighbourhood meetings in the Dales area of the City and a number of local organisations were contacted about the proposal. The main findings of the proposal was that more than eight out of ten (83%) provided at least one 'positive' comment compared to less than one in ten (8%) who provided a 'negative' or 'neutral comment'.
- 2.5 In May 2015, a Delegated Decision 1996 (May 2015) was approved to engage Council in-house services, and external consultants where required, to provide

initial designs and costs for the reconfiguration and extension of the Sneinton Police Station.

- 2.6 Following the outcome of consultation detailed above, a Business Case has been produced. The Business Case supports the creation of the JSC by consolidating police provision to the first floor and extending and refurbishing the building to include a library service, shared welfare facilities and community space.
- 2.7 Condition reports commissioned identify the maintenance liability at Sneinton and Bakersfield libraries to be £0.078m over a five year period compared to maintenance liability at Sneinton Police Station which is £0.017 over a four year period.
- 2.8 There is an assumption that the new JSC will be subject to increased operating hours for the Library Service. This change is subject to a reconfigured operating model and Transformation Programme by Libraries which is in development.
- 2.9 As agreed in Delegated Decision 1196 in April 2015, initial design and cost work were carried out by the Council's in-house team. As set out in the recommendations, it is proposed that further architectural & structural design, quantity surveying and principal designer role will be commissioned by the in-house Council Design Services team. The Design Services team will also provide a support service to review and quality assure the design process through to completion of the project. Mechanical, electrical, structural and lift design will be commissioned externally by the Design Team due to the absence of in-house resources.
- 2.10 The proposed procurement route for the refurbishment and construction works will be commissioned by contractors from the Scape EMPA framework, namely GF Tomlinson, who provided the original feasibility work for the scheme. This will be delivered as a traditional contract under the Scape framework using the NEC contract on the basis that value for money is achieved when the costs and designs are reviewed following detailed design.
- 2.11 A high level programme is outlined below that will be managed by the Council's Major Projects Team:

Milestone	Date
Executive Board Report Approved	February 2016
Public Engagement & Consultation	Commence February /March 2016
Detailed Design & Submission of Planning Permission	Spring 2016
Value for Money Assessment	Summer/Autumn 2016
Relocation of Police services from Building	Summer/Autumn 2016
Start on site - Construction	Autumn 2016
IT & Furniture Fit Out	Spring 2017
Handover to Operations	Late Spring 2017

3 OTHER OPTIONS CONSIDERED IN MAKING RECOMMENDATIONS

- 3.1 Four options were considered and options analysed in the business case for the project (full business case attached).
- 3.2 The preferred option within the business case identifies a capital cost of £1.065m. These capital costs will be subject to further market testing, scrutiny and value for money assessment in the next stages of detailed design.

4 FINANCE COMMENTS (INCLUDING IMPLICATIONS AND VALUE FOR MONEY/VAT)

4.1 Capital

In October Full Council approved (subject to Business Case) a project cost of £1.000m to refurbish Sneinton Police Station and create a Joint Service Centre. The project was agreed to be funded from the capital investment reserve. In addition, an allocation from the Dales area capital of £0.030m increased the provision to a total cost of £1.030m.

Costs for this scheme are now estimated at £1.065m resulting in a capital shortfall of £0.035m.

In order to manage this shortfall it is anticipated that the detailed design phase may be able to reduce the costs to remain within the original funding envelope. However, if this cannot be achieved without compromising the project there is a residual allocation for £0.100m 'Improvements to Libraries and Customer Access Points' which could potentially be used to fund the shortfall if necessary.

Utilising this funding (if needed) would result in additional funds needing to be identified for any future Joint Service Centre projects.

5 LEGAL AND PROCUREMENT COMMENTS (INCLUDING RISK MANAGEMENT ISSUES, AND INCLUDING LEGAL, CRIME AND DISORDER ACT AND PROCUREMENT IMPLICATIONS)

- 5.1 The proposals set out in the report involve expenditure on a building that the Council does not yet own. On that basis no works should commence on the building until such time as the Council has acquired it. In this regard the Heads of Terms referred to in paragraph 2.3 above should be concluded as quickly as possible so that the transaction may progress. Looking forwards the occupation by the Police of part of the building will need to be regularised in formal legal documentation which it is presumed will involve a lease to them. Property Services will need to be fully engaged in settling the terms of this arrangement.
- 5.2 The recommendations set out within the report pose no significant procurement concerns. The Scape/EMPA Intermediate Framework Agreement provide a compliant route to undertake the works. Any procurement activity that falls outside of the framework agreement will need to be procured in line with Public Contract Regulations.

6 STRATEGIC ASSETS & PROPERTY COMMENTS (FOR DECISIONS RELATING TO ALL PROPERTY ASSETS AND ASSOCIATED INFRASTRUCTURE)

- 6.1 The principal Heads of Terms have been agreed, save for one minor item, between Police and the City Council, for firstly the transfer of the freehold of the property to the City Council; and secondly an Agreement for Lease and Lease of space on the upper floor and rear parking, to be occupied by Police (and Community Protection). It is anticipated that the Heads of Terms should be fully agreed by the end of January 2016.

7 SOCIAL VALUE CONSIDERATIONS

- 7.1 The creation of the JSC will provide benefits directly to local citizens particularly in respect to the accessibility of library and information services. The project provides an opportunity for greater social inclusion through bringing library services into a Joint Service Centre with shared community use of meeting rooms. Improved access to reading and learning facilities and services including IT and free Wi-Fi will promote life-long learning and digital inclusion, whilst local employment opportunities will be made available during the construction phase.
- 7.2 The retention of a Police Service in the Dales serves as a visible symbol to the neighbourhood, aims to help to reduce the fear of crime and should act as a deterrent to crime and anti-social behaviour in the vicinity.

8 HR IMPLICATIONS

- 8.1 The proposed closure of Sneinton Library and Bakersfield Library will affect any colleagues in post at these sites. Collective consultation with trade union colleagues and individual consultation with affected colleagues may be required with regard to any potential impact on colleagues' posts. Attempts to find suitable alternative employment at the new site or within the wider workforce will need to be explored for any affected colleagues. Collective consultation of up to 45 days may be required. In addition the Council's Project People Policy, which provides redeployment opportunities, provides 3 months' time to search for suitable alternative posts where a proposal affects a colleague's employment and results in their existing post being made redundant.
- 8.2 Consideration will need to be given to colleagues directly affected by the closure, such as the Library staff and colleagues who are employed at these sites in support services, such as those colleagues in Cleaning Services. At this stage it is unclear what contractual arrangements will be put in place for cleaning and general facilities management. However, the following considerations should be made;
- If the proposed model is for the cleaning of the new facility to be undertaken by the Police, then this may lead to a TUPE of colleagues employed by Nottingham City Council's Cleaning Services at the existing sites.
 - If the proposed model is for a third party provider to undertake the cleaning of the new facility, then employees of both Nottingham City

Council and the Police may be in scope for a TUPE to the new provider.

It should be noted that case law indicates that colleagues at all sites would potentially be eligible to TUPE and that TUPE would not be restricted to colleagues who are based at the site that will be refurbished.

9 REGARD TO THE NHS CONSTITUTION

9.1 There are no implications to the NHS constitution.

10 EQUALITY IMPACT ASSESSMENT (EIA)

10.1 Has the equality impact of the proposals in this report been assessed?

No

An EIA is not required because:
(Please explain why an EIA is not necessary)

Yes

Attached as Appendix 2, and due regard will be given to any implications identified in it.

11 LIST OF BACKGROUND PAPERS RELIED UPON IN WRITING THIS REPORT (NOT INCLUDING PUBLISHED DOCUMENTS OR CONFIDENTIAL OR EXEMPT INFORMATION)

None.

12 PUBLISHED DOCUMENTS REFERRED TO IN THIS REPORT

12.1 Dales Neighbourhood Joint Service Centre Proposal - Public Consultation Data Report.

12.2 Delegated Decision 1996 'Community Provision in the Dales' April 2015

13 OTHER COLLEAGUES WHO HAVE PROVIDED INPUT

13.1 Tina Adams
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