

**CABINET MEETING: 19 JANUARY 2017**

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**PROVISION OF LIBRARY SERVICES AT CARDIFF ROYAL INFIRMARY**

**REPORT OF DIRECTOR OF COMMUNITIES, HOUSING & CUSTOMER SERVICES**

**AGENDA ITEM: 2**

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**PORTFOLIO: COMMUNITY DEVELOPMENT, CO-OPERATIVES & SOCIAL ENTERPRISE (COUNCILLOR PETER BRADBURY)**

**Reason for this Report**

1. To recommend the involvement of the Council in a partnership development with the University Health Board to deliver a Health & Wellbeing Centre at the Cardiff Royal Infirmary in Adamsdown.
2. To recommend that an early phase of the project relocates library services to create a Café, Library and Information Centre, subject to consultation.
3. To recommend that the Roath Library building is re-advertised for Community Asset Transfer under a revised set of terms and conditions.

**Background**

4. On the 16<sup>th</sup> July 2015, the decision was made via a Cabinet Report to advertise the current Roath Library Building for Community Asset Transfer on the condition that the successful organisation would accommodate the Council's library service provision in the building. The building had closed in November 2014 due to historic and long standing repair and maintenance issues.
5. Due to the closure, a small alternative and temporary library provision was made available in the University Health Board owned Cardiff Royal Infirmary (CRI) Building, which is located in close proximity to the library.
6. Roath Library building is situated on Newport Road, Adamsdown and is located less than 1 mile east of Cardiff City Centre. It is on the Plasnewydd Ward boundary. The property is situated directly on the principal route connecting the city centre to the east of the city. Public

transport is readily available, serviced by Cardiff Bus. (Appendix 1 Roath Library Building and CRI).

7. Roath Library was advertised for expressions of interest in a Community Asset Transfer with a requirement for the re-provision of the Councils Library Service within the building. The Council received bids from five organisations by the closing date of 8<sup>th</sup> January 2016, and these were evaluated against a range of factors as per the Council's CAT process.
8. Based on this evaluation, two organisations were asked to progress to final bidder stage, which involves undertaking further due diligence on the building and providing a detailed business plan with a schedule of works. However, one organisation decided to cease their interest in the building due to the location of the building and the inability to recover the substantial investment in the future.
9. Concurrent to the CAT evaluation process, the Cardiff Partnership Asset Management Board were considering a number of partnership priorities across the city where there was an opportunity to align services and reduce operational costs.
10. The UHB Cardiff Royal Infirmary building was previously discounted by the Council as a potential opportunity for longer term library and hub services. This was due to uncertainty about the overall development timetable and the status of the CRI as a strategic site.
11. The UHB have recently confirmed that the CRI site will become one of three Health and Wellbeing Centres across Cardiff and the Vale of Glamorgan. The development has been identified as a priority project under Cardiff & Vale UHB's Shaping Our Future Well-Being Strategy.
12. As per the strategy the aim for these centres will be to *provide a range of facilities and technologies to enable services to be delivered close to home wherever possible. Alongside offering a community space, these centres will provide services in conjunction with key partners to deliver more integrated and co-ordinated services for our local population.*
13. The CRI is currently only 35% fully refurbished and in use, which presents an opportunity for complementary services to be co-located within the building.
14. Initial meetings have identified a number of Council and partner services that could be co-located at the CRI, and these are subject to ongoing investigations. Due to the scale and complexity of combining services into an integrated Hub, the scheme would need to be rolled out in a phased approach.
15. In view of this potential opportunity, the CAT process for Roath Library has been halted in order to allow this significant project to be fully

considered. The organisation that remains interested in progressing the CAT of Roath Library has been kept informed.

### **Café, Library and Information Centre**

16. The available accommodation at the CRI is extensive, and a full project plan is currently being developed. The Chapel at the CRI forms part of the project scope and has been vacant for a number of years. The building is in a prominent location on the North West corner of the CRI site, on the corner of Newport Road and Glossop Road. Site plan attached in appendix 2.
17. UHB are currently rolling out their in-house Aroma branded coffee shops, and believe that this would be an ideal site to further develop their commercial offer. As more services are located within the CRI, there will be more demand for beverages and light snacks. In addition, the Chapel's prominent position on a main route into the city centre provides significant passing footfall.
18. There is potential for library services to be co-located within the Café to create a Reading Café environment, with inspiration sought from the successful Rowntree Park Reading Café. The aim would be to create an integrated one-space feel for the whole range of services on offer. Images are attached in appendix 3.
19. The list of services that are being proposed include
  - Café – Aroma branded, offering competitively priced drinks and light food.
  - A range of library books, and materials. (Commensurate with community requirements for a comprehensive library service).
  - PC's – 13
  - Self-serve kiosk.
  - Meeting rooms / training spaces
  - Regular classes / reading groups – as per demand.
20. Initial feasibility work is taking place to assess the opportunities for sensitive refurbishment and alteration works, whilst remaining sympathetic to the listed status and former use of the building. In addition, the proposed change of use of the building would be subject to planning and listed building consent.
21. Further discussion will be required with UHB once the full costed project is designed. However, the agreement in principle is that the UHB will fund the basic upgrade and conversion works, with the Council required to contribute to the cost of the library fit-out. Based on fit out costs for similar projects this work is anticipated to be in the region of £150,000 and it is proposed that this full amount is met from section 106 money in the Adamsdown ward.

## Roath Library Building

22. The above partnership proposal, if approved, would remove the existing requirement for the re-provision of library services in the Roath Library Building. Therefore, given limited Council resources, there are two options that could be considered for the building to refurbish and bring the property back into use.
- **Open market sale** – normal disposal of Council buildings that are deemed surplus to requirement.
    - Advantages – The council would receive a capital receipt. However a high price would not be anticipated due to the amount of work required to bring it back into use.
    - Disadvantages – There would be a risk that the new owner of the building does not bring it back into use in a timely manner. Loss of a well-loved community building in an area that has few other community facilities.
  - **Community Asset Transfer** – Due to the significant change in the terms being offered (as the space for a comprehensive library provision in the building is no longer required) the opportunity has to be re-advertised for a Community Asset Transfer / Leasehold Agreement. The requirement would be on a long-term, full repair and maintenance lease at a peppercorn rent that will provide definable community benefit.
    - Advantages – retention of a well-loved community building in an area of need. The Council would retain some control over the building to ensure the successful bid delivers benefits to the local community.
    - Disadvantages – this would not release a capital receipt to help fund the CRI project.
23. It is proposed that the CAT option is progressed and the building is re-advertised on these different terms to seek a community or commercial interest with a definable community benefit.
24. For any organisation to be successful, it would need to evidence during the CAT process that it has a sustainable business plan that includes the capital resources to bring the building back into use. It is anticipated that a full refurbishment of the building will be in excess of £700,000, dependant on the nature of the works.
25. The organisation which previously got through to the final bidder stage will be encouraged to resubmit an application on these new terms.

26. If the Community Asset Transfer is not successful then further options will be explored and this will be subject to a separate cabinet report.

### Consultation

27. Full public consultation would need to take place on the re-provision of library services with the CRI. Proposed consultation documentation is attached in appendix 4.

### Timeline

28. It is acknowledged that substantial time has passed since Roath Library closed and, even though alternative temporary provision has been provided, there is a pressing need to find a permanent solution for both the library service and the building. Therefore, the proposal would be to concurrently seek expressions of interest in the CAT of the Roath Library building on these new terms whilst public consultation is taking on the CRI proposal.
29. If the contents of this report are agreed, the following draft timeline is recommended.

<b>CAT Roath Library</b>	<b>Café, Library and Information Centre</b>	<b>Dates</b>
Advertisement of Roath Library for CAT – expressions of interest	Consultation on the proposed Café, Library and Information Centre	2 <sup>nd</sup> February 2017 (deadline 2 <sup>nd</sup> March 2017)
Informed by consultation, delegated decision report to progress		Spring 2017
Request detailed business cases following		April 2017
Award CAT and conditions, including timeline to complete project.		Summer 2017
	Commence works on the Chapel	Autumn 2017
	Completion of Chapel Works	Autumn 2018

### Trade Union Consultation

30. Trade Unions have been consulted on this cabinet report and no issues were raised.

### **Local Member consultation**

31. Local ward members have been consulted and invited to have had a tour of the potential venue.

### **Scrutiny**

32. The report was subject to pre-decision on the 12<sup>th</sup> January 2017 and the views of the Economy and Culture scrutiny committee will be available to Cabinet.

### **Reasons for Recommendations**

33. To ensure the delivery of sustainable library services in Adamsdown as part of a multi-agency Health & Wellbeing Hub at Cardiff Royal Infirmary.

### **Financial Implications**

34. Whilst subject to detailed discussion, the capital costs of the library fit out will not exceed the amount of section 106 available for community facilities in the Adamsdown area (which currently totals £204,000), with any refurbishment of the building to be undertaken by University Health Board.
35. There may be an ongoing contribution to the Health board required to meet the operating costs of any joint facility. The basis of these would need to be set out at the start of any agreement and any such costs are deemed to be manageable from existing revenue budgets of the Directorate.
36. The report proposes that alternative options to Open Market disposal of the old Roath Library building are considered, in the form of undertaking a further Community Asset Transfer (CAT) Process. It is essential to note that the cost of any refurbishment could be c£700k, subject to detailed surveys and tender. The Council already has a backlog of maintenance on buildings it needs to retain, so any such costs would be unaffordable for the Council.

### **Legal Implications**

37. There are a number of options set out in this report. These legal implications only deal with the recommended option/proposals. The statutory provision in relation to provision of libraries is set out in the body of the report.
38. The report sets out that it is proposed to end the current community transfer asset process and delegate the recommencement to the Director in consultation. It is understood the report sets out the reasons for doing so. The decision maker should be satisfied that any decision is reasonable.

39. The report also sets out the consultation to be undertaken with the public. Any consultation must be adequate and fair. The carrying out of consultation gives rise to a legitimate expectation that the outcome of the consultation will be considered as part of the decision making process. The decision maker should also have regard to such consultation when making its decision. It is understood the outcome of the consultation will be reported to the Director (in line with the delegation set out in this report).
40. With regards any proposed Community Asset transfer process and arrangements with Cardiff Royal Infirmary, the client department should seek advice from the Estates section and further legal advice should be sought on the specific arrangements prior to commencement of the process/implementation.
41. In respect of the sale of Roath Library the Council is under a duty to achieve 'best consideration' pursuant to s.123 of the Local Government Act 1972.
42. The Council has to satisfy its public sector duties under the Equalities Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties Councils must in making decisions have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics.
43. Protected characteristics are:
  - Age
  - Gender reassignment
  - Sex
  - Race – including ethnic or national origin, colour or nationality
  - Disability
  - Pregnancy and maternity
  - Marriage and civil partnership
  - Sexual orientation
  - Religion or belief – including lack of belief
44. As such decisions have to be made in the context of the Council's equality act public sector duties.
45. The report identifies that an Equality Impact Assessment has been carried out and is appended at Appendix 5. The purpose of the Equality Impact Assessment is to ensure that the Council has understood the potential impacts of the proposal in terms of equality so that it can ensure that it is making proportionate and rational decisions having due regard to its public sector equality duty.
46. The decision maker must have due regard to the Equality Impact Assessment in making its decision.

47. The decision maker should also have regard when making its decision to the Council's wider obligations under the Social Services and Wellbeing (Wales) Act 2014 and The Wellbeing of Future Generations (Wales) Act 2015. In brief both acts make provision with regards promoting/improving wellbeing.

### **HR implications**

48. Provision of the Library Service will be undertaken by current employees, mainly Neighbourhood Development Librarians, who already work in a variety of locations. Initial consultation has taken place with the Trade Unions, as well as affected employees, and this will continue during the development of the service.

### **Equality Implications**

49. The equality implications have been considered and the Equality Impact Assessment on the proposals is attached in appendix 5.

### **RECOMMENDATIONS**

Cabinet is recommended to

1. Agree for a consultation to be undertaken on the re-provision of library services to be co-located within the Cardiff Royal Infirmary.
2. Delegate authority to the Director for Communities, Housing & Customer Services in consultation with Cabinet Member for Community Development, Co-operatives and Social Enterprise to implement the proposals determined as a result of the consultation referred to in this report.
3. Delegate authority to the Director for Communities, Housing & Customer Services and Director for Economic Development in consultations with Cabinet Members for Community Development, Co-operatives & Social Enterprise and Corporate Services & Performance to fully undertake the Community Asset Transfer process for Roath Library Building on new terms.
4. Note that a further cabinet report will be received if the Community Asset Transfer of Roath Library Building is unsuccessful.
5. Note the Council's involvement in a partnership development at Cardiff Royal Infirmary and that future reports will follow regarding opportunities for other potential Council service provision from the building.

**SARAH MCGILL**

**Director**

**13 January 2017**



*The following Appendices are attached:*

Appendix 1: Roath Library – Cardiff Royal Infirmary Map

Appendix 2: Cardiff Royal Infirmary Site Plan

Appendix 3: Rowntree Park Reading Café

Appendix 4: Draft Consultation Documents

Appendix 5: Equalities Impact Assessment

Appendix 6: Scrutiny Comments (*to follow*)

*Background Papers*

Cardiff and the Vale University Health Board – Shaping Our Future Wellbeing Strategy 2015 – 2025

<http://www.cardiffandvaleuhb.wales.nhs.uk/sitesplus/documents/1143/10%20-%20UHB%20Shaping%20Our%20Future%20Wellbeing%20Strategy%20Final.pdf>