

**MANCHESTER CITY COUNCIL
REPORT FOR RESOLUTION**

REPORT TO: Resources and Governance Overview and Scrutiny
Committee
Executive

DATE: 11 December 2008
17 December 2008

SUBJECT: Update on Activities within the Town Hall Complex
Refurbishment Programme

REPORT OF: Sir Howard Bernstein, Chief Executive
Elaine Bowker - Strategic Director, MIP

1. BACKGROUND:

- 1.1 A Report for Resolution was presented to the Executive in July on proposals to improve the functioning and condition of the Town Hall Complex. The Report was noted and endorsed and it was agreed that further work was to be done to develop the strategy and report back on the detailed specifications.
- 1.2 There was a further, interim Report in October that provided an insight into the current thinking around how changes to the physical environment can effect cultural change for both employees and customers and how the refurbishment would protect and enhance the cultural heritage of the city.
- 1.3 In late November, a Members' Seminar was held and a presentation given which outlined the benefits to customers and employees of the planned works. A number of issues were raised which the Programme Board are seeking to resolve.

2. PURPOSE OF REPORT:

Following the October Report, additional work has been undertaken to further define the proposals. This work is nearing completion and will form the basis of a Report to be submitted to the Executive in the new year. This Report provides an update to Executive on progress to date.

3. RECOMMENDATIONS:

The Executive is recommended to:

- Note and endorse the contents of this report and agree that the Programme Board continue with their work to produce a Final Report no later than March, 2009. This will detail the costs, benefits, timescales and future working environment and culture of the Town Hall Complex.

4. FINANCIAL CONSEQUENCES FOR THE REVENUE BUDGET

The financial consequences for the revenue budget are being developed and will be detailed within the Final Report to the Executive.

5. FINANCIAL CONSEQUENCES FOR THE CAPITAL BUDGET

The Chief Executive and City Treasurer are currently developing a financing strategy which will be aligned to the Council's budget for a three year period. The outcome of which will be included in the Final Report .

6. CONTACT OFFICERS:

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7. BACKGROUND DOCUMENTS:

- 7.1 Town Hall Complex Strategy, 21st July 2008, 23rd July 2008, from The Chief Executive and City Treasurer
- 7.2 Working Without Walls, An Insight into Transforming Government Workplace, Office of Government Commerce, 2004
- 7.3 Update on Activities within the Town Hall Complex Refurbishment Programme, 22nd October 2008 from Elaine Bowker - Strategic Director, MIP
- 7.4 Presentation to Members, 27th November 2008 from Elaine Bowker - Strategic Director, MIP

8. WARDS AFFECTED:

All

9. IMPLICATIONS FOR:

Anti-Poverty	Equal Opportunities	Environment	Employment
No	No	Yes	Yes

1. INTRODUCTION

- 1.1 In July 2008 a report was submitted by the Chief Executive and the City Treasurer to the Executive, which provided proposals on how the Town Hall Complex could be developed, the benefits that this would provide and the associated costs.
- 1.2 The Report to the Executive of 22nd October 2008 described how a Programme Board had been established to produce a detailed definition of the Town Hall Complex Refurbishment. The Programme Board had, as their primary objectives, to:
- Improve outcomes for the customers and employees of the Council in line with the Community Strategy.
 - Protect and enhance the cultural heritage of the City.
- 1.3 Subsequently, a considerable amount of work has been undertaken by the Programme Board and whilst not complete, it was deemed appropriate to provide an opportunity to inform Members of this progress through a Members' Seminar. The seminar described:
- How the refurbishment would improve outcomes for our customers and employees
 - The look and feel of the improved physical environment
 - How the cultural heritage of the City would be protected and enhanced
 - A high-level Implementation Plan
- 1.4 The seminar provided an opportunity to review the work to date and for Members to voice their approvals and concerns. The Programme Board agreed to address their concerns whilst finalising the Report in the new year.

3. THE FOLLOWING INFORMATION WAS PROVIDED AT THE MEMBERS' SEMINAR

- 3.1 The presentation provided an overview of the proposals and included:

- Benefits for our Customers
- Benefits for our Employees
- How the Services will Look and Feel
- Outline Timelines and Key Dates

3.2 Overview

- 3.3 The Council is changing in order to respond to Customers' growing demands, the introduction of new and complex legislation, technological advances and environmental concerns. In order to meet these challenges in a coordinated manner, we are currently developing & implementing the Customer, People, IT and Information strategies.

3.4 These will support departments to deliver to the priorities, targets & measures of:

- The Corporate Plan,
- The Community Strategy
- The Comprehensive Area Assessment (CAA)

3.5 The Town Hall refurbishment will support each of these as well as meeting Manchester's vision of working towards a Carbon Neutral Footprint.

4. The Benefits for our Customers

4.1 A key element of improved Customer Access is the inclusion of a Customer Service Centre within the refurbished Complex which will enable customers to resolve disparate queries in a single visit. There will be play facilities for families with small children and discreet mother and baby areas. Rooms for confidential consultation will also be provided.

4.2 There will be improved access to specialist services, such as planning officers through the introduction of an open diary policy and booking system

4.3 Barriers will be removed and open information counters will be provided with friendly, highly trained, approachable staff. Customers will be provided with accurate and up to date information.

4.4 There will be increased accessibility to services in Town Hall Extension and Library through a better understanding our customer needs and by having:

- Opening hours which meet with customer requirements
- Offering other self-service channels 24 hours a day

4.5 All Customers' physical access needs will be met within the design.

4.6 Commercial opportunities may be developed in Library Walk and may include restaurant facilities which meet the needs of our diverse community.

4.7 The development of St Peter's Square which will include landscaping, improvements to the Peace Gardens, the creation of an iconic building and significantly improved public transport access, which will provide easier access to the Town Hall Complex and boost civic pride.

5. The Benefits for our Employees

5.1 The physical environment will reinforce the Council's values.

5.2 The integration of Information Technology into the building infrastructure will encourage staff mobility and improve aesthetics whilst respecting the integrity of the historic status of the building.

- 5.3 A document management system will be implemented (co-ordinated from within the Information Strategy Implementation) which will encourage collaborative working across the Council and with our partners.
- 5.4 Telephone technology may be introduced which will enable staff to accept calls on their number, regardless of their physical location.
- 5.5 Collaborative working between departments will be actively encouraged.
- 5.6 Social spaces, some with centrally owned and maintained food preparation and drink making facilities, will encourage staff to congregate, communicate and build relationships.
- 5.7 Individual storage space (movable pedestals & rolling storage lockers) will mean better use of space, increased security and the ability to reallocate staff quickly and efficiently.
- 5.8 An open diary policy, supported by the appropriate technology, will provide transparency of team and manager whereabouts, which will build trust and break down hierarchal barriers.

6. How Services will Look and Feel

- 6.1 Throughout the Complex there will be open spaces lit with natural lighting and ventilation where possible.
- 6.2 There will be a consistent look and feel throughout the buildings, which will promote equality in the workplace and promote mutual respect, regardless of status and hierarchy within the organisation as well as strengthening the Council's brand.
- 6.3 The emphasis for the Old Town Hall is the preservation of a uniquely important building. Any significant changes to the building would not be appropriate and the approach is to ensure that the Council's responsibilities to maintain the building adequately, as the custodian of an asset for future generations, is properly planned.
- 6.4 The historic importance of the organ within the Great Hall is recognised and a strategy for its restoration is being developed.
- 6.5 It is proposed to transform Library Walk into a semi-enclosed 'galleria' suitable for appropriate commercial use. The space will be semi-enclosed using a glass roof and accessed at either end through a glazed façade.
- 6.6 Level 3 of the Town Hall Extension houses a number of committee rooms. These will largely remain unchanged but the presentation of the rooms will be improved. In a similar way, the Council Chamber on the third floor will be unchanged, however, any maintenance issues will be addressed. There will be improvements to the Members' facilities on the third floor to better meet the Members' needs.

- 6.7 The newly refurbished Central Library will provide the majority of the historic, academic and treasured services. There will also be a newer, vibrant, family and community library, based in the ground floor of the Town Hall Extension.
- 6.8 Shakespeare Hall, the entrance hall on the ground floor, will be restored to its former elegance, revealing the original stone floor. The Henry Watson Music Library will be returned to its original location on the ground floor. The outer ring of the first floor will house the Knowledge (reference stock) and have study spaces, using the original furniture where possible.
- 6.9 There will be a state of the art Mediatheque facility from the British Film Institute and the collections of the NW Film Archive.
- 6.10 A community and family friendly, 21st Century, Library will be provided in the Town Hall Extension, building on the success of the new community libraries throughout the city.
- 6.11 A regenerated St. Peter's Square would create a distinctive public space, which would link together the various public buildings along its perimeter and provide a major townscape asset which will include improvements to the Peace Garden. The Council's ambition is to create a public space of international significance through an international design competition, in order to attract architects of world standing.

7. Outline Timelines and Key Dates

- 7.1 Assuming a decision to approve the project is within the current financial year, the following is a summary of key dates:

Commence Procurement	-	March 2009
Design	-	July 2009 - Aug 2010
Decant Library	-	Sept 2009 – July 2010
Decant THX	-	March 2010 – July 2010
Commence Construction	-	Aug 2010
Re-open THX & Library	-	Apr 2013
Completion of St. Peter's Square works		July 2014

- 7.2 It was also recommended that a Members Review Panel be established to oversee this highly significant change programme for the Council.

8. MEMBERS' COMMENTS

- 8.1 The Seminar was positioned as an informing event rather than an opportunity to make decisions or seek formal approval for the proposals. Notwithstanding this, it is worth noting that whilst the comments from the Members were supportive of the overall direction of travel, they served to underline the importance of continuing work. There was recognition that there is a need to refurbish the Town Hall Complex in order to bring it up to modern day standards and thereby protect the City's heritage.

- 8.2 Members raised a number of concerns and the Programme Board predominantly addressed these. There were also a number of issues that were taken away for further consideration.
- 8.3 The Peace Gardens will remain a feature of St. Peter's Square, however, they will be included in the proposed international design competition and, as such, they will be enhanced. The inclusion of significant green space will be an essential element of the design.
- 8.4 A further element of the proposed St Peter's Square development is the inclusion of an iconic building which will house the crèche and public toilets.
- 8.5 The design and development of St. Peter's Square will not affect the War Memorial. This will remain in its present position.
- 8.6 Alternative treatments of Lloyd Street will be evaluated, as part of the development of the proposals, to ensure a recommended solution that reflects the demands which Lloyd Street will continue to have to meet going forward.
- 8.7 During the detailed design phase, there will be a full review of traffic flow and public transport provision to ensure that there is adequate public access.
- 8.8 Previously, there was a proposal that the top three floors of the library would be refurbished by a developer and be used to generate revenue for the Council. Due to changed market conditions this is being re-examined as a viable option. Further consideration is now being given to the configuration of Central Library in alignment with the Library facilities within the Town Hall Extension.
- 8.9 The purpose of locating the Lending Library within the Town Hall Extension was to replicate the success of the refurbished libraries across the City in providing vibrant places of learning and integrating them with other Council services. Whilst the merits of this approach are still valid, the inclusion of this function with Central Library is also being considered.
- 8.10 During decant, it is proposed to locate the music, business and archive libraries within appropriate locations across the City Centre, for example, the Henry Watson Music Library may go to the Royal Northern College of Music.
- 8.11 The Library Theatre will be permanently re-housed following its decant from the Central Library in order to provide it with modern facilities and a much increased audience capacity.
- 8.12 A full risk management strategy is being developed to ensure that any proposals that are finally agreed will be delivered in accordance with the budget and timescales and will deliver improved access to quality services for customers.

- 8.13 The refurbishment of the Town Hall Extension will provide an additional 400 desk spaces which will enable the Council to withdraw from a number of satellite offices, as and when their leases expire.
- 8.14 The Change Programme, which is the driving force for the refurbishment, will commence as soon as the proposals are approved. It is proposed to build a Town Hall Service Centre within the decanted office space and therefore the majority, if not all, of the customer facing staff will be co-located.
- 8.15 The choice of office decant location will be made on the basis of both cost and the opportunity it provides to fully engage with the Change Programme.
- 8.16 The cost of reducing the carbon footprint of the Town Hall Extension is included in the estimates which will be provided in the Final Report to the Executive.
- 8.17 In addition to submitting reports to the Executive for their approval, it is proposed to have active consultation with Members as the designs are developed.

9. PROGRAMME BOARD PROGRESS SINCE THE OCTOBER 2008 EXECUTIVE REPORT

- 9.1 Since the Interim Report submitted in October, the Programme Board has made a significant amount of progress and is completing a robust set of proposals to be presented to the Executive by no later than March, 2009. These proposals will take into consideration the concerns raised at the Members' Seminar and also include development of the following:
- Full Risk Management Strategy
 - Appropriate Procurement Strategy
 - Funding proposals aligned with future budgets
 - Options for sequencing of works
 - Review of viability of commercial opportunities within Central Library and Town Hall Extension
 - More detailed condition surveys
 - Full decant strategy for Town Hall Extension and Library services and assets
 - Business continuity plans for back office activities and all customer facing services, including library services and Library Theatre
 - Plans to undertake cultural change programme with employees during the decant period
 - Communications Strategy
- 9.2 It is intended that the next Report to the Executive will address all the concerns raised in the Members' Seminar and build upon the confidence expressed by Members in the work to date. Further and frequent consultation

with Members and other key stakeholders will commence following the Executive's decision to proceed.