Library Locals Improvement Programme

Hale End
Business Case

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VERSION HISTORY

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TABLE OF CONTENTS

1. EXECUTIVE SUMMARY

- Waltham Forest Council is committed to continually improving and enhancing the Library and Information Service. All of the proposals put forward in this business case therefore seek to maintain the current level of service provision and provide additional opportunities for (re)investment in the service wherever possible.

- It is important to note that no permanent closures have been included in these plans and the Council firmly intends that all four Library Locals will remain in operation, alongside the four Library Plus'.

- In 2011 the Council conducted an extensive Review of the Library and Information Service and on the basis of the Review's findings, a new vision, objectives and service model were approved by Cabinet in October 2011. To date, significant progress has been made towards ensuring that the Council's higher tier Library Plus service delivers against the new vision and standards that were agreed. However, progress on bringing the Council's lower tier Library Locals in line with this vision has stalled in recent years.

A number of options have been presented in this business case in order to bring Hale End Library Local up to this standard and improve customer satisfaction, service take-up and performance, within the available resources. The three options presented are as follows:

1. **The Council should relocate, remodel and/or refurbish Hale End Library Local in conjunction with Higham Hill, Lea Bridge and Wood Street libraries**

   Regeneration offers considerable scope to improve the performance and efficiency of the Library Local service through relocation. It is proposed that the Council relocates Hale End Library Local to a site close to Larkshall Road, alongside a wider programme of improvement for the remaining three Library Locals.

   Studies have proven that co-location with a strong retail offer acts as a catalyst for higher footfall and service take-up. Relocation will also enable the Council to transform this library into a modern and attractive space, with flexible meeting areas that can be used to better meet the learning and information needs of local residents.

2. **The Council should refurbish Hale End Library Local**

   Bringing the current Hale End library up to modern standards, that meet the needs of residents and the service standards identified in the 2011 Cabinet Report and the Library Local Vision Statement, would require a budget. This funding is not available from the Council's capital programme.

   Whilst refurbishment would transform the current building into a more modern and customer-friendly building, with a updated IT offer and flexible meeting space, as this library is currently located in a predominately residential area with no bus routes running past it, it is unlikely that service take-up will substantially increase as a result of refurbishment.

3. **The Council should do nothing**

   The Council will continue to deliver the Library Local service in the current building, with the same design, layout and level of provision as is available at present. No improvements should be made to Hale End Library. Whilst this option does not require any initial capital funds to kick start the project, it is likely that service take-and resident satisfaction and engagement with the service will remain low.

It is recommended that the Council pursues Option One, which puts forwards plans to relocate and remodel and refurbish Hale End Library Local, alongside Higham Hill, Lea Bridge and Wood Street libraries. This option presents the greatest number of benefits, as it will greatly improve the service offer for residents, boost the performance of the library, improve customer satisfaction levels, attract greater footfall and enable the service to reach a broader cross section of residents and other users than it is currently able to do.

2. BACKGROUND

A fundamental review of the Library and Information Service was undertaken in 2011 to establish a new vision, strategic objectives and service model for the Library and Information Service, which took into account local needs and the level of resources available.

Based on the recommendations of this Review, which was approved by Cabinet, a new two-tier library service was introduced across the Borough. The higher tier, Library Plus, not only provides the core Library and Information Service seven days a week, but also provides access to additional Council services, as well as a wider range of library services. The lower tier, Library Locals, provides a core Library and Information Service for 30 hours per week over four days, to complement the Library Plus service and provide residents with locally-based and focused library access. There are four Library Plus services in our Town Centres – Chingford, Leyton, Leytonstone and Walthamstow and four Library Locals which are currently located in Hale End, Higham Hill, Lea Bridge and Wood Street.

Significant progress has been made towards the achievement of this overall vision, through the implementation of the new service model proposed in the Review. However, there is now an ambition to go much further: to transform all of Waltham Forest's library buildings into modern and attractive spaces, provide a 21st century library and information service equipped with modern technology, and to make libraries the primary face-to-face access point for council services.

Leyton and Leytonstone Library Plus' have been extensively remodelled and refurbished to deliver the new vision and branding for the service and Chingford and Walthamstow are both currently the subject of comprehensive regeneration projects in which the refurbishment of the libraries will play a pivotal role. However, progress on bringing the Library Locals in line with this vision has stalled in recent years and has now become a key priority.

Hale End Library Local, in particular, is considered to be too large for the purposes required by the Library and Information Service as well as for its current level of usage. The internal condition and layout of the library is also not deemed to be conducive to supporting the literacy, numeracy, information and learning needs of the culturally diverse local community, due to the inflexible design of available space. In addition, its location on a residential street away from the retail focus of the community, with no bus routes running alongside it, significantly limits footfall and service take-up.

Extensive regeneration in Waltham Forest has opened up a number of opportunities to address these issues and transform Hale End Library Local into a more effective and efficient service that meets the desired standards, by moving it out of its current standalone building into a new retail area at the heart of community. As a result, new opportunities to work with the community and better meet local needs can be developed, together with plans to create one recognisable branding for the whole service based on the branding that has already been developed and implemented for Library Plus'. At the same time, it is recognised that the look and feel of Hale End Library Local should reflect the needs of the locality and neighbourhood in which it is situated.

A number of options have therefore been presented in this business case to enhance the Council's library service, and improve customer satisfaction, service take-up and performance within the available resources. An additional three business cases have been produced that put forward similar options for the improvement of the Higham Hill, Lea Bridge and Wood Street libraries, as building inspections and condition surveys have indicated that the buildings that house these libraries are either in need of extensive and costly repairs, or are located in inaccessible areas that inhibit higher service take-up. Therefore this business case fits into a much wider programme of improvement that has been specifically designed

to enhance every Library Local in the Borough and, as a result, is it recommended that the strength of each individual business case is considered in conjunction with the strength of the options appraisals put forward for the other three libraries.

It is important to note that no permanent closures have been included in these plans and Waltham Forest Council firmly intends that all four Library Locals will remain in operation alongside the four Library Plus'.

1.2. Requirements

Under the Public Libraries and Museums Act, 1964, the Council has a statutory duty to provide a 'comprehensive and efficient public library services for all persons' who live, work or study in the Borough that want to make use of it, taking into account local needs and available resources.[1]

As a result of the 2011 Review, Cabinet agreed that all residents should live within 1.5 miles of their nearest library, and two miles of their nearest Library Plus.

Each Library Local must also be able to accommodate the following areas to meet the Council's vision for the Library and Information Service:
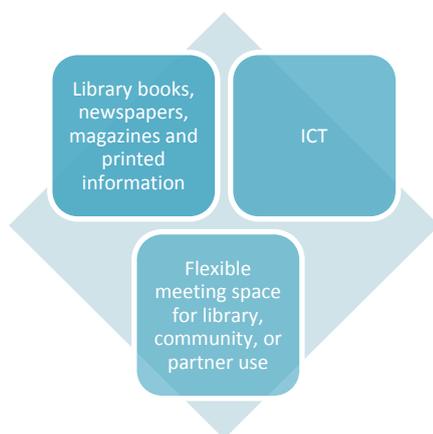
350m^2 has been suggested as the ideal amount of space required to deliver the functions identified above; however the exact requirements will also be determined by the availability of space, its suitability and its configuration.

1.3. Library Locals Vision Statement

The Council's vision is that Library Locals:

- Be modern and attractive spaces which match up to the best public library buildings in London and have the built-in flexibility to adapt to future service needs

- Offer a 21st century library service supporting literacy and numeracy, reading and information needs and access to digital services. Be public spaces which are welcoming and support community cohesion

- Be located in accessible places alongside other community facilities

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[1] Department for Culture Media & Sport (2015). *Guidance: Libraries as a Statutory Service.* Available at: https://www.gov.uk/government/publications/guidance-on-libraries-as-a-statutory-service/libraries-as-a-statutory-service

- Recognise the varying needs of different age groups and supports younger people to get the most from the library experience especially in the area of ICT software and hardware

- Enable and empower members of the community supported by library staff to shape the local service to offer the best customer experience, now and in the future

3.   PROJECT SCOPE

The scope of the programme will include:

- Relocating, redesigning and/or refurbishing all four of the Library Locals within the Borough. As a result, this project will also include the development of designs and specifications, commissioning and procurement activity and contract management of the delivery works. However, this business case will focus specifically on the potential relocation, remodelling and/or refurbishment of Hale End Library Local.

- Development and implementation of an enhanced library offer that makes the most of the space and technology available.

- ICT provision within libraries, including the development of new specifications, procurement and installation, and agreement of arrangements for on-going development and maintenance.

- Development and implementation of arrangements for access to literacy, numeracy, information and learning services. This will be through library organised activities and with partner agencies.

- Possibilities for hot-desking, to provide remote working opportunities for wider Council staff.

- Assessing opportunities to increase the utilisation rate of library locals on the days that they are closed (e.g. through secure zoning and key holder agreements).

- Development of commercial and sponsorship opportunities where appropriate. This could include, but is not limited to: generating rental income by leasing out space to community groups, social enterprises, the voluntary sector and/or private businesses.

- Although the level of service provision will not change as a result of the proposed relocation, remodelling and refurbishment, the Council will carry out a four week consultation with residents, stakeholders and staff to test out views on the proposals and the Library Vision

The following items are out of scope:

- Although this project is linked to the branding and development of Library Plus', plans for the on-going capital programme to improve the Library Plus libraries are out of scope.

- The project will not seek to review the overall vision and service model for the Library Service, as agreed in the Libraries Review in 2011.

- statutory 12 week consultation with residents, stakeholders and/or staff is not necessary as the level of service provision will not change

- Detailed planning and implementation of staff relocation and office moves will not be included, as these will be undertaken as part of the Council's Way We Work Programme.

4. OBJECTIVES

This project will support or enhance a number of different Council objectives:

1. Regeneration is a key priority for the Council – to bring residents better shopping, streets and leisure and to create and retain more wealth and opportunities in the Borough. Improvement of the Council's library buildings and the services they provide is expected to contribute in a meaningful way towards the regeneration of the Borough, for the benefit of the local community, by providing attractive town centres for residents that meet their needs.

2. Building a strong local economy and thriving town centres is also one of our primary objectives. The achievement of this objective is partially predicated on our ability to ensure that residents have the skills they need to access high quality employment and boost our economy. Pursuing a Library Local Improvement Programme targeted at modernising the service, in order to better meet local needs, should help the Council meet this objective through the provision of literacy, numeracy and ICT support for residents in accessible and visible locations.

3. Assessing and pursuing opportunities for possible site relocations (where appropriate) will support our ambitious housing target to build of 12,000 new homes by 2020, by freeing up space for housing developments.

4. It is anticipated that improved facilities for residents will also help the Council meet its commitment to helping residents achieve a good quality of life. Studies have shown that libraries have a number of health and wellbeing benefits, as they are a trusted place to go for health support'.[2] They can also help reduce social isolation through the provision of non-stigmatised community space and skilled and sympathetic staff. This will build on the support already provided in Library Locals.

5. OPTION APPRAISAL

5.1 Options

The following options have been considered;

1. Relocate, remodel and/or refurbish Hale End Library Local in conjunction with Higham Hill, Lea Bridge and Wood Street libraries

2. Refurbish Hale End Library Local

3. Do nothing

The most recent Resident Insight Survey indicates that satisfaction with the Library and Information Service across the Borough is currently at 66%, which suggests that it is performing reasonably well.[3] However, there is still room to improve this score; particularly as only 35% of residents stated that they had visited their local library in the past three months when they were last polled in 2014-15.

Extensive regeneration within the Borough offers considerable scope to address this and improve the performance and efficiency of the Library Local service the Council delivers by taking full advantage of exciting opportunities to better meet the needs of residents. It is

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[2] Museums, Libraries and Archives (2012) *Practitioner Guide: What do the Public want from Libraries?* Available at:
http://webarchive.nationalarchives.gov.uk/20120215211132/research.mla.gov.uk/evidence/documents/what_public_want_from_libraries_practitioner_guide_0112bl2_2010.pdf

[3] Resident Insight Survey Results, Wave 12.

therefore proposed that the Council relocates Hale End, Higham Hill and Wood Street libraries into new fit for purpose premises with a strong community presence, as these libraries do not currently meet all of the high standards laid out in the Council's Vision Statement for Library Locals. Due to Lea Bridge Library's popular location, its Grade II listing by Historic England and the restrictive covenant in place on the building, it is recommended that the Council refurbishes this site to bring it in line with the Council's vision for Library Locals, rather than achieving this through relocation.

All of the options presented in this business case have been underpinned by the findings of a feasibility study, which was carried out by Asset Management at the end of 2015, and an Equalities Analysis (attached as an Appendix to the Cabinet Report). It is also worth noting that these proposals have been designed to sustain and enhance the current service offer whilst safeguarding and maintaining the Council's commitment to guaranteeing that every resident is within 1.5 miles of their nearest library and within two miles of a Library Plus. Waltham Forest will continue to have eight publicly funded libraries.

5.1.1. Option 1 – Relocate and Remodel Hale End Library Local in conjunction with Higham Hill, Lea Bridge and Wood Street libraries

Hale End Library is currently located on a residential street, away from the retail and service focus of the community, in the north of the Borough. Although footfall has seen an increase this year in comparison to 2014-15, the average number of visitors is currently 2,870 per month – considerably less than 2010-11's average of 9,139.[4] In conjunction with declining footfall, the number of book issues and PC usage has also continued to decrease year on year.

For many potential users the location of the library and its outmoded design are likely to be deterrents.[5] Analysis by Transport for London (TfL) shows that the location of the library has a 'poor' Public Transport Accessibility Level (PTAL) rating of 2, which is demonstrative of its relatively inaccessible location.[6] The road that it is located on, for example, has no bus routes running along it, which has clear negative implications for how accessible the current site is for elderly and disabled residents, as well as adults with young children.

At 570m^2 the current library is also considered to be too large for the purposes of a Library Local. Current utilisation rates for the two meeting rooms on the first floor indicate that the additional space is not required because it is not particularly well used. One of the rooms is currently hired out by Yellow Birds Out of School Club every day from 7am to 9am and 3pm to 6pm, which leaves the room available for seven hours a day, and the second room is hired on an ad hoc basis. In addition, service provision within the library does not meet the expectations outlined in the Library Local Vision Statement, as it currently provides residents with a print heavy, book oriented service, alongside "hard wired" PC and digital access and immovable, bolted down study desks.

A number of sites, including the "Town Square" development, the former Budgens supermarket on Larkshall Road and the old cinema on Hale End Road, are all under consideration This options appraisal for the relocation of Hale End Library therefore centres on the Larkshall Road area, as it was found to offer the best opportunity to deliver the

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[4] In 2011-12 the opening hours of the Library were reduced to 30 hours per week over four days.

[5] CABE (2011) *Better Public Libraries.* Available at:
http://webarchive.nationalarchives.gov.uk/20110118095356/http://www.cabe.org.uk/files/better-public-libraries.pdf

[6] TfL (2016) *Planning with Webcat.* Available at: https://tfl.gov.uk/info-for/urban-planning-and-construction/planning-with-webcat/webcat

Council's vision for Library Locals. The validity and benefits of pursuing the area around Larkshall Road is strongly supported by external evidence, as retail locations are likely to offer residents "a desirable location, easy access [and] ample parking." Indeed a number of studies have proven that the co-location of library services with retail is highly beneficial. For example, Morris and Brown's (2004) research into five UK libraries which had been relocated to shopping centres found that retail locations have often been very successful at helping to increase footfall, generating higher membership figures and attracting a broader cross-section of people.[7] These findings have also been echoed by research conducted by the Commission for Architecture and the Built Environment (CABE) in their report *Better Public Libraries.*[8] Thus, it is anticipated that co-location with other retail and public services will increase service take-up in Hale End library whilst also supporting other providers by adding to their footfall.

The development of Tower Hamlets Idea Stores over 10 years is testament to the success of this retail approach, as their location on the high street and modern and open building style helped quadruple their visitor figures, and issues are up 40 per cent and rising. Local residents also really value the service with 92% rating Idea Stores as being 'good' or 'very good' in last year's CIPFA Public Library User Survey. It should be noted that Tower Hamlets performance base was much lower than Waltham Forest and that any increase in performance are unlikely to be on the same scale. By moving the Library Local to the Larkshall Road location, the service would be able to take advantage of passing traffic and it is anticipated that the move will increase footfall by approximately 20% as a result.

This relocation also ensures that the Council continues to deliver its commitment to ensuring that every resident lives within 1.5 miles of their nearest library.

The internal space within the new Library Local will be designed to permit maximum flexibility through the careful selection of modern materials and fittings which support mixed use and also enable future changes (such as greater demand for e-books, more customers using their own ICT and wanting wifi, rather than fixed PC's and more space for activities and events for children, young people and adults of all ages to support community cohesion and social well-being).

The design of the new building will also place greater emphasis on supporting the learning and information needs of users and supporting assisted digital access to Council and other public and voluntary services, while providing an environment in which all ages and cultures can feel at ease. In addition, more use will be made of modern ICT to enable customers to access the core service themselves without needing staff input for basic functions, so that staff will be better able to use their time to support library users to get the most from their library.

The anticipated timescale for negotiations, fit out and relocation is a maximum of 12 months. During the relocation, the library service would only be temporarily closed for a maximum of two weeks to allow for the transfer of the service.

5.1.2. Option 2 - Hale End Library Refurbishment

A simple refurbishment of the current building would not be an efficient or effective solution to the issues identified above, as it would not address the imperfect location of Hale End Library

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[7] Anne Morris and Anna Brown (2004) "Siting of public libraries in retail centres: benefits and effects", *Library Management*, 25 (3), pp.127 – 137.

[8] CABE (2011) *Better Public Libraries.* Available at:
http://webarchive.nationalarchives.gov.uk/20110118095356/http://www.cabe.org.uk/files/better-public-libraries.pdf

and the limitations of the configuration of the current library space, which restricts its possible uses. If this option was chosen it is estimated that expenditure would still be needed to maintain the building and re-brand the service.

5.1.3   Option 3 – Do nothing

The Council will continue to deliver the Library Local service in the current building, with the same design, layout and level of provision as is available at present. No improvements should be made to Hale End Library.

The option for relocation presented here has been underpinned by the findings of a feasibility study, which was carried out by Asset Management at the end of 2015, and an Equalities Analysis (attached as an Appendix to the Cabinet Report). Waltham Forest will continue to have eight publicly funded libraries.

5.1.3. Wider Programme of Improvement

Relocation will also facilitate reinvestment in the service, as it is expected that Option One will operate on a cost neutral basis, with the capital receipts from the sale of Hale End, Higham Hill and Wood Street libraries used to fund the relocation, build or rental / lease, remodelling and/or refurbishment costs of all four Library Locals, subject to approval by Cabinet. It is recommended that the relocation, remodelling and/or refurbishment of these buildings takes place in a phased programme to minimise disruption and enable the Council to take advantage of different regeneration opportunities across the Borough. In this case the relocation of Hale End Library Local would take place first followed by other libraries.

By seeking to move three out of four Library Locals into fit for purpose buildings at the heart of communities, this programme of improvement should enable the Council to deliver a more cost-effective service, provide greater accessibility for residents and better meet local needs through the development of a higher quality service offer. Additionally, it is anticipated that this programme of improvement will enhance the Council's emerging Neighbourhoods model.

Benefits

Category	Benefit	Benefit Measure	Timescale for Realisation
Financial	• Modern design principles (including energy saving and environmentally friendly models) will make premises less costly to run and maintain	Budget analysis	1 year
	• New revenue streams can be created by hiring out space	Budget analysis	Within 1 year, but on-going
	• The increased availability of modern ICT will promote a channel shift towards self-service, which would lower the cost of delivering Council services	Budget analysis	1 years
Operational/	• Enhanced service quality	Customer surveys/annual	Within 1 year, but on-going

Business process		residents survey	
		Service data	As above
	• Increased issues of library materials		As above
	• Increased use of ICT	Service data	As above
	• Increased number of visits to Hale End Library Local	Service data	As above
	• Increased proportion of Council services completed online or by self-service	Annual residents survey	As above
	• This project will contribute to the overall regeneration of Higham Park by providing an attractive destination alongside the "retail offer" and working links with local traders	Annual residents survey	As above
	• Service improvements will boost the Council's reputation	Annual residents survey	As above
	• Additional space will be freed up for the development of residential units to help the Council to meet its ambition to build 12,000 new homes by 2020	Planning applications	As above
Customer/ Community	• Improved customer satisfaction and engagement	Customer surveys/annual resident survey	Within 1 year, but on-going
	• Improved customer engagement with the Council and other stakeholders	As above	As above
	• Greater 'fit for purpose' space for community groups to deliver services that meet local needs	Customer surveys and stakeholder feedback	As above
	• Better provision of welcoming and flexible learning space across the Borough	Stakeholder feedback	6 months +
	• Additional housing made available for residents	Customer surveys/annual resident survey	Within 12 months, but on-going
		Planning applications	As above
Staff	• Increase in staff satisfaction, motivation and engagement.	Staff surveys	1-3 years

Dis-benefits

Category	Dis-benefit	*Impact	Countermeasure
Financial	"Anti-payback" – the Council can only sell the building that currently houses Hale End Library and Wood Street once. When the capital receipts run out the Council may have to continue to pay a significant amount of rent in order to continue to provide residents with a comprehensive and efficient library network. This will have implications for the size of the Library and Information Service budget in future.	3	The Council will seek to negotiate break clauses in the leases where possible, to ensure that the library service continues to be delivered in a cost effective location that offers good value for money. The possibility of rent caps should also be explored.
Operational/business processes	Temporary closure of the library whilst stock, furniture etc. is being transferred	3	The temporary closure should be communicated early with residents. Extended borrowing periods and number of loans can be offered, flexibility in charging fines, book drops provided.
Customer/community	The new locations may be further to travel for some residents. However, for all of the recommended relocations, residents will continue to be within 1.5 miles of their nearest library, and 2 miles of their nearest Library Plus.	1	Ensure that all residents are still within 1.5 miles of their nearest library, and 2 miles of their nearest Library Plus.
Staff	None identified	N/A	N/A

Impact: 1=minor 2=moderate 3=significant 4=severe

5.2   Project Costs for the Relocation and Remodelling of Hale End

As the potential location for Hale End Library is the subject of commercial negotiations the information is not available as it is exempt in accordance with Section 100(A-H) of the Local Government Act 1972 and Schedule 12A as amended, on the grounds that it involves the likely disclosure of exempt information as defined in Part 1, paragraph 3, as it contains information relating to the financial or business affairs of any particular person (including the authority holding the information) and disclosure would not be in the public interest.

Risks and Mitigations

The following risks and countermeasures have been identified:

Description	Countermeasure(s)	*Likelihood	**Impact
Customers may not "follow" new locations.	• Ensure that the new site is easy to access for a full range of users (particularly those with mobility problems), and that is in an area which has good transport links from across the neighbourhood. • Consult with residents about planned changes to help secure they 'buy-in' at an early stage.	2	3
Service take up may not increase.	• Where possible, Hale End Library Local should be moved to an area with high footfall and a good retail offer, because studies have proven that there is a correlation between retail offer and higher library footfall. [9] • Publicise library relocation/ refurbishment in Waltham Forest News and other Council correspondence (e.g. Twitter and our website) to emphasise the benefits of the new location and attract new customers. • Ensure that the design and library offer is welcoming, attractive and appeals to a large number of people when the library re/opens. This can be achieved through early communication and engagement with residents about what facilities they would like to see in a new library. • Ensure the library offer – stock, information, activities and events - is constantly improved	2	2

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[9] Louise Schaper (2013) 'Repurposing Retail: Library by Design'. *Library Journal*. Available at: http://lj.libraryjournal.com/2013/06/buildings/lbd/repurposing-retail-library-by-design-spring-2013

Description	Countermeasure(s)	*Likelihood	**Impact
Some customers may not like new environment or clientele.	• Early and open communication and engagement with residents that highlights the benefits of the new site should help to counteract this. • Targeted promotion for categories of user to encourage different users to use the service at different times • Undertake a feasibility assessment of all possible sites to ensure that the new Library Local is located in accessible and popular areas.	2	1
Local residents may campaign for services to remain in existing buildings.	• As above, early and open communication/engagement with residents that highlights the benefits of the new site should counteract some of this.	2	2
Funding may be insufficient; particularly given the unpredictability of commercial rent. This could also impact upon the sustainability of the proposed model if rental rates become unsustainable in future.	• Early discussions with skilled negotiators should take place between the Council and future landlords to secure sites that offer good value for money. Break clauses and possible rent caps should be explored as part of these discussions. • The Council should explore alternative funding options or revenue savings –	3	3
Negotiations with developers may not go as planned and preferred sites may be too expensive to pursue.	• Find alternative locations that meet the legal requirements and standards outlined in the vision statement for Library Locals.	2	3
The Covenant on Hale End library restricts the use of the site, which may make it harder to dispose of.	• According to the Legal Department, the restrictive covenant can be mitigated by insurance	1	2
Staff may campaign against the new locations	• Early and honest communication with staff and Trade Unions • Keep staff updated regularly throughout the process to minimise anxiety and confusion.	4	2
Risk that the Capital Programme may not be considered at July Cabinet. This may delay the formal agreement of funding for the programme.	• Have Cabinet Report and Business Case for the project ready at an early date • Ensure that stakeholders are aware of the project's high-priority status to avoid slippage.	2	3

Description	Countermeasure(s)	*Likelihood	**Impact
Capital Receipts may not be available to fund relocation/remodelling and to contribute towards housing developments (e.g. if the assets do not get sold in time or the plans are not approved by the Strategic Capital Asset Management Team).	• Full and early communication with Finance and Asset Management. • Share the vision for Library Locals with the Leader and Deputy Leader, Junior Cabinet Member, Cabinet and Asset Management for early approval • Put a reserve price on lots that go up for sale at auction • Get advice from Asset Management at an early stage to ensure that plans take into account key issues and concerns.	2	4
There is a risk that residents will consider the new location of Hale End Library Local to be too small, as the preferred unit is under the ideal size of 350m².	• Early engagement with residents about the proposed changes • Find and assess the feasibility of alternative locations where possible.	3	3
External landlords will need to approve the 'fit-out' plans for the new libraries. This has the potential to result in slippage or compromises that take away from the current vision.	• A clear client brief should be provided to external landlords at the earliest possible stage.	2	3
In March 2016, reports suggest that the UK construction industry output for house building is at a 10 month low due to the difficulties associated with finding skilled labour and the prospect of leaving the EU.[10] It is possible that the completion of works for all four of the libraries may slip as a result of this trend.	• Careful planning of timing and sequencing works, to include full impact assessment. • Find contractors to deliver works early on in the project. • Explore options to minimise disruption and secure alternative provision – e.g. extending of opening times and services available at other branches • Full and early communication with residents, staff and elected members if delay occurs.	2	3
The project assumes we can build a consensus around the re-location and secure a formal decision in a fairly short timescale.	• Early consultation should take place between councillor officers and members to generate consensus. • The Leader of the Council and junior cabinet member for libraries should be kept up-to-date on the progress of the project at all times. • A robust business case will be put forward for the relocation of Hale End library that has been based on clear evidence and resident insight to garner senior buy-in.	2	2

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[10] Phillip Inman (2016) 'UK Construction Industry Output at 10 Month Low'. *The Guardian.* Available at: http://www.theguardian.com/business/2016/mar/02/construction-industry-output-february-markit-cips-pmi-report

5.3. Option 2 – Refurbish Hale End Library Local

5.3.1   Hale End library is considered to be too large for the needs of a Library Local and its interior layout is both inflexible and unsatisfactorily configured. In addition, service provision within the library does not meet the expectations outlined in the Library Local Vision Statement, as it currently provides residents with a print heavy, book oriented service, alongside "hard wired" PC and digital access. As a result, the current condition of this library is simply not conducive to supporting the changing information and learning needs of the culturally diverse community in a 21st Century environment.

5.3.2   Significant refurbishment is therefore needed to transform Hale End Library Local into a modern and attractive space that meet the needs of residents and the service standards identified in the 2011 Cabinet Report and the Library Local Vision Statement. It is anticipated that refurbishment will provide residents with:

- Space for sitting, browsing, study and circulation
- Areas identified for modern ICT provision (which can overlap with study space);
- Areas identified for flexible, multi-purpose use for adults, young adults/teenagers and children; and
- Clear branding and interior style that delivers clean, uncluttered, attractive and 'modern' spaces.

5.3.3   Fortunately, extensive regeneration and investment within the borough has created the opportunity to redevelop and refurbish Hale End Library Local into a mixed use development with housing and a modern and welcoming library that better meets residents' needs. Indeed, refurbishing Hale End library would greatly improve the quality of the space available for residents to learn and develop their skills by making it a much more enjoyable and flexible space to visit. It is also likely that the proposed improvements to the service will increase resident satisfaction and contribute to the wider regeneration of the area.

5.3.4   However, as this library would effectively remain located on a residential street, away from the focus of the community, it is difficult to predict whether footfall, membership, the number of book issues and ICT usage would increase as a result of this refurbishment - particularly as the current location has a 'poor' PTAL score rating of 2. Securing high levels of publicity in Council publications, such as Waltham Forest News, could counteract this and boost visitor levels by encouraging a broader cross-section of residents to see what the new development has to offer.

5.3.5   If the Council decides to fund this project independently, Cabinet would need to either agree for additional money to go into the Library and Information Service budget for the year 2017/2018 or earmark capital in reserves if Cabinet decides that work should start immediately. Given current funding issues, it is likely that this kind of investment will be difficult to secure unless other savings and efficiencies could be found within the service.

5.3.6   It is therefore recommended that this project is delivered by the Council in conjunction with a private developer in order to raise funds for the refurbishment and provision of the library. As the re-provision of the library would limit the number of housing units that could be built on site, the estimated value of this site and its attraction to a

developer would be significantly less than if the entire site was up for sale. As a result, it is anticipated that the sale of the property would either produce a small capital receipt that could be reinvested into the wider refurbishment programme.

5.3.7 The timescale for delivering these improvement works for Hale End Library Local would be in the region of three years, as an appropriate partner would need to be found, planning consent would need to be sought and the construction period would last for approximately two years. Hale End library would either need to be put into temporary accommodation for the duration of construction, which has significant cost implications, or users would need to be re-directed to another library whilst development works were underway. If this option is selected it is suggested that the decision regarding re-provision of the library during this time is decided by Cabinet.

Benefits

Category	Benefit	Benefit Measure	Timescale for Realisation
Financial	• The increased availability of modern ICT will promote a channel shift towards self-service, which would lower the cost of delivering Council services.	Budget analysis	1-3 years
Operational/ Business process	• Improvements will boost the Council's reputation	Annual residents' survey	1-3 years
	• Increased proportion of Council services completed online or by self-service	Service data	As above
	• Enhanced service quality.	Annual residents' survey	As above
Customer/ Community	• Improved customer satisfaction and engagement	Annual residents' survey	1-3 years
	• Improved customer engagement with the Council and other stakeholders	Service data	As above
	• Better provision of welcome and flexible space across the Borough.	Customer surveys/annual residents' survey	As above
Staff	• Small increase in staff satisfaction, motivation and engagement.	Staff surveys	1-3 years

Dis-benefits

Category	Dis-benefit	*Impact	Countermeasure
Financial	• Little/no capital receipts will be generated to fund the refurbishment programme	4	Find and explore alternative funding routes
Operational/business processes	• Less space will be freed up for the construction of housing developments, which will negatively impact on the Council's ability to deliver its target of 12,000 new homes by 2020.	2	Find and explore alternative locations for housing in the Borough
Customer/community	• The accessibility of Hale End library will not be improved	3	Work with TfL to deliver infrastructure improvements to each locality; encourage walking and cycling through Mini Holland
	• Hale End library would need to close temporarily for the entire duration of the refurbishment, which will result in a reduced service offer for residents. Once started refurbishment of the building is expected to take between six months and a year.	3	Temporary accommodation may need to be found. The temporary closure(s) should be communicated with residents. Extended borrowing periods and increased number of loans can be offered, flexibility in charging fines, book drops provided. Temporary accommodation for the library stock may be necessary, which will have cost implications.
Staff	Staff will continue to have to work in premises that do not fully deliver against the Council's Vision Statement for Library Locals, which will make the delivery of service priorities harder to achieve	2	Staff will continue to work across all eight libraries which will offer relief from working in temporary and potentially difficult locations

Impact: 1=minor 2=moderate 3=significant 4=severe

Financial Savings

No savings have been identified as part of this refurbishment programme.

Risks

Description	Countermeasure(s)	*Likelihood	**Impact

Description	Countermeasure(s)	*Likelihood	**Impact
The amount of funding available to deliver these improvement works is likely to be insufficient; particularly given the severe financial landscape. This has the potential to affect the future sustainability of the service.	• Conduct a full service review to find efficiencies and savings that can be made elsewhere in the Library and Information Service to fund the refurbishment programme.	4	4
Service take up may not increase, as the current location of Hale End Library Local is not conducive to generating high footfall.	• Publicise library refurbishment in Waltham Forest News and other Council correspondence (e.g. Twitter and our website) to emphasise the benefits and attract new customers. • Ensure that the design and library offer is welcoming, attractive and appeals to a large number of people. This can be achieved through early communication and engagement with residents about what facilities they would like to see in a new library.	3	2
Risk that the Capital Programme may not be considered at June Cabinet. This may delay the formal agreement of funding for the programme.	• Have Cabinet Report and Business Case for the project ready at an early date • Ensure that stakeholders are aware of the project's high-priority status to avoid slippage.	2	3
In March 2016, reports suggest that the UK construction industry output for house building is at a 10-month low due to the difficulties associated with finding skilled labour and the prospect of leaving the EU.[11] It is possible that the completion of works for all four of the libraries may slip as a result of this trend.	• Careful planning of timing and sequencing works, to include full impact assessment. • Find contractors to deliver works early on in the project. • Explore options to minimise disruption and secure alternative provision – e.g. extending of opening times and services available at other branches • Full and early communication with residents, staff and elected members if delay occurs.	2	3

*Likelihood 1=remote 2=possible 3=probable 4=likely

**Impact: 1=minor 2=moderate 3=significant 4=severe

The overall ambition for the Library Local programme is that it will significantly transform the physical look and feel of Waltham Forest's four Library Local branches in order to both improve the quality of service provided to residents and create one recognisable branding for the whole service. Refurbishment of Hale End Library Local will not only help to achieve this, but will also ensure that the building is easy to maintain in future, offers excellent standards

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[11] Phillip Inman (2016) 'UK Construction Industry Output at 10 Month Low'. *The Guardian.* Available at: http://www.theguardian.com/business/2016/mar/02/construction-industry-output-february-markit-cips-pmi-report

in environmental quality and delivers services in a building that is highly welcoming, culturally sensitive and accessible to all members of the borough's diverse community.

However, this option is not recommended due to the lack of funding available to pay for this programme of improvement, the potential difficulty associated with finding a private developer and the fact that refurbishment alone is unable to provide the same level of improvement in customer experience that relocation could achieve.

5.3. Option 3 – Do Nothing

The Council will continue to deliver the Library Local service in the current building, with the same design, layout and level of provision as is available at present. No improvements should be made to Hale End Library.

Benefits

Category	Benefit	Benefit Measure	Timescale for Realisation
Operational/ Business process	As no changes will be made, a continuity of service will be delivered	Service data	Immediate
Customer/ Community	There will be a lack of disruption for customers	Service data and customer surveys	Immediate
Staff	There will also be a lack of disruption for staff	Staff surveys	Immediate

Dis-benefits

Category	Dis-benefit	*Impact	Countermeasure
Financial	If no changes are made to the library service, the Council may need to spend capital on costly repairs in future.	4	Identify savings and efficiencies elsewhere.
Operational/business processes	By deciding not to modernise the service, the number of efficiencies that can be made will be limited.	3	Conduct a service review to identify other possible efficiencies that can be made to improve operational/business processes. This countermeasure will have cost and time implications, as an additional member of staff will need to be recruited to conduct this work.
Customer/community	The current design of Hale End Library Local is somewhat out-dated and unwelcoming, and	3	Conduct a service review to identify other possible efficiencies that can be

	resident satisfaction has been affected as result. Without any changes to the level and quality of the service provided it is highly likely that resident satisfaction with the library service will remain low, performance will continue to decline and any improvements in range of stock, ICT provision or range of activities will go unnoticed.		made to improve resident satisfaction with the service. This has cost and time implications, as an additional member of staff will need to be recruited to conduct this work.
Staff	None	N/A	N/A

Impact: 1=minor 2=moderate 3=significant 4=severe

Financial Savings

No savings have been identified.

Risks

Description	Countermeasure(s)	*Likelihood	**Impact
Reputation damage could be caused as a result of the Council's decision to continue a service that is not seen to be delivering as effectively as possible.	Conduct a service review to identify other possible efficiencies that can be made to improve resident satisfaction with the service.	2	4
Member dissatisfaction could arise due to the lack of progress being made on the recommendations agreed in the 2011 Cabinet Report.	Brief elected members on the benefits and reasoning behind why this option is being pursued.	4	3
There is potential for residents to be excluded from the service provided due to the inaccessibility Hale End Library.	Work with TfL to improve transport links near Hale End Library.	3	3
The Council could continue to overspend on the delivery of the Library Local service, making it difficult to achieve the necessary savings target. Continued overspend is likely to affect the future sustainability of the service.	Identify and implement other savings.	4	4

*Likelihood 1=remote 2=possible 3=probable 4=likely

**Impact: 1=minor 2=moderate 3=significant 4=severe

This option is not recommended, as whilst our libraries are still popular with some sections of the community, performance on the whole is declining and Hale End Library Local is currently located in a relatively inaccessible location when compared to the new proposed location, which is at the heart of the local community.

6   PREFERRED OPTION

The preferred option is option one, which puts forward plans to relocate and refurbish Hale End Library Local. By pursuing this option the Council will be able to achieve a number of different benefits – namely, improving the service offer provided to residents. Indeed by placing this library in the retail and service centre of the local community, the Council will also be able to boost its performance, improve customer satisfaction, attract greater footfall and reach a broader cross section of people than the service is currently able to.

In addition, relocating Hale End library enables the Council to free up additional space for new homes in order to ease the demand for appropriate housing in the Borough and help the Council reach our target to build 12,000 new homes by 2020. This will go some way to reducing residents' concerns about housing, as the 'Shaping Growth' consultation found that housing in the Borough is currently perceived as somewhat unaffordable and difficult to find.

Selling the current building that houses Hale End and Wood Street library also enables the Council to reinvest a significant amount of capital in the Library and Information Service for service improvements and fund either a provision for rental costs or lease costs over 15 years. If option two was pursued, for example, it is likely that the Council would be required to earmark capital from already limited reserves to fund a refurbishment programme. Therefore, of all the options presented in this business case, option one is found to deliver the greatest service improvements for residents.

It is strongly recommended that this option is pursued alongside the relocation, refurbishment and/or remodelling of Higham Hill, Lea Bridge and Wood Street Library Locals in order to ensure consistency of service, performance and branding across the Borough.

7   IMPLICATIONS

Legal

The Council's duty under Section 7 of the Public Libraries and Museums Act, 1964 is to deliver a comprehensive and efficient library service to those who wish to use it. This duty must be complied with alongside the Council's other statutory duties. In fulfilling its duty, a local authority must have regard to the desirability of:

- ensuring that facilities are available for the borrowing of and reference to books and other printed material and pictures and film to meet the general and special requirements adults and children;
- encouraging adults and children to make full use of the library service and of providing advice as to its use and information as may be required by users of the service

In deciding whether to approve in principal the proposals, Cllrs. must comply with the public sector equality duty (PSED) under section 149 of the Equality Act 2010, Appendix 4 (the Equality Analysis) attached to the Cabinet Report, sets out the nature of the duty. The analysis identifies a negative impact which cannot be fully mitigated since the proposal inevitably means change for some users who may be within a protected group, and who may experience change. Members must be satisfied that any negative impacts on protected groups identified that are not fully mitigated is justified, and is a proportionate means of achieving the outcome sought, and that there is no fairer way of achieving the outcome. Equality monitoring should continue and be informed by the consultation exercise and steps taken to address any apparent as yet unforeseen impact on any group

Equalities and Diversity

The Equality Analysis (Appendix 5 in the Cabinet Report) has concluded that overall, moving the libraries to a new location co-located with shopping facilities will improve access for a number of people.

However, potential negative impacts have been identified in the change of location in that some of the current users will need to walk further. However, at the same time the new locations will be closer to other current and potential new users. During any implementation there will be an inevitable disruption in services provided which may also adversely impact upon users within protected groups

Sustainability (including climate change, health, crime and disorder)

Proposals will be developed in accordance with national, regional and local standards for sustainable development and opportunities to exceed these will be explored. All new libraries will be designed to meet the Council's requirement to reduce carbon emissions by 35% below 2013 Building Regulations, Details of specific measures will be included within the final detailed plans.

Libraries have a number of health and wellbeing benefits, as they are a trusted place to go for health support. They can also help reduce social isolation through the provision of non-stigmatised community space and skilled and sympathetic staff. This will build on the support already provided in Library Locals.

Under s.1 of the Childcare Act 2006, the Council has a general duty to improve the well-being of young children in its area and to reduce inequalities between young children in their area in relation to well-being issues which include:

(a) physical and mental health and emotional well-being;
(b) protection from harm and neglect;
(c) education, training and recreation;
(d) the contribution made by them to society;
(e) social and economic well-being.

Libraries provide safe community spaces and a supportive environment for both individuals and groups. Libraries are a legitimate space for young people to "hang out" in with a variety of learning and leisure opportunities.

Council Infrastructure

All work to achieve these relocations/refurbishments will be undertaken within existing resources and use of specialist external agencies as outlined in the project. Staff employed in the local libraries will move to the newly located libraries once complete. There are no indications of any reductions in library staffing as a result of these proposals.

8 APPROVAL

The Sponsor (or Management Board) should assure themselves that the project is viable and will deliver the proposed benefits before signing off the Business Case.

Sponsor	Michele Moloney, Director of Neighbourhoods and Commercial Services
Signature	Michele Moloney
Date	28th June 2016