

## **Appendix 2(b)**

# **Library Local Improvement Programme**

## **Higham Hill Business Case**

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### VERSION HISTORY

Version	Date Issued	Brief Summary of Change	Author
0.1	18/05/2016	First draft	Hannah Ram
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3.0	07/06/2016	Third draft	Andrew Green
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## 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 closure has 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 Higham Hill 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 Higham Hill Library Local in conjunction with Hale End, 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 Higham Hill Library Local to a location within the Priory Court Estate, alongside a wider programme of improvement for the remaining three Library Locals.

The relocation of Higham Hill Library Local offers a number of key benefits for both residents and the Council, as the plans for relocation will allow the library to be co-located in a new Community Centre with a recreational area, play area and retail. This will help to boost the performance of the library by attracting passing traffic, as well as acting as a catalyst to kick-start the estate redevelopment. More specifically, residents will benefit from having a new, fit for purpose library with the flexibility and IT systems required to support their learning and information needs. The move to the Priory Court Estate does however mean that the current library provision will move a five minute walk away, out of Higham Hill ward into William Morris ward, which may be unpopular with some residents.

The capital receipt net of disposal costs will be assigned as part-funding for the regeneration of the Priory Court Centre which includes the new site for the Library Local and this has been incorporated within a separate business case which will be presented to the Council's Cabinet in September.

### 2. **The Council should refurbish Higham Hill Library Local**

In order to transform Higham Hill library into a modern and attractive space that meets the needs of residents and the service standards identified in the 2011 Cabinet Report, the 2011 Library Development Plan and the new Library Local Vision Statement, the Council would have to extensively refurbish the library. It is

estimated that complete repair and refurbishment of the current site will require funding from the capital programme for which there is currently no provision.

Refurbishment would substantially improve the facilities within Higham Hill Library to create a Library Local. However, such a refurbishment would not release the capital receipt from the sale of the current site which it is proposed should contribute to the funding of the regeneration of the Priory Court Centre.

### **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 Higham Hill Library. However, even this option requires substantial funds to be expended as the building was classified as “Poor – exhibiting major defects and/or not operating as intended” in an assessment in 2011. It is also likely that service take- up 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, remodel and refurbish Higham Hill Library as part of the Priory Court renaissance, alongside the relocation and/or refurbishment of Hale End, Lea Bridge and Wood Street libraries. This option provides a new Library Local for the local area and 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. The relocation of Higham Hill library would also be a key catalyst for the future re-development of Priory Court Estate, which would significantly improve the lives of many within that area.

## 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. 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.

Higham Hill Library, in particular, is located in a building that was classed as being beyond its useful life in 2011, with significant maintenance required to bring it up to the required standard. Recent building condition surveys have highlighted that the library building is performing below average with respect to its CO2 emissions and overall energy performance. The space inside is also poorly designed and there is little flexible space available, which makes it difficult for this library to meet the changing literacy, numeracy, information and learning needs of the culturally diverse local community. It is not performing as it should.

Extensive regeneration in Waltham Forest has opened up a number of opportunities to address these issues and transform Higham Hill Library Local into a more effective and efficient service that meets the desired standards, by moving it out of its current standalone building into the heart of Priory Court Estate. 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 library service based on the branding that has already been developed and implemented for Library Plus'. Indeed, the Council's work with engagement consultants, Kaizen and Social Life, on the People Shaping Places project has strongly underpinned this business case because of their work with the local community to help residents shape the regeneration proposals coming forward within this area.

A number of options have therefore been presented in this business case to reflect the desires of residents as identified in the People Shaping Places project, enhance the Council's library service, and improve customer satisfaction, service take-up and performance within the available resources.

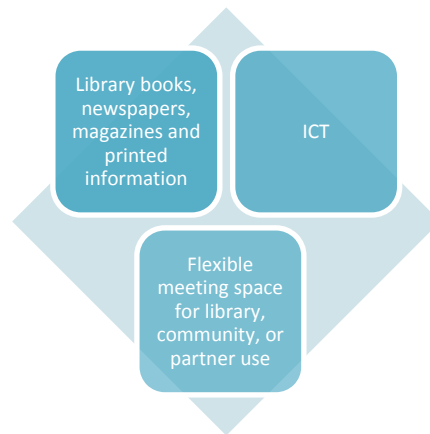
It is important to note that no permanent closures have been included in these plans and Waltham Forest Council firmly intends that all four Library Locals will remain in operation alongside the four Library Plus'.

## 2.2. 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.<sup>1</sup>

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.

Higham Hill Library Local must also be able to accommodate the following areas to meet the Council's vision for the Library and Information Service:



350m<sup>2</sup> 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.

## 2.3. 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
- 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

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<sup>1</sup> 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>

### **3 PROJECT SCOPE**

The scope of the programme for Higham Hill will include:

- Consulting with residents, stakeholders, Elected Members and staff on the proposed Library Local Vision and use of the library over a four week period
- Working with the Project Manager and Project Board for the Priory Court Estate Renaissance to develop the community facilities in partnership with the local community
- Relocating, redesigning and/or refurbishing the current library. As a result, this project will also include the development of designs and specifications and project management of the delivery works.
- Development and design of an enhanced library offer that makes the most of the space and technology available.
- ICT provision, 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 business

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 the Council's 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'.<sup>2</sup> 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 Higham Hill Library Local in conjunction with Hale End, Lea Bridge and Wood Street libraries
2. Refurbish Higham Hill Library Local
3. Do nothing.

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

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.<sup>3</sup> 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.

The Priory Court Renaissance offers considerable scope to address this and improve the performance and efficiency of the library at Higham Hill by taking full advantage of this exciting opportunity to better meet the needs of residents.

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<sup>2</sup> 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\\_0112b12\\_2010.pdf](http://webarchive.nationalarchives.gov.uk/20120215211132/research.mla.gov.uk/evidence/documents/what_public_want_from_libraries_practitioner_guide_0112b12_2010.pdf)

<sup>3</sup> Resident Insight Survey Results, Wave 12.



The options for relocation presented in this business case have been underpinned by work carried out by Asset Management at the end of 2015, a Data and Evidence Review and an Equalities Analysis (both appendices to the Library Local Cabinet Report).

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.

### **5.1.2. Option 2 - Higham Hill Library Refurbishment**

Higham Hill Library is located in a predominately residential area at the centre of the Borough. Although footfall increased significantly in 2015/16 compared with the previous year, the number of issues has fallen steadily since 2012/13. Indeed between April 2015 and March 2016 just 28,717 issues were made – making Higham Hill the second least used Library Local in respect of book loans, after Lea Bridge, in 2015/16.

The performance of this library has been heavily affected by the poor condition of the building, which was classed as being beyond its useful life in 2011. The space inside is dark, unwelcoming, poorly designed and there is little flexible space available. As a result, it is not conducive to supporting the literacy, numeracy, information and learning needs of the culturally diverse local community, and therefore fails to meet the Council's future vision for Library Locals, because it is unable to accommodate all of the models of service detailed in the 2011 Cabinet Report or Library Local Vision as it is.<sup>4</sup>

Refurbishing the current building to bring it up to the necessary standard would still require a capital investment. The relocation of Higham Hill Library would not allow the Council to dispose of the current building to release a capital receipt that would then be used to fund works. It is therefore advisable to relocate the library to a new, fit for purpose location that offers both the Council and residents greater value for money, subject to the approval of Cabinet.

The Council's work with engagement consultants, Social Life and Kaizan, on the People Shaping Places (PSP) project which aims to inform the redevelopment of the Priory Court Estate shows a clear alternative to the current site. Indeed, early feasibility studies suggest that Priory Court Estate, which is just a five minute walk away from the current library, has potential for new housing along with a redeveloped Community Centre, local retail space, recreation area, play area, and a library.<sup>5</sup> This creates opportunities for co-location, which will help to boost the performance of the library by attracting passing traffic, as well as acting as a catalyst to kick-start the estate development and encourage footfall to other organisations. Interestingly, a number of studies have proven that the co-location of library services with retail is highly beneficial. Morris and Brown's (2004) research 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. 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*.

Relocation offers the Council considerable scope to determine the size and layout of the library to improve current service delivery. The internal space will be designed to permit maximum flexibility by using modern materials and fittings which support mixed use and also

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<sup>4</sup> 11 October 2011 London Borough of Waltham Forest Cabinet Report, Agenda Item 5.

<sup>5</sup> These options will be further developed once consultation has been conducted with the community between February and April and reported on in June 2016. Please see NPS London Ltd and Baron and Smith Architects (2016) *Feasibility Report – Priory Court Renaissance* for more information.

enable future changes i.e. greater demand for e-books and less for printed books; more use of customers own ICT using wifi, rather than fixed PC's and; more space for activities and events for children, young adults and adults of all ages. This will help support community cohesion and social well-being. There will be 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.

The feasibility work conducted by Asset Management also considered two alternative sites for the relocation of Higham Hill Library - Billet Road Children's Centre and Banbury Park residential development, on Blackhorse Lane. Both these sites were visited and assessed as alternative locations. However, neither of these options were considered to be appropriate due to the amount of space available at Billet Road and both of their positions on the edge of Higham Hill ward, which meant that they are a significant distance away from the "centre" of the community. Billet Road Children's Centre is undergoing extensive development and expansion with tenders for additional services covering health visiting, breast feeding, obesity, speech and language services announced in April for a July 2016 start. It is also intended that the centre will host health visitor and children's centre team bases. There would be insufficient space for a library on these premises and the strict Safeguarding procedures that the Children's Centre adheres to would not fit the universal service, open access public library requirements. Thus while such a location, if feasible, would potentially increase the membership levels of parents with babies, toddlers and children, this location could create a perceived barrier to other age groups who may not feel that the service is aligned to their needs.

Banbury Park residential development was also viewed as a potential location. Although this site has adequate space available, high passing traffic on Blackhorse Lane, is opposite Roger Ascham Primary School and is on the edge of the community, the location ultimately prevents the Council from co-locating the library service in an area with retail and other services and will not contribute to the renaissance of Priory Court Estate.

The suggested move to Priory Court Estate would mean that the current library provision moves out of Higham Hill ward into William Morris ward. Evidence from the Index of Multiple Deprivation (2015) suggests that Priory Court Estate has a greater level of need than the area in which the library is currently located in Higham Hill, as it is ranked 1,552 out of 32,844 small areas in England, where one is classed as the most deprived in England. In contrast, the current location of the library was ranked as the 6,388 most deprived small area in England.<sup>6</sup> It is therefore anticipated that by moving the location of the library into the centre of the community, the library will be better able to help improve the quality of life of those in greatest need, while remaining 0.3km and less than five minutes' walk away from the current library. Indeed, of the three possible options available for relocation, the Priory Court Community Centre best meets the needs of local residents due to its central location, its distance from other community services and the opportunity it provides for us to incorporate resident feedback from the People Shaping Places project into the future design of the wider space.

The decision to relocate the library is critical to the progression of plans to regenerate Priory Court Estate and the timescale for this relocation is approximately two years. It is anticipated that this work will be completed in 2018-19. The existing library site will be sold to enable the development of appropriate residential housing and to fund the redevelopment of the library in the Priory Court Community Centre.

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<sup>6</sup> Department for Communities and Local Government. (2015). Index of Multiple Deprivation. Available at: <http://imd-by-geo.opendatacommunities.org/area>

### 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 Higham Hill Library. However, even this option requires substantial funds to be expended as the building was classified as in an assessment in 2011. It is also likely that service take- up and resident satisfaction and engagement with the service will remain low.

### 5.1.4. Wider Programme of Improvement

It is recommended that the Council pursues Option One, which puts forwards plans to relocate, remodel and refurbish Higham Hill Library as part of the Priory Court renaissance, alongside the relocation and/or refurbishment of Hale End, Lea Bridge and Wood Street libraries. This option provides a new Library Local for the local area and 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. The relocation of Higham Hill library would also be a key catalyst for the future re-development of Priory Court Estate, which would significantly improve the lives of many within that area.

The proposed relocation 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, remodelling and/or refurbishment of all four Library Locals, subject to approval by Cabinet. The valuations provided by Asset Management indicate that the Capital Receipts will cover this.

By seeking to move three out of four Library Locals into fit for purpose buildings at the heart of communities, this programme of improvement will 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	<ul style="list-style-type: none"> <li>Modern design principles (including energy saving and environmentally friendly models) will make premises less costly to run and maintain</li> </ul>	Budget analysis	3 years
	<ul style="list-style-type: none"> <li>New revenue streams can be created by hiring out community space</li> </ul>	Budget analysis	3 years
	<ul style="list-style-type: none"> <li>Anticipated surplus to be generated from the sale of Higham Hill, Wood Street and Hale Library, will help fund the relocation and/or</li> </ul>	Investment appraisal and on-going	3 years

	<p>refurbishment of all four Library Locals</p> <ul style="list-style-type: none"> <li>The increased availability of modern ICT will promote a channel shift towards self-service, which would lower the cost of delivering Council services.</li> </ul>	<p>budget analysis</p> <p>Budget analysis</p>	<p>3 years</p>
<b>Operational/ Business process</b>	<ul style="list-style-type: none"> <li>Enhanced service quality</li> </ul>	<p>Customer surveys/annual residents survey</p>	<p>3 years, but on-going</p>
	<ul style="list-style-type: none"> <li>Increased issues of library materials</li> </ul>	<p>Service data</p>	<p>As above</p>
	<ul style="list-style-type: none"> <li>Increased use of ICT</li> </ul>	<p>Service data</p>	<p>As above</p>
	<ul style="list-style-type: none"> <li>Increased number of visits to Library Locals</li> </ul>	<p>Service data</p>	<p>As above</p>
	<ul style="list-style-type: none"> <li>Increased proportion of Council services completed online or by self-service</li> </ul>	<p>Service data</p>	<p>As above</p>
	<ul style="list-style-type: none"> <li>The project will also contribute to the regeneration of localities by providing an attractive destination alongside the “retail offer” and working links with local traders</li> </ul>	<p>Annual residents survey</p>	<p>As above</p>
	<ul style="list-style-type: none"> <li>Service improvements will boost the Council’s reputation</li> </ul>	<p>Annual residents survey</p>	<p>As above</p>
<b>Customer/ Community</b>	<ul style="list-style-type: none"> <li>Additional space is freed up for the development of residential units to help the Council to meet its ambition to build 12,000 new homes by 2020.</li> </ul>	<p>Planning applications</p>	<p>As above</p>
	<ul style="list-style-type: none"> <li>Improved customer satisfaction and engagement</li> </ul>	<p>Customer surveys/annual resident survey</p>	<p>3 years, but on-going</p>
	<ul style="list-style-type: none"> <li>Improved customer engagement with the Council and other stakeholders</li> </ul>	<p>As above</p>	<p>As above</p>
	<ul style="list-style-type: none"> <li>Greater ‘fit for purpose’ space for community group to deliver services that meet local needs</li> </ul>	<p>Customer surveys and stakeholder feedback</p>	<p>As above</p>
	<ul style="list-style-type: none"> <li>Support South Chingford community library in the Borough through asset transferal</li> </ul>	<p>Stakeholder feedback</p> <p>Customer</p>	<p>As above</p>

	<ul style="list-style-type: none"> <li>Better provision of welcoming and flexible learning space across the Borough</li> <li>Additional housing for residents.</li> </ul>	surveys/annual resident survey	As above
		Planning applications	As above
<b>Staff</b>	<ul style="list-style-type: none"> <li>Increase in staff satisfaction, motivation and engagement.</li> </ul>	Staff surveys	3 years

### Dis-benefits

Category	Dis-benefit	*Impact	Countermeasure
<b>Financial</b>	"Anti-payback" – the Council can only sell the building that currently houses Higham Hill Library once.	3	The Council should ensure that the Library and Information service continues to be delivered in a cost effective location that offers good value for money.
<b>Operational/business processes</b>	Temporary closure of the library whilst stock, furniture etc. is being transferred	2	The temporary closure should be kept to a maximum of two weeks and be communicated early with residents. Extended borrowing periods and number of loans can be offered, flexibility in charging fines, book drops provided.
<b>Customer/community</b>	The new location may be slightly further to travel for some residents. However, 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.
<b>Staff</b>	None	N/A	N/A

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

## 5.2 Project Costs for the Relocation, Refurbishment and/or Remodelling of Higham Hill

As the potential location for Hale End Library is the subject of commercial negotiations which impacts on the affordability of the whole programme, 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.	<ul style="list-style-type: none"> <li>Ensure that the new location is easy to access for a full range of users (particularly those with mobility problems), and that they are in areas which have good transport links from across the neighbourhood.</li> <li>Consult with residents about planned changes to help secure they 'buy-in' at an early stage.</li> </ul>	2	3
Service take up may not increase.	<ul style="list-style-type: none"> <li>Higham Hill Library should be moved to an area with relatively high footfall and a good retail offer, because studies have proven that there is a correlation between retail offer and higher library footfall.<sup>1</sup></li> <li>Publicise library relocation and 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.</li> <li>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 their views on the Library Local Vision and what facilities they would like to see in a new library.</li> <li>Ensure the library offer – stock, information, activities and events is constantly improved and in line with what residents would like</li> </ul>	2	2

Description	Countermeasure(s)	*Likelihood	**Impact
Some customers may not like new environment or clientele.	<ul style="list-style-type: none"> <li>• Early and open communication and engagement with residents about their views on the Library Local Vision and to highlight the benefits of the new site should help to counteract this.</li> <li>• Targeted promotion of different activities to encourage different users to use the service at different times</li> <li>• Undertake a feasibility assessment to ensure that the new Library Locals is located in a suitable, accessible and popular area.</li> </ul>	2	1
Local residents may campaign for services to remain in existing buildings.	<ul style="list-style-type: none"> <li>• As above, early and open communication/engagement with residents that highlights the benefits of the new site should counteract some of this.</li> </ul>	2	2
The Priory Court Estate Renaissance Project may not go as planned	<ul style="list-style-type: none"> <li>• Work with Council officers to resolve outstanding issues to ensure that the legal requirements and standards outlined in the vision statement for Library Locals are achieved</li> </ul>	1	3
Staff may campaign against the new locations	<ul style="list-style-type: none"> <li>• Early and honest communication with staff and Trade Unions</li> <li>• Keep staff updated regularly throughout the process to minimise anxiety and confusion.</li> </ul>	1	3
Risk that the Capital Programme may not be considered at July Cabinet. This may delay the formal agreement of funding for the programme.	<ul style="list-style-type: none"> <li>• Have Cabinet Report and Business Case(s) for the project ready at an early date.</li> <li>• Ensure that stakeholders are aware of the project's high-priority status to avoid slippage.</li> </ul>	1	3
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).	<ul style="list-style-type: none"> <li>• Full and early communication with Finance and Asset Management.</li> <li>• Share the vision for Library Locals with the Leader, Portfolio Holder, Junior Cabinet Member, Cabinet and Asset Management for early approval</li> <li>• Put a reserve price on lots that go up for sale at auction, if that is the chosen disposal route</li> <li>• Get advice from Asset Management at an early stage to ensure that plans take into account key issues and concerns.</li> </ul>	2	4

Description	Countermeasure(s)	*Likelihood	**Impact
The project assumes we can build a consensus around the re-locations and secure a formal decision in a fairly short timescale.	<ul style="list-style-type: none"> <li>• Early consultation should take place between councillor officers and members to generate consensus.</li> <li>• The Leader of the Council, Portfolio Holder and junior cabinet member for libraries should be kept up-to-date on the progress of the project at all times.</li> <li>• A robust business case will be put forward for the relocation of the libraries that has been based on clear evidence and resident insight to garner senior buy-in.</li> </ul>	2	2

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

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

### 5.3 Option 2 – Refurbish Higham Hill Library Local

Higham Hill library is currently located in a predominately residential area, with no services or retail offer nearby. The building was classed as being beyond its useful life in 2011 and the space inside it is dark, unwelcoming, and poorly designed, which significantly limits the amount of flexible space available. At 310m<sup>2</sup> in size Higham Hill Library Local falls short of the 'ideal' 350m<sup>2</sup> footprint identified by Asset Management. Thus, Higham Hill library is not seen to be conducive to supporting the literacy, numeracy, information and learning needs of the culturally diverse local community, as it fails to meet the Council's future vision for Library Locals.

Refurbishing the library would require investment to cover the cost of outstanding repairs and maintenance, because a number of external and internal maintenance works would be required to ensure that the current building delivers the same service as now before any funding is committed to modernising and rebranding the service. Once complete, the library space would be more welcoming but the space would be no more flexible because of the small size of the existing building and would still not be able to respond to the needs of the local community and meet the service standards identified in the 2011 Cabinet Report and the Library Local Vision Statement.

Alternative plans for refurbishment were considered by Asset Management and it was suggested that a new mixed use development could be delivered on the existing site, with a library on the ground floor and residential properties above. However, the build costs, timeframes and value of the site would mean that this project would need to be completely self-funded by the Council, making it an extremely costly option to pursue. As a result a simple refurbishment, rather than remodelling of the current building was seen to be preferable.

The overall ambition for the Library Local Improvement 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.

The timescale for delivering such improvement works to create Higham Hill Library Local on the existing site would be approximately one year, with building works lasting a maximum of six months once designs were approved and a contractor appointed. Higham Hill 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 was selected it is suggested that the decision regarding re-provision of the library during this time would be decided by Cabinet.

## Benefits

Category	Benefit	Benefit Measure	Timescale for Realisation
Financial	<ul style="list-style-type: none"> <li>A small-scale refurbishment/re-branding would require a low cost investment</li> </ul>	Budget analysis	1 year
Operational/ Business process	<ul style="list-style-type: none"> <li>Improvements will boost the Council's reputation</li> </ul>	Annual residents' survey	1 years
	<ul style="list-style-type: none"> <li>Increased proportion of Council services completed online or by self-service</li> </ul>	Service data	As above
	<ul style="list-style-type: none"> <li>Enhanced service quality.</li> </ul>	Annual residents' survey	As above
Customer/ Community	<ul style="list-style-type: none"> <li>Improved customer satisfaction and engagement</li> </ul>	Annual residents' survey	1 year
	<ul style="list-style-type: none"> <li>Improved customer engagement with the Council and other stakeholders</li> </ul>	Service data	As above
	<ul style="list-style-type: none"> <li>Better provision of welcome and flexible space across the Borough.</li> </ul>	Customer surveys/annual residents' survey	As above
Staff	<ul style="list-style-type: none"> <li>Increase in staff satisfaction, motivation and engagement.</li> </ul>	Staff surveys	1 year

## Dis-benefits

Category	Dis-benefit	*Impact	Countermeasure
Financial	<ul style="list-style-type: none"> <li>No capital receipts will be generated to fund the refurbishment programme.</li> </ul>	4	Find and explore alternative funding routes
Operational/business processes	<ul style="list-style-type: none"> <li>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</li> </ul>	2	Find and explore alternative locations for housing in the Borough

	2020.		
<b>Customer/community</b>	<ul style="list-style-type: none"> <li>The accessibility of Higham Hill library will not be improved</li> </ul>	3	Work with TfL to deliver infrastructure improvements to each locality; encourage walking and cycling through Mini Holland
	<ul style="list-style-type: none"> <li>Higham Hill library will need to temporarily shut for the duration of the refurbishment, which will result in a temporarily reduced service offer for residents. Once started refurbishment of the buildings is expected to take six months.</li> </ul>	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.
<b>Staff</b>	Staff will continue to have to work in inappropriate premises which make the delivery of the Council and service priorities harder to deliver	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
The amount of funding available to deliver these improvement works is not available. This has the potential to affect the future sustainability of the service.	<ul style="list-style-type: none"> <li>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.</li> </ul>	4	4

Description	Countermeasure(s)	*Likelihood	**Impact
Service take up may not increase, as the locations are not conducive to generating high footfall.	<ul style="list-style-type: none"> <li>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.</li> <li>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.</li> <li>Procure community space that meets local needs to ensure footfall.</li> </ul>	3	3
Risk that the Library Local Programme may not be considered at July Cabinet. This may delay the formal agreement of funding for the programme.	<ul style="list-style-type: none"> <li>Have Cabinet Report and Business Case for the project ready. Ensure that stakeholders are aware of the project's high-priority status to avoid slippage.</li> </ul>	2	3

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

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

This option is not recommended due to the lack of funding available to pay for this programme of improvement and the fact that refurbishment alone is unable to provide the same level of improvement in customer experience that relocation could achieve.

#### 5.4 Option 3 – Do Nothing

The Council will continue to deliver the library service in the current buildings, with the same design, layout and level of provision as is available at present. No improvements should be made to Higham Hill Library. However, even this option requires substantial funds to be expended as the building was classified as “Poor – exhibiting major defects and/or not operating as intended.” Furthermore this option would not enable the release of a capital receipt to fund the relocation of the library to the Priory Court development and it is also likely that service take-up and resident satisfaction and engagement with the service will remain low.

#### Benefits

Category	Benefit	Benefit Measure	Timescale for Realisation
<b>Operational/ Business process</b>	As no changes will be made, a continuity of service will be delivered	Service data	Immediate
<b>Customer/</b>	There will be a lack of disruption for	Service data and customer	Immediate

<b>Community</b>	customers	surveys	
<b>Staff</b>	There will also be a lack of disruption for staff	Staff surveys	Immediate

### Dis-benefits

<b>Category</b>	<b>Dis-benefit</b>	<b>*Impact</b>	<b>Countermeasure</b>
<b>Financial</b>	If no changes are made to the Library and Information service, the Council will continue to spend capital on costly repairs due to the poor condition of the Higham Hill library.	4	Identify savings and efficiencies elsewhere.
<b>Operational/business processes</b>	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.
<b>Customer/community</b>	<p>The current design of this library is out-dated and unwelcoming, and 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.</p> <p>The Council will fail to deliver its Library Local Vision to make libraries modern and vibrant places for the 21<sup>st</sup> century.</p> <p>The Council will have to review and reduce its aspirations and plans to regenerate the Priory Court Estate</p>	3	Conduct a service review to identify other possible efficiencies that can be 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.
<b>Staff</b>	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
Reputational 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 of Higham Hill.	Work with TfL to improve transport links near Higham Hill.	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 Higham Hill Library Local is still popular with some sections of the community, such as parents and young children, the overall performance of the library is declining and the building in which it is located feels 'dated' and is in need of costly repair.

## 6 PREFERRED OPTION

The preferred option is option one, which puts forward plans to relocate and refurbish Higham Hill 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. 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.

As this programme of improvement is also strongly linked with a number of the Council's priorities, the service improvements described in option one will produce a significant social return on the Council's investment, because a strong Library and Information Service

contributes to health and information on health lifestyles, supports independent living, and employment.

In addition, relocating Higham Hill 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 its 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 Higham Hill library enables the Council to reinvest a significant amount of Capital in the Library and Information Service for service improvements that would be extremely difficult to fund otherwise. If option two was pursued, for example, it is likely that the Council would be required to earmark money for which no capital funding is available. Therefore, of all the options presented in this business case, option one is found to offer the best value for money and will deliver the greatest service improvements for residents.

It is strongly recommended that this option is pursued alongside the relocation, refurbishment and/or remodelling of Hale End, 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.*

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

