

Appendix 2(d)

Library Locals Improvement Programme

Wood Street Business Case

Project Manager: Andrew Green

Sponsor: Michele Moloney

VERSION HISTORY

Version	Date Issued	Brief Summary of Change	Author
1.0	13/06/2016	First draft	Andrew Green
2.0	15/06/2016	Second draft	Andrew Green
3.0	16/06/2016	Third draft	Andrew Green

DOCUMENT LOCATION

Document Location	File Name
O:\ Prog&Proj\Non - RWF\Corporate\Library Locals\Business Case	Wood Street Business Case

TABLE OF CONTENTS

1. EXECUTIVE SUMMARY	2
2. BACKGROUND	5
3. PROJECT SCOPE	7
4. OBJECTIVES	8
5. OPTION APPRAISAL.....	8
6. PREFERRED OPTION	22
7. IMPLICATIONS	22
8. APPROVAL	23

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 Wood Street 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 Wood Street Library Local in conjunction with Hale End, Higham Hill and Lea libraries

Regeneration offers considerable scope to improve the performance and efficiency of the Library Local service through relocation. It is therefore proposed that the Council relocates Wood Street Library Local to the Marlowe Road development, alongside a wider programme of improvement for the remaining three Library Locals.

Moving the library to this site offers a number of substantial benefits, as 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 areas that can be used to better meet the learning and information needs of local residents.

The Marlowe Road development has a number of commercial units, which will be used to provision the Post Office and supermarket, and the proposal here is that the Library will be co-located here.

2. The Council should refurbish Wood Street Library Local

In order to make Wood Street library a modern and attractive space that meets the needs of residents and the service standards identified in the 2011 Cabinet Report and the Library Local Vision Statement, the Council should extensively renovate the infrastructure of this library, which would require funding from the capital programme and currently, there is no provision for this expenditure.

Refurbishment would improve the current building into a modern and customer-friendly building, with a stronger IT offer and meeting space. However, as this library is currently located away from the current centre of the main retail area on Wood

Street which is moving further down Wood Street, it is unlikely that service take-up will substantially increase as a result of refurbishment. Furthermore at 740m² the current is significantly larger than required by the current service.

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 Wood Street Library. However, even this option requires substantial funds to be expended as the building was classified as “Bad, Life expired and/or serious risk of imminent failure” 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 and remodel Wood Street Library Local, alongside Hale End, Higham Hill and Lea Bridge. 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 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.

Wood Street 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 Wood Street 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 Wood Street 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.

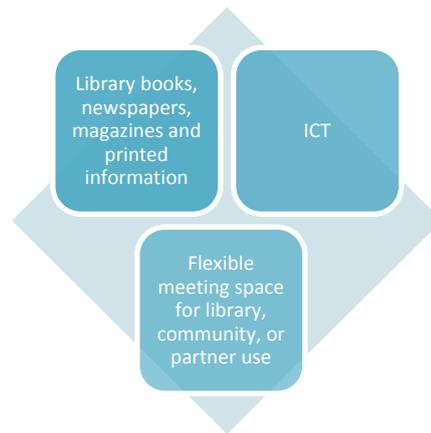
It is important to note that no permanent closures have been included in these plans and Waltham Forest Council firmly intends that all four Library Locals will remain in operation alongside the four Library Plus'.

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:



350m² 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
- 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

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>

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

Options

The following options have been considered;

1. Relocate, remodel and/or refurbish Wood Street Library Local in conjunction with Hale End, Higham Hill and Lea Bridge libraries
2. Refurbish Wood Street Library Local
3. Do nothing

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

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_0112b12_2010.pdf

³ Resident Insight Survey Results, Wave 12.

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 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.

Wood Street Library is located in the centre of the Borough and is situated within close proximity to a number of retail stores. It is well served by public transport, with Wood Street Overground Station located just 0.5 miles away and six buses travelling past the library, giving it a 'moderate' Public Transport Accessibility Level (PTAL) score rating of 3.

Current visitor figures indicate that Wood Street Library is performing reasonably well, as it has the second highest PC usage, after Lea Bridge Library, averaging 918 uses per month between April 2015 and March 2016, and the highest number of issues per year between 2012 and 2016. However, evidence suggests that it is declining in popularity, as footfall has dropped by 22 per cent, from a total of 44,498 in 2014-15 to 34,664 in 2015-16.

At more than double the desired size of a Library Local (740m²), the current building is surplus to need. The size of the property comes with a number of additional long-term running costs, such as the joint highest business rate payment for a Library Local, which cost the Council £13,680.75 in 2015-16, compared to £6,600 and £9,720 for Higham Hill and Lea Bridge Library respectively.

There are also a significant number of maintenance costs associated with this library, as it is located in a low quality building which has been assessed by Asset Management as being beyond its useful life and is at risk of serious or imminent failure. Estimates suggest that refurbishing this library up to the necessary standard would require a significant capital investment.

Significant development is scheduled to take place a short distance away from the current library from Spring 2016 as part of the Marlowe Road development. Planning applications indicate that this development is set to become the new focus of the local community, with an exciting array of commercial and residential units planned. This is likely to take footfall away from the current location of the library by creating a new hub of activity further down the road. Two units within this development have been identified as potential locations for a new library. These two units can deliver the core necessary components identified in the vision statement for Library Locals.

No alternative sites were considered for the relocation of Wood Street Library, as there were no other available opportunities that were close enough to the current site to ensure that all residents were situated within 1.5 miles of their nearest library and 2 miles of a Library Plus.

The new location will also have a "moderate" PTAL score rating of 3. However, it should be noted that Wood Street Station is 0.1 miles (about 3 minute walk) from the

proposed new location of Wood Street Library compared to 0.4 miles (8 min walk) from the current library. To fund this relocation and the associated fit out costs, the current library building will be sold.

Although the current library building is locally listed, this is a planning consideration and does not stop demolition or alteration. Under the guidelines published by Historic England, the Council is obliged to consider 'the desirability of sustaining and enhancing the significance of such heritage assets and of putting them to viable uses consistent with their conservation'.⁴ However if the extensive cost of sustaining and enhancing the current building asset is found to be an inefficient and inappropriate use of finite Council resources, the Council would be able to sell the property, demolish or alter it. Relocating the library to Marlowe Road would bring a number of benefits for the local community, including a better service offer and improved accessibility for a wider number of community members.

Relocating the library into a fit for purpose, modern and welcoming environment with flexible learning space, Wood Street library will become a better resource for the community and will enable residents to improve their quality of life and provide inspiration and learning through ready access to books and information in an attractive, modern and fit for purpose location. This is extremely important, as Wood Street Library serves an area of significant deprivation that is amongst the 10-20% most deprived areas in England.⁵ Delivering better outcomes for these residents is a primary concern of the service and one that would be better achieved through relocation.

Construction of the Marlowe Road development began in Spring 2016 and is scheduled to take approximately two years until it is completed. There will then be a period of between three to five months allocated for fit out, as this is not included in the Council's agreement with the developer. It is therefore anticipated that the relocation of Wood Street Library will be completed towards the end of 2018-19. During the move the library service would be closed for a maximum of two weeks.

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.

⁴ Historic England (2012) *Locally Listed Heritage Assets*. Available at: <https://historicengland.org.uk/advice/hpg/has/locallylistedhas/>

⁵ Department for Communities and Local Government. (2015). Index of Multiple Deprivation. Available at: <http://imd-by-geo.opendatacommunities.org/area>

Benefits

Category	Benefit	Benefit Measure	Timescale for Realisation
Financial	<ul style="list-style-type: none"> The residual capital receipts, following the purchase and refurbishment of Marlowe Road will be pooled together with the funds generated from the sale of Hale End to cover the relocations and refurbishment costs for Hale End and Lea Bridge. Modern design principles (including energy saving and environmentally friendly models) will make premises less costly to run and maintain 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 year
		Budget analysis	1 years
Operational/ Business process	<ul style="list-style-type: none"> Enhanced service quality 	Customer surveys/annual residents survey	Within 1 year, but on-going
	<ul style="list-style-type: none"> Increased issues of library materials 	Service data	As above
	<ul style="list-style-type: none"> Increased use of ICT 	Service data	As above
	<ul style="list-style-type: none"> Increased number of visits to Wood Street Library Local 	Service data	As above
	<ul style="list-style-type: none"> Increased proportion of Council services completed online or by self-service 	Annual residents survey	As above
	<ul style="list-style-type: none"> This project will contribute to the overall regeneration of Wood Street by providing an attractive destination alongside the “retail offer” and working links with local traders 	Annual residents survey	As above
	<ul style="list-style-type: none"> Service improvements will boost the Council’s reputation 	Annual residents survey	As above
<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> Improved customer satisfaction and engagement 	Customer surveys/annual resident survey	Within 1 year, but on-going
	<ul style="list-style-type: none"> Improved customer engagement with the Council and other stakeholders 	As above	As above
	<ul style="list-style-type: none"> Greater 'fit for purpose' space for community groups to deliver services that meet local needs 	Customer surveys and stakeholder feedback	As above
	<ul style="list-style-type: none"> Support volunteer-run community libraries in the Borough through asset transfer 	Stakeholder feedback	6 months +
	<ul style="list-style-type: none"> Better provision of welcoming and flexible learning space across the Borough 	Customer surveys/annual resident survey	Within 12 months, but on-going
	<ul style="list-style-type: none"> Additional housing made available for residents 	Planning applications	As above
Staff	<ul style="list-style-type: none"> Increase in staff satisfaction, motivation and engagement. 	Staff surveys	1-3 years

Dis-benefits

Category	Dis-benefit	*Impact	Countermeasure
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*

5.1.1 Project Costs for the Relocation and Remodelling of Wood Street

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"> Ensure that the Marlowe Road 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.	<ul style="list-style-type: none"> Wood Street 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.⁶ 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

⁶ 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.	<ul style="list-style-type: none"> • 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 	2	1
Local residents may campaign for services to remain in existing buildings.	<ul style="list-style-type: none"> • As above, early and open communication/engagement with residents that highlights the benefits of the new site should counteract some of this. 	2	2
Negotiations with developers may not go as planned and preferred site may be too expensive to pursue.	<ul style="list-style-type: none"> • Asset Management to work with the developer to ensure the Council gets an appropriate arrangement 	2	3
Local Listing on Wood Street library restricts the use of the site, which may make it harder to dispose of.	<ul style="list-style-type: none"> • Legal Services, Asset Management and Planning will work to mitigate this 	2	3
Staff may campaign against the new locations	<ul style="list-style-type: none"> • Early and honest communication with staff and Trade Unions • Keep staff updated regularly throughout the process to minimise anxiety and confusion. 	1	2
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"> • 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
Capital Receipts may not be available to fund relocation/(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"> • Full and early communication with Finance and Asset Management. • Share the vision for Library Locals with the Leader and Portfolio Holder, Junior Cabinet Member, Cabinet and Asset Management for early approval • Put a reserve price on any 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 Wood Street Library Local to be too small.	<ul style="list-style-type: none"> • Early engagement with residents about the proposed changes. 	3	3

Description	Countermeasure(s)	*Likelihood	**Impact
External landlords will need to approve the 'fit-out' plans for the new library. This has the potential to result in slippage or compromises that take away from the current vision.	<ul style="list-style-type: none"> 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. ⁷ It is possible that the completion of works for all four of the libraries may slip as a result of this trend.	<ul style="list-style-type: none"> 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.	<ul style="list-style-type: none"> Early consultation should take place between councillor officers and members to generate consensus. 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. 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 achieve appropriate buy-in. 	2	2

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

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

5.2. Option 2 – Refurbish Wood Street Library Local

5.2.1 At 740m², Wood Street 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.

⁷ 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>

5.2.2 Significant refurbishment is therefore needed to transform Wood Street 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. A feasibility study was conducted by Asset Management in 2015 which suggested that a mixed used development could be developed on the site, with the re-provision of the library included as part of this scheme. East Thames Housing are currently building new housing on the adjacent car park.

5.2.3 The timescale for delivering these improvement works/ mixed use development for Wood Street 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. Wood Street 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.

Benefits

Category	Benefit	Benefit Measure	Timescale for Realisation
Financial	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> Improvements will boost the Council's reputation 	Annual residents' survey	1-3 years
	<ul style="list-style-type: none"> Increased proportion of Council services completed online or by self-service 	Service data	As above
	<ul style="list-style-type: none"> Enhanced service quality. 	Annual residents' survey	As above
Customer/ Community	<ul style="list-style-type: none"> Improved customer satisfaction and engagement 	Annual residents' survey	1-3 years
	<ul style="list-style-type: none"> Improved customer engagement with the Council and other stakeholders 	Service data	As above
	<ul style="list-style-type: none"> Better provision of welcome and flexible space across the Borough. 	Customer surveys/annual residents' survey	As above
Staff	<ul style="list-style-type: none"> Small increase in staff satisfaction, motivation and engagement. 	Staff surveys	1-3 years

Dis-benefits

Category	Dis-benefit	*Impact	Countermeasure
Financial	<ul style="list-style-type: none"> No capital receipts will be generated to fund the refurbishment programme of this Library or the other 3 Library Locals. There is no capital provision to fund the required refurbishment. 	4	Find and explore alternative funding routes
Operational/business processes	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> The accessibility of Wood Street library will not be improved Wood Street 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 3	<p>Work with TfL to deliver infrastructure improvements to each locality; encourage walking and cycling through Mini Holland</p> <p>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.</p>
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
Service take up may not increase, as the current location of Wood Street Library Local is not conducive to generating high footfall.	<ul style="list-style-type: none"> 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 July Cabinet. This may delay the formal agreement of funding for the programme.	<ul style="list-style-type: none"> 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. ⁸ It is possible that the completion of works for all four of the libraries may slip as a result of this trend.	<ul style="list-style-type: none"> 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 Wood Street Library Local would help to achieve this, but would be costly to achieve and not deliver the capital receipt to fund the improvements here and the other 3 Library Locals.

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.

⁸ 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 3 – Do Nothing

5.3.1 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 Wood Street Library. However, even this option requires substantial funds to be expended as the building was classified as “Bad - Life expired and/or serious risk of imminent failure” in an assessment in 2011. It is also likely that service take- up and resident satisfaction and engagement with the service will remain low.

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 Wood Street Library Local is out-dated and unwelcoming and resident satisfaction has been affected as a result. It is also more than twice the preferred size. 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.	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.
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 relative inaccessibility of Wood Street Library compared with the proposed new location.	Maximise communications with current and potential users to promote the existing service	2	2
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

It is recommended that the Council pursues Option One, which puts forwards plans to relocate and remodel Wood Street Library Local, alongside Hale End, Higham Hill and Lea Bridge. 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.

6 PREFERRED OPTION

The preferred option is option one, which puts forward plans to relocate and refurbish Wood Street 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 do.

In addition, relocating Wood Street 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.

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