



NAPIER PUBLIC LIBRARIES SERVICE DELIVERY STUDY

Part B: The Planning Context

June 2007



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1.0 Introduction

The purpose of this section is to provide some overarching context, and to situate the Napier Public Libraries (NPL) in the emerging landscape of contemporary public library services – outlining some of the key current issues and likely challenges for the future.

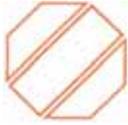
For several years, the City of Napier has been interested in improving the public library facilities within the City. The current 2,453 sq.m public library facility located at Station Street was opened in 1986. In addition, the Library provides Special Access (Books on Wheels) library services to housebound, rest home and differently abled residents. In recent Council community surveys the City library has shown its 21 years age attracting criticism over access difficulties, environment, space for leisure and reading, and shortcomings in children, youth and digital services particularly.

The one Library branch of 700 sq.m. located at Taradale was opened in its current location in 1996. The community of Taradale have long sought the improvement of Council services, particularly to the library to service the Taradale Ward population catchment as put to Council in a development proposal in 2000.

In 2000 an Essential Services Development Report proposed that the Taradale Library needed extension to hold book stock sufficient for the population it serviced. That report's decision, and the recommendations of a comprehensive library review in 2005, (which raised questions about staff and space capacity), were based on NZ Library Standards.

In 2007, the Napier City Council moved to seek proposals for a Review of all Napier Public Library Services that would provide recommendations regarding the future of the City branch library operations and facilities in the City of Napier. Octa Associates was selected to conduct the Review.

Herein are the results of that study.



2.0 Environment & Context

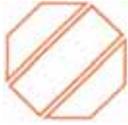
2.1 The External Environment

2.1.1 Policy & Legislative Framework

A range of both Central and Local Government legislation and other policy initiatives inform the broad context within which Napier Public Libraries operate. These include (but are not limited to):

- Local Government Act 2002
- Privacy Legislation
- Occupational Health & Safety Legislation
- The National Library of NZ Te Puna Matauranga o Aotearoa Act 2003.
- Standards for NZ Public Libraries, 2004.
- NZLIA Core Values Statement
- NCC Community Plan (Long Term Council Community Plan)
- New Zealand Government: Growth and Innovation Framework
 E Government Strategy
 Connecting Communities Strategy

It is important to note that a lack of dialogue, both formal and informal, between local government and central government has long been identified as a barrier impeding the development of more effective public library services. At present there is no clear outline of the responsibilities for public library governance and policy, although this has been progressed in informal dialogue and acceptance of the work in the Report *“Public Libraries of NZ – A Strategic Framework 2005-2015.”*



2.1.2 The Role of Government in the Provision of Library Services

Local Government

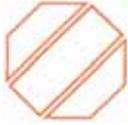
Local government is the key funding body of the Napier Public Libraries. Napier City Council currently provides **\$4.100** million net (including \$0.94million capital funded through loans), which represents **4.72%** of the 2007/2008 budgeted income. In NZ, the local government authority has responsibility for all aspects of service provision and infrastructure, a fact that is encapsulated in the Napier City Council LTCCP.

In addition to this, Local Government is the body with the most influence over the direction of the library service. Whilst this, in large part, relates to the level of funding support, the Napier City Council also acts as a conduit for community expectations.

Napier Public Libraries also receives bequest and donations to maintain collections in excess of \$20,000 per annum.

Central Government

Central government provides no direct input in to public libraries, either in the form of funding or direction particularly in the area of free access to services. There is scope for public libraries to lobby the central government to provide funding for their services and to look to the public library as the most effective conduit into the local community in relation to information dissemination.



2.1.3 The Role of the Library in Influencing Higher Levels of Government

As was discussed above the relationship between the library and higher levels of government is limited. There is no direct link between central government and the library in relation to funding, nor has the local library network been seen as relevant to the government with the possible exception of the 2005 Digital Strategy where the role of public libraries as “infomediaries” has been recognised. Not surprisingly the communication links between the central government and public libraries are non-existent. However, we do recognise that the National Library of NZ as a Crown agency is actively working to remedy this.

Public libraries, in general, are well aware that this is not a desirable situation. The public library network has much to offer central government in regards to information distribution, in return for funding support. Consequently the Library and Information Association of NZ Aotearoa (LIANZA), National Library of NZ and Local Government NZ, has developed a project entitled the Public Libraries of NZ, A Strategic Framework 2005 to 2015. This project involves representatives from public libraries as well as the National Library and has as its brief the development of a national strategy that will guide the public library sector over the next decade. It is important that the Napier City Council and Library Service support this body in its endeavours. There are strong linkages between the National Library and the public library, largely through the LIANZA.

The main metropolitan libraries of NZ have formed a collaborative network sharing information and knowledge about the operations and performance of libraries. They have been instrumental in the establishment of Metronet, which has provided useful management information to Napier City Council and Napier Public Library’s management. Once again, the efforts of these organisations should be encouraged by Council and the Napier Public Library’s endeavours to maintain good communications with them.



2.2 City Of Napier Context

2.2.1 Napier City Council

Napier Public Libraries (NPL) sits within the Community Development section of Council and operates as a major access point for the community to connect with Council. NPL develops and delivers services within the Napier City Council (NCC) Community Plan (LTCCP) framework, including the principles of Council's Service policy. The Council Plan objectives most relevant to NPL are around cultural, heritage, recreational and community. In particular we reference LTCCP 2006/07 – 2015/16, Volume Three, Pg 51-58.

The Napier Public Libraries role, goals and objectives are now stated within the **Activity Management Plan** (AMP) for Libraries and in Napier Libraries Long Term Business Plan 2006-2016 (LTCCP).

Mission: *The library is a vibrant centre for enriching your life.*

Activity Goal: The goal of Napier Public Libraries is to collect, provide and facilitate access to information, knowledge and cultural resources for the whole community.

Activity Objectives: To fulfill this goal, the Napier Public Libraries provides access to facilities and services, without discrimination, to all residents and ratepayers of the city of Napier, with the following key objectives

- Safe attractive community space and facilities,
- Professional customer focused staff.
- Information Communication Technology (ICT) to efficiently deliver, current, timely information and services.
- Collections reflecting community desires and needs.
- Services to meet community needs.
- Strong partnerships with stakeholders.



2.2.2 Link to Community Plan (LTCCP)

The Napier City Council is required to make decisions that “promote compliance” with the relevant sections (s.76 to s.81) of the Local Government Act 2002 (the Act). The Act allows the Council to use its judgement to determine the significance for any (pending) decision. The amount of work and resources applied will be in proportion to the significance of that decision.

Significant decisions need to fulfill a number of criteria. This includes consideration of information including, the contribution to community outcomes and the extent to which different options have been quantified. Community consultation is also required throughout the process for significant decision-making. Any decision that “triggers” the Policy on Significance should be considered as a significant decision.

There is currently provision in Council’s 2006/2007 – 2015/16 Long Term Community Plan and 2007/08 Annual Plan for capital expenditure over the period 2006/2007 to 2007/2008 for the development and enhancement of public library services including the enlargement of the branch library in Taradale. To include significant development of City (Station Street) Library services into the LTCCP would require a revision to this plan and the allocation of expenditure as either additional expenditure or substituting currently planned expenditure in the Library or another activity area. There would also be a requirement to consult with any identified stakeholders and the community on this proposal, its likely impact on rates, the extent to which the proposal promotes community outcomes and the impact on library service levels.

The Library contributes to three of Council’s community outcomes in the 2006/2007-2015/16 LTCCP:

- Communities that value and promote their unique cultural heritage.
- Safe and Accessible recreational facilities.
- Supporting, caring and inclusive communities.



2.2.3 Area

In 2006, the City of Napier encompassed approximately 10,270 hectares. It has 33% area in urban development; this has grown 3.8% since 1996 and is expected to continue to grow, as the City will continue to designate land for housing and commercial development. Napier urban development is more than other New Zealand cities in the Taradale Ward catchments. Overall Napier has approximately 21,241 households.

The City of Napier is a relatively compact geographic area and second most populated City in Hawkes Bay. It is also the dominant centre of employment, commerce, educational opportunity, and cultural activities in Eastern North Island regions. It is located in Hawkes Bay with a large neighbouring District and City of Hastings, with many smaller towns scattered around the city boundaries and thus provides services to a large region. These environmental factors play a major role in determining the size and scope of the public library services and facilities to be provided.

2.2.4 Cultural Institutions and Amenities

The people of Napier are justifiably proud of their quality of life. In addition to the Napier and Taradale Public Libraries, the Napier community has a great variety of other cultural amenities, which contribute to the quality of life as well as influence the services and programmes of the Public Libraries. Some of the amenities are outside of the City immediately in wider Hawkes Bay. However, most of the cultural amenities within the region are within the city limits of Napier. These amenities include a tertiary institution, Art Deco heritage, parks, art galleries, museums, theatres, and various sports venues.



Napier residents are generally well educated. Napier has an excellent public school system of over 30 education facilities that include primary schools, intermediate schools, high schools and residential facilities. In addition, there are private schools, which include primary schools and high schools.

Napier is home to the Eastern Institute of Technology, which provides to its over 3,000 (FTE) students a broad spectrum of vocational and degree offerings ranging from business, computer science, nursing, trades, and education. Other institutions of education include language schools, and a selection of skills and technology training centres.

The City manages and provides activities at more than 40 reserves and park facilities. The facilities include community playgrounds, mini-parks, gardens, playing fields, pools, and walkways. The city's other recreational facilities include club tennis courts, many club and private golf courses, multi sport indoor arena and courts, club and school gymnasiums. Museums within the City of Napier include the Art Gallery, Museum and the Art Deco Trust. There are other heritage museums and exhibits in private trusts.

The region is rich in access to theatre and entertainment. Residents have available to them opera, musical theatre, drama, and a wide variety of amateur and professional sports teams to follow.

Lastly, in addition to being located on the main eastern North Island highway, the area is served by a domestic provincial airport, a deep water international shipping port and Toll rail. Within the city, there is a metro wide bus system, which provides access to most public facilities including the main Public Library and Taradale branch library.

The strong Art Deco heritage, cultural and educational environment, mild climate and excellent access to the sea and boating pursuits, wine and food region of excellence, which along with low property rates, enables the Napier area to be consistently ranked by national sources to be high in livability and a good place to live, work and/or start a business.



2.3 Funding Context

The plan is premised on developing and delivering services within the following environment:

2.3.1 Central Government

- Napier Public Libraries receive no direct funding from Central Government.
As aforementioned there is no government funding but the Strategic Framework 2005-2015 may change this.

2.3.2 Local Government

- At present the core operational funding for public library services (along with capital expenditure) rests with local government. In 2007/08, the library budget is \$4,314 million, with Council's contribution being \$4,100 million. This includes the budgeted \$0.940million capital (plus carried forward capital of \$0.760m) for library development.

2.3.3 City of Napier Financial Health and Capacity

The City is in good financial health. Napier is the primary employment, commercial, industrial and educational centre in eastern regions. The economy within the city limits of Napier is diversified with a variety of industries, services, government, healthcare and educational institutions as major employers.

The City is entirely reliant on rates and direct investment income.



2.4 Population & Socio-Demographics Analysis

The Study has used 2001 Census data from Statistics NZ website to enable accurate comparisons with the 2005/2006 Metronet Library data used elsewhere in this part of the report.

2.4.1 Community Profile

The Napier City Council area is a growth region. The population increased at 3.8% over the past ten years, with the Greenmeadows community increasing over 12.07%.

The notable growth catchments are Greenmeadows and Taradale South and North increasing at 1.4% to 3.3% per annum respectively, and Meanee at 5.4%. Such growth must be taken into consideration in planning the library strategy for the next 5-10 years.

Consideration should also be given to the high numbers of visitors to the region, particularly during the summer holiday period. The visitors not only impact on lending stock they place a significant demand on the very limited Internet resources.

2.4.2 Population Characteristics

i) Size

The size of the population served by the library is the primary factor influencing the size of the library collection, resources and facilities. As shown below, Napier is growing. The City had a 3.4% rate of growth since the 2001 Census. The greatest population density is within the city's metropolitan area.

Area	2001 Census	2007/08 Annual Plan	Percent Change	2016 Estimate	Percent Change 2001-2016
Napier	54,537	56,100	3.4%	58,850	7.3%



2.4.3 Age Structures

At the 2001 Census:

- 22.3 percent of people in Napier City were under the age of 15 years, compared with 22.7 percent for all of New Zealand.
- 15.2 percent of people in Napier City were aged 65 years and over compared with 12.1 percent for all of New Zealand.
- Median age 39 years compared with 34.8 nationally.

Age Distribution (years)

	Napier City	New Zealand
0-14	22.3%	22.7%
15-64	62.6%	65.3%
65+	15.2%	12.1%

2.4.4 Education Characteristics

Education levels play a significant role in the demand for public library services. Much of the heavy use of the Napier Public Library is a result of a relatively highly educated population. As might be expected from a City with only one tertiary institution, the population of Napier has lower education levels than NZ as a whole. The percentage of persons in Napier age 25 and over with some tertiary experience adds up to 29.7% as compared with a NZ average of 32.2%.

However library trends and experience suggest that lower socio-economic sectors with lower adult education levels are high library users with or for their families.



2.4.5 Income Levels

Although Library use is strong among all income groups, the emphasis on various types of services needed to be provided and the capacity of the community to fund library services may vary based on the economic well being of the community. The Household Income of the Napier population differs from that of NZ as a whole with slightly lower percentages at the low and middle groups and higher percentages in the middle and higher groups.

Household Income	Napier Percent of Population	New Zealand Percent of Population
Less than \$10,000	27.3%	27.9%
\$10,000 - \$20,000	29.7%	24.9%
\$20,000 – \$30,000	16.9%	16.5%
\$30,000 – \$40,000	11.5%	12.1%
\$40,000 - \$50,000	6.3%	7.1%
\$50,000 – \$70,000	5.4%	6.4%
\$70,000 - \$100,000	1.7%	2.7%
Over \$100,000	1.3%	2.4%

The median [income](#) of people in Napier City is \$16,900, compared with \$18,500 for all of New Zealand.



2.4.6 Household & Family Composition

Families

At the 2001 Census:

- There were 14,655 [families](#) in Napier City.
- **Family type**

	<i>Napier City</i>	<i>New Zealand</i>
Couples with child(ren)	35.8%	42.1%
Couples without children	41.5%	39.0%
One parent with child(ren)	22.8%	18.9%

Households

At the 2001 Census:

- The average [household](#) size in Napier City was 2.5 people, compared with 2.7 for all of New Zealand.
- 95.9 percent of households in Napier City had access to a telephone, compared with 96.3 percent for all of New Zealand.
- 33.0 percent of households in Napier City had access to the internet, compared with 37.4 percent for all of New Zealand.
- 89.1 percent of households in Napier City had access to a motor vehicle, compared with 89.9 percent for the whole of New Zealand.
- There were 20,931 [households](#) in Napier City.
- For dwellings that were rented, the average weekly rent paid for [permanent private dwellings](#) in Napier City was \$149, compared with \$174 for New Zealand as a whole.
- 67.5 percent of dwellings in Napier City were owned with or without a mortgage, compared with 67.8 percent for all of New Zealand.



Information from data collected in the 2001 [Household Expenditure Survey](#) shows that:

- The total average annual spending for households in Napier City was \$38,381 compared with \$43,682 for the whole of New Zealand.

Average annual household spending for select groups:

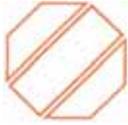
	<i>Napier City</i>	<i>New Zealand</i>
Food	\$6,240	\$7,004
Housing	\$8,307	\$10,159
Housing Operation	\$5,048	\$5,472
Transportation	\$6,957	\$7,358

2.4.7 Language, Immigration & Culture

Race may not be a predictor of Library use but it may provide an indication of types of services and collections needed. Napier has fewer persons of other races compared to the rest of the NZ.

Race	Napier Percent of Population	New Zealand Percent of Population
European NZ	85.6%	80.1%
Maori	17.5%	14.7%
Pacific Islander	2.2%	6.5%
Asian	2.5%	6.6%
Other Races	0.2%	0.7%

85.6 percent of people in Napier City said they belong to the European [ethnic group](#), compared with 80.1 percent for all of New Zealand.



2.4.8 Estimated Total Population Calculated for Napier Public Libraries Facilities Planning

According to local planners and city officials, the population within the City of Napier is expected to continue grow through in-migration and in the last two years has been by natural population gain. By 2016, the City is expected to increase by 4,313 residents over the 2001 population of 54,537. This would result in a total 2016 population of approximately 58,850. This study uses this 58,850 figure for Library facility planning purposes.

2.4.9 Implications

This brief demographic overview raises a number of factors that may impact on future library service delivery.

High levels of computer use and Internet access from locations other than home or work, along with increasing numbers of people with formal qualifications indicates a likely trend toward increased levels of remote access and targeted usage of library collections and resources.

In a similar context, demand for resources and services to support lifelong learning activities could be expected to increase.

A highly mobile population may choose to access services and information in a variety of ways, requiring a model of service delivery with a capacity to be flexible and efficient in deployment of resources. This may impact on things like the appropriateness of opening hours and the mix of services offered at particular locations.

A number of other factors (such as lower income levels and people working in sales or services) contribute to patterns across the city. Growing numbers within Napier are increasingly time- rich with medium to high levels of disposable income, are selective in terms of what they want from service providers and are likely to use convenient providers to suit fundamental needs, convenience, availability, least cost and accessibility.



3.0 Review of Libraries Facilities and Services

3.1 Napier Public Libraries - What does it look like?

- One branch (community library) and main public library.
- Special Access Library: Books on Wheels providing housebound book service with wide variety of formats.
- Overall membership base - 31405 (active in the last 12 months).
- Napier has above average population density and a large neighbouring rural geographic area to service.

With 2 Libraries plus Books on Wheels service, and current opening hours that total 100 per week, library users have an acceptable level of access to library collections and services across the city.

3.2 Libraries Profile and Use

The Napier City Libraries are amongst the most patronised in NZ.

Across the entire library service 31,405 residents are members out of a population of 56,100 representing 56% of the population. Note: 73% of the population use the library at Taradale. During 2005/06 the library lent out 737,748 items, a 1.2% decrease on the year 2003/04 loans.

Not only is membership high, it is also active. 441,413 people visited the library during 2005/06, a 6.73% decrease on the year 2003/04. This represents almost 8 visits per person within the library catchment. Library statistics reveal that the library service is 8th of 19 NZ Metropolitan libraries in loans per staff member and 15 of 19 on stock turnover. It is also in the middle (7 of 19) on the volume of loans per capita in NZ Metropolitan libraries measures. The principal factor in Napier's low transaction performance is the very large collection relative to other metropolitan centres. This is referred to as the breadth of Napier's collection.

Our conclusions follow at the end of the section but we note here that Napier's trends reflect other libraries decreasing loans. However, the decreasing visitations are against the national trends especially of new or remodeled libraries.

At this point it is appropriate to introduce a number of key performance indicators that relate to library services. The KPI's are stated as compared to the 19 No1 Metropolitan Libraries. That is libraries for a city of greater than 50,000.



Stock Lending Rate

The stock at Napier Public Libraries is lent out 3.59 times per annum, the lowest quartile in NZ, and below half the NZ average. This is a reflection of the richness of the library collection but it also presents the service with some difficulties. Low turnover rates will mean that some of the stock is irrelevant to the community and some is inaccessible / not readily accessible, with a consequent holding cost (storage).

Enquiries per Capita

11th ranking in NZ – 0.70 items exactly the mean of 0.70.

Circulation per Capita

Residents of Napier City borrow 13.03 items per capita each year, a rate that is just below the mean for NZ (13.29).

Items per Capita

Napier Public Libraries currently holds 3.63 items per capita. This is just above the New Zealand mean of 3.01 items per capita, a matter of concern when considered against the low lending rates. It ranks 4th of the 19 Level 1 libraries.

Library Funding per Capita

Napier City Council, according to the latest available statistics, provides \$42.26 per capita of funding, which puts the library 15th in metropolitan libraries out of 19 in relation to funding.

Acquisition Funding

For 2006/07 the capital allocation for purchase of new library materials was \$509,000 representing 20.4% of the total operating expenditure of \$2,495,700. The standard is 20% of a library's operating budget should be allocated for the purchase of new library materials.

Acquisition Rate

For 2004/05 the Napier Public Libraries acquired 18,088 items – a rate of 322 items per 1,000 of the population, against a standard of 350 new acquisitions per 1,000 population.



3.3 Libraries Service Trends

Figures from 2005/2006 and the trend for 2006/07 reflect a pattern of use (loans, visits etc.) that is consistent with previous years.

In summary the trends are:

- The high level of activity occurring at Taradale compared to Napier.
- The growth in levels of service occurring at Taradale versus the decrease at City Library.
- An imbalance between the percentage of visits to each branch relative to percentage of loan activity.
- That the size and arrangement of library floors of the City Library in relation to the size of the city continues to make it difficult to offer strong and responsive services at Napier Public Library, i.e. inefficiently laid out and stocked floors require multiple book handling and two service points, requiring more staff. The inadequate size of the young adult's section artificially suppresses demand – not all of the collections are easily accessible to stimulate demand.
- The increasing number of reservations continues to reflect a trend for people to be more targeted in their usage of, and access to, the collection via remote access from home or work, (e.g. reservations increased by 3.00% in 2005/2006 compared to the previous year).
- That while loans decrease marginally from year to year there is a more focused use of library collections, i.e. people expect to get what they want rather than spending time browsing and borrowing a number of items in the hope that they will find the information that they need.
- Use of Internet PC's at each site continues to be a significant component of services offered.
- Loan activity from the Special Access Library (Books on Wheels) Service continues to grow and provide a targeted delivery of service with relatively low levels of resourcing.

Conclusion

The metropolitan indicators suggest an average to median level of service, with a lower level of productivity at NPL than the national average or mean but the costs are lower than the national mean.

Factors mitigating these performance measures are particularly:

- The facility shortcomings particularly the layout and high inside temperature during warm weather.



3.4 Library Services and Programmes

The following is a summary of library services and programmes available through the Napier Public Libraries.

Print materials include:

- ~ Novels and informational books
- ~ Books in other languages
- ~ Best sellers and paperbacks
- ~ Encyclopaedias and reference books
- ~ Government Documents
- ~ Genealogy materials
- ~ University and college calendars
- ~ Newspapers and magazines
- ~ Children's books
- ~ Books for babies
- ~ Braille-books
- ~ Large-Print books

Audio-Visual Materials include:

- ~ Talking books for the print-handicapped
- ~ Music cassettes, compact discs, video cassettes
- ~ Microfilm historical materials
- ~ Books on cassette, read-along kits
- ~ CD-ROMs and DVDs
- ~ Videos

Other Services include:

- ~ Interlibrary loan
- Home service delivery
- Public internet access
- Computer catalogue
- Meeting rentals – Napier only*
- Library programmes
- Photocopier

*The meeting room rental revenue is not credited to the Library revenues.



3.4.1 Special Access Library (Books on Wheels)

The Books on Wheels service is another element of the Napier Public Libraries level of service to the community. Delivered from Napier City Library, the service has a circulation comparable to a small volunteer community library. The use profile is however more demanding of time and special collections – differently abled and aged care/housebound persons making up the principal demographic.

An aging population will put increasing demand on the special access collection with a requirement to maintain variety in many formats – large print, video, Braille, books-on-tape, CD's, DVD, books on CD.

The service is dependent on volunteers and agency couriers to distribute housebound material, most of whom are arranged by other agencies. The principal constraint is the access and logistics facilities for distribution. The “couriers” are required to use the rear car park and front door access to get to the distribution point.

The staff have to wheel the books/bins on trolleys some distance to courier vehicles. The access can be easily improved through the garage.

Many differently abled persons also access the service directly.

Conclusion

The opportunity to integrate the Books on Wheels stack and service facilities at a fit for purpose location is evaluated in Part C: Facilities Section of this Study. Any consideration of a Special Access library should be developed in conjunction with the Taradale redevelopment library proposal.



3.5 Organisational Structure

The Napier Public Library Service is governed by the Napier City Council and managed through the Community Development Department. The Napier City Council has a mandate to guide the development of the Napier Public Libraries, to approve the annual budget, to create and revise Library policies and, through the Council CEO, to hire and oversee the Library Services Manager.

The Community Development Manager holds delegated responsibility for the Library Services thus is responsible for overseeing the libraries operation as well as ensuring that the Council's policies are followed. The Library Services Manager is responsible to the Community Development Manager which forms the link between the Napier City Council and library staff. The Library Services Manager leads the operation and respective functions at both libraries in the Napier Public Library network and is supported by management personnel based at the Napier Public Library and the Taradale branch librarian assisted by library staff throughout the library system. The main public library does not have a librarian-in-charge as such with the resident senior and departmental managers leading operations of the respective functions. In 2006/07, 29 full-time staff equivalents (64 staff) provided library administration, services and programmes to the residents of the City of Napier.

Fully ?? staff are employed under individual agreements with the balance engaged under a collective agreement between the Napier City Council for the Napier Public Libraries and the Local Government Officers Union (LGOU).

In the context of contemporary management practices, as discussed in 6.1.2 Management Approaches, the library organisation and staffing has a very high management time overhead managing a disparate workforce, specifically, the separate weekend team and student shelvers.

Also the alignment of the Taradale Children's librarian to the Napier City section leader creates a misalignment of people to the customer service objectives and local team. The weekend team are fractionated or disconnected from the library and service objectives. The library will benefit from integrating the teams preferably by rostering.

The intended outcome is greater responsibility and accountability at branch librarian level for customer services and implementation of promotional and development activities. Often called self directed teams the emphasis is on the local team to implement and drive service, programme and development strategies.



3.6 Market Assessment

We would recommend some research to gather basic data about users and non-users and to identify new opportunities for patronage growth and revenue enhancements.

The survey results should guide the progress towards the implementation of its five-year (Strategic) Activity Management Plan. The study used should use questionnaires to address five objectives that have some bearing on the development of a library service delivery model for the Napier Public Libraries.

3.7 Marketing Plans

Underpinning the Library Strategy there needs to be marketing plans. These plans should be aimed at key segments of the Napier City community and will enable the library to develop its services to meet the existing and future needs of its constituents.

The plans prepared now are more of an activity plan. It requires the development of a marketing strategy and evaluation of the 2006 activity, prior to new activities being engaged.

3.8 Promotion of the Library Service

An integral aspect of the marketing plan process is that there is adequate and targeted promotion of the library and the services offered. Whilst the various plans will refine the promotional techniques used there is an ongoing need to ensure that the community is informed of the collections, services and activities available through the library network.



4.0 Library Comparisons

4.1 Existing Services – Standards and Comparisons

The Napier Public Libraries was compared to a number of New Zealand metropolitan libraries using the NZ Metropolitan Libraries – Comparative Data 2005/06 Statistics Report. Selected indicators were used to compare service and facility provision at each library. Where available, services and facilities are evaluated against recognized guidelines and standards.

The comparator libraries were Whangarei, Franklin, Hastings, Invercargill, New Plymouth, Porirua, and Rotorua, from cities greater than 50,000 population. These libraries were selected because they serve a similar population (between 50,000 and 75,000). We have included Kapiti, Nelson, & Tasman libraries in Table 4.1 because they are relatively close in population and similar demographics. However, these communities may differ on any number of area specific socio-demographic indicators or on variations in library systems, suggesting that meaningful comparisons are difficult. Generally, Napier Public Libraries was found to be consistent with, but not to exceed levels of service provided in comparable NZ Libraries. The costs of operating the Napier Public Libraries were found to be lower than the average costs of operating comparable New Zealand libraries.

The detailed analysis carried out in 2005 by the Library Services Manager provided an illustrative comparison. The character of the libraries compared has not changed significantly to warrant a different analysis and is indicative of the performance of Napier Libraries. Thus we have included that report's figures as indicative comparators.

However, our view of what these statistics say about performance and needs of the Napier Libraries network differs from the 2005 Report. Our conclusions differ on library facilities options and staff numbers to resolve the shortcomings. We share some concerns that the staff cost is one of the lowest in the comparators.



Table 4.1: How Napier Public Libraries Compare 2005/2006:

City	Population	# of Outlets Branches	Book Bus	Hours Open	Total Collections	Staff FTE	Budget 2005/06 (\$)
Whangarei	73,300	3	1	157.5	152,909	35.6	3,764,066
Hastings	71,800	3	0	192	215,533	33.9	2,495,893
New Plymouth	69,600	6	1	303.5	221,722	31.1	6,819,400
Rotorua	67,500	1	1	142.5	150,299	30.5	3,179,664
Franklin	58,500	3	0	128	101,227	23.9	1,538,262
Napier	56,600	2	0	100	205,349	28.5	2,552,800
Invercargill	50,800	2	0	81	221,315	36.8	2,988,622
Porirua	50,700	5	0	122	154,797	27	2,639,000
Kapiti*	47,800	3	0	133.5	140,500	26.3	2,038,789
Tasman*	47,200	4	0	160.5	129,927	222.7	1,631,253
Nelson*	46,400	3	0	110.0	153,127	28.3	2,306,459

* Level 2: Metropolitan Libraries below 50,000 population.

Source: NZ Metropolitan Libraries – Comparative Data, 2005/2006.



4.1.2 Collections, Circulation & Visitation

Since 2000 the material collection of the Napier Public Libraries has increased by more than 45,000 items. Annual issue counts have varied, though it has declined from the 2000 level. Meanwhile, the number of annual visits has also declined, suggesting that library users may be not be visiting libraries, as would be expected in other library trends, to utilize non-material services and facilities, including public Internet terminals and information stations, electronic resources, and to use reading and study areas. The 2005 Report comparators indicate these statistics.



Extracted from "Review of Library Services" Prepared By Leslie Clague Library Manager March 2005.

4.1.3 "COMPARISON WITH LIKE-SIZED LIBRARIES"

Napier Public Libraries are a part of the MetroNet group of city libraries. The libraries closest in size to Napier include Whangarei, Hastings, Rotorua and Invercargill. Rotorua and Invercargill are the most similar because all three cities have populations under 70,000.

Following are descriptions of services at the four comparative cities that are beyond the scope of Napier Libraries at this time, as well as some of their plans for future development:

Whangarei – *Whangarei has begun construction on a new \$8 million City Library. The city is also looking at the possibility of new or larger branches. The Whangarei Friends of the Library have formed a Library Trust. Additional services include AnyQuestions web site for children. (Napier was hoping to offer this service in 2005/06, but the New Service has been declined). The library produces a monthly newsletter for members. It provides a greater number of linkages to other websites on their web site. There is a mobile library service and certain Internet sites are offered free of charge to the public.*

Hastings – *Hastings City Library will be adding more staff this next year, including a part time web master and a part time Maori Liaison Librarian. Additional to their current 32 staff members they have 0.5 FTE ITC assistance from Council. Their web site offers more services than the Napier Libraries' web site, including:*

- *Links to e-government databases*
- *Access to National Library of NZ databases*
- *Southern Cross Explorer, a web search service for children*
- *Detailed history and pictures of the 1931 Earthquake*
- *On-line submission facility for the Hastings District Council Community Directory*
- *On-line ready reference with links to numerous sites*

Additionally Hastings offers a book club to its members called "Book Chat," with weekly lunchtime discussions of favourite books.

The Hastings Libraries do not pay rent on their buildings. In Napier this is a paper entry and if removed from the budget would lower costs by \$293,000.

Rotorua – *This city operates with a single City Library and a mobile library service. Additional services provided include a CD Club, a monthly newsletter, renewal services and training on the use of the catalogue by appointment. The library has developed a branded mascot, Fletcher the Tuatara. The library will be expanded in 2006/07 by taking over two more floors in its existing building. (See Table 11.)*

Invercargill – *The city has a strong City Library with one small part-time branch. Additional services include an on-line readers' advisory guide and books sales online.*

Rotorua and Invercargill are the closest in population size to Napier and they operate with a main City Library, not with major branch libraries.



Following are detailed statistics comparing operations of these libraries. The statistics were compiled by MetroNet and are for the year 2003/04.

Table 3 – Profile

LIBRARY	Population	Branches	Mobiles	Hours Open*	Staff FTE	Holdings
Whangarei	71,400	3	1	125.0	33	136,033
Hastings	70,500	3	0	139.5	32	215,218
Rotorua	67,500	1	1	86.5	30	154,874
Napier	55,800	2	0	100.0	27.8	190,077
Invercargill	51,800	2	0	81.0	30.5	207,618

*Combined number of hours open over all branches

Note that compared to Rotorua and Invercargill, Napier has more service hours. That is because each of our libraries is opened 50 hours a week, whereas the other two cities provide their opening hours at a single location. They are open most evenings and weekends. Napier Libraries do not have a late night opening.

Only Invercargill is above the public library standard for staffing.

The Napier full time equivalent (FTE) staff is lower than the other libraries. Of the 27.8 FTE, 3.2 FTE are high school students who work after school and on weekends, primarily as shelvers. This number of students (currently 24) is higher than any of the other libraries.

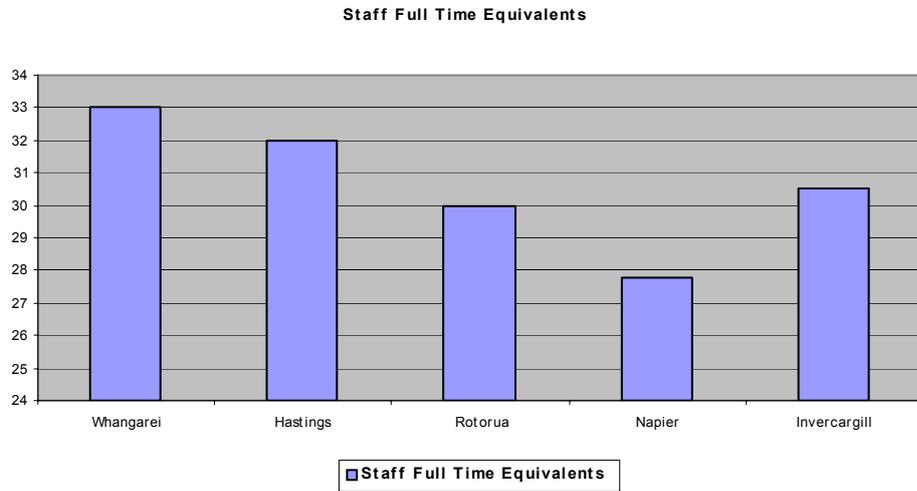
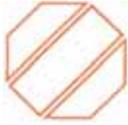
Table 4 – Outputs

LIBRARY	Issues by Staff	Issues by Patron	Issues Total	Enquiries	Registered Members	Visits Central	Visits Branches	Visits Virtual
Whangarei	633,432	141,852	775,284	67,082	23,500	336,243	119,593	0
Hastings	915,236	0	915,236	53,837	31,041	325,062	184,196	98,768
Rotorua	771,793	0	771,793	38,213	41,700	374,833	10,284	61,530
Napier	775,882	0	775,882	37,737	34,356	302,366	170,937	77,216
Invercargill	705,000	0	705,000	82,370	34,830	341,000	4,150	67,432

Focusing on Rotorua, Napier and Invercargill, Napier has the highest number of issues. It also has the highest number of visitors: 473,303 compared to 385,117 in Rotorua and 345,150 in Invercargill. The 170,937 visits to Taradale, Napier's single branch library, compares with Hastings District's 184,196 to its two branches at Havelock North and Flaxmere.

The following two graphs show staffing comparisons. By deleting student numbers, Hastings District staff decline by one FTE, whereas Napier staff decline by 3.2.

Graph 1



Graph 2

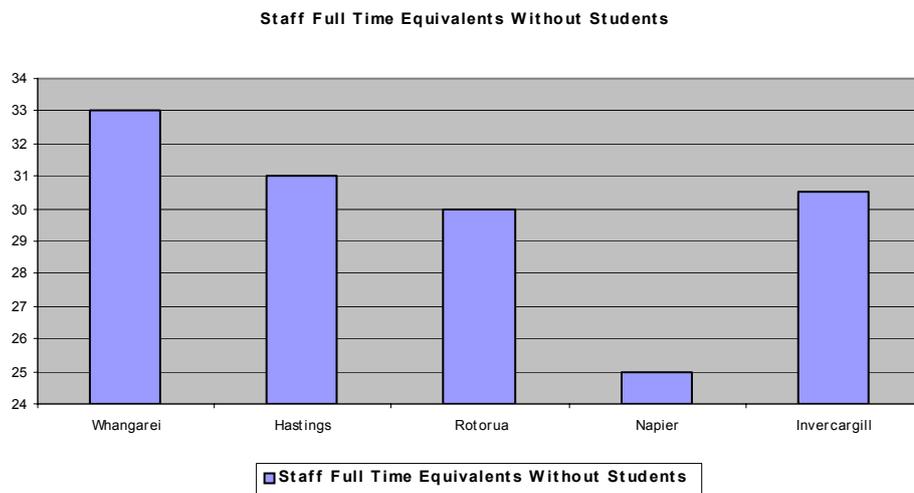




Table 5 - Actual Expenditure

LIBRARY	Salaries	Materials	Occupancy	Overheads	System	Depreciation	Cost of Capital	Fixed Assets	Other	Total
Whangarei	\$1,267,844	\$358,842	\$141,849	\$542,567	98,679	75,142	-	-	87,398	2,572,321
Hastings	1,172,619	416,456	138,881	342,204	84,292	606,256	-	7,603	129,623	2,897,934
Rotorua	1,247,768	403,153	378,570	598,665	45,044	512,751	\$187,119	-	125,593	3,498,654
Napier	959,000	499,900	468,085	241,290	110,300	263,400	14,600	35,200	124,100	2,715,875
Invercargill	1,239,850	374,000	625,500	189,743	97,000	68,000	-	30,000	317,207	2,941,300

The difference in salaries paid is noted. Napier is the only library with salaries below \$1 million.

Comparing total actual expenditure between Napier, Rotorua and Invercargill, Napier is the lowest.

Occupancy figures include all costs associated with building operations, including rent, annual maintenance, power, cleaning, telephones and security, but excludes capital expenditure. Hastings and Whangarei do not pay rent on their buildings, hence their lower costs. The graph below removes occupancy costs to get a clearer comparison.

Graph 3

Real Cost of Operation

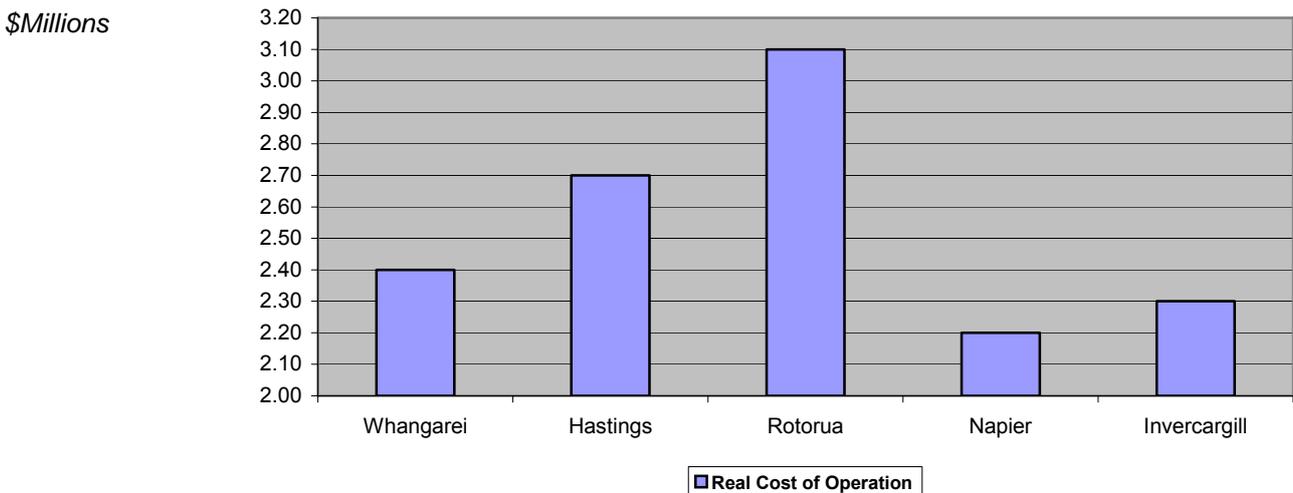




Table 6 - Performance Indicators

LIBRARY	Total Transactions	Cost per Transaction	Reg'd Members as % pop	Net cost per capita	Materials per capita	Enquiries per capita	Issues per staff	Stock turnover
Whangarei	850,301	\$2.71	32.9%	\$32.31	\$5.03	0.94	24,077	5.70
Hastings	985,362	\$2.68	44.0%	\$37.43	\$5.91	0.76	27,989	4.25
Rotorua	824,825	\$3.87	61.7%	\$47.27	\$5.96	0.57	25,305	4.98
Napier	831,862	\$3.05	61.6%	\$45.47	\$8.96	0.68	28,214	4.08
Invercargill	803,380	\$3.45	67.2%	\$53.45	\$7.22	1.59	23,500	3.40

Napier has the highest issues per staff and the highest transactions per staff. Transactions include issues, reservations, interloans and handling information queries. Our registered members as percent of population are similar to Rotorua, but our net cost per capita is lower than both Rotorua and Invercargill. Our materials per capita are worth more in comparison.

Table 7 – Performance Indicators

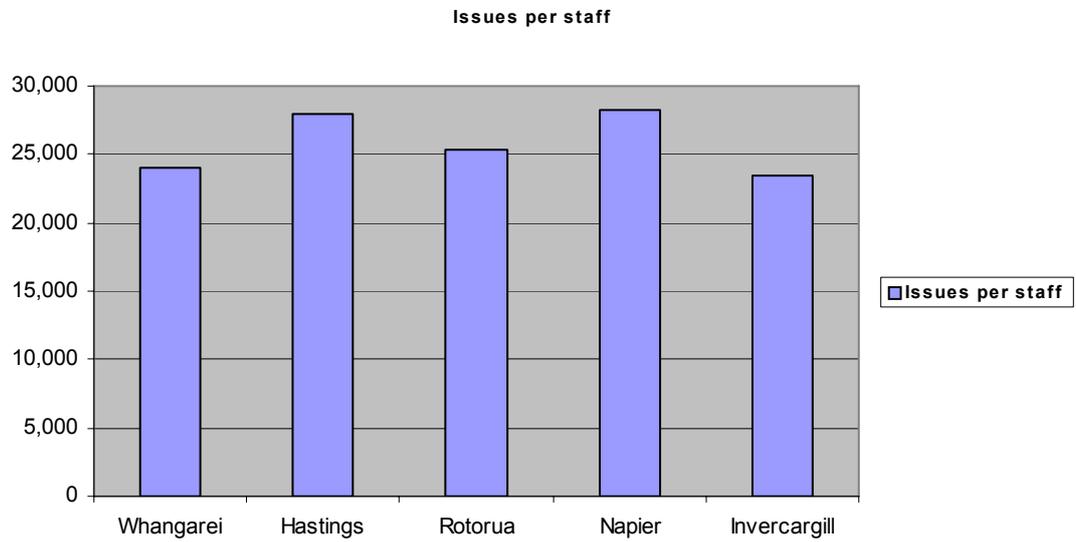
LIBRARY	Transactions per staff	Holdings per capita	Pop. per staff	Issues per capita	Transactions per capita	Transactions per patron	Real visits per capita	Virtual visits as % of all visits
Whangarei	26,407	1.91	2,217	10.86	11.91	36.18	6.38	0%
Hastings	30,133	3.05	2,156	12.98	13.98	31.74	7.22	16%
Rotorua	27,043	2.29	2,216	11.42	12.20	19.78	5.70	14%
Napier	30,250	3.41	2,206	13.90	14.91	24.21	8.48	14%
Invercargill	26,779	4.01	1,727	13.61	15.51	23.07	6.66	16%

Although Napier Libraries' population per staff member is higher than Invercargill, it is similar to the other libraries. However, Napier Libraries are busier, as the real visits per capita figure demonstrates. This figure means the numbers through the door equate to 8.48 visits a year to the library for every head of population in the city. That is a higher usage rate than the other libraries.

The following two graphs demonstrate the issues per staff and the visits per capita:



Graph 4



Graph 5

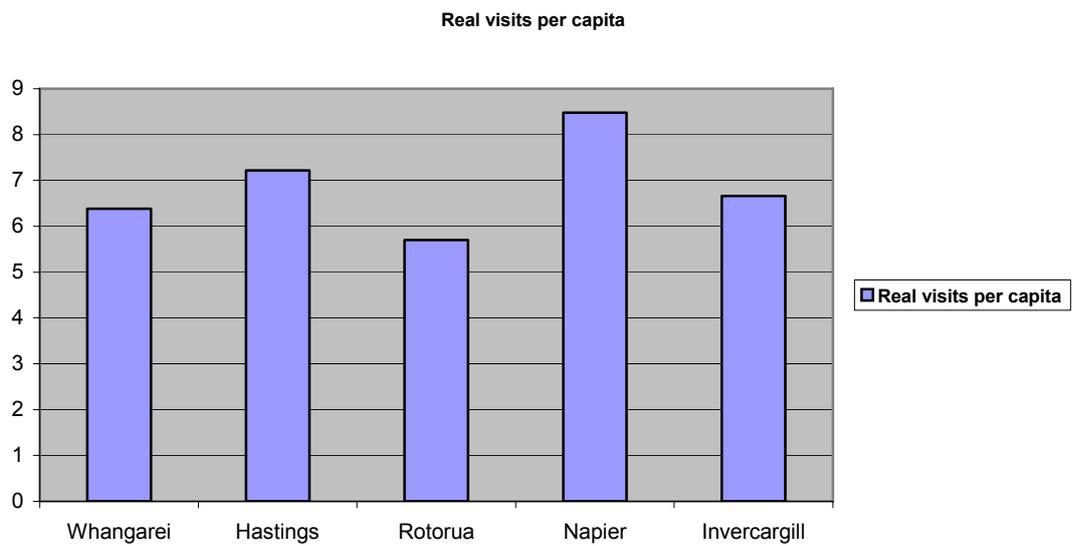




Table 8 - Actual Income

LIBRARY	Charges	Products	Photocopying	Other	Total	Income % Expenditure	Actual Net Expenditure
Whangarei	\$102,509	\$148,687	\$14,287	-	\$265,483	10.3%	\$2,306,838
Hastings	\$181,477	-	\$11,753	65,969	259,199	8.9%	2,638,735
Rotorua	236,523	16,365	20,722	38,980	303,328	8.7%	3,195,326
Napier	145,183	6,551	6,081	20,722	178,537	6.6%	2,537,338
Invercargill	148,500	2,400	16,500	5,400	172,800	5.9%	2,768,500

Napier's income as percent of expenditure sits between Rotorua and Invercargill. Napier is required to recover 5% of its operating budget in revenue and we have consistently met or have been above that target. Other libraries are required to recover 10%, or the full private good assessment of library services. Napier's actual net expenditure is the lowest between the three cities with populations below 70,000.

Table 10 - Information Technology

LIBRARY	System Software Supplier	In-house computer catalogues - #	Catalogue access via Internet	Enquiry service via Internet	Local Information Databases	CD-ROM Products for use via Internet	Enquiry service via voicemail
Whangarei	Dynix	9	Yes	Yes	No	No	Yes
Hastings	Civica	18	Yes	Yes	Yes	No	Yes
Rotorua	Dynix	10	Yes	Yes	Yes	No	No
Napier	Civica	8	Yes	Yes	Yes	No	Yes
Invercargill	Geac	16	Yes	Yes	Yes	Yes	Yes

Napier has the least number of in-house computer catalogues for the public to use.

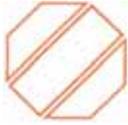


Table 10 - Qualified Staff (from the Public Library Special Interest Group Statistics 2003/2004)

CITY	# QUALIFIED LIBRARY STAFF FTE	# UNQUALIFIED FTE
Whangarei	26.2	6
Hastings	14.6	18.1
Rotorua	15.5	15
Napier	14	11.25
Invercargill	16.5	13.5

In addition to having the least staff, Napier has the fewest qualified staff.

Table 11 - Space Comparisons With Like Sized Libraries

CITY	POPULATION	CURRENT TOTAL SPACE (SQ. METRES) - rounded	STANDARD (70 SQ. MTRS/1000 POP)
Whangarei	71,400	3,800 <i>(with completion of new City Library)</i>	5,000
Hastings	70,500	3,653	4,900
Rotorua	67,600	3,000 <i>(additional 2,000 sq. metres planned 06/07)</i>	4,730
Napier	56,100	3,140	3,930
Invercargill	51,800	3,500	3,625

All four cities are below standard for space. Rotorua will achieve standard with its planned additions.

Table 12 - Comparative Cost Per Capita with Like-Sized Cities

CITY	POPULATION	OPERATING \$	\$ PER CAPITA
Whangarei	71,400	2,306,838	\$32.30
Hastings	70,500	2,638,735	\$37.42
Rotorua	67,600	3,195,326	\$47.26
Napier	56,100	2,537,338	\$45.22
Invercargill	51,800	2,768,500	\$53.44

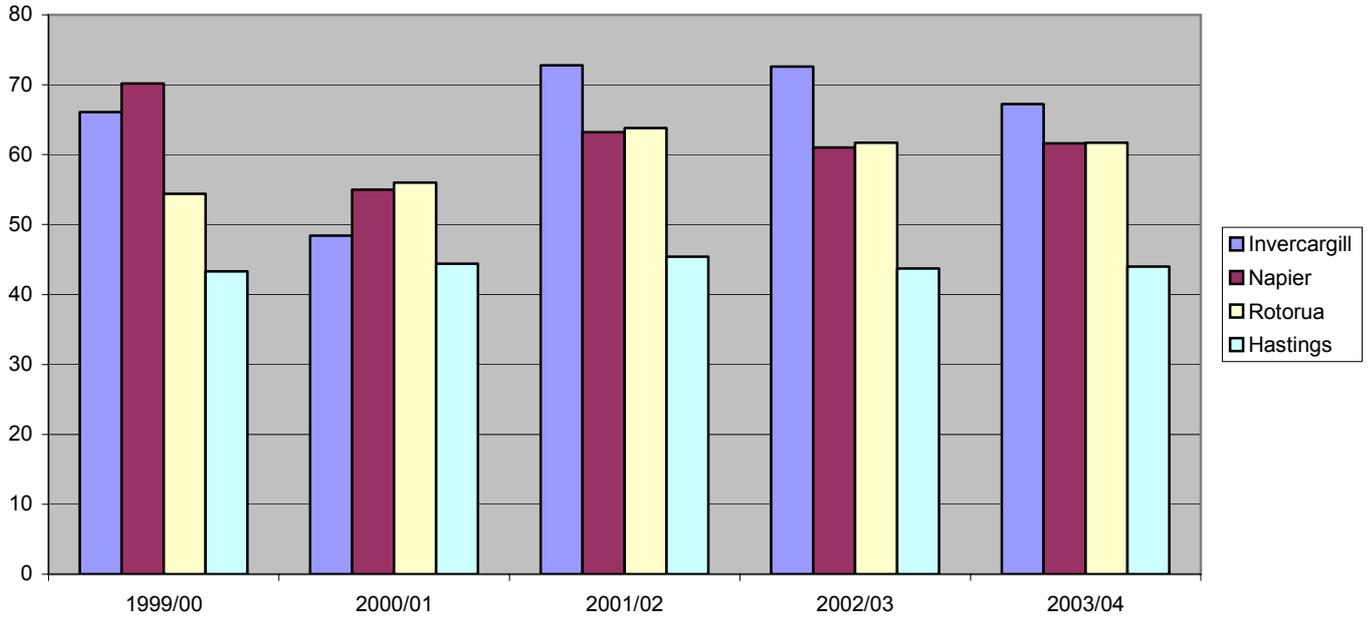
Cost per capita tends to be higher the smaller the city as the same services are required without the economy of scale. Napier is lower in per capita cost than Invercargill or Rotorua.

The following graphs compare Napier with Rotorua and Invercargill, because they are the cities closest in size. We also include Hastings District Libraries as they are in closest proximity. These statistics were provided by MetroNet over the past four years:



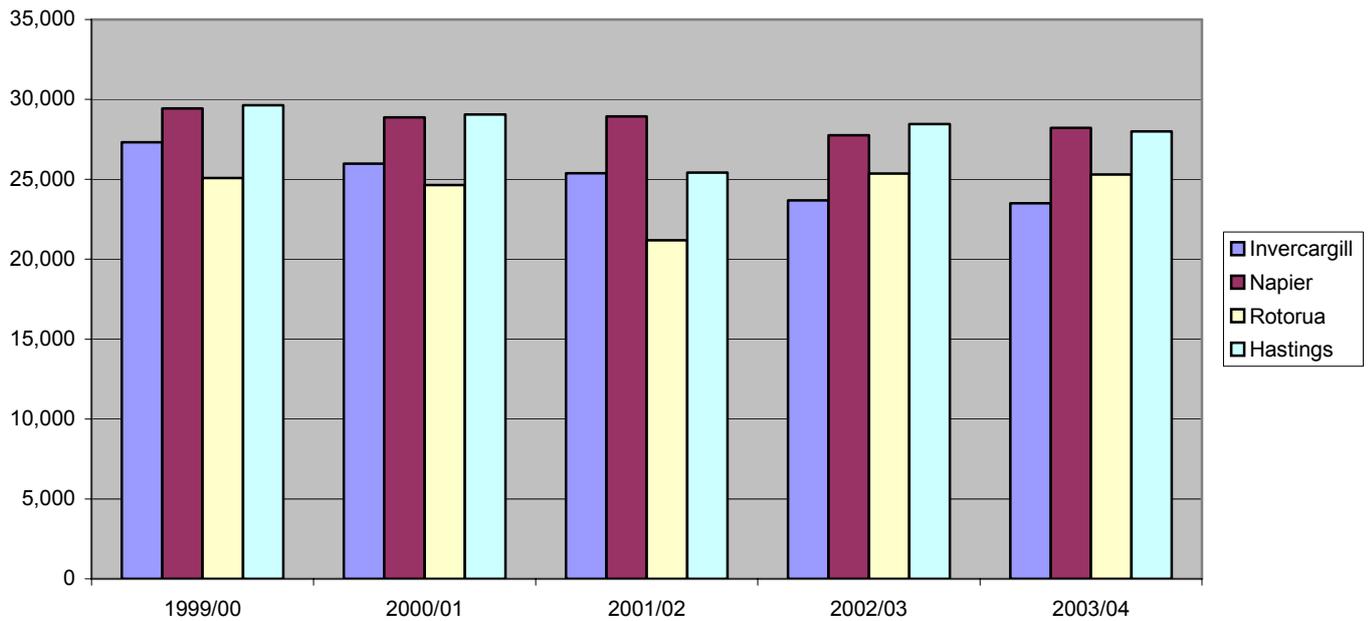
Registered Patrons as % of Population

Graph 6



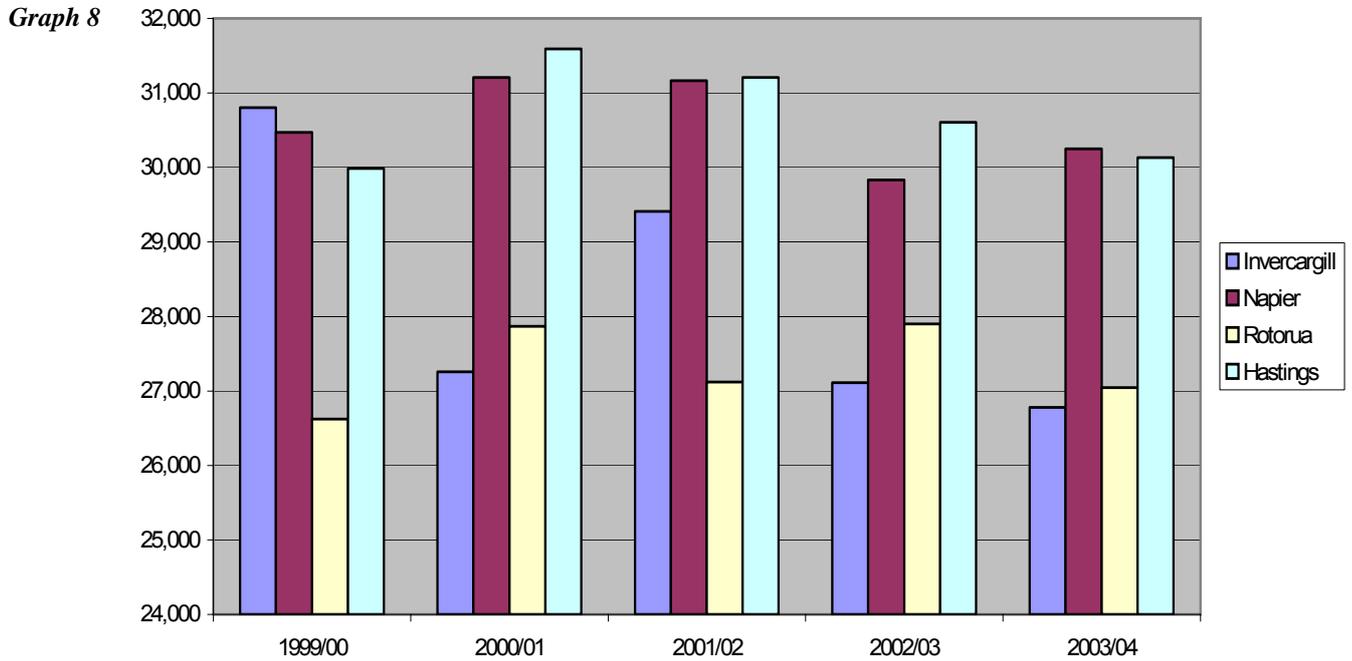
Graph 7

Issues Per Staff



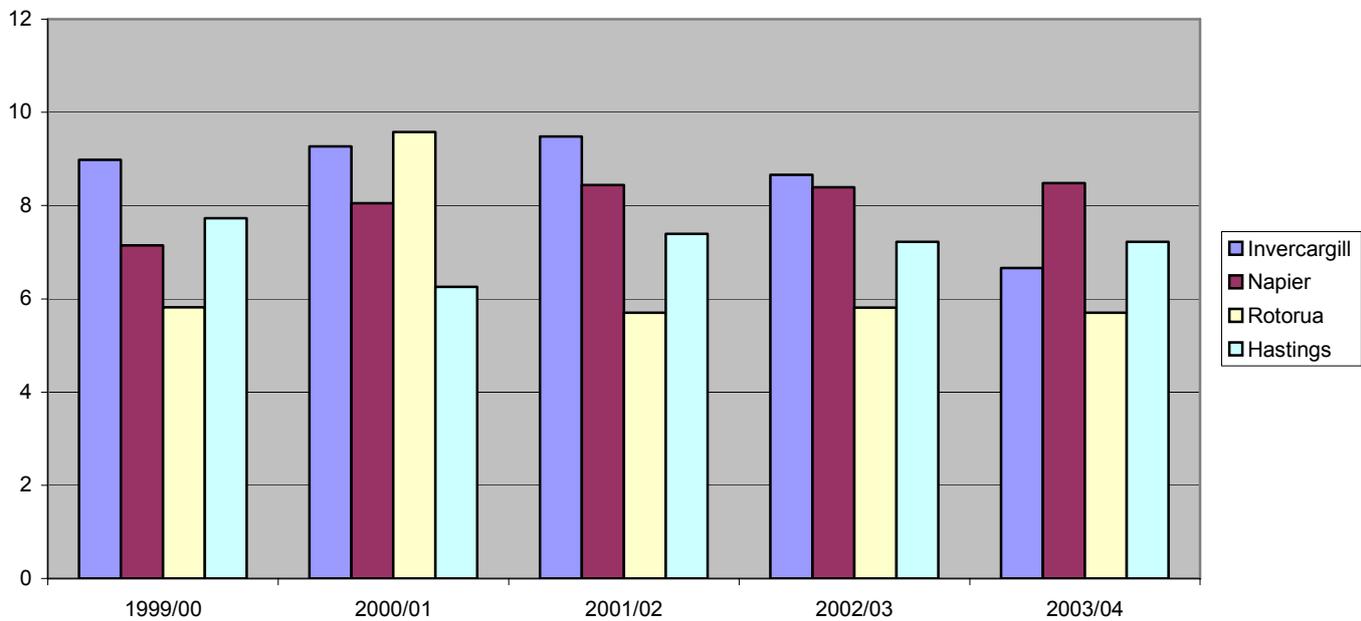


Transactions Per Staff



Graph 9

Real Visits Per Capita



Another comparison that is useful is between Taradale Library and Havelock North Library as they serve similar clientele:



Table 13 - Comparisons between Taradale Library and Havelock North Library

Performance Indicator	Taradale	Havelock North
Population Served	19,236	10,179
Hours Open	50	45.5
Staff FTE	6.31	7.75
Size of library (square metres)	730	809
Holdings	50,117	51,456
Issues by Staff	305,702	232,839
Returns by Staff	320,986	212,928
Enquiries	11,391	N/a
Registered patrons	13,986	9,770
Visits per annum	166,870	136,876
Reserves	6,165	N/a
Total Transactions (issues & returns)	626,688	445,767
Registered patrons as % population	72%	96%
Issues per staff*	48,447	38,806
Stock Turnover (issues divided by holdings)	6	4.5
Transactions per staff (issues+returns) divided by FTE)	99,316	74,294
Holdings per capita	2.6	5
Issues per capita	15.8	23
Transactions per capita	33	44
Transactions per patron	44.8	45
In-house catalogues for public use	2	6
In-house Internet and ICT service machines for staff	7 or 5 without catalogues and 1 CD-ROM for children's	22 or 16 without catalogues

*National mean is 26,421

Summary: Napier Libraries are the best used facilities compared to other like-sized libraries. Napier Libraries are behind in ICT development. Napier is similar to the other libraries in being under-resourced for space.”



4.2 Conclusion – NPL Performance in Comparison to Other Libraries

Levels of service provided by the Napier Public Library (NPL) are generally high and consistent with service levels at other libraries and but do not to exceed them. However, total library staffing costs are lower in Napier relative to comparators and spending on library materials is higher. These observations indicate that the NPL is providing good service at relatively low cost.

However, the Review Team note the difficulty in drawing meaningful comparisons due to the widely differing population and levels of service offered, and variation to the way each council charges for property and IT services particularly.

Napier Public Libraries service includes:

- ◆ 2 full service libraries
- ◆ The Robson Collection in the Reference Library at Station Street
- ◆ Special Access Library (Books on Wheels)
- ◆ Verna Corbett, Large Print Collection at Taradale

Napier too has lower corporate transferred costs than the average:

- ◆ Occupancy: 32.5% lower than the average
- ◆ Overheads: 60% lower than the average

One factor in lower than average staffing costs (other than service levels described above) is the use of school student shelf fillers and “unqualified” customer service staff in Circulation department.

Given the projected increase in Napier’s population, an increase in the number of households, and an aging population that will increasingly leave the work force, future financial resources for library and other municipal services in Napier will be constrained. Consequently, the current situation is only sustainable through generating efficiencies in service delivery. That is strategies and actions to reverse the 4.4% drop in visitations over the last five years. It also calls for fresh or relatively innovative thinking as to how some of the service improvements may be funded other than increased budget. Overall we have concluded that in the constrained financial environment the Library has a satisfactory resource base but it is proposed to use it with an alternative emphasis. This report has focused on pragmatic recommendations that will in large part address the constraints and short comings inherent in the operation of Napier Public Libraries. With no increase in staffing we propose that the libraries will redress the 4.4% drop in visitation over the next five years, thus improving productivity and cost indicators, and should reasonably target a 20% increase in usage.



5.0 Trends Affecting Library Service Delivery

5.1 The Role of the Public Library

The role public libraries play in society is broad. Numerous studies have demonstrated the social and community benefits that public libraries help deliver to the community. In particular, a major Victoria, AU research report just published – *Libraries Building Communities*, February 2005, has highlighted four key areas of contribution by public libraries:

- They provide free public access to computers and information technology resources (helping to overcome the digital divide).
- By helping people locate and use information libraries help create better informed communities.
- Libraries offer services and resources that help promote lifelong learning and literacy in the community, and;
- They help build connections between individuals, groups and government.

Furthermore, public libraries play a key role in providing users with a gateway to a world of information resources. This can be through library resource-sharing activities (such as the interlibrary loan network), or increasingly via access to online/Web resources delivered by powerful new tools able to package results yielded from a diverse range of sources. There is a shift in emphasis from custodian to knowledge navigator- with library staff's role expanded to include assisting the public to access information relevant to their individual needs.

As we move from a concept of the information society on to a concept of a knowledge society, the role of public libraries must undergo similar changes of priority. What should be the role of public libraries when most people have ample access to a plethora of information and entertainment? How may librarians define their professional role when users themselves perform many of the functions formerly left to the professionals?

The main contentions are, first, that libraries must move from defining their professional role in terms of providers of information literacy on to a role as multimodal knowledge centres encompassing information as well as entertainment, retrieval as well as production. Second, librarians need to redefine their role in the physical library as facilitators of multimodal literacy and do so in close cooperation with other partners advancing civic society.

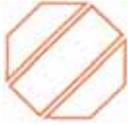


Table 5.1: Library Innovation and Socio-Cultural Conditions

	Industrial society	Information society	Knowledge society
Aim of library use	Cultural discrimination (taste) Personal relevance of cultural choice	Universal and free access to information Information literacy	Universal and free use of information and fiction Multimodal literacy
Definition of library/librarian	Cultural custodian Cultural guide	Information disseminator	Knowledge facilitator
Definition of material/content	Material entity, physical artifact	Non-material process Effective, reliable information processing	Material artifacts and non-material processes Information and fiction
Definition of user	Receiver of choice cultural consumer	Information producer and evaluator	Knowledge producer, cooperators and cultural citizen

Public libraries can build on those trends by redefining the physical libraries as informal knowledge centres and by developing their professional competence's in close collaboration with other knowledge partners both in the private and public sectors

Ref: Scandinavian Public Library Quarterly.

5.2 Public Libraries Today

The fundamental need to provide universal free access for all to information and literature which led to the creation of public libraries 150 years ago has created an institution which retains its value and appeal to the present day. It is true to say that no comparable institution exists. Modern public libraries are widespread, popular and of enduring importance to social justice and the maintenance of a democratic society.

New Zealand's vital statistics illustrate this very clearly:

- there are 256 public and community libraries in cities, towns and villages serving a population of about 4.109 million people;
- 50-55% of the population use public libraries, rising to 70% where children and elderly people are concerned;
- adults and children borrow over 48 million books and other items, such as CDs and videos, a year from public libraries.



The public library has become a multi-purpose agency with multiple roles covering the areas of information and life long learning, recreation and leisure, culture and research. The new Information and Communication Technologies (ICT) do not threaten the existence of public libraries but offer an opportunity to provide increasingly valuable and effective services for users.

Because of their importance, public libraries are at the heart of both Napier City Council and broader Government policies:

- ◆ they underpin education, providing essential support for school children, students and
- ◆ lifelong learners;
- ◆ they enhance public access to the world's storehouse of knowledge and information;
- ◆ they promote social inclusion, by helping to bridge the gap between those who can afford access to information and those who cannot, and by facilitating access to information for socially excluded people; they are a vital conduit and access point for the main principles of modernisation and delivery of public services;
- ◆ They provide information and learning opportunities, which underpin creativity, economic regeneration, urban renewal and rural development.

In addition, their traditional roles in support of literacy, reading and personal and community growth are undiminished.

5.3 The Role and Importance of Libraries within the Community

The literature on public libraries abounds with information on the role that the library plays in the community. This literature can take the form of analysis of trends, discussions with libraries, or increasing a consultative process involving local residents.

In 1995 a study prepared for the Libraries Working Group of the Cultural Ministers' Council (UK) found that, on the basis of its survey:

“Clearly in our knowledge-based society, universal access to the library and information resources and the capacity of the national library system to deliver timely and cost-effective information services will assume increasing importance.”

In a subsequent publication produced by the Libraries Working Group (UK) the following statement was made:

“The library is a key institution and network for addressing – and – preventing the gap between the ‘information-rich’ and the ‘information-poor’.



A further quote from the work identifies libraries as:

“Community centres, leisure centres, access points to the ‘information superhighway’, business and research centres, education centres and retail centres.”

The evidence from these works clearly supports the argument that the library service needs to stay abreast of the current technology in order to provide equitable access to information in whatever form it will be distributed in the future.

What needs to be stressed, however, is that as the library moves into the new world of information delivery that, at least at Napier Public Libraries, the demand for traditional services continues to remain strong.

There is also an expectation of the community that the library will be the hub for information and leisure needs within the local community. In particular, there is scope for all levels of government to use the library as an avenue into the community. The new technology actually gives the library the opportunity to position itself strongly in this role. Such a move represents a logical step for libraries particularly in an increasingly competitive entertainment and information provision industry.

5.3.1 Social Interaction

Recent research has shown that libraries play an important role in nurturing social interaction, and that the public recognises and values this fact. With the increasing rate of technological change, shifting workplace structures and the growing mobility of the population demand for this role in society can only be expected to heighten.

Recognition is also occurring for the role that the library plays in providing an environment for social interaction. With the demise of the public square, gathering points within the community are a rarity. This is evidenced through a recent publication, *“A safe place to go: libraries and social capital”* produced by the State Library of NSW. This report was based upon a survey of library patrons conducted in 2000, which found that some of the major benefits patrons got from a library were safety, an opportunity for social interaction, shelter and an entrée into the community for new residents.

Finally, there is both an opportunity and expectation that libraries will act as a focal point for the dissemination of information on local services and activities. Again, this is an area that opens up opportunities for the Napier Public Libraries. It is apparent that the library is perceived to fulfill a number of roles within the community.



It provides:

- Equitable access to material available through the information 'superhighway';
- Ongoing provision of traditional services;
- Acting as the hub for information and leisure needs within the local community;
- Disseminating information on local services and activities and, increasingly,
- A place where people can interact socially.

The review study recognises that it was impossible for the library to be all things to all people. Having accepted this premise, four distinct customer service roles for the library within the community are identified. These are based on the *American Library Association roles of the public library*:

Independent Learning Centre

The library supports individuals of all ages in pursuing a sustained programme of learning independent of any educational provider.

Popular Materials Library

The library features current high demand, high interest materials in a variety of formats for persons of all ages.

Preschoolers Door to Learning

The library encourages young children to develop an interest in reading and learning through services for children, and for parents and children together.

Reference Library

The library provides timely, accurate and useful information for community residents.

As the library has matured over the past 5 years a stronger community focus has become apparent. Consequently a further role is identified, also drawn from the *American Library Association roles of the public library*.



Community Information Centre

The library is a clearinghouse for current information on community organisations, issues and services.

A case can also be argued that these roles only obliquely touch on the electronic environment and all its attendant issues (e.g. training). For this reason a further role has been defined by the library manager.

Facilitator of Access to Electronic Resources

The library, through the provision of equipment, software and training, enhances community access to relevant electronic resources.

Finally, in light of the discussion above, which revealed an expanding role for libraries as a centre for social interaction, the following newly defined role of the library is included:

Community Hub

The library provides a safe environment for residents and engenders social interaction.

The commitment of the library to these objectives is encapsulated within the strategic recommendations of this document.



5.4 Community Involvement in the Library Service

5.4.1 Promotion of Community Services and Events

Increasingly, organisations are recognising that the library is a vital hub within the community. With this recognition comes a desire for the library to act as a distribution point for information on events or services that these organisations promote. This fact has been identified in preceding sections of this document and is embraced as a growing and important contribution to community well-being. Recognising this, it is important for the library to provide adequate space and opportunity for these promotions to occur. The added benefit of undertaking this is that it will assist in raising community awareness of the services the library offers. There is scope for this promotion to also occur through the Napier Public Libraries and Council websites.

5.4.2 Partnerships

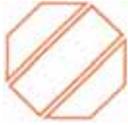
There is an opportunity for the library to enter into partnerships that both extend the service and provide the necessary resources to support such an extension. In the past this has not been familiar ground for public libraries but as the public expectation of the quality of services increases, it is becoming a necessity to explore potentially beneficial arrangements. These partnerships can take the form of an enhancement of service or financial support for existing services.

5.4.2.1 Enhancement of Services

The public library system provides a well-established network within the community, yet this fact is largely overlooked by many organisations that could take full advantage of this entrée into the community. Even local government does not appear to be fully aware of the excellent opportunities the library system provides to distribute information or set up displays, so it is not surprising that higher levels of government and other organisations have not yet recognised the benefits the public library offers.

As has been referred to in the preceding section, there is an opportunity to promote the library as an avenue for information distribution for Central Government. This should be pursued through the channels now being developed (LIANZA Strategy), rather than in an *ad hoc* fashion. The benefit of doing this is that it will provide residents with greater access to information and may also provide access to additional funding.

There are other examples of partnerships that the library may enter into that benefit the residents of Napier City. Napier City Council should investigate an arrangement with the entire city's tertiary education facility. In addition to government departments and tertiary institutions, it is possible that community organisations may wish to enter into an arrangement with the library in regard to service provision. This is likely to be more limited due to the financial challenges generally faced by these organisations, but there is certainly scope for investigation.



5.4.2.2 Donations and Sponsorship

The Napier City community has a high level of awareness of the important role the library plays within it. Consequently, there is an opportunity for the library to seek funding for the provision of its existing services. This is already happening in a limited fashion in Napier. The Napier and Taradale Public Library Associations (Friends of the Library) have consistently made donations.

There is scope to extend this even further into the community, though this should be done in a structured fashion.

To achieve this will require a clear definition of what constitutes a donation and what represents sponsorship. Once this has occurred the library will need to develop guidelines that can be applied to any arrangement that is entered into.

Further development of the concept is necessary. An element of the marketing plan targeted at business would provide an excellent opportunity to develop such a framework and to promote the idea.

5.4.3 The Napier & Taradale Public Library Associations (Friends of the Library)

The Napier and Taradale Public Library Associations (Friends of the Library) merit special mention. They are organisations whose purpose is to support the library and literary endeavours within Napier City. To this end they have been remarkably successful. They have held numerous literary events, helped with library activities, promoted the importance of the library in the community and donated funds and gifts to the library. It is extremely important that these organisations continue to be nurtured, as the best interests of the library and the community will be served through their actions. In time they may become one organization.

5.4.4 Trends in Library Service Provision

The last twenty years has seen libraries having to cope with an increasingly changeable environment of information provision as well as an expanding public expectation of service provision. This section identifies future scenarios that may impact on the library service.

5.4.4.1 The Internet

Alongside PCs, the Internet has had the most influence on library services of any of the technological changes that have occurred in the past decade. It has enabled people to directly access information, potentially outside the library framework. It has also presented the Reference Librarian with an excellent, though often challenging tool for unearthing information. In recent years it has become such an integral part of library services worldwide that there is a public expectation that libraries will provide Internet access. As information has embraced the electronic medium the Internet has become inextricably entwined with the provision of traditional library services.



Whilst foretelling the future is fraught with difficulty, the following trends in relation to the Internet are predicted:

- Free public access Internet will be the norm throughout NZ and demand for Internet access points will continue to remain high, despite the fact that a significant proportion of residents may have Internet access at home;
- Demand for online access to the library catalogue will continue to grow;
- Demand for online provision of reference assistance will also grow;
- Provision of online reference assistance may be handled on a regional basis, e.g. a network of libraries may consider providing this service in such a fashion as to improve response times;
- Generally the information available on the web will not supplant books, though there is likely to be an impact on the reference collection, with information previously purchased in book format being accessed via databases. This access is likely to require the purchasing of licenses;
- Whilst there may be some conversion of printed matter to online databases in the reference area this does not mean the reference collection will shrink significantly, but rather that what is available will burgeon;
- Database access will move from CD-ROM to online access via the Internet;
- There will be an ongoing demand for Internet training of an increasingly sophisticated nature, at least into the medium term (5-10 years).

The implications for the library service are:

- An increased public demand for PCs with access to the Internet;
- Commitment of staff time towards online provision of services;
- Ongoing provision of Internet training.

These trends must be monitored and incorporated in staffing and technology plans for the library.



5.4.4.2 Media for Information Distribution

The variety of formats information is now available in presents a significant challenge to the library manager. Material can be purchased in book format, magazines, large print, video, books-on-tape, CDs, books-on-CDs and DVD. The Internet also plays an important role in this area and e-books are emerging on the market.

In this complex environment the following predictions have been made:

- Despite the growth in the variety of media the book will remain the main format for stock in public libraries, at least until the medium term (e.g. 10-15 years);
- Whilst books will remain the medium of choice, demand can be expected to increase for all other formats. This is evidenced through the Napier Libraries statistics, which identified non-print media as an area in need of expansion within the Napier Public Libraries.
- E-books will increase their market share and the library service will have to monitor this in order to determine the suitability of including such items in the collection. Based on current growth rates it is expected that adoption of the technology will be far slower than the hype that surrounds it;
- The emergence of e-books will have only a minimal impact on library borrowings, at least in to the medium term (10-15 years);
- Not only will there be a public expectation for the library service to adopt new formats (e.g. books-on-CD) there will remain a need to maintain older formats as many residents will lag the technology wave.

The key implication for libraries over the next decade is the cost associated with maintaining such a variety of collection formats.

5.4.4.3 Industry Trends

Libraries are highly used and highly valued. Studies indicate that:

- 51% of the NZ population has a library membership card, (56% in Napier).
- Public libraries had the highest satisfaction rating of the public services queried, and the lowest dissatisfaction rate.
- 89% of respondents felt that libraries were seen as a vital part of the community fabric.



- There is an increasing trend toward joint-use facilities and co-location with other community service providers.
- Libraries are highly valued as a community resource - even those who aren't active users feel that libraries should be maintained at whatever cost for the 'good' of the community.
- In response to shrinking community and public space Library facilities are serving a wide range of roles including meeting places, computer training facilities and welcoming quiet spaces for people to relax and reflect.
- Libraries are often referred to as 'the new village green'.
- Increase in community demand for direct delivery of programmes aligned to development of new skills, i.e. lifelong learning.
- A continued demand for traditional hard-copy formats.
- A more professional approach to marketing and promotion, including sponsorships and partnerships.
- Empowering the user through self service facilities and automated materials handling.
- Creative solutions are needed to find the balance between the information, recreation, book and online needs of the community.
- Low awareness of what libraries offer beyond the traditional associations made with them.

5.4.4.4 Customer Expectations

Whereas as once a customer may have been hesitant to disturb a library staff member it is now commonplace for there to be an expectation of immediate access to resources as well as in-depth assistance. There is no indication that this will abate, on the contrary, it is predicted that customer expectations will remain high, if not increase further. This has a serious implication for resourcing of materials and staff.

This is true of the Napier Libraries as staff is constantly queried in the library when they are particularly carrying out shelving and other circulation duties on the main library floor.



6.0 Literature Review

Scholarly and professional literature was reviewed to identify trends and issues dealing with library service delivery models relevant to this study. Many of the articles were found to support the library trends presented in Section 5 of the report. The literature review identifies trends and issues for further investigation in subsequent stages of the study. In this Chapter of the Planning Context report we have briefly noted selected highlights from the literature that was reviewed.

A selection of references is found in Appendix B.

We have discussed the literature under three headings:

- (1) Factors Affecting Facility and Service Delivery Models
- (2) Technology and Library Service Delivery, and
- (3) Māori and Public Library Service.

With the exception of the last topic, there is of course a considerable volume of relevant literature. Consequently, the following discussion focuses on areas where Napier's existing services appear to be at odds with trends or best practices.

6.1 Factors Affecting Facility and Service Delivery Models

6.1.1 Facility Design, Provision and Location

Space Requirements

Most commentators suggest that overall space requirements will increase in the future due to technology and customer service needs. A technology (computer) workstation requires 4-5 sq. m. compared to the 2.5-3.0sqm. required for a reading station. In addition, the need for social gathering space, programme areas and amenities such as cafe areas, all suggest larger libraries.

Given that Napier's current provision (0.56 sqm per capita) is less than the commonly accepted 0.7 sq. m. per capita, this may be an issue for the future. It is an issue because this is 0.56 sqm across the network and is disguised by the large number of square metres devoted to the Meeting Room and a high percentage of unserviceable space.



Operationally Efficient Design

Designing to minimise staff and operational costs, while at the same time contributing to higher levels of customer service, is a strongly stated objective for new library design. Self-checkout, web-site renewals, remote access to catalogues and drive-up book drops are indicative of this trend. In addition, libraries are increasingly designed to be “self-guiding” – through signage, interior design and decoration and placement of services. ***While these innovations free staff time for more important professional functions, many are not easily accommodated in the existing, City Library building.*** It is less of an issue at branch libraries but needs to be regularly evaluated at these sites.

Flexibility, Multiple Use and Integration of Technology

Adaptable space and furniture and fixtures that accommodate new technologies are extremely important. Single floor libraries or in larger libraries open floor plates and modular units are preferred. Interior design should be tied to technology, including communications wiring or wireless network for telephone and data, and wiring for laptops in seating areas. In addition, multipurpose design can contribute to community use and satisfaction and enhance revenues when library rooms/space can function as an art gallery, recital/performance hall, or an upscale rental space. ***These design objectives should be considered in Napier’s libraries where practicable.***

Specialised Design Features to Attract the Non-User

Lifestyle and culturally sensitive design features are increasingly adopted to attract non-users. These may be directed to cultural or ethnic minorities in the community or to specific age groups, such as teenagers. The intent is to make the library a comfortable and attractive place to be.

User Amenities

Most new libraries will provide comfortable social space, seating areas, natural light and amenities such as a cafe. In addition to requiring space, these areas must be designed to complement other functional areas of the library and for supervision and security. They are not always easily accommodated in older buildings.

Welcoming Relationship to the Community

The relationship of the library to its immediate surroundings is an increasingly important issue. Libraries that are welcoming and have a strong connection to the local community are often connected to or part of a much larger public space. ***The imposing but somewhat isolated civic structures of the past are giving way to community buildings that invite residents to enter and explore the library.*** This is achieved in part through the relationship with public space but also through the use of glass and natural light, and the use of public art, and designs and the use of building materials that are familiar and unique to the community. Napier’s libraries, except the location of Taradale are not consistent with these trends.



6.1.2 Service Delivery Models and Management

Unlike the facility design trends noted above, the following developments are generally not constrained by the existing infrastructure, but may be affected by existing agreements, contracts or precedents. In most cases, however, these service delivery models and management approaches could be adopted in Napier even if the existing library facilities were maintained.

Customer Service

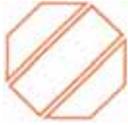
Viewing the library user as a customer and providing higher levels of customer service are well reflected in the literature. This is achieved in part through the design innovations discussed above, but also by new staff roles and operating procedures. Staff that “walk the floor” to respond to customer inquiries, creative marketing, greatly extended hours, and improved off-site access are common features of the emerging customer service orientation. Of course, expanded customer service – particularly if it entails longer operating hours and more staff access – is only possible if other operating economies are achieved.

Community Outreach

Libraries that are actively engaged in the community provide better service, are more relevant and more likely to be supported by community residents. Libraries need to make greater linkages with other community services, organisations, and special interest groups. These relationships will be reflected in programmes and services, the library’s role as an information resource and enhanced ability to serve all sectors of the community. In addition, the library can play an important civic role by contributing to discussion and informed debate on important community issues. Finally, in culturally diverse communities, libraries are encouraged to manage diversity by ensuring library governance and material collections promote cross-cultural learning and dialogue.

Partnerships

Cost effective partnerships, particularly for shared facilities with educational authorities, are well represented in the literature. Individual libraries are expensive to build and maintain. Where possible, external partnerships should be made within the philosophy of the library service delivery model. Partnerships for programming and shared service provision are increasingly common. In addition, consistent with multi-use facility trends, **libraries are frequently providing a wide range of government services and acting as local government service centres.**



Management Approaches

As with virtually all other sectors of local government service delivery, libraries are being encouraged to adopt new management techniques for more effective and efficient service delivery. Performance measurement is a frequent theme with commentators suggesting libraries need to deliver measurable outcomes and have in place the appropriate tools to demonstrate effectiveness. This emphasis on new management techniques is complemented by suggestions for improved staff training and evaluation; job mentoring and staff rotation; cross functional management teams; improved planning and management techniques, etc. As new management approaches are adopted and libraries look for more effective and efficient methods of operation, eliminating duplication through sharing functions with the local government (e.g. human resources, long range planning) is increasingly common.

Revenue Generation

Securing revenue without compromising the public's access to affordable information is a new but increasingly important objective for public libraries. Web-site advertisement, on-line links to book-stores such as Chapters with commissions earned on sales; and, customized research services marketed to the general public, business or local government partners are among the initiatives being implemented to raise revenue.



6.2 Technology and Library Service Delivery

As noted in the discussion of trends, technology has changed the way in which core library services are being delivered and will continue to have a major impact on future services. Increasingly, libraries are walking a fine line between under-reacting to these changes and risking obsolescence, and over-reacting, which could mean abandoning their fundamental vision and eroding their existing audience. While there is agreement in the literature that a balance must be struck with traditional services, the trend to new, technology based services, is apparent. Libraries are offering more services online (and doing so at an accelerating rate), including virtual/digital reference services, electronic databases, and e-books. Libraries are also using technology to improve customer service. Public libraries that use technology to provide smart and simple innovations are viewed as the “bench markers”. As an example, the professional library literature gives top grades to the Richmond Public Library for its web-site that allows registered users to pay fines and place reserves. Some libraries are now providing drive through computerized drop-off and pick-up service.

Technology is also affecting the management of library services. As the “virtualization of libraries” continues and systems become further automated, there is a tendency to cling to established workflow processes based on staffing and the “old system”. Increasingly, library staff will need to regularly participate in skill development programmes to enhance skills and ability to better utilize new computer software and hardware. Library administrators are also coming to grips with such tasks as creating job descriptions for “*virtual reference librarians*” and *re-allocating library staff to reflect the “new normal” in library service delivery*. Technology will increasingly influence the functions and services, design and management of public libraries. The implications of these innovations for an optimum service delivery model in Napier are significant and are recommended to be considered with the study.

6.3 Māori Peoples and Public Library Service

The establishment of library services for Māori throughout New Zealand draws attention to the challenges of serving Māori communities. While there are successful models of public libraries operating in Māori populated towns there is less information on best practices associated with local government public libraries providing services to Māori peoples. Currently, 9,820 Maori people reside in Napier and are potential users of the Napier Public Library. **Service to the Māori population has not been specifically identified in the Napier Public Library Activity Management Plan but may be an important consideration as the Māori population increases in the future.**



Among Māori people living in New Zealand, fewer than 5% hold university degrees and less than half have completed high school. The public library has led community literacy campaigns and promoted lifelong learning and community heritage and, as such, has a role in addressing the social challenges faced by many Māori people in the community. Despite the Government identifying continuing education among Māori people as a priority, there is currently no strategy to address any particular issue for Māori people using a public library.

And while Te Puni Kokiri, Ministry of Māori Development, provides funding to runanga for community services, frequently there are too few resources to establish or sustain the operation of a public library or enter into service agreements with a local government library system. The literature dealing with the role of local government libraries in serving Māori peoples is limited.

The following benefits were attributed to public library services for Māori people:

- ~ Libraries help to ensure the Māori culture continues to flourish and thrive; it has potential to be a cultural revitalisation centre.
- ~ Libraries can provide Māori peoples with access to library collections and support native language
- Revitalisation efforts.
- ~ Acquire, preserve and provide access to traditional knowledge.
- ~ Instil the love of reading in children.
- ~ Local history collection. A library can keep and protect the history of the runanga, family histories recorded in print, audio, video or CD ROM.
- ~ Improve literacy skills; print and computer.
- ~ Provide access to computers and the world via the Internet.

From comprehensive documents reviewed pertaining to public library service provision to indigenous people comes a number of suggestions for improving and delivering local government library services to Māori peoples - suggestions that have implications for all local government public libraries in New Zealand.

- ~ Establish a culturally responsive environment – incorporate local crafts in the décor of the library, making libraries more welcoming.
- ~ Network with the community to seek the views of Māori peoples.
- ~ Staffing should reflect the community – recruit more Indigenous library workers.
- ~ Provide cross cultural training.
- ~ Collections should consist of material by, for, and about Māori peoples – the Māori collections should be separated.
- ~ Preserve oral and written languages and histories.



- ~ Develop partnerships and relationships with local communities.
- ~ Create bilingual web sites.
- ~ Post bilingual signage in the library (exterior and interior).
- ~ Promote library services and take them out into the community – and on to Marae.
- ~ Bring Elders into the library for storytelling and reading to children.
- ~ Offer Māori content programming.
- ~ Form a Māori Advisory Group to consult with people, listen to what they say, and act on it. Encourage participants to have a sense of ownership and pride.
- ~ A library cannot be a place with just books. It must become a meeting place, a display centre. It needs to be very visual with photos and act to attract people who may not otherwise use a library.

6.4 Basic Library Services

To fully identify the needs of the Napier City community, it is important to be aware that substantial information is already available on the broad needs of the community. This has been derived from existing demographics, Metropolitan Library comparative statistics, the Napier City Council LTCCP. In addition the library has received regular feedback from the community through Council satisfaction surveys. These rich and extensive sources of information make it possible to identify basic needs within the community that should be met. These needs can be condensed into the following categories.

6.4.1 The Library Collection

The size and breadth of the collection is not one of the areas of need most often identified by the public but is most often identified by officials. Of all suggestions received most relate to the need for access to the existing collection. The requests are varied and reveal a desire for all aspects of the library collection to be made available, particularly the fiction collection without charge. Such requests have been expressed at all service points. The study showed a particular public desire to see the non-print (e.g. videos, CD and DVD) collections significantly enhanced.

An analysis of the existing collection quickly reveals why there is such a level of official concern over the collection size. Over the past 3 budget cycles the budget for book stock has risen 70%. During this time the rise in the NZ dollar and the deflationary pressures have resulted in a decrease in book prices of the same period in the order of 30%. On this basis, the library is buying more books than it did 2 years ago.



The situation has been improved by the more recent concerted culling of stock that has been occurring as a consequence of deterioration of the material and low turnover of older collection. Two factors have been at work here. First, the collection purchasing capital has been increased to more or less the NZ standard and a large varied collection has been purchased over an extended period of time. This varied collection has now reached such an age that its condition and currency have resulted in the need, particularly over the past few years, to remove it from the collection.

The evidence in the library is that the collection is most used in modern and popular titles. The balance of the collection is more or less all available on public shelves irrespective of its turnover thus giving the appearance of a tired and cluttered library collection.

Secondly, with stock at Napier Libraries being borrowed, on average, 3.59 times, ranking turnover 17th of 19 metropolitan libraries.

This, then, presents the picture of a library that is buying more material than it once could afford and having to remove dated and worn-out material at an increasing rate.

The impact of this is evident in an analysis of collection. The collection has grown 8.03%, up from 190,077 to 205,349 items. The service now holds 3.66 items per capita, above the national median of 3.06, above the industry standard of 3.0 items per capita.

From every perspective, the size of the library collection at Napier Public Libraries is above adequate levels. With loans continuing to decrease, it is realistic to say that the collection will be heading towards high levels if action is not taken to address the matter in the planning process.

In order to manage this increasingly rich resource it is appropriate the library Collection Development Policy is reviewed, once the outcomes of the various National Library and metropolitan collection plans discussed below have been finalised.

Currently the library collection management team cannot effectively commit the annual budget to book purchasing. Those books purchased cannot get onto the shelves for at least 6 months.

Collection Store of “Last Resort”

Both University and metropolitan libraries have recognised the issue of growing individual collections and all asked “What to do with them”. Through an initiative started by University libraries, the National Library and metropolitan libraries were participating in, and now at least discussing a project proposing a national collection of last resort. The fundamental principles are founded in modern quality management theories and professional logistics practice.

- ◆ Identify the unique and important collection items throughout NZ libraries of which one or two reference copies ought to be held.
- ◆ Collect and store in a location accessible and relatively affordable.



- ◆ Apply “Just in Time” practices – customer places request at library or via email or internet, logged with central collection store, picked and couriered overnight, customer collects from library within two days of request.
- ◆ Remove and dispose of all other surplus collection items from participating libraries.

This initiative has unfortunately not moved forward from conceptual planning.

However, it is imperative that Napier Public Libraries participate fully in dialogue around this concept and apply as appropriate adequate resources to rationalise the collection and identify candidate items for placing in a national collection of last resort should it eventuate.

6.4.2 Service Levels

The growth in the presence of technology within the library has brought a new challenge to staff. The libraries now have 50 work stations, house Internet and Infostation PCs. There is a range of services standard to most libraries that the Napier Public Libraries can now offer with the technology applications now implemented.

However, there are two key areas requiring investment; patron self check machines (RFID capable) and mobile computing for circulation and library customer service.

Note:

The NPL is dependent on the Napier City Council Information Services department to provide IT infrastructure and support. The level of service required to supply and maintain the basic infrastructure is, and has been, delivered to a high standard. This includes the Council desk top “Office” applications – email etc – and the Civica “Spydus 8.1” library management system and server. The IS department is also responsible for sourcing, supplying and maintaining the library “Infostations” including internet connectivity.

However, there are constraints in this service arrangement that must be addressed by the IS management and NPL to enable transition of the library into new levels of service through IT enrichment.

- **Implementation of Library Management System software and upgrades.**

The IS Library department has accorded priority to the Library System applications. Thus the new library applications, upgrades and enhancements, once approved, can now be implemented and the system change over bugs corrected. The expenditure and service benefits proposed to accrue from the software investment have not occurred yet and the library performance slips behind its New Zealand metropolitan benchmarks. These are important management and operating applications that are critical to the successful running of a modern library, delays to which impact efficiency and effectiveness. However, it is being



addressed. The IS support is now progressing to help develop effective reporting and performance management information.

- **IS Service Level Agreement Charges.**

The IS department's Service Level Agreement charging policy recovers the full costs of equipment, software, licenses and operating on a per device basis. Currently the library service level agreement for staff workstations is tailored to their part time and flexible working hours. In general though costs are about \$3,500 per workstation. The difficulty arises when this is also applied to customer "Infostations" which have a different purpose and life. Whilst the accounting principles and Council policies are well understood the applicability and affordability of this in a library services environment is not usually sustainable. The report notes the variability in charging for IT at other metropolitan centres but that ultimately it is a transferred charge from one Council department to another that is reflected to the ratepayer in the costs of delivering library services.

The need for IT enrichment, i.e. more "Info-stations" is well proven through research and practice at Napier Public Libraries.

The IS and Libraries management appear to have found a workable charging solution that enables the IT enrichment objectives to be met.

We emphasise the Library is very well served by the NCC IS department through the arrangement of one FTE being allocated to systems support. They have a very sound hardware and software upgrade path and the proposal to reallocate book capital to technology in the short term is a sound idea. We propose that is extended for at least one further year to enable the full implementation of the IT plan.

The level of IT service and support is primarily enabled by the decision to reallocate one library marketing FTE to the IS department to fund a library system administrator. Our observation is that this is not detrimental now or in the long term. The question is "Will the library need a full time system administrator once the plan is implemented?" Our assessment is that the need will persist in the long term as the technology convergence continues and its outcome is deployed for efficiency and service advantages over time.

6.4.3 Volunteers

It is appropriate at this point to raise the matter of volunteers. Volunteers are currently essential to the present level of service that is provided by the library, particularly the Books on Wheels service to the extent that the service would have to be closed if the volunteers disappeared from the system. The actions of these people are laudable, but it must be clearly understood that the expectations of volunteers are totally different from staff.

Volunteers have the right to decline a task, to have a major say in working hours and generally have less expectations placed on them than on employees. Consequently, the service levels, training and experience of volunteers are likely to be lower than that of employees. For this



reason the range of activities asked of volunteers may be limited, especially in the areas of customer service.

6.4.4 Opening Hours

The opening hours are generally less than the model for metropolitan libraries of similar size and population. Currently the hours are 50 hours per week at each branch. We would argue they should be at least 70 hours. However, this will need to be addressed in the context of affordability and the other efficiencies proposed.

As the population grows and its demographics change the pressure will mount to extend the opening hours. Consequently it is appropriate to review these hours every two years. In this case the hours should be reviewed after the immediate recommendations have been implemented.

6.4.5 Technology

The increasing role technology plays in the provision of library services cannot be understated. Since 2000 the number of Info-stations in the library has increased, the telecommunication needs of the library have become increasingly sophisticated, and the Internet and website maintenance have now become an integral part of the service. This has required a substantial commitment in both staff time and resources to achieve. In this regard the library is well served by IT professionals who have a high level of understanding of the library's operating and application system needs. This particularly reflected in the proposals to make all terminals and info-stations multi-functional. The efficiency obtained from this level of innovation and quality of thinking is a quantum leap in library IT for Napier Libraries.

We note the proposed deployment of radio frequency identification (RFID) in libraries for functions including collection management and rapid service points. How and when this will be deployed, and the benefits realised, in Napier and libraries generally is still in the proof of concept stage. Our assessment is that if the Napier Libraries make the overall changes to the library for the future first then they will be better positioned to judge the benefits of a RFID investment.

In the 2006/2007 and 2007/08 budget cycle Council committed or proposed significant reallocation of funding to upgrade the library service and management technology. We have noted that it will be prudent to repeat the reallocation of capital from book stock to the new technology which enables access to local and worldwide collections.

6.5 Key Challenges For Future Service Delivery

Emerging from the consultation and as identified by studies such as the "Libraries Building Communities" (Victoria AU) project, a number of key challenges face both Napier Public Libraries and the public library sector if it is to remain vital and continue to make valid contributions to both local and broader communities.

In a nationwide context, the key issues for the sector are:



- Additional financial resources
- Upgraded technological capacity
- Development of stronger partnerships
- Workforce development
- Development of library infrastructure, and
- Promoting a new image for public libraries

Most of these also have resonance for Napier Public Libraries. For NPL to continue to deliver the quality and diversity of library services that the community both values and expects over the next 5 - 10 years the key challenges to address are:

- **Scope, Cost, Stability and Responsiveness of Information Technology infrastructure.** The issue in the medium term is both about volume (more PCs / Info-stations), and cost (making sure what they already have is charged at an acceptable level in terms of cost of capital and operating).
Underpinning this is a broader issue of their ability to effectively connect with the wider library community, to both benefit from and contribute to an exciting range of resource sharing initiatives. We have already illustrated the innovation implemented and proposed by the Napier IS/Library services team which addresses and mitigates some of the challenges.
- **Developing and maintaining a sustainable model of service delivery that will enable libraries to function at the peak of their capacity and help set the pace for contemporary public library services not lag behind as second best.** This includes the best fit of factors such as opening hours, staff deployment and IT for effective and responsive services.
- **Develop stronger community linkages – recognize that the library needs to broaden the reach into the community and not assume people will come to them.** Allied to this is the ongoing need for communication and promotion of the range of services and resources offered.
- **Consolidation and strengthening of their resource base – modernising current collections, turnaround times, targeting how they use the collection to support learning and literacy outcomes.**
- **Maximising utilisation of space/s.** Building on opportunities to broaden the mix of what people can participate in at libraries to strengthen the community development role. This might include things like support for lifelong learning activities, literary and literacy programmes or events and community meeting space/s not necessarily driven by libraries.
- **Developing and maintaining flexible and sustainable facilities.** This is about planning and investment that enables refreshment of spaces, changes to service points and accommodates the introduction of new technologies. This includes buildings that consume less energy and other resources.



7.0 Demonstrating Value

The extent to which users and non-users use and appreciate Napier Public Libraries is fully reported in the annual NRB Communitrak Survey as referred to in this report.

However, the more challenging task of demonstrating economic value of libraries has been approached in Wellington Public Libraries – to focus on customers borrowing and purchasing behaviour in the neighbourhood of the community and Central libraries.

Overseas studies by university academics consistently demonstrate a significant return on investment for the ratepayers investment. These studies had influenced the Wellington study methodology.

- St Louis Public Library Benefits Valuation Study (2002)
- Taxpayer Return on Investment in Florida Public Libraries (2004)
- The Economic Impact of Public Libraries on South Carolina (2005)
- Bottom Line : Dividends :The Value of Public Libraries in Canada

The ROI for every dollar spent ranges from \$2.86 to \$6.54.

In Wellington two key findings highlight the economic value of libraries in the community.

- Customers would require \$490 per annum to forego their Library experience for one year compared to \$96.00 per annum paid via rates.
- For every \$1.00 Council invests in the libraries collections, customers receive \$5.20 benefit.

The nature of the Napier Libraries review did not permit an academic study similar to the depth above. However, a simple survey conducted over one week at both libraries would reveal what the libraries attract in economic activity in their neighbourhood.



8.0 Library Staff Visioning and Community Reference Interviews

This chapter of the report documents information gathered from the brainstorming sessions, questions posed to functional groups and interviews with library team leaders.

Reference group sessions were held with Napier Public Libraries team leaders and their teams to provide an opportunity for input into the Review study - participants representing a mix of all functions, front line, support, and administration library staff positions. The Library Services Manager attended most interviews and sessions providing an opportunity for those who deliver library services to express their ideas and suggestions as to what improvements might be required to better meet the needs of users and attract more non-users to the Library. In turn, an opportunity to reflect on the implications these improvements may have on staff and library facilities.

As part of this facilitated discussion, staff was asked to comment on the issues that help and hinder effective service delivery. During reference sessions and in their prior SWOT and brainstorming, each functional group / department and Taradale branch library were posed three primary questions regarding;

- **issues and constraints impacting usage and performance,**
- **SWOT and 3 - 5 year and;**
- **beyond 10 year visions.**

Themes and issues that emerged from the comments recorded during the reference group session, brainstorming and interviews have been summarised below.

8.1 Library Improvements/Changes

Library staff suggested a number of service and facility improvements to meet the needs of current users and attract new users. The main categories that emerged related to facilities, amenities, technology, collections, programmes, and community outreach.

A primary area for improvement related to current library facilities. A number of staff felt that library facilities were not welcoming because of their age and generally poor aesthetics. Staff commented on the lack of space to offer programmes and display collections, the difficulty serving people with disabilities because of access problems, inadequate and poor quality lighting, and problems with parking at Napier. Similarly, staff mentioned that amenities such as increasing the number and improving the quality and comfort of reading and study space were important.



Staff also felt that technology improvements were necessary, including increasing the number of public Internet stations in the libraries just to keep up with current demand and establishing a scheduling/booking system to control the amount of daily time users have for internet access. Virtual reference librarian services, an improved web page, workstations wired to allow patrons to use their personal laptops were other technological improvements suggested by staff.

Staff mentioned that the library's collections are aging and expanding. Of particular concern was the fact that there is insufficient space to maintain suitable collections in all parts of the library. On top of this, staff felt that there was insufficient space to display materials as well as a lack of suitable programming space. Staff emphasised that programming is an important service offered by the NPL, however they also acknowledged that participation in programmes has remained stable in recent years and more effort could be spent to offer programmes to school groups, youth and adults. Staff suggested that by improving programmable space, and escalating marketing efforts, increased library visitation and circulation may result, along with the libraries visibility in the community.

8.2 Staff Needs

Staff were asked what improvements or changes would be required to help them better serve library users and help them perform in their respective positions more effectively. In addition to indicating that more staff would be required to provide improved service, staff recommend that training, especially internet training, would assist them in performing their roles. Staff also expressed frustration with having to manage the library's collections, with constrained or tight work areas, with too few resources to do so effectively. To implement necessary changes, some staff suggested reorganising the organisational structure of NPL.

The weekend staff were feeling quite disconnected from the main library team and felt that an appropriate roster would help them learn and provide better service. The principle management concern related to the time and effort required to manage school students.

8.3 Facility Implications

The facility implications of improved library service delivery are significant. Staff indicated that to improve access to people with disabilities, children in pushchairs and other mobility issues, the main library facility would require various upgrades. Staff also mentioned that programme, staff and collection spaces are currently very limited. Regarding technology improvements, the library building would require extensive electrical and network wiring upgrades. In light of these improvements and the maintenance of the NPL facilities, staff remarked that it may not be cost effective to renovate facilities given the age and solid inflexible construction. New facilities were suggested as an alternative to renovating older ones.

The environment or discomfort from heat was the most mentioned facility issue and was perceived as a barrier to library service.



8.4 Advantages and Disadvantages of One City Library versus Central and Taradale Libraries

Staff generally accepted the principle that the City Library in Napier should be retained, given the efficiencies to be gained by rationalising resources and avoiding duplication. However, staff indicated that the location of a new City Library facility would be preferred, and reasoned that a green fields development would be suitable as the City Library facility. However this was driven by the dated decor and ambient temperature problems in the current library.

Despite a general consensus on this issue, various options were discussed concerning how the library might make a better central facility. Most staff felt this would solve the service and facility related issues. Staff agreed that multiple service points (2 libraries) could be sustained, and indicated their preference for a strategy that provides for two service points whereby the existing branch would be expanded and the City Library be redeveloped.

Staff indicated that current staff levels should remain consistent in order to deliver quality services and to make service improvements.

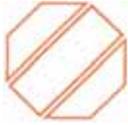
8.5 Community Input

The public and library stakeholders through Friends of the Library were consulted to identify future service directions for the optimum library service delivery model. In respect of Taradale, library staff, and Friends of the Library were asked to suggest how library services and facilities could be improved to better meet current and future needs. This is well documented in reports, plans, proposals, and submissions. The main public indicator is through the NCC Annual Survey.

Generally, library users, stakeholders and the public were satisfied with current library services. Library staff, stakeholders and members of the public also suggest satisfaction with the services offered by NPL, but suggested a number of facility improvements and other service enhancements to be considered in this study. The Taradale branch expansion and the Napier City library environment are the stand out issues.

The Napier City library incurred the most criticism for the state of the facilities – lighting, air condition, space to read and relax.

Both libraries were criticized for their collections presentation and the inability to obtain the books or to get assistance to find them.



8.5.1 Improvements and Needs Identified by Staff and Key Stakeholders

Library Staff

Library staff identified a number of service and facility improvements required to meet the needs of current users and attract new users. In addition to the ambient temperature these include:

- Expand and theme the youth area, make more attractive to youth,
- Improving the circulation management spaces and ergonomics;
- Improving interior lighting and the quality and comfort of reading and study space;
- Providing more space to offer programmes and display collections;
- Addressing accessibility issues for people with disabilities and in mobility scooters;
- Improving parking conditions at Napier City Library;
- Increasing the number of public Internet stations in the libraries to meet current demand,
- Providing PC's with 'office' applications such as word processing and spreadsheets,
- Providing internet ports for laptops and wireless connections, and mobile technology for librarians;
- Employing technology for rapid check out of books;
- Exploring options and opportunities for virtual reference librarian services;
- Exploring options and providing spaces for a learning centre;
- Managing the collection on the library floor to enable selection, sourcing and securing the books wanted;
- One service counter for integrated service at both sites.

To secure adequate resources to address these issues, staff concluded that collection growth could not be sustained. Staff generally supported the reconfiguration of library functions in the City Library. Despite supporting a reduction in the number of service points in the main library, staff indicated that current staffing levels should be retained to deliver quality service.

Key Stakeholders

Key informants were generally satisfied with library services and did not indicate specific service improvements other than those already identified by staff. They also noted that NPL staff worked closely with community groups and organizations and provided appropriate support. However, informants were less satisfied with a number of facility features, including



the availability of parking and areas for quiet reading and studying. Informants generally advocated and supported the rational for redeveloping the existing City Library and developing Taradale branch library, emphasizing that community support would be forthcoming.

Community Reference Group Findings

Main reasons for use (in no necessary order):

- Some participants use more than one branch
- Recreation, reading, specific collections/interests, e.g. art, cooking, design
- Writers talks/events/activities
- Use email and Internet services
- Borrow books, browsing, placing/collecting reservations
- Take children to library (including attendance at activities such as story time sessions)
- Music, magazines and audio visual resources
- ‘Drop in’ visit/enjoy the space – Taradale ‘conservatory’
- Study and research for school projects

Overview of general comments/suggestions for improvement:

- Core traditional services such as book loans and story-time activities are highly valued
- More infostations required and internet access convenient to reference collection; wireless environment for laptops and ports for laptops
- Need study rooms.
- Way finding difficult; access difficult – access off Station Street entry and Taradale entrance.
- Limited awareness of the range of services and resources available, e.g. electronic databases and online information resources
- Libraries felt to play a key role as an information provider and community access point
- Staff are valued and recognized for dealing with a diverse and sometimes challenging environment
- Broad potential exists for use of library space/s, e.g. mix of community activities, meeting rooms, etc
- Increasing use of and demand for audio visual resources but need “listening posts” for music collection.
- Queuing and check out service is lengthy and difficult.
- Need “Office” applications on PC’s in library – word-processing, spreadsheets
- Need less expensive, convenient copy facility – “copy card”
- Like availability of inter-library loans, and strong support for free reservations.
- Issues with inability to have food or drink in reading areas



8.5.2 Conclusion – Community and Staff Input

Current users and key stakeholders are largely satisfied. The majority of library users were satisfied with all aspects of library services, while a minority expressed concerns surrounding the comfort level and orientation, and to a greater extent, parking, computer/Internet workstations and reading and study space. Key informants indicated that the Library has “stepped up and done a lot of productive and positive work to improve service, while also indicating that facility improvements are necessary. Staff suggested a number of facility and service improvements that are important for ensuring the Library’s prominent future role in Napier.



9.0 The Future of Library Services in Napier

The Service Delivery Model for the NPL must be firmly rooted in the future of library services. It must incorporate a vision of library services that embraces change and plans for the next generation of library users. While any service delivery model for Napier must reflect the community's unique history, the challenge is to describe, "Where we want library services to be" and how we intend to get there.

This study includes an assessment of library trends and best practices. Many of these are relevant to Napier. They describe the library of the future as follows:

- Environments conducive to working and reading in the library. The role of lending library – a place to borrow materials - will increasingly be complemented by the community information and education centre – a facility designed to accommodate researchers, information-seekers, book browsers, and the just plain curious. This means large, comfortable reading and working areas, an ample supply of Internet workstations, and wiring the library for personal computer use. In addition, with more in-library use, food service areas, additional toilets – all of which are fully accessible – and other customer services such as telephones, ATMs, and lockers are being offered for library users.
- Convenient, and ultimately "24/7", service to maximize residents' access at times that fit their schedules and their requirements for information. Seven day a week service and extended hours of operation at library facilities will be the norm. This will be complemented by the Virtual Library to provide off-site service for the convenience of the user, particularly when the library is closed.
- Self-serve features and sustainable design to maximize operating efficiencies and customer service. Increasingly staff will not perform functions that the users can do for themselves. Self-check-out, drive through book returns, on-line book reserves and payment of fines, interior design and signage that directs users to the resources they require will be convenient features that free staff time to work directly with users and reduce overall operating costs. Similarly, the design of facilities will be both more cost effective and more pleasant for the library user. Natural light will reduce energy costs, interior landscaping and design will control noise and contribute to air quality, single floor design with clear sight lines will allow fewer staff to supervise facilities.
- Welcoming, attractive facilities that are extensively promoted to maximize use by all sectors of the community. Marketing will be a central feature of the library – and libraries will be evaluated based on their ability to provide more and better service to an increasing number of residents.

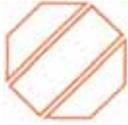


- A focal point for community activities and involvement. The library will be a civic centre that provides resources, information, programmes and space for the residents to be actively engaged in the affairs of their community. This is the library actively playing the role of protector and promoter of intellectual freedom and the open exchange of information and ideas in a democratic society. Libraries will provide facilities and information for residents to fully participate in community affairs.
- Training and economic development will be core functions of the library in an information economy that is characterised by rapid change. Skilled staff with the time to train or to arrange training and the facilities to host training courses will be available. The library will increasingly play a role in support of small business, home based business, the self employed and individuals who must continually upgrade skills and search for new careers in a changing marketplace.

These developments describe the library of the future. They describe a library that is in tune with the realities of a changing society, new lifestyles and a continually evolving economy.

These trends are based on the literature and the experience of other New Zealand, Australian, North American and European municipalities. We have no reason to suspect they are not relevant in Napier. In fact community and staff inputs asked for many of these features. However, we need not rely on external trends and supposition alone to describe a preferred future for the NPL. In 2006 the NPL prepared an Activity Plan that described a Vision for library services and a number of strategic directions and action plans that must be put in place to achieve the vision. The Activity Plan speaks directly to the needs of Napier residents. While sensitive to national and provincial trends, it established local needs and priorities. The Activity Plan covers all areas of the NPL's responsibility and some of the action plans are more relevant to this discussion than others.

The NPL Activity Plan identified a wide range of initiatives that must be put in place to improve and extend library services. These initiatives help to define the library of the future and a library that will meet the needs of the next generation of library users.



The action plans address:

- Enhanced technology utilisation, especially patron self check, an improved web site, the development of the study spaces or learning centre in the library and expanded digital content
- Expanded services and improved marketing, particularly to selected sectors of the community, such as seniors, youth and children.
- Improved hours of operation.
- Rationalised and modernised Collection.

Implementing these action plans will require resources. The NPL recognizes that the resources, in part, must be found through improved efficiencies in current operations, which can be achieved with a new facility model.

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APPENDIX A:

Study Methodology

Octa began the study of the Napier Public Library in May 2007 with a series of information gathering steps. Library Services Manager Sheryl Reed provided Octa with extensive information about the library's service area, copies of Library performance reports and management planning documents, and miscellaneous public information regarding the library. In addition, the Library staff completed a visioning (SWOT and brainstorming) regarding library operations and facility. A list of these resources can be found in Appendix B.

We have received significant guidance on the Napier governance process and review of the conclusions and options from Dennis Morgan, General Manager, Community Development.

Octa undertook their own extensive literature search of published material about the future of libraries and their place in the community.

Following an extensive review of the materials received, Octa conducted a series of interviews with the Mayor and appointed City officials, Library staff, members of the Friends of the Library – Napier and Taradale.

Octa used the information gathered from the documents provided and the interviews to prepare a series of options to be considered. Octa also met with the Napier City Council Chief Executive to review with him the issues and options he wished to be considered and discuss his concerns and ideas.

Using the information gathered from the Council and community, options were developed for both the City Library and Taradale branch.

As a result of the input gained from these sources, Octa developed the preferred options, which form the basis for the recommendations in this report.



APPENDIX B:

Resources Reviewed

Napier Public Library.

Website: <http://www.library.napier.govt.nz>

Library quarterly reports

Scope & Performance Reports 2006-07

City of Napier

District Map

City of Napier Website: <http://www.napier.govt.nz>

Napier City Council:

Activity Management Plan for Libraries 2006

Economic Development Unit

Long Term Council Community Plan 2006-2016

Maps / Aerial Photographs

Draft Annual Plan 2007/2008

Review of Library Services: March 2005

Statistics NZ

Website: <http://www2.stats.govt.nz/domino/external/web/CommProfiles.nsf/FindInfoByArea/071-ta>

Census 2006 – Napier Breakdown

Population Density Map and Territorial Map

NZ Metronet Libraries

Comparative Data 2005/06

Analysis – Napier Libraries

Analysis – Hastings District Libraries (HDL Draft Strategic Plan)

Other Library References:

Standards for New Zealand Public Libraries 2004

A Digital Strategy for The National Library of NZ December 2003

LIANZA / National Library of New Zealand / Local Government NZ: Public Libraries of N.Z. - A Strategic Framework 2005 to 2015

Digital Strategy: A Draft New Zealand Digital Strategy For Consultation NZ Government 2004



Scandinavian Public Library Quarterly Volume 36 No. 3 2003.

Comprehensive, Efficient and Modern Public Libraries – Standards and Assessment Department
for Culture, Media and Sport Libraries, Information and Archives Division

Libraries Impact Project Laser Foundation 2004 Pricewaterhouse Coopers LLP

Stakeholder Input: Staff

Staff Feedback spreadsheet

Concept drawing from Taradale team

Proposal to restore Reference stock selection to the Reference and Technology Services team –
Justin Farquhar

Professional:

Eastern-SIG (Hawkes Bay Special Interest Group of LIANZA)

Public:

Napier Libraries – suggestion slip feedback process

Friends of the Napier Library Inc

Taradale Friends of the Library

Hastings:

Hastings District Libraries Draft Strategic Plan 2005-2015

Surveys:

APR survey

CINTA survey

Websites:

American Library Association PLA: 222.pla.org/ala/ola/ola.cfm

Chartered Institute of Library and Information Professionals CILIP –ex-British Library
Association: www.cilip.org.uk

LIANZA: www.lianza.org.nz

PLIN (International Network of Public Libraries): www.public-libraries.net

OCLC (Online Computer Library Centre): www.oclc.org

Hastings District council (HDL Draft Strategic/Implementation Plans 2005-2015:
www.hastingsdc.govt.nz/libraries/DraftStrategicPlan.pdf

www.hastingsdc.govt.nz/libraries/DraftStrategicPlanImplementation.pdf



Hastings District Libraries: www.hastingslibrary.co.nz

Databases:

EPIC APLIS

Other:

Digital Photographs

Upper Riccarton High School/Community Library, Christchurch

Papamoa Library and Community Centre, Tauranga District Libraries

Napier Libraries. Collection Development Policy 2001

Stakeholders

Napier Citizens and national and international visitors

Library members

Local Iwi – Ngati Kahungungu

Napier City Council

Community Development – Youth, safety, pools, Civil Defence

Strategic Partners: Current

Hastings District Libraries

Libraries of Hawkes Bay – East Coast Region

Libraries nationally (especially public libraries)

Bookshops

Schools

Napier City Council Departments, e.g. Tourism, pools

Local businesses

Eastern Institute of Technology, Taradale



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Architectural Record July 2004 – Seattle Library

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