



NAPIER PUBLIC LIBRARIES SERVICES DELIVERY STUDY

Part C: Facility Model

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1.0 A Library Facility Model for Napier

1.1 Introduction

Napier Public Libraries have a large collection, fewer staff and less library space than would be indicated by minimum standards but this should not necessarily be interpreted as inferior levels of service. The customary model for a city of Napier's size would be to have a City Library accommodating all collection functions and centralising all technical and administrative functions, as well as the reference/research, local history, periodical back issue, government publication and storage collections. This is the current situation at Napier Libraries.

A new facility model would see a City Library that eliminated the inefficiencies and shortcomings that exist and an enlarged Taradale Branch Library to serve up to 50% of the population. The limitations reflected in the report are real.

In addition to the increasing problem of maintaining inefficiencies in the library system, there are other reasons to revisit the facility model. These reasons deal with the community's expectations for library services. Napier cannot adequately address current and future needs with current facilities. This is not possible for two reasons. First, the inefficiencies consume limited resources that are therefore not available for new services and service improvements. Secondly, the size, design and features of the City Library and Taradale Branch library impose significant constraints on service delivery.

In the remainder of this chapter we will describe facility options for Napier Public Libraries.

The report highlights shortcomings and facility constraints at particularly Napier City Library. The most notable shortcoming in expected levels of service within a public facility is the seasonally high temperature and lack ventilation or air movement in the library. It is the most raised issue in all of our review consultation. We have discussed this with Council officials and been advised that alternative action plans and funding are proposed. We can only urge prompt attention to the issue and recommend one building redevelopment in the report that will contribute to a marked improvement in ventilation and light in the main library – a lantern roof over the atrium. It is also recognised as sustainable and efficient option overtime.



1.2 The Minimum Number of Library Locations

Development of the Taradale Ward library that services up to 50% of the population catchment has the following advantages over one centralised library serving all of Napier for the following reasons:

- Rather than the City Library serving a large geographic area, better use of transportation routes and the geography of Napier will provide a significant choice and therefore better service the community.
- Napier users have strong associations with local libraries and patterns of use that are focused on community libraries. While we will argue that it is acceptable to travel greater distances to access specialised reference, research or other services, basic library services should be available in the local area.
- Notwithstanding the need to re-examine the historical basis for Napier's library facility model, the community continues to provide many public services in the Taradale ward and these traditional patterns of use can be enhanced through this initiative.
- Napier library users may be more dependent on modes of transportation other than the automobile. While for many users, these patterns might be adjusted without significant hardship if libraries were relocated, redeveloping a service point in the Taradale ward would better serve those without access to a car.

1.3 A Preferred Facility Model – Taradale Branch Library

Figure 1.3: Branch Library Services and Functions

	Preferred Branch Library Taradale	Current Taradale Branch Library
Population Served	20 – 25,000	19,236
Hours of Operation	Minimum of 50 hrs./week	50
Collection Size	70,000 – 100,000 Items	50,117
Annual Circulation	350-400,000	305,702



Basic Site Location Criteria

In addition to having the appropriate recommended space, any new or redeveloped library facilities should meet basic site location criteria for a public library. That is the library site must provide maximum convenient access to the greatest number of people in the community during the normal course of their daily activity by being:

- at or near the centre of highest density of daily activity and be near such facilities as retail and post offices;
- on a primary street, preferably at an intersection;
- on one floor if under 2,500 sq. m.;
- highly accessible to pedestrian traffic within the area;
- convenient to public transportation
- convenient to parking.

On comparison of the Taradale Ward branch model to the existing branch, there were many of the same deficiencies in services to the user as were apparent in our discussion of the City Library. Specifically, there is too little area committed to Young adult and children's collections, reading and working areas, and customer service and amenities. Taradale has no dedicated programme space and themed young person's area, and Taradale lacks sufficient IT facilities to cope with demand.

A redeveloped branch corresponding to our model would provide higher levels of service, without increased FTE cost. The capital costs are discussed in the next section of the report where options for implementation are reviewed.

- Assuming one building at 1,400 sq. m., the total space devoted to the branch would increase. This would result in new occupancy costs though offset through a more energy efficient design and effective floor space at the Taradale Library.
- There will not be increased demand for staff to support the higher levels of use anticipated for the branch library. This can be achieved mostly through design that encourages staff efficiencies; relocated and integrated service desk, process improvement, ergonomic book processing room and clear sight lines to enhance supervision and new technologies, and install patron self check machines. The staff for an enlarged Taradale branch will be deployed from efficiencies and process improvement noted.



1.4 A Preferred Facility Model – The City (Napier) Library

The City Library does not provide areas that are appropriately designed to deliver services in the most cost-effective manner or to best meet the needs of the user. The functions should be rearranged within the City Library. The rationale for a rearranged City Library is outlined in this section of the report.

The limitations of the current facilities and the current space allocation are apparent relative to the future roles of the library discussed in the 2005 Library Review Report. The City Library is deficient relative to:

- Working and reading space and space for computer access terminals – the space for these functions is poorly configured overall. The space available may be expanded through reconfiguration over the whole first floor.
- User amenities – such as cafe, comfortable reading areas, and personal computer and laptop work stations – are under-supplied.
- Current space for training and programmes is too small, largely unavailable or poorly designed and equipped for training functions. The seminar room is too distanced, as configured, from the reference library.
- Library Work rooms are too small, ergonomically inefficient, and in Napier located away from related functions.
- The space allocation for a reconfigured library allows for full accessibility for all toilets and service areas and convenient, barrier free access. This requirement is currently not fulfilled.
- The library does not meet standards of sustainable, cost-effective design (e.g. clear sight lines, passive energy use, clearly differentiated use areas that are easily supervised, etc.).

In addition to these concerns affecting the library users, staff areas are deficient. While considerable space is committed to staff functions, the current service and support offices for the NPL do not provide space in the appropriate configuration to maximize operating efficiencies. For example; The Assets Team space is disconnected from inwards/outwards logistics and the basement stack. The Assets team office should be located to support more effective and efficient operations.

Similarly, the library operations facilities for checkout and returns are inadequate, in size and in the wrong location on the library ground floor. The counter should be relocated as a central service and information hub. The book returns need to be located to support more effective and efficient operations, particularly as related to books to and from Taradale branch and Books on Wheels.



The location of part of the book processing operation in the basement creates multiple handling inefficiencies that could be remedied with adequate and appropriate space on the ground floor.

1.4.1 A Reconfigured City Library – Staff and Operating Cost Efficiencies

There are two reasons for the NPL to adopt a new facility model – which includes consolidating the City Library. The first is to provide improved services for current users and meet the needs of the next generation of library users. The second is to achieve operating efficiencies. Given that there will be small population growth and the city can expect continued financial constraints, library service improvements must be funded in part through operating efficiencies.

NPL delivers a good library service at a relatively low cost. However the management resource is committed to managing a lot of part time and casual staff, and not managing the collection.

This is not a new observation; the library manager reached the same conclusion in 2005, the last time the NPL evaluated its facility needs. Eliminating the current inefficient circulation and moving to reconfigure the City Library could result in the following operating efficiencies:

- Reconfiguring the City Library and making improvements to approximate the preferred library would result in lower occupancy costs. The buildings energy costs and lighting maintenance are very high. The obsolete lighting consumes nearly the entire maintenance budget. Reconfiguring to use the lighting as designed and replacement of obsolete systems will save money.
- With reconfiguration of the City Library, it is likely that administrative support staff could be utilised more efficiently. The staffing redeployment, rostering and developing self directed teams will reduce the time required on processing and coordination.

Staff Efficiencies – Redeployment of Staff Functions

The reconfiguration would provide opportunities to more effectively use existing staff. The total staff complement is not reduced, but existing staff assume new, necessary functions and thereby avoid additional staff costs that would be incurred if the current City Library was retained. The following are opportunities for redeployment:

- **Reference Services:** The reference function in a reconfigured City Library will benefit from one of the positions reassigned and assume responsibility for the Virtual Library and Learning Centre. The Virtual Librarian and Learning Centre position is identified in the NPL Activity Plan. An expansion of virtual library services is essential to serve future users. In addition, future users will require additional assistance “on the floor”



(information facilitation) and will increasingly expect to have access to superior electronic reference services and a high quality web-site. Resources are required for these functions and if not achieved through better use of existing staff, must be funded through new staff positions.

- **Circulation Staff**

The circulation system is inefficient resulting in tripling handling of each and every book. We have conducted an analysis of the circulation procedures and conclude that changes to the library layout, the location of book processing functions and ergonomic design of work spaces will greatly reduce staff time committed to this function.

Specifically we will recommend:

- ◆ Installation of patron self check
- ◆ Relocation of the main service desk so that:
 - ◆ Staff can cover both childrens and other services
 - ◆ Staff can see more of the library from a central point
- ◆ Relocation of book processing room to the rear of the library, with integration and linkages to Asset team location.

- **Circulation Multi Skilling**

Circulation staff needs to be trained across the many tasks and activities to better utilise their time and talents. In this area too there are demarcations of roles between Children's Library and main library, particularly at the service desk.

- **Youth and Children Services:** There is over emphasis in one area at the expense of the other in these responsibilities. Staff responsible for the children service areas will benefit from expanding their roles to provide specialisation on Youth/Young Adults. For example, one of the staff could assume overall responsibility for all Young Adults programming within the NPL. This could support expanded programming and services in Young Adults section without requiring additional staff.
- **Adult Services:** With reconfiguring the floor space, greater specialisation of function would be possible and more attention might be committed to specialised services (such as services for seniors). These directions are consistent with the current Plan and could be addressed with existing staff.



Other possible cost savings include:

- **Collection Budgets:** The NPL has seen their collection age increase and turnover reduce. NPL materials budget is 28.5% of the total operating expenditure which is 8.5% more than the NZ library standard of 20%. Reconfiguring library services will result in efficiencies that should allow additional resources to be committed to collection management. In addition, duplication in the collections could be eliminated with rotation of collection between branches, resulting in lower overall demands for replacements and additions to the collection.
- **Utility and energy cost** would be reduced in a reconfigured and better ventilated building.

In addition to these cost savings, reconfiguring and upgrading a City Library in Napier would create opportunities to increase revenue. This should be possible in the following areas:

- **Food service** – in addition to providing an amenity for library users, food service creates revenue for the library, for example, enter into a lease with a private contractor to operate a small coffee cart in the library.
- **Programme fees** – the NPL currently provides programme space to community groups at no charge and generally doesn't charge for library programmes. This practice should continue. However, in situations where another provider offers a programme for a fee in the library, rental fees would be appropriate. Improved programming areas would provide this opportunity.
- **Non resident use** – improved libraries and library service will likely attract a larger proportion of non-resident users. Whether through direct user fees or financial service agreements with surrounding municipalities, this is another opportunity to realize higher revenues to offset operating costs.

These considerations support the reconfiguring of City Library functions.

1.5 The Preferred Facility Model - Summary and Recommendations

To maximise the effectiveness and the efficiency of the NPL system, a new facility model should be adopted. The model would see the redevelopment of the Taradale branch and the reconfiguration of the City Library. The enlarged branch and reconfigured City Library would provide appropriate space in an appropriate configuration and provide longer operating hours. It appears that operating costs would be sustainable and would support a much higher level of service. The major challenge is to support the capital costs required to renovate or build to achieve the preferred library facilities. This issue is addressed in the next chapter.



Recommendations:

After a thorough review of all of the resources and community feedback, and the advantages and disadvantages of the various options to improve library facilities in Napier a multi-stage facilities programme over the next five to ten years is recommended. The recommendations do not call for extraordinary expansion but present practical, doable solutions to the present inadequate library space situation.

The recommendations below require initiation of immediate design and development for the current capital budget, then evaluation and extensive planning over the next five to ten years for fit within Napier City capital budgets.

The recommendations are:

- i) The NPL system should have the branch library redeveloped to serve the “extended catchment” for the Taradale Ward of the City. The branch library should allocate sufficient space to the full range of functions associated with a branch library as recommended in this report. This will involve significantly increasing the areas currently allocated to some functions in the existing library; book processing/workroom, young adult, homework room, study spaces, IT stations. The new branch library should be open a minimum of 50 hours per week on a year round basis.
- ii) Reconfigure the current Library. The current City Library functions provided should be reconfigured over the three current floors. The scope of work consists of relocating service desks, and relegating least used stock to the basement book stack, - the released space to be applied to creating a themed young adults area, an art deco programme and leisure reading spaces. The scope should include the front entry single bi-parting doors and book return.
- iii) Extensively remodel the present Napier Public Library. In the next 5-10 years the City Library should be redeveloped, over time, to enable greater efficiency and deployment of resources and to generate the space for the library to provide the expected levels of service and amenity of a “library of the future”.

The first priority is to rebuild the ‘bull-nose’ roof over the atrium in a ‘lantern’ style to enable the natural ventilation and lighting of spaces below. Then expand in size and allocate sufficient space to the full range of functions associated with a main city library as recommended in this report. This will involve significantly increasing the areas currently allocated to some functions (Young Adults and reading spaces), integrating the book processing and workroom with the rear garage of the library and relocating Assets team in a more efficient location on the rear annex. The scope includes technology enabling the City Library building.

- iv) At any stage we recommend the allocation of adjacent parking spaces located in the Station Street area of the Civic Buildings or to the rear of the civic building. We understand car parking is being developed in the block off Dalton Street into which we recommend City Council officials parking should be located.



2.0 Implementing the Libraries Facility Model

2.1 Introduction

Options for restructuring the NPL facility model are evaluated in this section of the report. Options for the Taradale Branch Library and City Library are discussed separately.

This is an assessment of options, including investigations to confirm the report's recommendations. A number of relevant issues, including detailed building and site assessments, and accurate projections of capital costs, were not within the scope of this study. The study included precinct selection activities, and whether a new Taradale library should be developed as an urban design initiative. These factors need to be considered when implementing a new facility model.

2.2 Possibilities for Facility Improvement

During the course of this study various possibilities were considered. Each of the possibilities has advantages and disadvantages. Among those considered were:

i. Taradale

- a. remodel the existing Branch Library Council facility.
- b. co-locate a branch library with other services or with another type of library in the area (academic, special, etc.)
- c. construct a new branch building.

ii. City (Station Street) Library

- a. Remodel the present building within the current footprint.
- b. Extensively remodel the present building overtime.
 - redevelop the basement, ground and first floors of the present building.
- c. construct a new building in another part of downtown or in a non-downtown location

Redevelopment of the Taradale branch library with short term reconfiguration and then the extensive remodeling of the present City Library building overtime is the most effective. This is favoured primarily because of the least cost and likely optimal benefit. The current operating budget of the Library is adequate to support a redeveloped facility in Taradale and the core services that would be needed in order to support a reconfigured central facility in the short term. In the medium to longer term the library budget is unsustainable without prudent but adequate investment in library facilities. This assumes reasonable inflation adjustments to the operating budgets.



The co-location of the branch library facility with another service, such as a school, or Polytechnic or other city facility was ruled out as the site at EIT for the building and parking does not meet library criteria and is inappropriate for a public library. Most co-located options are unable to meet essential public library criteria described above. Where joint library operations between a public library and another type of library have been entered into in various parts of the country, most result in reduction of use for the public library, a dilution of services, and operational problems of security, financing, and control. Many of the joint library operations begun have been discontinued due to the reasons cited above.

The possibility of relocating a Library outside of the city downtown centre loses a vital link with downtown activities and services. In those few cities where this has occurred it has been in connection with museum or art complexes. It would force difficult collection distribution decisions and cause some confusion among library users in regard to collection location and access.

Careful analysis of the strengths and weaknesses of the other possibilities ultimately resulted in the selection of the more promising options. These options were raised in the Community Reference Groups in Taradale and Napier for discussion. All of the options keep a Library presence in the downtown core area.

The options discussed singly or in combination were:

- | | |
|---------------|---|
| Option One: | Redevelop Taradale Library at the existing site. |
| Option Two: | Develop a new library for Taradale as part of an urban development initiative. |
| Option One: | Remodel the City Library within the current footprint. |
| Option Two: | Extensively remodel the existing library building inclusive of an extension over the annex. |
| Option Three: | Build a new City Library elsewhere in Downtown Napier. |

These options were then modeled and evaluated as outlined below.



2.3 Branch Library

2.3.1 Facility Model Options

The Council has decided that a Taradale library should be developed to serve Taradale Ward. This study concludes that the branch library should be developed to conform to the libraries branch model. There are two options for providing this branch.

- i. redevelop the existing Taradale Library as the branch library.
- ii. develop a new branch library as part of an urban development initiative.

2.3.2 Evaluation

The same criteria used to evaluate City Library options were employed for the branch.

i. Taradale Facility Model One

Redevelop an existing Council facility (Taradale Library).

Advantages:

- provides space for collections, programming, and reader seats and staff service to meet demand.
- provides full library service on a level appropriate to the size of population of the expanded Taradale catchment.
- provides seating, information and computer access in a fixed, convenient location.
- existing area population has shown the need for a suburban facility.
- this size is a long term answer to the growing library needs of Taradale and environs.
- does not require additional budget resources to expand staff or the collection.
- optimises use of an under developed Council facility.
- site area includes for at least 20 car parks.

Disadvantages:

- not able to be purpose built flexible building
- may not be ideally located
- loss of small area of Centennial Park.
- lost opportunity for other re-uses (e.g. community development).



ii. Taradale Facility Model Two

Build or lease a new library in Taradale.

Advantages:

- best fit with standard library site selection criteria.
- provides adequate space for collections, readers, and programming and staff services for an estimated ten years.
- same advantage as option above but more optimally located for adjacency to Taradale businesses.
- potential for urban renewal project
- ideal project to create centre piece of Taradale Town Centre Project.

Disadvantages:

- requires larger initial investment or higher rental costs
- difficulty in obtaining appropriate site
- most appropriate site unavailable and barriers to access.

Facility Design

A redeveloped branch library should fully conform to all design specifications. Renovation of the Taradale Library should also largely accommodate the design requirements of the preferred branch library. This would involve creating up to 1,400 sq. m. of useable space out of the existing space (which is within the space requirement for a branch library building). This should allow sufficient flexibility to overcome the design constraints imposed by the existing buildings and achieve highly functional and efficient space.

The Taradale Library would require redevelopment to meet the preferred model. It was within the scope of this study to determine if this is possible. The current site and the design suggest that successful renovation and expansion is possible.

In the case of an urban development initiative, if a decision was made to procure space at a Taradale location, there is no reason why it could not be designed to fulfill the requirements of the preferred branch.

Access

Developing the Taradale Branch would be preferable to developing a 'green fields' site from the perspective of community access. This preference is due to the relationship with the shopping areas rather than the ability of the site to better serve the Taradale Ward. The relationship to the shopping area is a convenience for library users who are conducting



other business or accessing services. In our view, this has advantages associated with parking.

Access, capital cost and procurement considerations were based upon the findings of the Taradale Town Centre Project and further discussions with information supplied by Napier City Economic and Planning officials.

The Town Centre Study and other transportation developments and planning highlighted the concentration of traffic movements on routes from the South and new suburbs and the Southern Expressway amounting to 60% of transportation passing close to the Taradale site. This is the highest volume of traffic / transportation movement than any other part of the city.

We were advised that any site in the Taradale Town Centre would be ill considered as this area is tightly held small business property or held by owners who do not want it sold as a large footprint.

The current Taradale site has easy access off a relatively quiet suburban street and provides car parks immediately adjacent to the library building.

Depending on the site selected a new branch might not be the best option for maximizing access. This would not be the case if a location was centrally located to the service area and provided free parking.

Capital Cost

Capital costs are the most significant consideration affecting the choice of a preferred option for branch development. The redevelopment of Taradale Library to serve as the branch library would likely represent a significant saving over the other options.

Building a new branch would represent capital costs in the range of \$6.20 to \$18.60 million, excluding land or site procurement costs and FF&E. These costs, in addition to the capital costs associated with a redeveloped City Library, are likely not realistic for the Council.

As discussed above, renovation and some expansion would be required to redevelop the Taradale Library. These costs will not approach the costs of new construction due to the scope of the redevelopment and without the need to substantially restructure space within the building.

Coat's study to determine redevelopment costs at Taradale indicates these are considerably less than new construction. The main floor could be retained and much of the cost would be associated with restructuring this space, adding working and reading areas, providing improved lobby and cafe areas and making cosmetic upgrades. The major cost would appear to be associated with improving access for the disabled and providing a glass wall to the park to provide views and light. These requirements have been assessed and



are not significant, although in due course specialist structural and fire reengineering advice should be sought to substantiate this view.

Operating Costs

Operating costs would be marginally higher with the renovation of Taradale Library because a larger building (volume) would be retained. The entire building would need to be heated and maintained. However, the integration of sustainable design features in the redevelopment will mitigate or lessen the otherwise possible increases in costs.

Community Acceptance

Based on the stakeholder and community interviews, and the level of advocacy to Napier City Council and the preparatory consultation and planning, a redeveloped Taradale Library will be accepted and favoured by the community.

Urban Development Initiative

A new or leased building in the Taradale Shopping Precinct may well have community support as an exciting urban development initiative. Balancing these issues and making a decision is a process Council has already addressed through the LTCCP and Annual Plan consultation process.

Other Considerations

The timing for implementing this strategy is a major consideration. The Napier City Council must make changes as quickly as resources will allow and in a manner that will limit interruptions to library service. From this perspective, the option of redeveloping Taradale branch library appears to offer significant advantages. It would be possible to transform the Taradale branch library before making major changes in the City Library.

2.3.3 Recommendations

- Council confirm the redevelopment of the existing Taradale branch library as per *Model (i)* applying the capital allocated in the Annual Plan 2006/07 – the actual proportion and scope determined by concept design approval, scheduling and costing.
- The size and operating hours to be consistent with the branch library functions.



2.4 City Library

2.4.1 City Library Facility Model Options

As discussed in this report, the current City Library has shortcomings and a reconfigured City Library should serve Napier residents in the short term and provide reasonable time to plan, evaluate and develop expanded facilities for a library of the future. The possibilities to achieve this are set out in the following sections.

The potential for the existing library to play the role of the City Library will be assessed. Based on current functions and levels of service, there is no reason to assume that the existing library won't be the preferred candidate. The decision would likely depend on a number of practical considerations that are included in the scope of this study e.g.

- potential for redevelopment – including the potential for expansion;
- relative feasibility and cost of reconfiguring and redeveloping;
- available alternative uses and/or potential to sell the property;
- long term operating and capital costs of the building.

2.4.2 Evaluation Criteria

The relative merits of these possibilities can be assessed using the following five criteria:

- Optimum Facility Design – the potential to achieve the characteristics of the preferred library and to overcome the limitations the current facilities place on the delivery of library services
- Access – the community's access to the services provided by the library
- Capital Costs – the anticipated costs of renovation and or new construction
- Operating Costs – the ability to achieve operating efficiencies
- Community Acceptance – the anticipated support of library users and Napier residents



2.4.3 Evaluation:

i. City Library Facility Model One

Remodel the City Library building within the Current Footprint

Advantages:

- existing site is familiar and well-known
- central location - supports downtown as a centre of activity
- no costs for a new site, able to be funded from capital budget
- provides immediate difference and enhancement
- expected to be less expensive than other options for construction
- least disruptive and achieved through simple measures like relocation of little used stock to basement stack

Disadvantages:

- possibly perceived reduction of library services
- some shortcomings of current building won't enable cost efficient operation
- any possibility of future expansion limited by the available footprint.
- would not provide for needed expansion of themed and reading/study areas
- present building exterior has "no presence" of entry.
- leaves parking situation unresolved
- leaves problem of staff work space unresolved

ii. City Library Facility Model Two

Extensively remodel the present City (Station Street) Library with rear service entry to the redeveloped Annex.

Advantages:

- existing site is familiar and well known.
- central location - supports downtown as centre of activity.
- expected to be less expensive than all new construction.
- relocation of little used collection to basement stack.
- accommodates prime library service functions over only two large floors.



- provides larger floor plates to enable placement of appropriate collections for public access.
- provides appropriate space for themed collections, readers, “Info-stations”, implementation of service technology and ergonomically improved work areas.
- enables relocation of Special Access Library (Books on Wheels) to accessible facility.
- enables staff transition to new and emerging roles.
- creates presence for Library building – especially off Station Street.

Disadvantages:

- loss of tenant car parking.
- Possible disruption of library services for two years.

Note:

We have also modelled maintaining the Community Services on ground floor and rear entrance and **not** redeveloping the Upper Annex. The non-availability of public space in a first floor annex would effectively mean that inefficiencies remain for library service one way or another. The nature of these studies presents many sub options. One obvious example is to develop over the roof garden.

These can be explored should Council favour this particular scenario.

iii. City Library Facility Model Three

Build a new City Library elsewhere in Napier – Marine Parade destination.

This option was discounted very early in our evaluation as it was clear there was no head room in the Napier LTCCP for a new facility in the planning horizon of 5 10 years in which something must be done to improve long term library facilities.



Optimum Facility Design

From the perspective of optimum facility design – a redeveloped City Library is clearly preferred. All of the facility and design limitations could be corrected and a facility conforming to preferred space programme could be developed. This could also be achieved with a new facility but the capital cost is greater and the community acceptance unlikely – what to do with the existing building.

It has been possible within the scope of this study to determine the extent to which the existing library could be enlarged and redesigned to fully respond to best practices in library design. It would be possible to correct a number of the limitations of the current buildings with additional space. It is possible to conform to preferred design and service standards in existing building.

The constraints of the site and the structure and design of the existing buildings would be obstacles to overcome in a redevelopment. Problems such as parking, a major concern of existing users, could likely be addressed outside the existing building.

Access

With the library centrally located, access would be optimal with the City Library. Retention as the City's only reference and research library would provide appropriate access for most community residents. The City Library must serve all residents and equitable access can be achieved at the location.

Capital Cost

If Napier had progressed the one City Library it would have capital costs of approximately \$26.0-\$37.0 million (2007), including design fees, contingencies and site development but excluding land acquisition and FF&E. These costs, of course, can vary significantly depending on the site, quality of construction, building materials, etc. This estimate assumes a medium quality, municipal building for public, institutional purposes. These costs would exceed renovation and expansion costs at the existing site, however, by how much depends on the nature of the renovation and expansion.

Assuming an expansion would be required to create a reconfigured City Library approaching the space programme for our preferred library, comparative costs would be in the order of \$4.0m to \$6.0 million. This would allow for an addition and the restructuring of existing spaces. This estimate does not include land acquisition or FF&E. An expansion would not necessitate the purchase of additional property. Consequently, we anticipate lower overall capital costs for the redevelopment option, the difference significant enough to outweigh the other advantages of a new City Library.

Another unknown consideration is the potential alternative uses for the existing library facilities. If a new library option is adopted, the existing facilities will no longer be required



for library services and if alternative uses were identified, this income would help offset capital costs of new facilities. The buildings lend themselves to redevelopment for commercial uses and the real estate market investigated for this study appears conducive to leasing at the mid range of the market.

Operating Costs

The City Library will operate more efficiently when renovated. Opportunities to introduce sustainable design and the most cost effective mechanical and electrical systems in a renovated building will pay dividends in long term operating costs.

Community Acceptance

Given that new costs will be incurred in either option, community opposition can be anticipated from residents. However, there was a clear consensus among key stakeholders interviewed for this study that the community would be willing to accept a redeveloped City Library than a scenario where the existing facility was left undeveloped and access unimproved. 61.6% of citizens use the NPL.

2.4.4 Recommendation

The preferred option involves a tradeoff between capital costs, community acceptance, operating costs and levels of service. The overall capital cost of a new City Library will be higher than immediate reconfiguration and extensive remodeling and expanding Station Street. In all other respects, an extensively remodeled City Library would be preferred.

- The City Library should be extensively remodeled to enable the existing Station Street facility as a library of the future. This option is preferred to developing a new library to serve the City Library function.



3.0 Facility Options

1. Introduction

The various library options that have been considered are demonstrated in the following facility solutions.

Many variations on the facility solutions exist and they can be explored further if it is the Council's desire, however the solutions as presented, represent the main key elements required to meet the objectives of a Library of the Future.

2. Taradale Library Redevelopment: Model One

This option looks at the redevelopment of the existing Taradale Library.

a) Floor Plates

The proposed use of the Taradale Library would see the floor fully utilised for a new library service.

A new ground floor 450m² - 700m² additions to the car park side of the building would be proposed to house the expanded areas for youth, IT, Study and homework centre, and enlarged work room.

External sun shading of the glass frontage has been considered.

b) Building Compliance

Due to the age of the building, upgrading of insulation, egress and fire protection will need to be addressed.

The structural strength of the building due to the book loading will require more detailed consideration once layouts are confirmed. The structural strength of the roof trusses will need to be tested and addressed as part of extension integration and reroofing.

Staging

The additional stage would be completed to enable the reroofing to be integrated into the redevelopment project.



3. Taradale Urban Development Initiative: Model Two

a) Site Location

As with the option of a New City Location, securing the parcel of land in an appropriate location would be required. The time and costs of this have not been considered by this report.

The land area or existing development site required would be in the order of 1,500m² plus any on site car parking and “urban space” that is required.

If the location was in close proximity to the Lee Road car park, this would help alleviate the demand for additional dedicated land for car parking.

Floor Plates

The 1,500m² site would be sufficient for up to 1,200m³ on the same level.

In constructing a new Urban Design for Taradale, consideration for access is required. In looking at this issue, both sides of the central block of Gloucester Street are well accessed from the rear by Symons Lane.

Staging

As with a new City Library, a new Taradale Branch Library can be completed without compromise on the Library Service.

4. City Library: Models One & Two

a) Floor Plates

This facility solution looks to meet the needs of a modern library in placing the bulk of the collection on two main floor plates. This is achieved by fully utilising the library basement and expanding the footprint of the current ground floor and the First Floor.

This creates an area of approximately 288m² on the basement level and with an extension onto the Garage provides 1,300m² revised Ground floor area. The first floor area is expanded by the incorporation of the seminar room and kitchen into the Research and Reference library on the first floor providing an additional 61m².

b) Entries

In developing the Ground floor, the accessibility issues are improved by making access to the Library through one set of bi parting doors. Also the door design will give the building a better defined public frontage.



One good entry door is suggested. The surplus space in the current entry wind lobby can be developed as a better book return porch and possibly accommodate a coffee cart.

c) Swapped Floors

The concept proposes the relocation of the Asset “Collection Management” team onto the ground floor. This proposes a swap of the area currently accommodating Community Services directorate. Putting the Asset team on the ground floor vastly improves logistics of book handling and storage.

d) Building Compliance

In altering the existing building the implications of the Building Act will have to be taken into consideration. The key issues will be building servicing and fire protection and means of escape.

Staging of the building works will have to take into account public safety to enable the Library to remain operable throughout the redevelopment.

e) Staging

In order for the Library to remain functional throughout the redevelopment, the construction would be staged to accommodate this.

i) Stage One

The first stage would see the redevelopment of the Basement, including a library stack.

Low turnover collections from the ground floor would then be decanted to the basement.

The whole of the ground floor can then be progressively reconfigured and redecorated.

Some Level One collections and reader spaces and leisure reading spaces can then be decanted to the reconfigured ground floor.

ii) Stage Two

This includes the Garage developed as Stock Clearance (returns, Books on Wheels, Branch rotation) area and would include the air conditioning refit.

iii) Stage Three

This allows the first floor to be refitted with the addition of the fit out and redecoration for providing the accommodation for Community Services.



Asset Management would move to the Seminar Room until Community Services were relocated. Then the Ground Floor would be tidied up for collections management. Relocate Collections Management.

Then redevelop the Seminar room as an extension of the Research & Reference area, study rooms and learning centre.

In either Stage 2 or Stage 3 we would include the replacement of the “atrium” roof. Our proposal is to replace the roof with a “lantern” style structure that is fitted with controlled louvre windows designed to enhance environmental controls and allow a much greater ingress of natural light without harmful UV rays.

Further, in either Stage 2 or 3 we propose the removal of the roof garden. We have inspected the garden substrates during our visit whilst the ground was opened up for drainage work. The original substrates have degraded and compacted to such an extent as to render them useless for their purpose – drainage. We have noted comment from NCC property managers that the structural design engineer for the building believes an assessment of loads from the roof garden is prudent.

5. New City Library Option 3
Not required

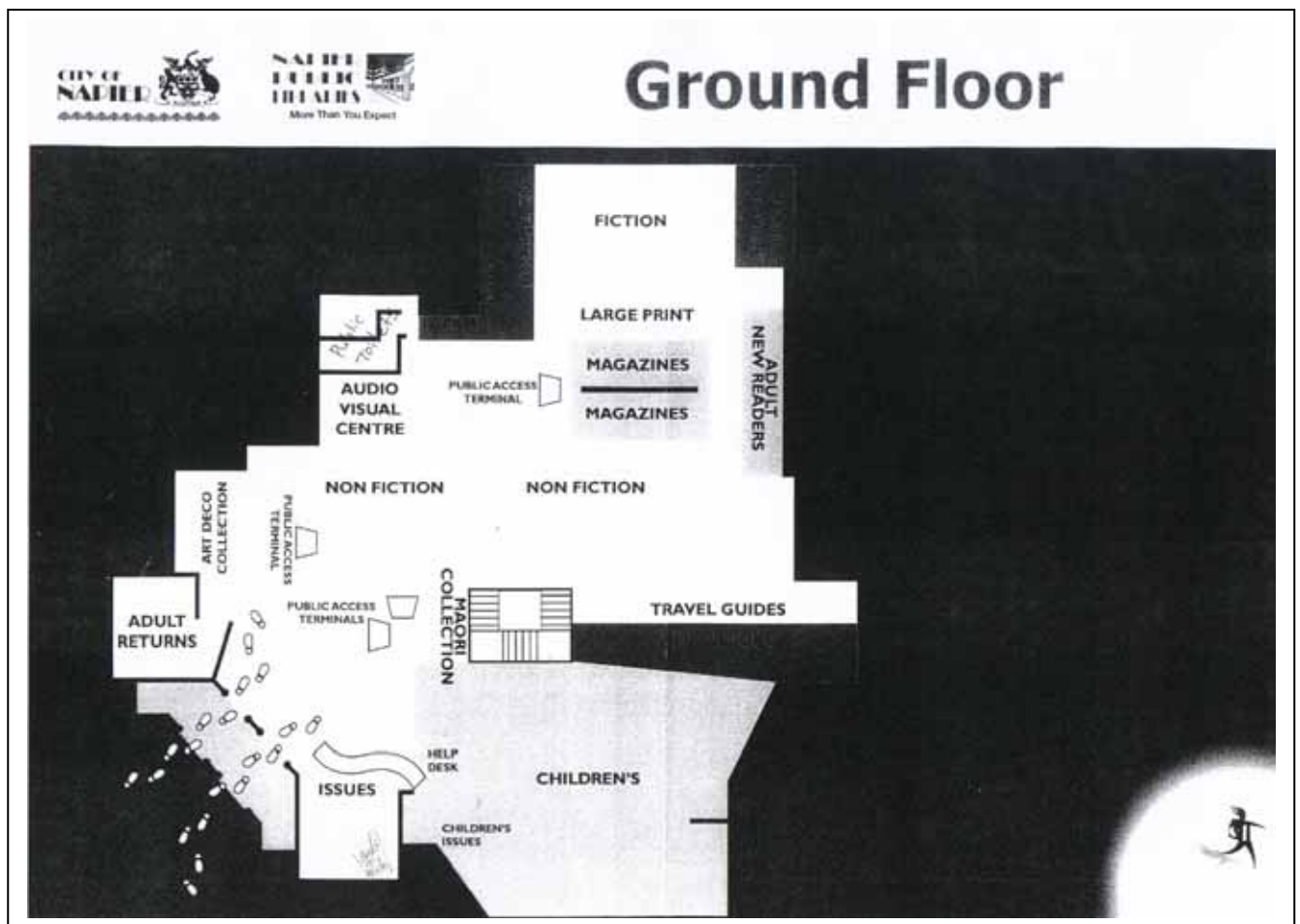


NAPIER PUBLIC LIBRARIES

Service Delivery Study

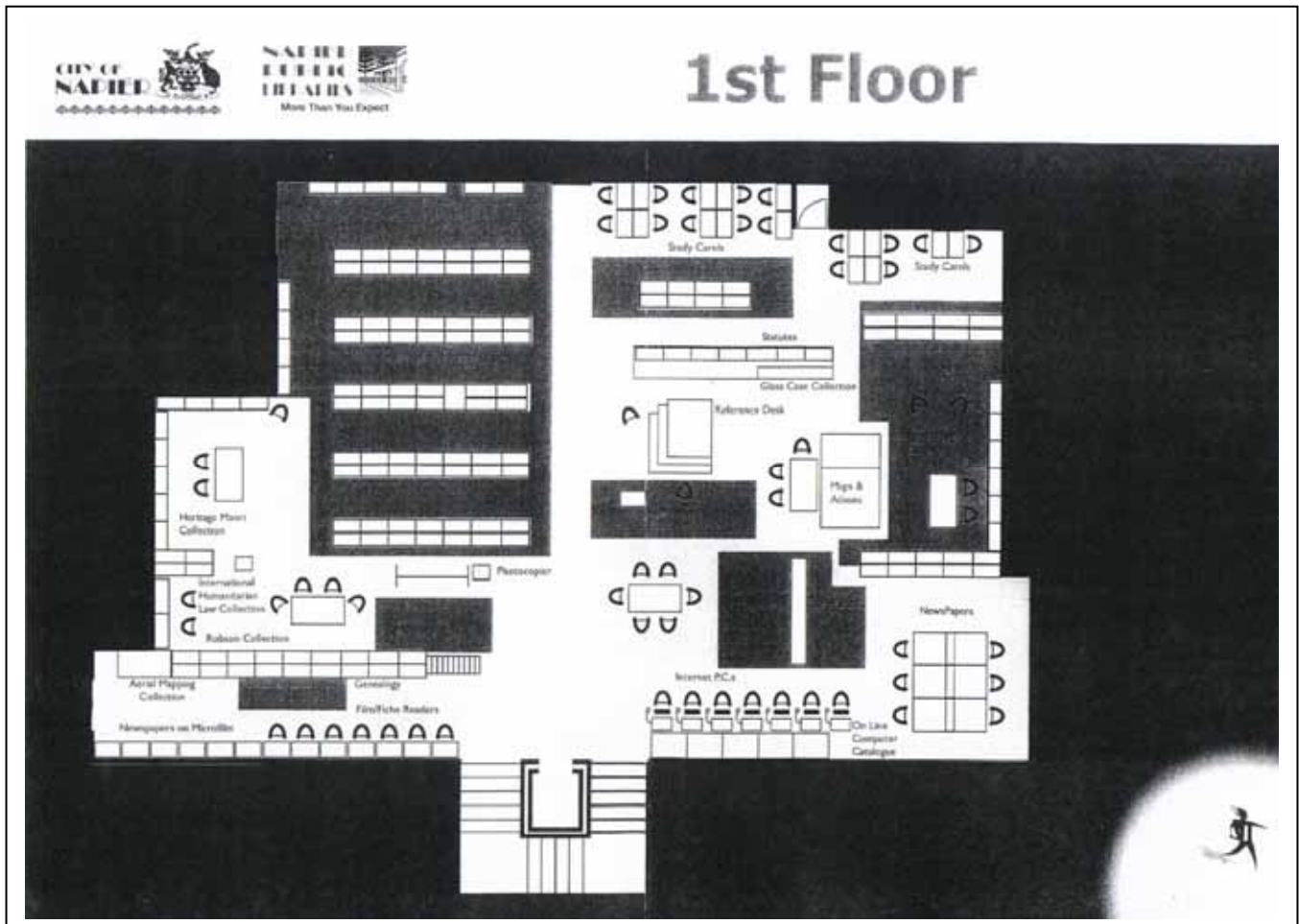


Napier Public Library Existing Layout Plan: Ground Floor





Napier Public Library Existing First Floor





NAPIER PUBLIC LIBRARIES

Service Delivery Study

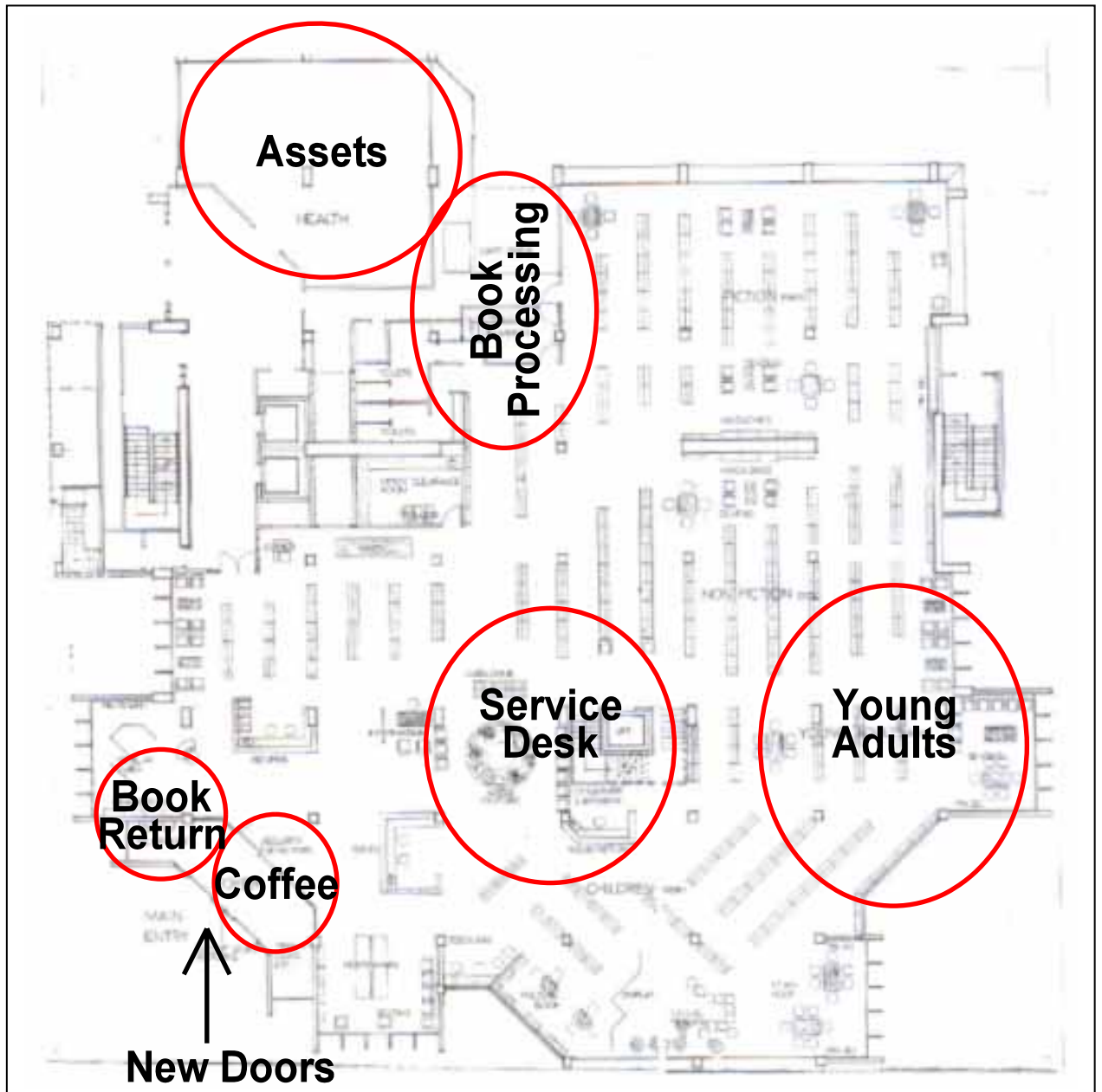
Concept Floor Plans

Indicating Areas of Improvement



FACILITIES

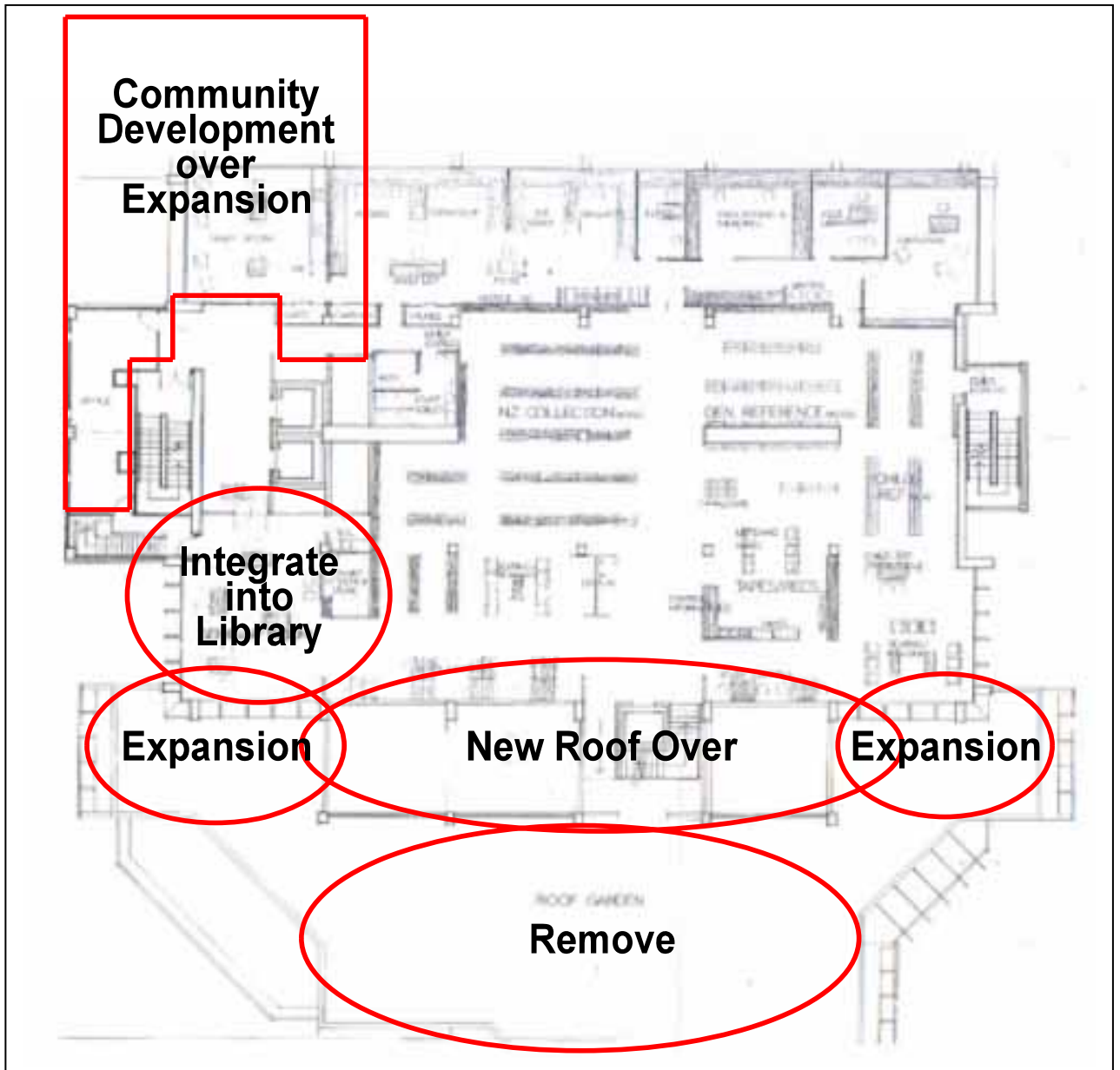
City Library: Ground Floor





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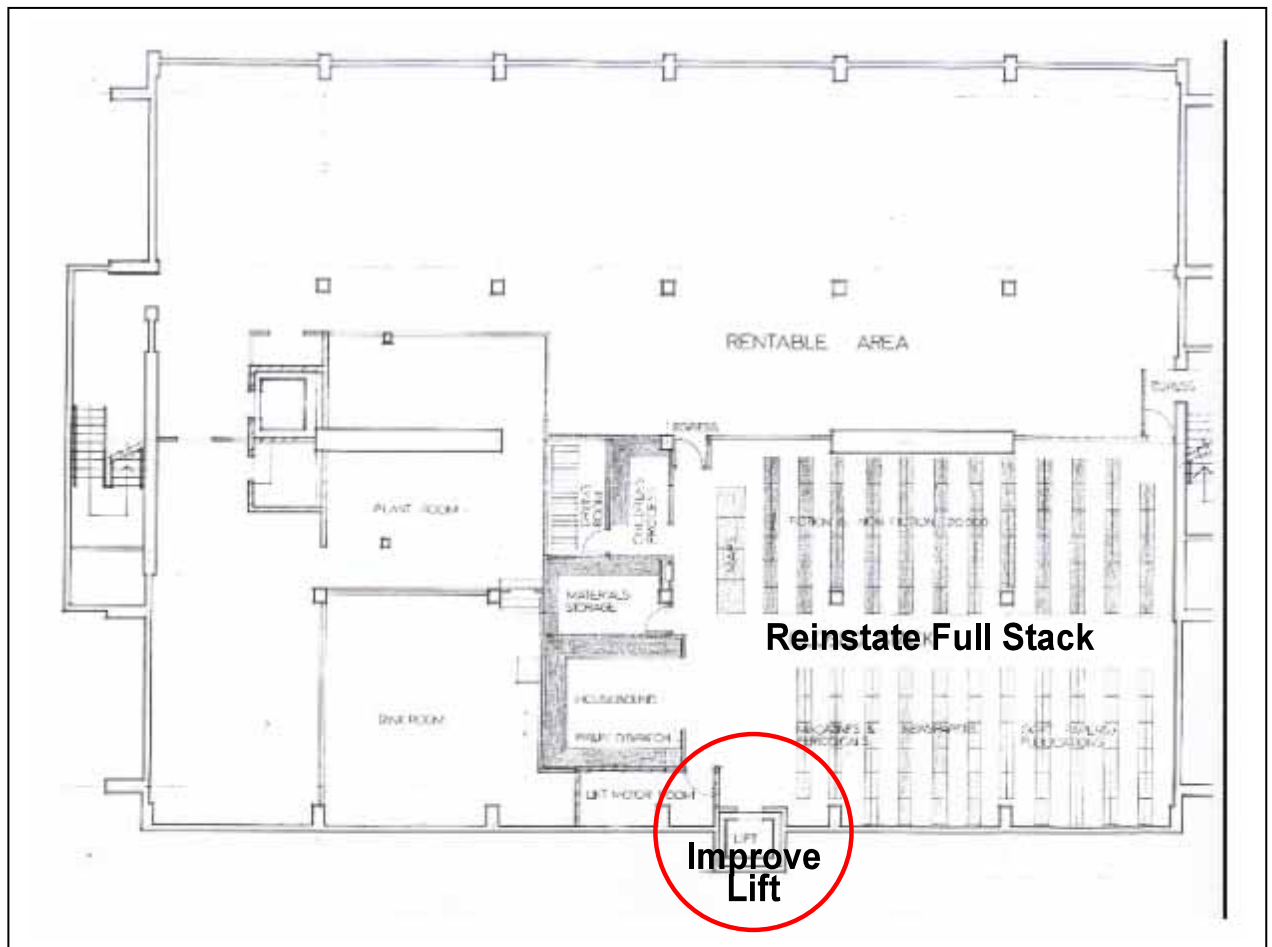
City Library: First Floor





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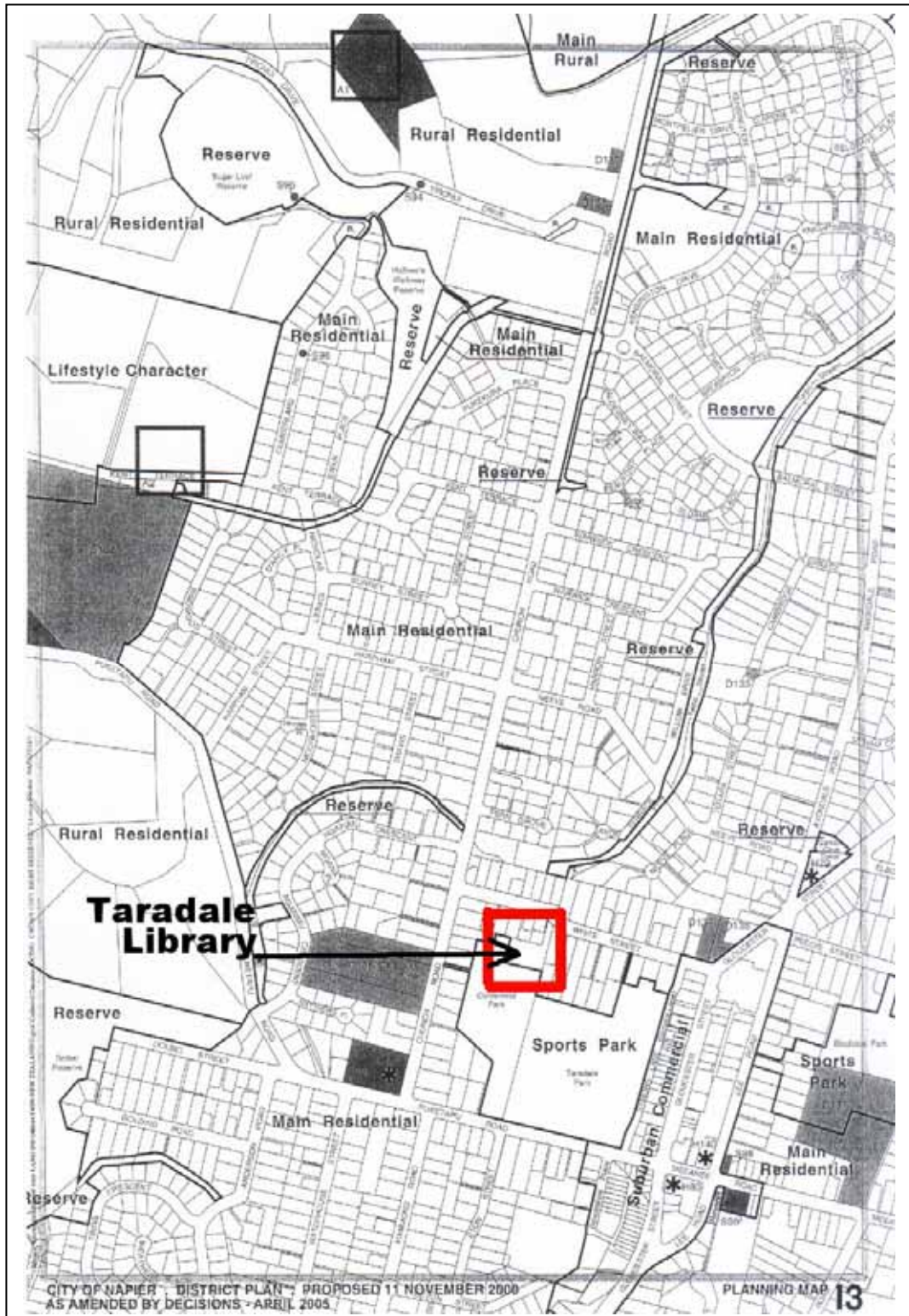
City Library: Basement





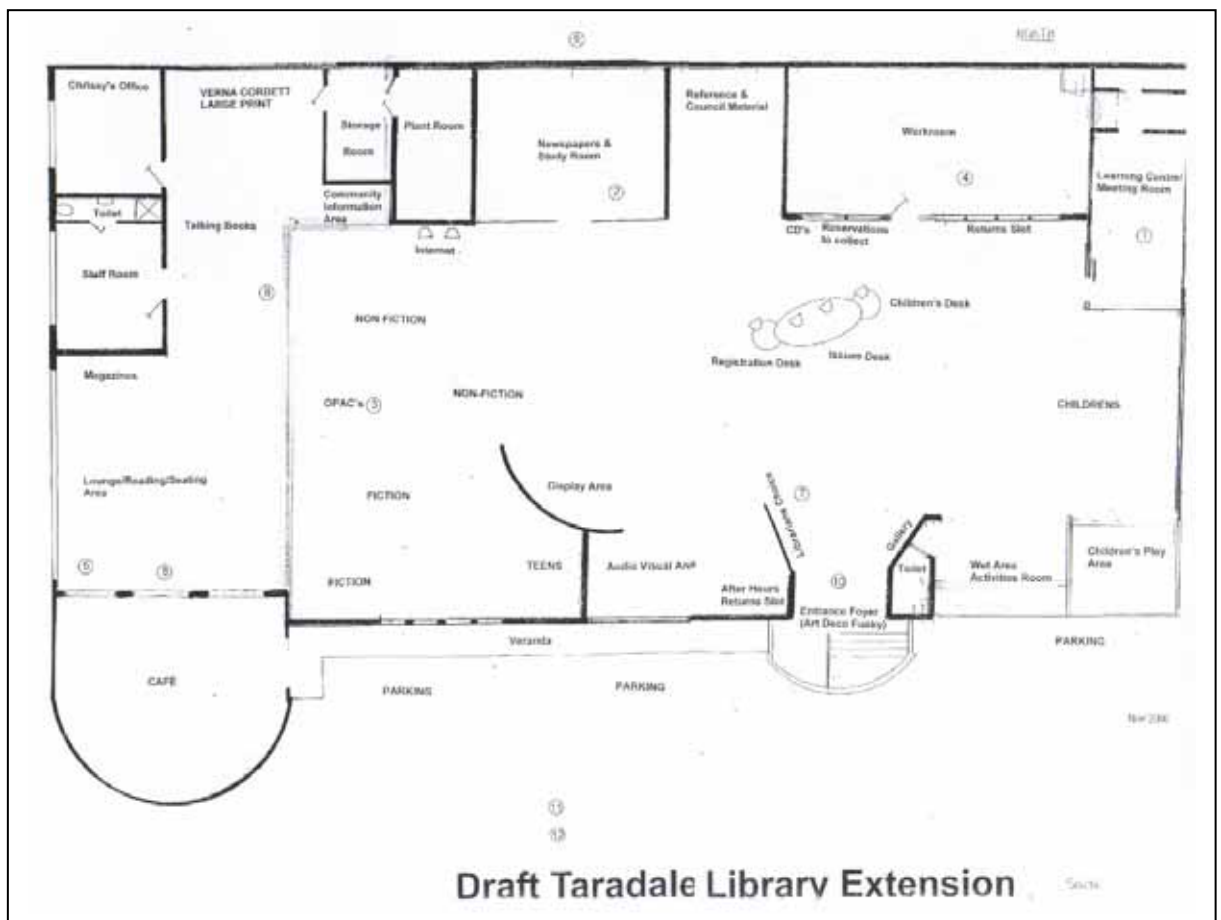
FACILITIES

Taradale Library: Centennial Park Site





TARADALE LIBRARY: Concept Option



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