



**NAPIER PUBLIC LIBRARIES**  
**Services Delivery Study**  
***“Enabling Napier Library Services”***  
**Part A : Executive Summary**  
*June 2007*



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## **I. INTRODUCTION**

The Essential Services Development Report 2000 proposed that the Taradale Library needed extension to hold book stock sufficient for the population it serviced.

In response the Napier City Council voted to include a capital sum of \$1.7m in the LTCCP for extension of the Taradale Library now budgeted in years 2006/07 and 2007/08.

The conclusion to invest all of the \$1.7 million capital in one library branch would clearly not address the longer term capacity problems in the Napier City branch. This did not sit easily with the managers and stakeholders as the most prudent investment option. The managers' perception that the solution was more than just physical space impacting on library service quality led to the commissioning of this report by Octa Associates Ltd in May 2007.

While the study was focused on more than library facilities, one of the primary objectives was to determine whether the investment of \$1.7m could provide for facilities and services that could most efficiently and effectively deliver library services in the future.

In recognition that the Napier City Library has some significant shortcomings that can be mitigated and relieved by some immediate low cost service improvements, every incentive exists to utilise a small portion of the \$1.7 million at the City (Station Street) Library.

The remodelling, extending and reconfiguring of the Napier City Library at some time in the current LTCCP horizon will take substantially more funds. The rationale for and implications of the model are discussed in this report. That said it was clear to us that \$1.7m was insufficient when considered in the context of total library service delivery and the many issues to be resolved in the long term.

### **Report Option**

The principal investment is proposed for the redevelopment of Taradale Library more or less as has been proposed and advocated. However, we emphasise that the \$1.7 million budget was arrived at on a cost/m<sup>2</sup> basis. There has been inflation since and there is no library design criteria and attribute basis to the capital cost calculation. Thus this Review concludes that the budget allocation will enable but constrain the scope and elegance of the Taradale Library extension.



The investigation involved numerous information gathering activities, including interviews with library staff, and key stakeholder meetings with Friends of the Library and others.

Relevant literature pertaining to trends in library service provision and facility design and socio-demographic projections for Napier were also considered.

The library service model for Napier Public Libraries reflects Napier's character, geographic development and history. The model proposes retaining the existing library facility hierarchy and suggests that **improving both facilities is the best option** – the existing **number** and **types** of library will adequately and efficiently serve future library users.

The report is organised as follows:

- Part A : Executive Summary and Recommendations
- Part B : The Planning Context & Future of Library Services in Napier
- Part C : The Library Facility Model for Napier



## II. EXECUTIVE SUMMARY

### 1.0 Principal Findings

The Study concludes that there is a capacity problem with Napier Libraries' facilities but that this is not a function of the buildings on their own. The shortcomings will be addressed by a strategy that links the management of the libraries with any capital development. With good leadership and a clear purpose people will solve most of the challenges with resultant improvement in the library service overall.

The principal findings of this review are:

- i) that the population catchment of Taradale and newly developing neighbourhoods as well as city transportation improvements and movements support the redevelopment of Taradale Community Library. Accordingly, most of the \$1.7m capital budget should be allocated to Taradale Library for redevelopment as a community library of the future.
- ii) that any residual capital budget be allocated to the Napier City Library to reorganise in a manner that overcomes capacity and level of service issues.
- iii) that without increasing FTE (full time equivalent) staffing the recommended facilities solution has the potential to contribute to and enable growth in library usage and marked improvements in levels of service.
- iv) that in the future the remodeling of the City library will be required to further address both capacity and level of service issues.

Both facility improvements are intended to address issues as highlighted in the report and enable the libraries as "a library of the future", but particularly:

- ◆ **Enable the library as a "front room"** creating inviting and restful spaces.
- ◆ **Expand and theme young adults areas.**
- ◆ **Install IT solutions for self service.** Staff will be freed up to become information facilitators if an investment is made in patron self check terminals at both locations.
- ◆ **Progressively expand IT facilities for:** staff service functions; Internet PC's with desktop functions as well as catalogue and search access; and laptop connectivity.



(Effective and responsive service will benefit from an increased investment in PC's at both locations. The issue in the medium term is about equipping staff with mobile technology to improve service levels).

- ◆ **Develop reading, leisure and study spaces** including an appropriate style of learning centre.

v) The range of capital costs for the options included in this report is \$1.7m (redevelop Taradale with any residual put towards reorganising Napier City) to a very rough order of cost of \$4m to \$6m for long term redevelopment of Napier City Library.

vi) The operating costs as currently budgeted are unlikely to rise as a result of the recommended measures. The remedies ought to make the library service both more efficient and cost effective.

The \$1.7m is already factored into the Annual Plan budget for depreciation. We have recommended some replacement of building services and fittings to improve building operating cost.

vii) The NZ Library Standards highlighted that the size of the Napier Library collections is significant for a metropolitan library service of this scale. More importantly the depth and breadth of the collection is richer than metropolitan benchmarks to the point that Napier is a very high interloan lender. The Collection policy will benefit from review to adjust the richness of the collection to the needs of Napier City users.

The issue of storage of interesting but low turnover volumes might eventually be addressed by a proposed national collection store of last resort. In the meantime, collection management objectives will usefully focus on managing the Napier Public Libraries collection as one thus rotating stock between libraries rather than maintaining two separate collections. In addition, modernising and popularising the libraries collection, and developing a basement library stack will enable relief of the current library capacity.



The ongoing development and improvement of library services is reliant on the development of a clear library management plan and reorganisation of staff resources to match. The library structure and focus will benefit from development around a customer driven strategy, and having the resources and collection management driven from a “library of the future” perspective.

- ix) The issues of library team leadership, internal collaboration and direction to be addressed through participation of the staff in “Visioning” how they will deliver a library of the future.

*Specific recommendations of this review are summarised in Section 6.*

**Notes:**

- 1) *It was beyond our brief to complete detailed plans or costings for Napier City Library. However based on indicative cost/m<sup>2</sup> refurbishment and lightweight building extensions over roof spaces a \$4m to \$6m figure is indicative. A detailed Study will be required in due course.*



## 2.0 Background

The Napier Public Libraries holds concerns about the capacity and operation of the branches in Napier City and Taradale. The capacity has been perceived as a physical space issue.

The Essential Services Development Report 2000 proposed that the Taradale Library needed extension to hold book stock sufficient for the population it serviced. A comprehensive library review in 2005 (by the Library Manager Leslie Claque) raised further questions about the library's capacity in respect of staff and space.

On 4 May 2007 Octa Associates Ltd. were engaged to undertake a review of library services and in particular future access to library services in Napier. The study was briefed to consider Library Facilities; IT and People including, locations, size, collection, service programme, and other related factors, to arrive at recommendations for an optimum library service programme within the financial resources available. The work on the project began in May 2007. The 2007 library services review concentrated not only on buildings and services refurbishment but also on functional and operational improvement.

The study involved research on the Napier Public Library service, the financial and demographic characteristics of the City of Napier and examined:

- i) The changing world within which the public libraries have to operate.
- ii) The services commonly provided as part of a modern public library service and expected by the public.
- iii) The changing and emerging needs of the public, taking into account the results of stakeholder consultation.
- iv) Partnerships and links with other library sectors and with related sectors including the tertiary education, voluntary and private sectors.
- v) Relationships between library services and other local authority services.

Information was gathered from various reports and documents, interviews with citizens and officials and Friends of the Library Reference Group sessions.



In general it can be stated that:

- The City is increasing in population
- There are indications of income and educational levels changing with the inner City demographics moving towards a more affluent, educated and time rich population.
- The suburban demographic is also changing in line with “baby boomer” and Generation Y shifts, thus an aging, active, educated, time rich population increasingly demanding of well located and well designed services.

The details of these and other demographic and financial characteristics can be found in Part B of this report.

In the past it appears that the library service and use in Napier has been about the average of its peer libraries in New Zealand. However library use has shown decreases over the past five years, due in part to collection policies and the limitations of the City (Station Street) Library building and cramped conditions at Taradale.

The three level Napier Public Library building of 2453sq.m in size is sufficient to house immediate future needs of the collection, readers' seats, on-line catalogue and internet access, young adults and children’s services and programme services. However, the building has physical deficiencies and problems. Better use of the basement storage and extending at first floor level will eventually be required.

The Taradale Library does not have the physical size to adequately develop and deliver the range of services above.

Through research, library visits, interviews and Reference Group sessions the Study explored various options to improve library services and facilities in the City of Napier. These options included doing nothing with the existing buildings, remodeling the existing building coupled with development of the Taradale branch, a new building on Marine Parade, or located elsewhere in Napier, various branch options and combinations of the above. Options considered and reviewed, along with the advantages and disadvantages are listed in Part C of this report.

Taradale Community Library with the “expanded catchment” has the potential to service 50%-55% of Napier library users.

We are targeting a 20% increase in overall usage.

The recommendations are for a five-year multiphase plan that progressively enables the delivery of improved library service.



*Each recommendation contains elements addressing:*

- Level of service
- Access
- Collection
- Other elements – Strategy Structure and Staffing.
- Facilities

*The library must:*

Attract people to a place where they are able to learn and leisure both by study and interaction with their peers and staff.

Take advantage of screen based and book learning.

Have multifaceted workspaces including group study areas where collaborative, individual and contemplative learning and research can occur.

Napier Public Libraries as a service unit within Napier City Council has undertaken an internal Library Review in 2005 but has not undertaken a comprehensive Service Review since the current City (Station Street) Library was built and occupied in 1986. The review in March 2005 was completed by the Library Manager and somewhat limited to comparison with New Zealand Library Standards and levels of activity measures. The 2007 Review is rigorous, focused on expected levels of service, potential performance and measures, examining the broad spectrum of library service delivery and operations with a view towards;

 enabling and empowering the library team

 effectiveness, 'value' and sustainability.



A number of recommendations emerge from the review, with the most significant actions being the change in focus from librarianship activity to information facilitation services, IT enrichment and facilities development.

Other related recommendations for action include collection management, strategy and structure alignment, and staff role transitions. These highlight the key issues for consideration in future activity management planning.

The proposed model of service delivery developed for the Napier Public Library network by Octa is based on the following criteria.

- 📖 That gaps identified as a result of the Library Services Review be reflected in the Libraries Activity Management Plan.
- 📖 That indicators focused on access, collections management and service delivery be developed.
- 📖 That the key principles of the current Activity Management Plan remain valid as principles to inform the next planning phase. These principles are:
  - 📖 Equity in access to services
  - 📖 Responsiveness to changing community need
  - 📖 Provision of cost-efficient, quality library services
  - 📖 Commitment to the continued support and professional development of staff
- 📖 That these principles be further developed in the context of Council's commitment to the LTCCP.
- 📖 That models of library service delivery based on a range of numbers of library service sites be considered in the planning process, using criteria, including, but not limited to: collection quality; co-located and complementary programs and facilities; geographic access and other access; opening hours and on-line services.
- 📖 That indicators for monitoring collection quality are developed.



The proposed model of service delivery developed for the Napier Public Library network by Octa is based on the following quality indicators.

- 📖 **Depth & Breadth of Collection** –identify first principles on which to manage the collection and then targets to align the collection with the principles. The principles and target will need to be evaluated on an on-going basis to allow for shifts in acquisitions, such as the balance of expenditure on ‘shelf ready’ items. This may mean fewer items added overall, but contribute to modernising and popularising the collection. (Comparable to Metronet average and NZ Public Library Standard).
- 📖 **Age of Collection** - a collection benchmark of 50% of total items aged 10 years or less adopted to ensure the currency and quality of items.
- 📖 **‘Turn around Time’**- time from purchase of item to it being on shelf be reduced. We recognize the resources applied and staff effort to achieving a reduction this year but the time taken from receipt to shelf is still too long.
- 📖 **Turnover** – rate at which items are out on loan, which also impacts on items available for loan at any given time. In broad terms, the more current the collection, the greater the percentage being regularly borrowed. (Comparable to Metronet average). Internationally stock in libraries that has a turnover of less than 2% is removed from the publicly accessible collection. Napier Public Libraries has a significant number of items that fall into this usage category shelved in the publicly accessible collection.

As a first step these books can go into Basement Storage. The development and utilisation of effective stacks in the basement reduces the stock in the public area.



📖 That indicators for co-located and complementary services/programmes to be monitored are:

- 📖 Level of increased diversity of uses linked to lifelong learning and cultural activities
- 📖 Extent of increase in co-location of programmes.

📖 That indicators of geographic/other access to be monitored:

- 📖 Number of sites maintained for online access, book drop-off and library programmes,
- 📖 Increase usage and level of service provided by access points for online library catalogue and Napier Libraries Online
- 📖 Maintenance and development of capacity for remote access (e.g. online reservations catalogue searching, reference databases).

📖 That indicators for opening hours to be monitored:

- 📖 Targeted opening hours aligned with identified need / patterns of use.

These indicators should be monitored and evaluated annually. The model is based on the assumption that these indicators can be refined to continue to identify service improvements based on all sites.



### **3.0 The Current Situation**

Levels of service provided by the Napier Public Libraries (NPL) are generally modest but comparable with service levels at other libraries, but do not often exceed them. However, total library staffing costs are less in Napier relative to comparators and spending on library materials is higher. These observations indicate that the NPL is providing good to fair service at moderate overall cost.

However, the comparator cities differ on any number of area specific socio-demographic indicators and particularly on variation in library systems suggesting that meaningful comparisons are difficult. Notable variations in Napier's system are the John Robson Collection on Restorative Justice, some heritage collections, and significantly the cost of investing in a very diverse collection. The more significant variable is the transfer charging methods of Local Authorities for contracted corporate services especially computer services and property, dependent on whether leased or owned. In Napier's case this is not excessive or unreasonable.

Given the projected modest increase in Napier's population, a modest increase in the number of households, and an aging population that will increasingly leave the work force, future financial resources for the library and other municipal services in Napier will be constrained. Consequently, the current situation is only sustainable through generating efficiencies in service delivery. This is why we have concentrated on solutions that hold FTE levels whilst improving outputs.

In addition to the existing situation being constrained, the current facilities are poorly suited to meeting future needs. They are neither designed nor equipped to meet these needs and contribute to higher operating costs now and will do more so in the future.

The current staff costs are a little lower than comparable libraries. This appears to be achieved through engagement of unskilled and untrained people for customer service roles. In industry this has been called "dumbing down" in an endeavour to save costs. Additionally, the libraries resources are supplemented with school students as shelf fillers with a very high turnover and variable work ethic and high training costs.



The throughput “supermarket” approach requires a high supervisory content to work effectively and can generally escape service level scrutiny because the point of difference in that industry is usually price competition.

The management cost of this employment strategy in Napier Libraries is significantly disguised as the library operates on activity measures and cost management rather than performance on levels of service which potentially give better value for money.

The management time spent on staff supervision is unsustainable for the people and the service. The time spent on supervision is detracting management time from managing service and information facilitation and managing the book stock in publicly accessible shelves.

The facility cost of a “dumbed down” library service has now manifested itself as a capacity problem with higher than should be building operating cost and potentially misdirected capital improvement investment.

There needs to be a progressive change in the human resources strategy to transition the staff and professional mix into the information facilitation roles expected in the library.

As the customer focused strategy changes the service dynamics in the libraries, the staffing will need to be monitored to match a mix of full and part time roles optimally rostered over a seven day week.

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 NPL Activity Management Plan supports the need for a new facility model. The Plan also identified a number of IT initiatives that must be put in place to support the library



team and improve and extend library services. The Napier City management have authorized the re-allocation of funds from the Asset budget to other library capital equipment needs. The appointment of a new library manager this year has also generated new initiatives.

The NPL Activity Management Plan's actions address:

-  New technology, patron self check, mobile technology facilities for staff and users, improved web site, and the development of the virtual library and expanded digital content.
-  Expanded services and improved marketing, particularly to selected sectors of the community, such as seniors, children and youth, Māori and new settlers.
-  Improved hours of operation
-  Collection improvements
-  Cataloguing and digitising the heritage collection
-  Finalising the change to a new library management system and generating management information for decision making.

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

The library manager has also recognised there are opportunities to reallocate Asset capital funds short term to help address strategy and operational shortcomings.



## **4.0 Operations and Facilities**

The Napier Public Libraries provide a full range of library services including the reference library and special access via Books on Wheels from the Napier Public Library building. Taradale branch provides the same range of lending library services and programmes. Napier has enjoyed the benefits of a public library since the Athenaeum opened its doors in 1865. Taradale has enjoyed library services since 1874 and has been a branch library since 1968.

The first purpose-built library in the city, the Napier Public Library, designed in the 1960's and opened in 1986 in Station Street, in a 6 level office building with the first two floors built of sufficient strength to accommodate library stacks and functions over these levels. The library occupies a 2453 sq.m facility with a 360m<sup>2</sup> roof garden over part of the ground floor.

The city library is inconspicuously located in Station Street in central Napier next to the City Council Civic Centre. There is one branch library at Taradale, a 700sq.m. facility developed in a former rugby club rooms overlooking Centennial Park off White Street. Taradale has enjoyed library services for over 130 years.

Each library has acquired for them, and holds, their own collections. The public can borrow and return from either library but then an extensive and expensive internal returns process returns the books to their domiciled library via courier.

The Robson Collection is available at the Napier Public Library only as are the main reference collections. Taradale branch library has a bequest, Verna Corbett Large Print collection.

### **A. Library Operations**

In the year 2005/06 an average of over 1,247 people visited the library facilities daily and borrowed a total of 796,741 items from the collection of more than 205,349 books, tapes, discs, videos and other materials. During the past year circulation of library items has decreased by 1.2 percent on 2005/06.

Other same year service statistics reflect increased use of the collection but decreased visitations to the library and branches reinforcing changing use which is assessed as due in part to the tired facilities.



Reference enquiries increased nearly 10% per cent, continuing a trend of use as an information centre; Visits decreased 4.4 per cent, a continuation of the prior two years trends. Circulation in 2006/07 is down although it is reported as achieving the targets set for the Activity Plan. With a complement of 29 full-time equivalent staff the library provides full reference and advisory services to 31,405 members. (The accuracy of the membership database is considered approximate as the purging of inactive or resigned members is lapsed during the library management system change over.)

The library operations are funded 93.7 per cent from revenue from the City of Napier. In 2006/07 the library budget is \$2,495,700 compared to a 2005/06 budget of \$2,209,800. This budgeted increase was largely due to increased depreciation on expenditure which hasn't yet occurred - on book stock purchases and budgeted Taradale improvements.

Among the libraries' services are access to electronic catalogue and Internet computers, and access to other library collections through an Inter-Library Loan programme. Though limited by the building capacities the libraries provide an active series of adult and children's programmes.

An accepted method of analysing library resources and operations is to compare resources and operations among peer libraries. Data is available from the N.Z. Public Library Statistics (As at May 2007) and Ernst & Young Local Government Benchmarking, Community Services – Libraries.

In constructing the peer comparison libraries within the closest population range above and below Napier's there was a match to only those city libraries which serve a similar population. Of the peer libraries listed in the chart, (Table 1) four libraries are above Napier in population served and five are below.

In reviewing this information it indicates that the Napier Public Libraries are within the overall bands and where above or below average in any category analysed there was a plausible explanation. Where constraints exist we have endeavoured to address these in the form of our recommendations. In addition to the services measured in the chart, the Napier library collection is the 2<sup>nd</sup> highest in its category at 3.63 items per resident compared to a peer library average of 3.00 items per resident.



## **B. Library Facilities**

### **City (Station Street) Library Building**

The Napier Public Library's current 2,453sq.m building has shortcomings. The library is doing an excellent job despite the buildings' inadequacies. The building hasn't been changed in any significant way since it opened in 1986. The interior has had one significant change – the removal of the fountain which had a number of maintenance issues.

Consequently the library's environment is at times excessively hot in summer and staff areas are too cold in winter.

The major problem appears to be the cooling of the space and the lack of introduced fresh air to the recesses of the library. The mechanical ventilation is a simple tempered air system that doesn't have sufficient appropriately sized vents and extract points to exhaust foul air away. Most of the HVAC system is turned off. The windows are opened during public hours but are security grilled to prevent theft through ground floor street level windows.

The internal layout has been re-arranged in the preceding 12 months during recarpeting. The position of the service counter was changed in 2001 to address service queuing and then further changes to address lighting in the main library areas. Every possible square metre of public space is utilised to the fullest and in some cases even beyond the fullest extent. The service counter is designed more for activity management than customer service. The separation of the Main Service Desk from the Childrens Desk is artificial and unnecessary, reflecting a demarcation.

As with the lighting upgrade most building improvements have been short term or quick fix. It is also worthy to note that the library has been accommodated in an office block with ceiling heights for that purpose. The interior has timber detailing and features that are very much of the period in which it was designed.



The overall library design is dated and dissimilar to the modern library environment. An example of fixing one problem and creating another is illustrated by the attempt to lighten the interior amongst the book stacks. New lower lighting has been installed. This has exacerbated the height perception, and subsequent stack movements to cram in more stock has altered the stack alignment away from the lighting.

### **Carparking**

The library has no dedicated car parking for library users. There are metered spaces at the front of the building in Station Street and at the rear of the building although these are available to WINZ customers, shoppers, visitors to the Civic Centre, etc. The most convenient parking is leased to city council and tenants of the building. The access is difficult and capacity of the parking is insufficient to meet the library users' parking needs, especially during the busy hours of the afternoon or when any programs in the morning or afternoon take place.

During the interviews and Community Reference Group sessions a repeated complaint was in regard to the unavailability of parking in the area. Service access for couriers, service persons, and above all Books on Wheels couriers is most difficult. The ideal access is that reserved for cleaners and lies redundant for most of the day.

In addition to the highlighted ambient temperature issues the major shortcomings are:

-  **Youth / young adults area inadequate** – not all collection located in same area, inappropriately located, insufficient space for programmes, not appropriately or attractively themed.
-  **Duplicated Service desks for adults and children,**
-  **Rationalisation of lesser used parts of the collection into basement stacks** will “free” public floor area to address noted shortcomings and recommended uses.
-  **Children’s area inadequate** – not all children’s collection available / located in same area, insufficient space for programmes, no room to expand easily.
-  **Study areas** – not ideal, inappropriately located. There are no study rooms.



- 📖 **Technology deployment difficult** – tacked on, inappropriately located, insufficient space to expand.
- 📖 **Main Entry** confusing, difficult access via the dual bi-parting doors, access barriers with large courtyard. Obscure from the street,
- 📖 **Interior plan makes it difficult to orientate,**
- 📖 **Collection space maximised with no room to expand** – until expansion of the library footprint occurs, too much of the collection available on public floors,
- 📖 **Staff work areas inefficient** –teams have a lot of triple handling, Book returns room inadequate, ergonomically difficult and has barriers for working with library trolleys and distanced from related activities
- 📖 **Overall lighting could be improved** – many areas have lack of natural light and connection with outside,
- 📖 **Access from carpark** is difficult and insufficient parking available – disabled persons and caregivers with infants etc. not well catered for.
- 📖 **Meeting and programme space** is remote from the collection,
- 📖 **Inadequate delivery and receiving area** – including new book delivery, inter library courier, especially for Special Access library (Books on Wheels).
- 📖 **Environmental controls** deficiencies already noted



## **Taradale Branch Library Building**

In addition to the Napier City Library, and the Book on Wheels service, Napier operates a branch library west of metropolitan Napier in Taradale, approximately 15km from the Napier Public Library. The branch service was developed from a local authority library amalgamated in 1968.

The Taradale branch library was relocated into converted rugby clubrooms in 1994. The location is well serviced with accessible and convenient car parks and is easily accessible by mobility scooters, down a leg in driveway from White Street. This site is approximately 500metres from the main shopping centre of Taradale. We have been informed of neighbourhood and town centre developments that will ultimately link and improve the connectedness with the main shopping precinct. The current facility is unable to take full advantage of an attractive outlook over the Centennial Park due to its orientation and capacity use of the existing, but limited, floor space in the building.

The building is easily recognizable for its history with the trusses showing signs that they were sourced and erected by perhaps club working bees. The roof leaks and is scheduled to be replaced in a separately budgeted maintenance programme. (It will be prudent to integrate the roof replacement in any redevelopment of the Taradale Library).

There was discussion about the inadequacies of lighting and mechanical ventilation. However on inspection we learned that the system was capable of performing as designed with the fan noise distinguishable but not intrusive. It may be possible to improve the building services in any redevelopment.

The use of the space is compromised by having a separate childrens service desk at completely the opposite end of library from the main service desk.

Any replan should see these service points rearranged.

The policy of purchasing a separate collection for Taradale and selection of that being determined by the Assets team in Napier presents the similar problem of too many books being crammed into a finite area. Thus the shelf space grows, the library programme space diminishes and the perception of a capacity problem becomes a reality.



The current policy of purchasing separate collections for each library will benefit from the development of “one collection” for Napier City Libraries with the Taradale stock being refreshed on rotation.

There is and will continue to be an influx of activity into the Taradale area with the improved north and south links to the expressway and to the city, and development and growth of significant magnitude in surrounding suburbs.

Given the wealth of schools and teaching and learning institutions in the Taradale area the provision of good library spaces and themed areas for young adults is inadequate. In this regard there is an actual capacity problem.

The library at Taradale has the following deficiencies.

- 📖 Main entry confusing, difficult access. The dual bi parting doors create access barriers.
- 📖 Duplicated Service desks for adults and children, service desk location creates bottlenecks.
- 📖 Youth / young adults area inadequate – inappropriately located, insufficient space for programmes, not appropriately or attractively themed.
- 📖 Study or tutorial rooms – there are none.
- 📖 Children’s area inadequate – not all children’s collection available / located in same area, insufficient space for programmes, no room to expand easily.
- 📖 Technology deployment difficult – tacked on, inappropriately located, insufficient space to expand,
- 📖 Interior plan makes it difficult to orientate,
- 📖 Collection space maximised with no room to expand – too much collection available.



- 📖 Staff work areas inefficient –Book returns room inadequate and ergonomically difficult, access barriers working with library trolleys etc
- 📖 Overall poor lighting – many areas have a lack of natural light and connection with outside,
- 📖 Meeting and programme space – there is none.
- 📖 The collection requires rationalisation. This will “free” public floor area to address some of the noted shortcomings and recommended uses.



**Table 1: How Napier Public Libraries Compare**

City	Population	Number of Outlets Branches	Book Bus	Hours Open	Total Collections	Staff FTE	Budget 2003/04** (\$)
Hastings	71,800	3	0	192.0	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	0	142.5	150,299	30.5	3,179,664
Franklin	58,500	3	0	128.0	101,227	23.9	1,538,262
<b>Napier</b>	<b>56,600</b>	<b>2</b>	<b>0</b>	<b>97.0</b>	<b>205,349</b>	<b>29.0</b>	<b>2,209,800</b>
Invercargill	50,800	2	0	81.0	221,315	36.8	2,988,622
Porirua	50,700	5	0	122.0	154,797	27.0	2,639,000
Kapiti	47,800	3	0	133.5	140,500	26.3	2,038,789
Tasman	47,200	4	0	160.5	125,927	22.7	1,631,253
Nelson	46,400	3	0	110.0	153,127	28.3	2,306,459

Source: NZ Public Libraries Statistics – 2005/06.

\*\* The budget of each Local Authority reflects differing apportionment of corporate charges particularly related to information technology, building ownership and rental issues.



## 5.0 A New Facility Model for the NPL

### 5.1 Remodel the City (Station Street) Library

The City (Station Street) 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 City (Station Street) Library should be rearranged and developed to enable the facility as a modern library that will serve Napier now and into the future.

- 📖 Relocate the Service Desk to about the area of the old fountain.
- 📖 Integrate the Childrens Service desk
- 📖 Develop and manage a functional library stack in the basement
- 📖 Assign least accessed collections to the stack
- 📖 Reduce public shelves
- 📖 Develop and theme a Young Adults area
- 📖 Create reading and relaxation spaces
- 📖 Open the seminar room into the library to enlarge reference area creating study / small meeting rooms.
- 📖 Relocate or enlarge the Returns and Processing area (ideally capture the garage area to the rear of the library)
- 📖 Relocate Community Services offices to say Level 1 in the tea room and part Assets area. Relocate Assets to ground floor and link area into library.
- 📖 Redevelop the atrium roof in a lantern style to aid natural light and fresh air ingress into the library.

This rearrangement will provide improved services for current users and meet the needs of the current generation of library users as well as achieving operating efficiencies. Given that there will be modest population growth and the city can expect continued financial constraints, library service improvements must be funded in part through operating efficiencies. NPL delivers high levels of library service but the duplication of



service points and inefficiencies of book handling at the City (Station Street) Library impacts on the cost of providing these services.

Eliminating the current public floor compaction and service desk duplication in the City (Station Street) Library would result in the following operating efficiencies:

- 📖 Staff efficiencies due to fewer operating points and reduced costs in fit for purpose facilities.
- 📖 Redeployment of staff to better meet user needs and introduce required new services at no additional cost.
- 📖 Increased use and revenues.

## **5.2 Redevelop Taradale Library**

As outlined earlier, a library located in Taradale must be sized to cater for up to 50% of library usage. This has the following advantages:

- 📖 Rather than the City (Station Street) Library serving a large geographical area, Taradale enables better use of transportation routes and the geography of Napier which will provide a significant choice and therefore better service to the community.
- 📖 Taradale users have a tradition of strong association with the local library and patterns of use that are focused on a library in the community. While some may argue that it is acceptable to travel greater distances to access specialized 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 west and these traditional patterns of use can be enhanced through the planned expansion of Taradale Library.
- 📖 Taradale library users may be more dependent on modes of transportation other than the automobile. In the library user survey many of the respondents reported they "walked" to the library (however, some of these respondents also used other means of transportation, including scooters or private cars). While for many users, these patterns might be adjusted without significant hardship if the library



were not improved or relocated, retaining and enhancing a service point in the Taradale ward better serves those without access to a car.

📖 A range of specialty and local service shops are in the Taradale Ward. This attracts customers from other geographic areas of the city who may find it convenient to use the library at the same time. It offers a choice.

A number of options were considered for providing a Taradale Library to complement services at the City (Station Street) Library. Consultation showed support split between a library amongst the Taradale shopping as proposed in the Taradale Town Centre Project, or retaining and developing the existing facility. However, the indicators for support of a redevelopment in the town centre were not positive. The retention of built value, the benefits of the outlook and landscape available at the existing site and the accessibility all favoured pursuing redevelopment of the current Taradale Library.

Octa recommend design and development of the community library adding space in the range of 280 to 450 sq. metres dependent on how the expansion maybe oriented on the site. To capture the outlook and natural light the design should include a simple addition opening up the front of the library to the park.



## 6.0 Summary Of Recommendations

### 1: Proactively Manage and Modernise Napier Public Libraries Collection

- (a) Review Collections Management (Asset) operations investigating the option of 'Shelf Ready' purchasing.
- (b) Align investment to modern/popular collections.
- (c) Develop and manage an effective library stack in the basement and proactively manage collection circulation. Rationalise current collections both to align with usage and provide space for public access to popular and modern collections.

### 2: Proactively Manage Change Through Effective and Applied People and Performance Management

- a) Develop a Library Charter and Business Plan. The library team have to decide and agree First Principles and describe for themselves what they want Napier libraries to be. The team are keen to engage in the development and improvement of the libraries through service. They should be facilitated in this process.
- b) Reorganise the Napier Library teams to enable and facilitate focus on customer service, information facilitation and empowerment for continuous improvement in levels of service. Align all Taradale staff under the Library Branch Manager.
- c) Reorganise staffing to develop an optimal mix of full and part-time staff, and focused school students including developing a roster for improving service quality on weekends. Develop a programme for engaging students as part of their learning and acquisition of skills and knowledge related to career development opportunities.

Develop and implement a rostered staffing system taking cognisance of those who wish to work weekends only.



- d) Review the human resource policy for engaging library professionals and the roles for professional staff. Develop capability for self managing teams and self direction and team decision making. In this context a greater degree of rotation in library roles is desirable.
- e) Enable staff efficiencies through facility plan implementation – creating ergonomic efficiency to enable staff roles in information facilitation.
- f) Enable the Library Manager to adopt marketing and communication functions through empowerment of branch librarians and team leaders.
- g) Transition of staff roles to provide:
  - virtual librarian
  - improved programming
  - learning/study centre
  - information facilitation

#### **4: IT Enrich Libraries**

- a) Address the funding of the IT support person currently allocated to the Library network.
- b) Continue the development of the data management platforms and the generation of meaningful reports. Transition the reporting regime into information for decision making and for managing library service levels and performance.
- c) Progress the information technology enabling in the library through the investment of reallocated funds in mobile technology for librarians AND patron self check for users and customers.
- d) Availability of public access to the Internet and P.C. based office resources should undergo staged expansion and regular evaluation at both locations – free internet access and Microsoft office tools.
- e) This will involve significantly increasing the P.C technology currently allocated in the existing libraries – provide up to an **extra** 20 screen/desk positions. The optimal number to be determined via monitoring progressive implementation.
- f) Review Radio Frequency Identification (RFID) system applications in the context of if and how it might be applied to Napier Libraries.



#### **4: Develop Taradale Library As Planned**

Initiate project management and design of the extensions to Taradale Library more or less as planned. The staff and community concepts provide a solid basis to commence and rapidly progress conceptual design agreement and move to developed design and tender of works that expand the capacity and redevelop the facility in the range up to 1400 square metres total.

Note: The redevelopment proposed does not require more staff. It does require the main recommendations on strategy, structure and staffing to be addressed.

The design should address the shortcomings noted.

Enable development of young persons area and homework / learning spaces

Consider the placement of a Council Service Centre at Taradale.

During concept design planning investigate services that have synergy with the community centre aspirations for the library and may coalesce on the site and contribute to facility development and enrichment.

#### **5: Redevelop The Existing City (Station Street) Library**

Redevelop the existing City (Station Street) Library in short and long term packages to enable the space for meeting library of the future expectations.

##### **Short Term: To be developed from part of the current Annual Plan Capital**

-  Creation of a Library Stack in the basement. Reallocation of least accessed stock to the basement stack. Investigate improvements to lift performance.
-  Remove substantial amounts of library shelving and realign in the building with the original designs to create a sense of space and light.
-  Increasing the areas currently allocated to some functions in the existing library, particularly youth, children, and leisure, study and relaxation spaces.
-  Replace old and inefficient lighting systems.
-  Relocate the Service desk to beside the stairwell integrating the Childrens Service desk. Develop “cabinets of curiosity” up the stairwell to create a safety barrier and to draw the public into the reference area – to announce its existence.
-  Develop and theme a young adults area.



- 📖 Interim development and improvement of the book returns and processing area. This stage could include development of a book processing area near and part of the rear garage. Any work in this area to be cognisant of the proposed public toilets upgrade and should investigate alternative solutions to public toilets in the library foot print long term.
- 📖 Address Environmental Controls / Mechanical Services to the Library. The Chief Executive Officer has been investigating and developing a strategy for funding and remedying the environmental factors in the Library and council offices. We can only urge its implementation.

### **Long Term Library Development Package**

- 📖 Develop new office space over the current annex to the rear of the library floors. Thus enabling the relocation of Asset Team to the ground floor and accessibility to inwards goods and courier services. This location would create a more efficient book handling path.
- 📖 Create sufficient space for the full range of functions associated with the City (Station Street) Library as recommended in this report. This will involve significantly increasing the areas currently allocated to some functions in the existing library, particularly youth, children, and leisure, study and relaxation spaces.
- 📖 Developing the meeting/seminar room into the first floor of the library for increased provision of specialised research and reference library
- 📖 Redevelop the current “bull nose” roof over the library foyer. Develop a “lantern” styled roof with electronically controlled window apertures as part of improving air quality and environmental controls in the library.
- 📖 Provision of a learning centre – small meeting and study rooms and spaces.
- 📖 Review optimal location of staff tea room in the City Library



## **7: Address and Monitor Activity Management Plans: Library Facilities and Services Improvements**

- a) Reallocate funding from book purchases for a further year to enable completion of Activity Management Plan backlog of tasks and projects.

It is our opinion that adopting and acting on these recommendations will provide library resources and services for the 21<sup>st</sup> Century: optimal collection size, accessibility, improved readers facilities, integrate technology expansion, programming, appropriate young adults and children's services and future city development.

They are designed to ensure that the library service remains as vital an inspiration to future generations as it has in the past.

Timing (based on earliest start time) for each of these groups of recommendations is shown on the Strategy Programme.



## 7.0 Project Strategy Programme

Amongst the findings of the Review is the necessity for and practicality of making some improvements in advance of the facilities solutions. The programme following reflects the possible earlier start dates of some activities. Accordingly the recommendations have been clustered around the elements addressing

-  Access
-  Collection
-  People & performance
-  Level of service
-  Facilities
-  Other elements

Notes to the Programme:

### 1. **Access Anomalies**

In the modern library access to internet information and world wide collections and catalogues is now expected. The early trend in NZ has been to view this as an adjunct service that attracts charges. With internet access charges as they were that may have been a valid strategy in past decades. However, access charges and connectivity is much cheaper with affordable options for the library.

However it could be argued that internet information and collections are the same as a physical collection which attracts no charges. The observation is that the revenues generated as compared to the administration of fee collection negates the activity, and it runs contrary to free library access.



## 2. **Proactively Manage and Modernise NPL Collections.**

### **Shelf Ready Purchasing Review**

This type of review is part of current Asset Management activity. However, some of the reasons for not fully advancing this type of purchasing needs to be revisited.

It is important that this proceed in conjunction with facility developments so as to establish the future scope of the role and function of the Collections Management group and their accommodation.

### **Modernise Collection**

Organise and utilise the basement to become an effective Library Stack then relocate the low turnover books to the stack to enable new and refreshed collections to be placed on the ground floor.

### **National Store of Last Resort**

Support of this project will enable the rationalisation of the excessive and aged collection without losing access to such stocks. The timing and annual contribution to the national stores operation is unknown. Support and provision for contribution towards planning and preparation for this or similar store is recommended.

## 3. **People & Performance Management through Transitions**

The changes to capture staff efficiencies are programmed to commence ahead of any facility development so as to provide for the transitional staff, the development of new roles, and the staff for a redeveloped Taradale community library and an improved city library.



#### 4. **IT Enrichment of All Libraries**

##### **Information Services – Service Level Agreement**

First and foremost the level of service provided covering scope, cost, stability and responsiveness needs to be agreed. Then make sure that what the Library Service already has is charged at an acceptable level in terms of cost of capital and operating AND that the library application upgrades and new software is implemented as if time is of the essence.

NOTE: the study doesn't perceive a problem in this aspect. What does need to be addressed is long term funding of the IT position that is providing very effective service and support.

##### **IT Enrichment**

The programme illustrates staged implementation and evaluation of IT upgrades and "Infostation" installations. The City (Station Street) Library requires patron self check machines to enable the relocation of the service desk. Then the stack issues addressed to free space for the expanded areas to accommodate more PC's thus installation and evaluation at Taradale location is an important indicator for future investment.

The numbers of PC's as recommended is cumulative as is the annual operating cost increase.

#### 5. **Taradale Library**

#### 6. **Develop City (Station Street) Library**

#### 7. **Address and monitor activity management plans.**

There are a number of activities set out in the current Libraries Activity Management Plan which are important to the operation of the library and will yield efficiencies overtime. Their implementation will remove barriers to modernisation and the transition of roles into more effective IT based service delivery and information facilitation.



**Planning Assumptions:**

We have noted that the costs of the \$1.7 million have already been included in Annual Plan budgets.



## 8.0 Implementation Strategy

The implementation strategy set out in the programme offers the Council solutions to deliver “library of the future” services with the least possible capital outlay, staged if necessary over 5 or more years. Each of the recommendations is programmed for the earliest possible start.

Note: The Council has the option to implement and evaluate the Taradale Library before confirming the City (Station Street) Library development. This offers the opportunity for evaluation of improvements before moving onto the next major capital phase. For example the development of the Taradale library will provide 30% more space at the Taradale Library and may ease pressure on City (Station Street) Library allowing them to implement some IT enrichments and customer service improvements. These actions allow the Council the opportunity to evaluate shifts in library patterns of use and fine tune aspects of the City Library development prior to major upgrade investment.

The recommendations are designed to maintain present day operating costs through generating efficiencies from improvements in the libraries collection and self directed customer service enabled by patron self check, mobile IT and “Infostation” solutions. For example, the staff and basic resources for any expansion at Taradale branch are expected to come from the current Library and team improvements across the network.

NOTE: Taradale redevelopment is not expected to require increased staff.

As occurs with these projects a number of options are possible upon which Council must decide. We have provided a consistent basis for estimations of operating costs and capital costs, and linked this to the timing as shown on the Programme Sheet.

### **Taradale Library**

We note that planned annual cashflows indicate that about half of the \$1.7m is to be spent in 2006/07 and the balance in 2007/08. Given the elapsed time from the original annual plan budgeting, it is now presumed possible to commit all of the capital in 2007/08. This needs to be confirmed.

It is Octa’s assessment that, subject to early approval of recommendations, all of the \$1.7m can be committed in 2007/08. That is; completion of concept designs, resource consent, developed design and contract documents, tender building permit, and construction prior to 30<sup>th</sup> June 2008.



The project risk is in the Resource Consent process, if required. This may be mitigated by design and orientation on the site.

### **City (Station Street) Library**

The spreadsheet also shows the indicative capital cost for the principal options for redevelopment of the City (Station Street) Library.

- ◆ NOW Improvements
- ◆ Long Term Developments.



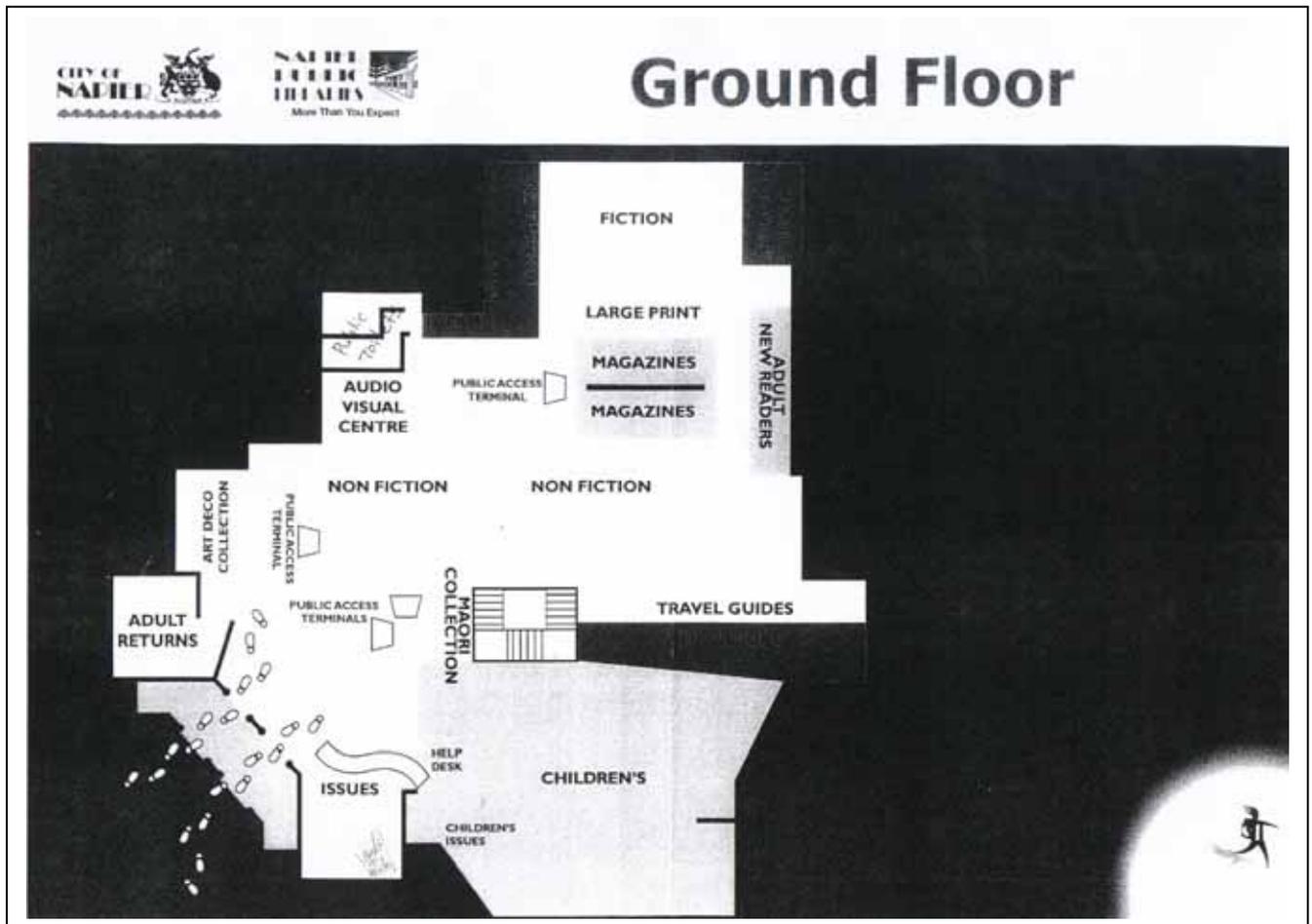
# **NAPIER PUBLIC LIBRARIES**

## **Service Delivery Study**

### **Current Plans**

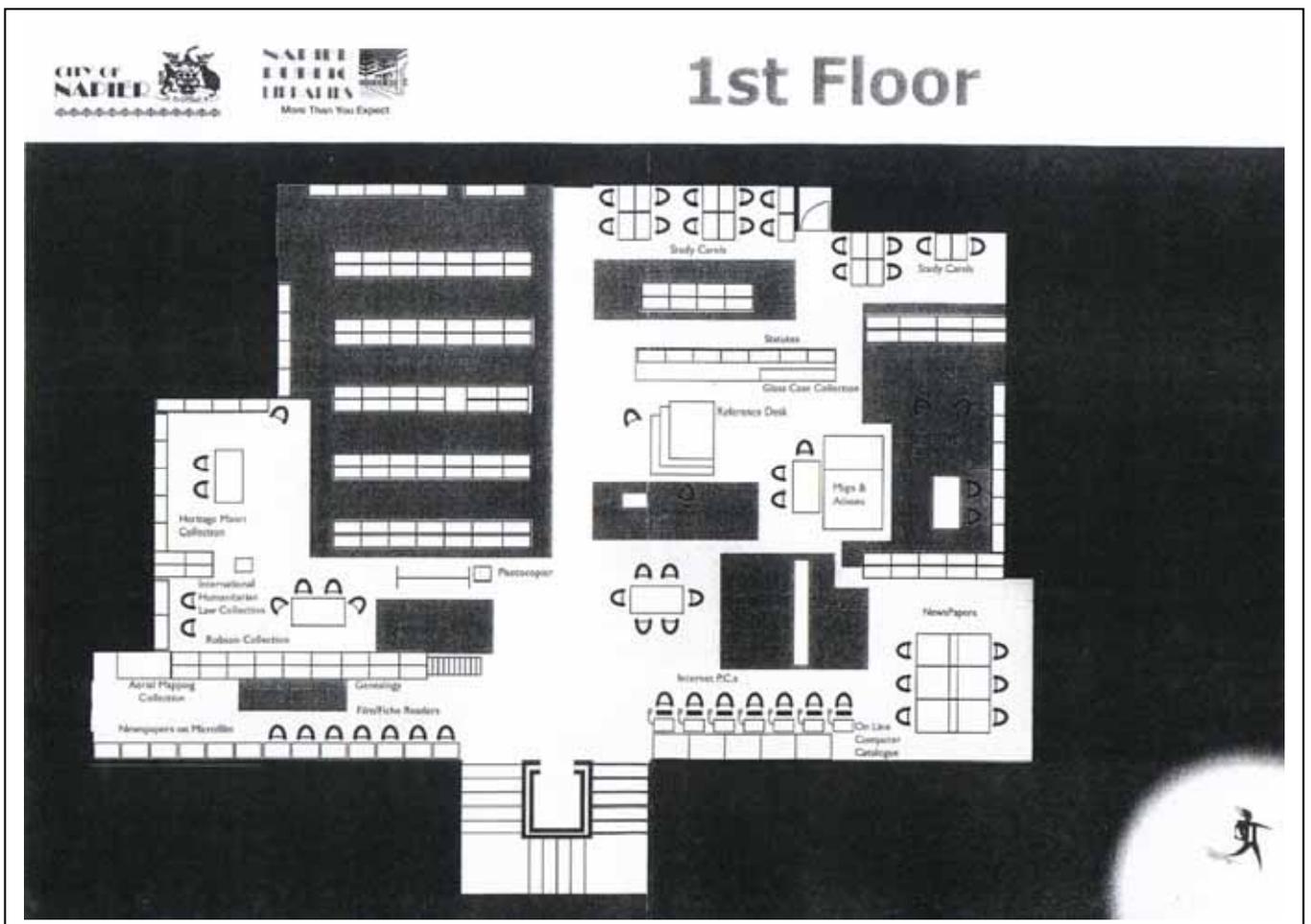


# Napier Public Library Existing Layout Plan : Ground Floor





# Napier Public Library Existing First Floor







# **NAPIER PUBLIC LIBRARIES**

## **Service Delivery Study**

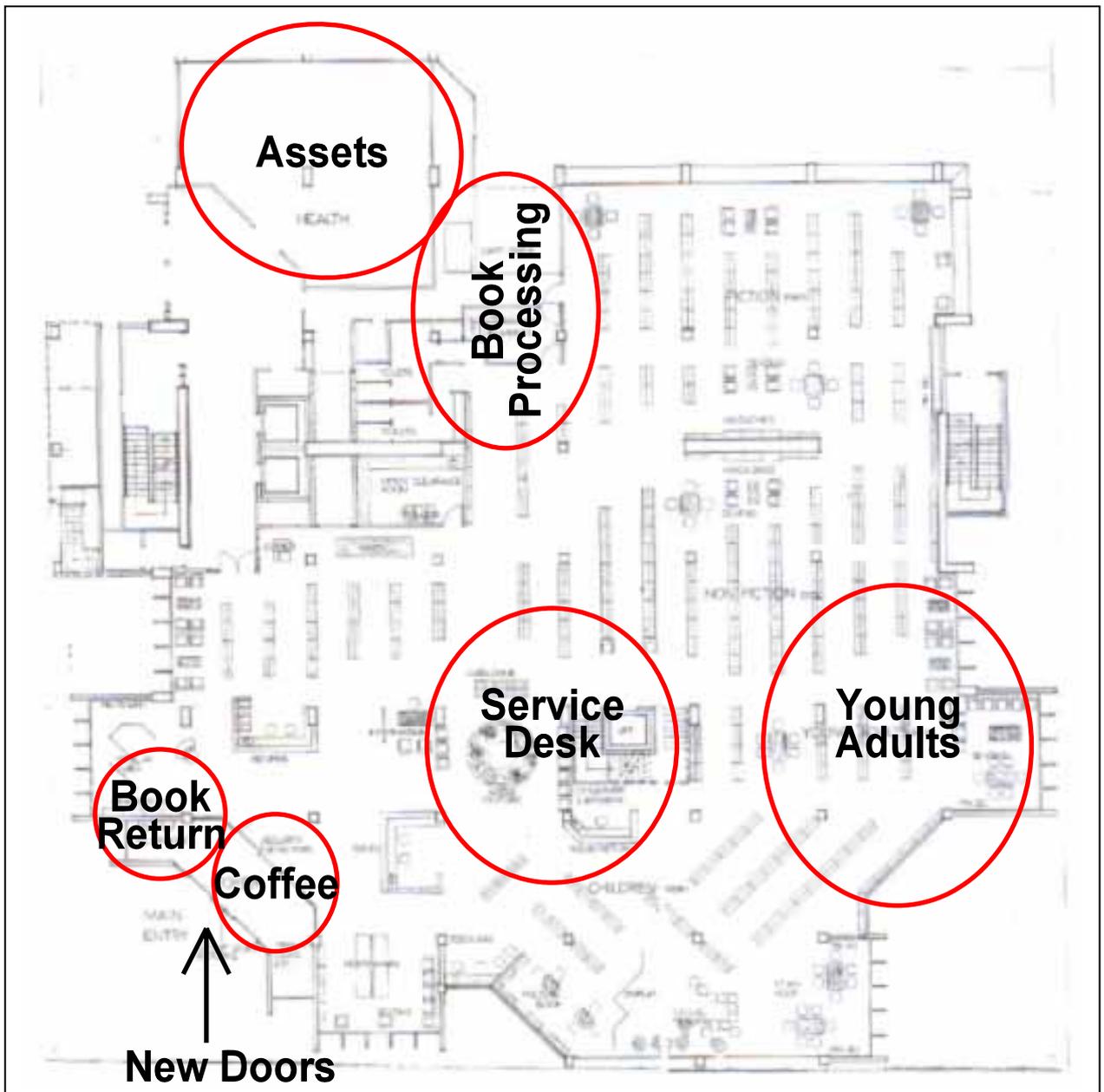
### **Concept Floor Plans**

#### **Indicating Areas of Improvement**



## FACILITIES

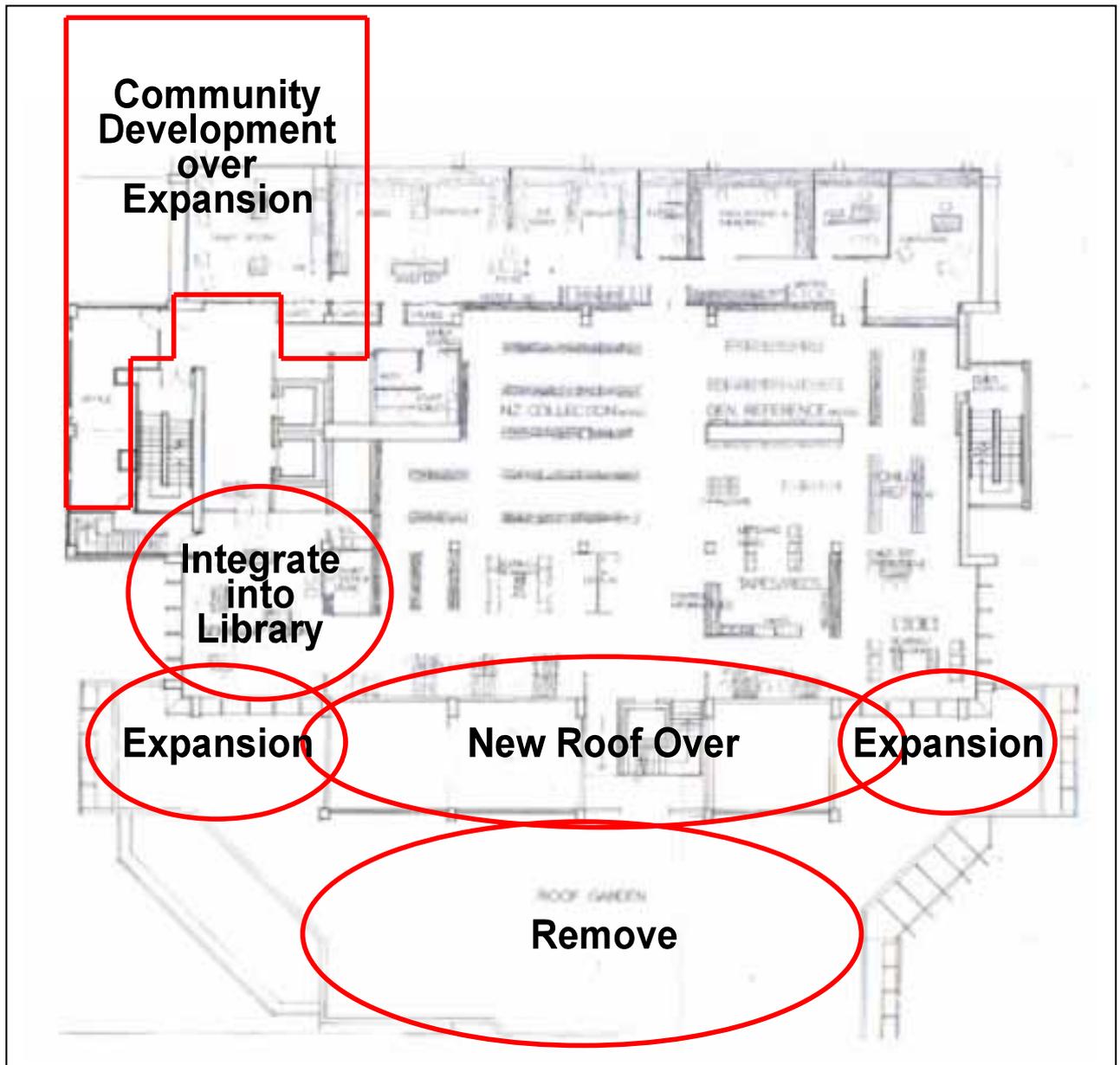
### City Library : Ground Floor





## FACILITIES

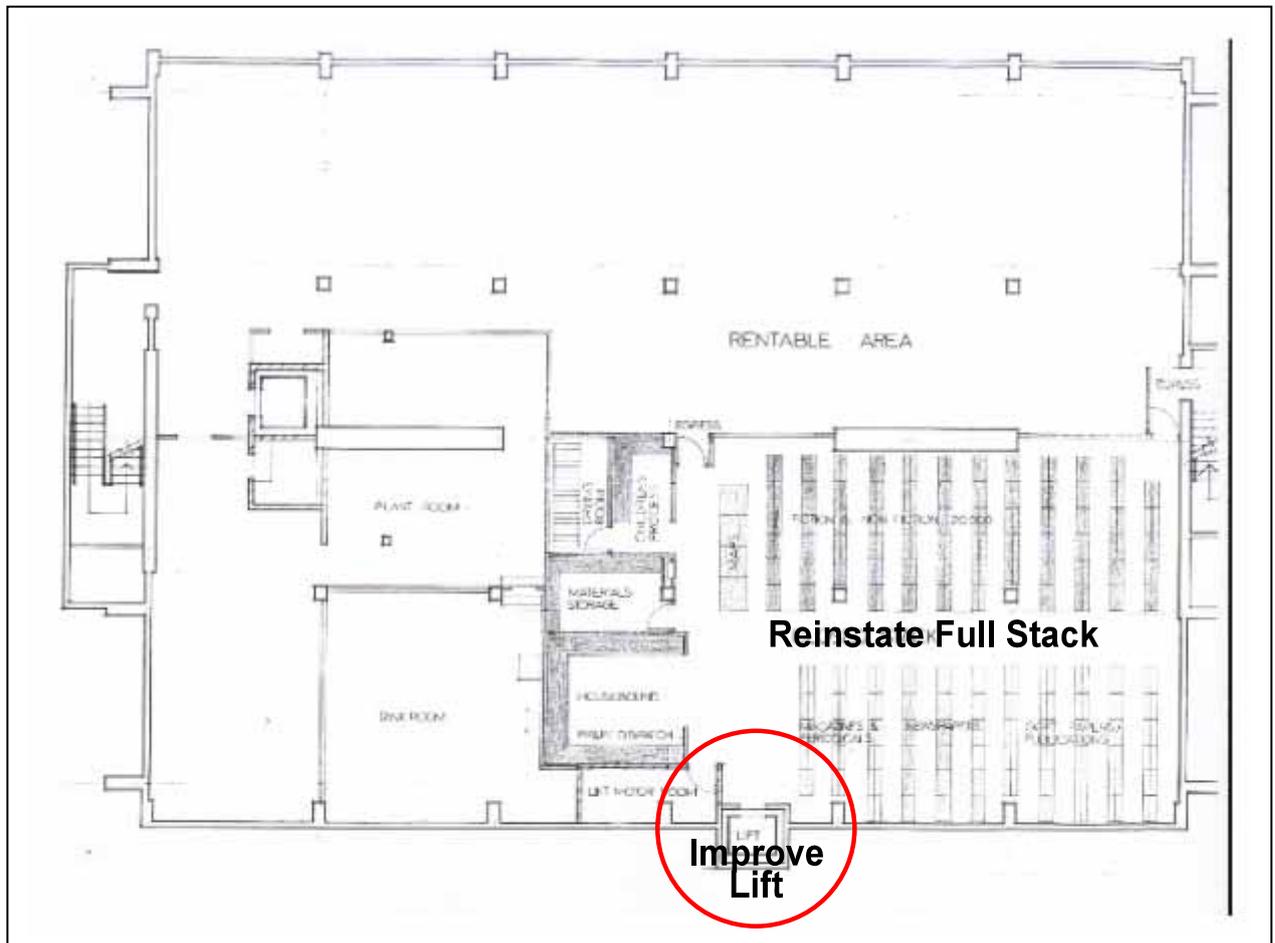
### City Library : First Floor





## FACILITIES

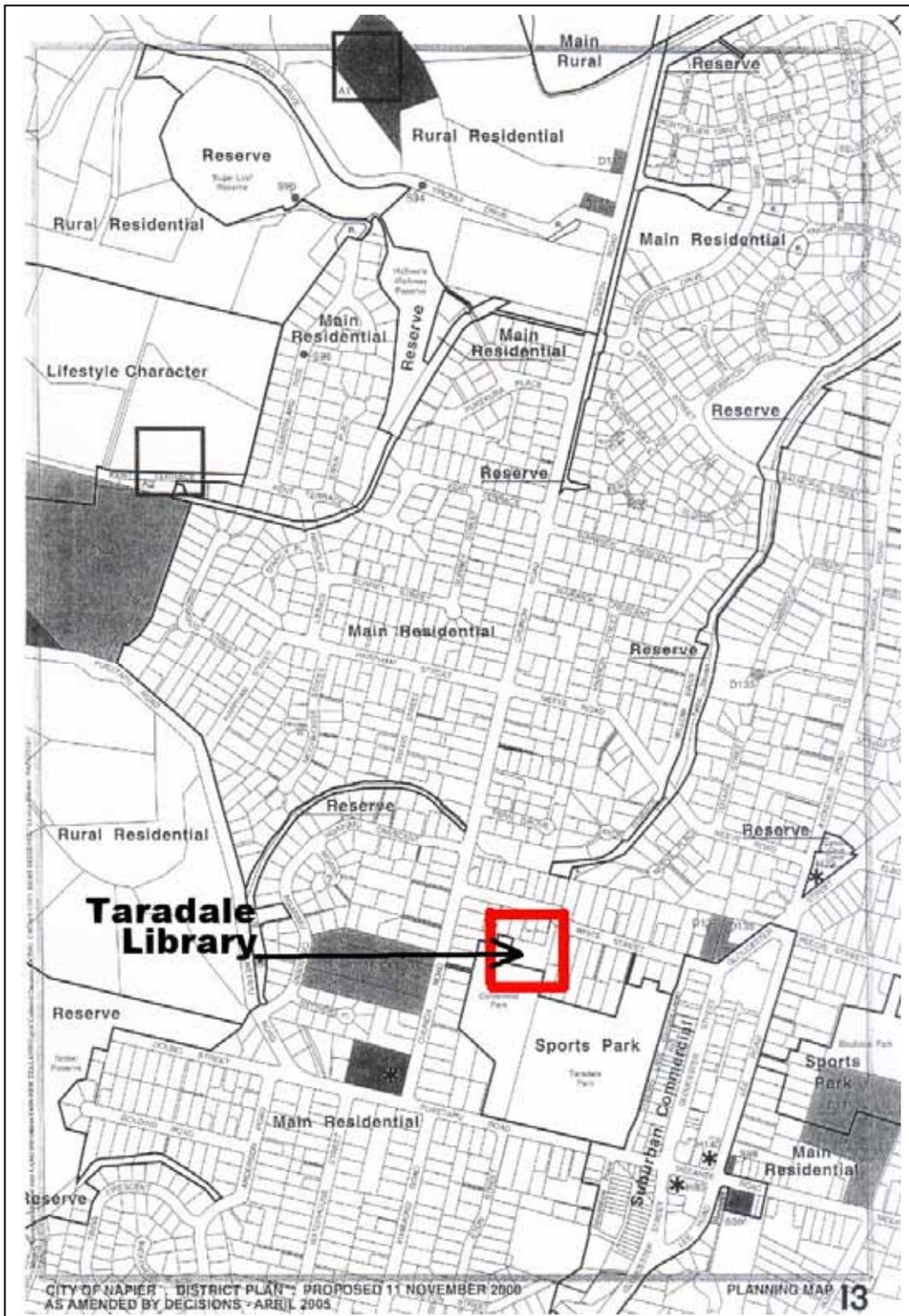
### City Library : Basement





## FACILITIES

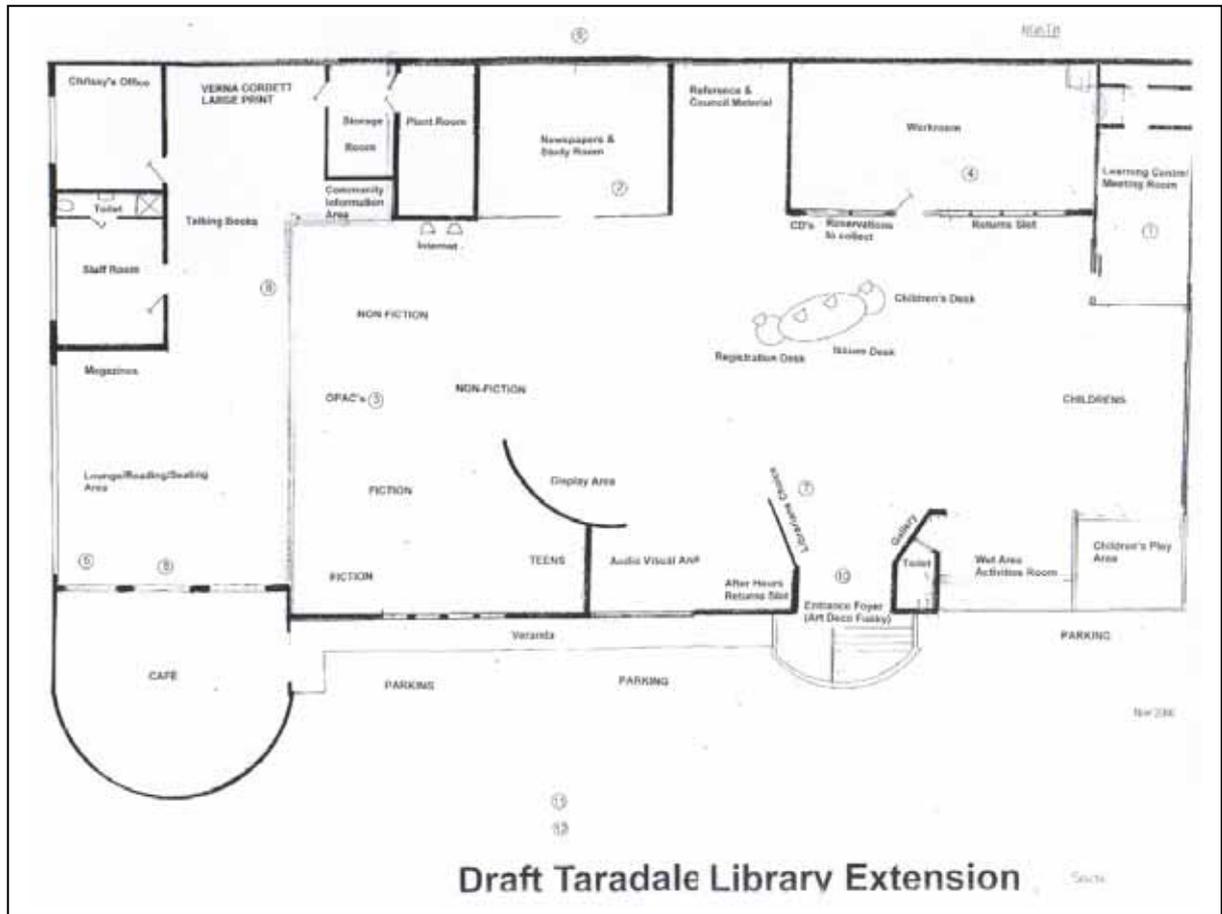
### Taradale Library : Centennial Park Site





# TARADALE LIBRARY :

## Concept Option





## 9.0 Acknowledgements

Octa wish to express their thanks to all those involved in the Study and those who gave of their time and experience to help us.

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We thank too the PCG for their time and feedback: Dennis, Sheryl and Claire Hatfield.

We do not assume that everyone who experiences exclusion has to be “rescued” from that experience. But we do hold the view that a responsible society will give all its members opportunities to become connected to others and to the benefits that society offers, should they wish to take advantage of them. In this, the principle of social justice is brought o life by specific actions to reduce in equalities in society. We further maintain that libraries and information services have a fundamental role to play in that provision, particularly because they operate directly at the level of peoples literacy, information literacy and communication choices which we take to be the keys to inclusion.

*(Chartered Institute of Library & Information Professionals, UK).*

Our thanks too to these contributors all of whom were refreshingly honest and a mine of information.

All staff of Napier and Taradale Libraries for their candor and openness, their hospitality and the great service they give to their customers.

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Russell Paterson  
Scott Martin  
Neil Taylor

Property Services, Napier City Council  
Colliers Tremain  
CEO, Napier City Council

**OCTA ASSOCIATES LIMITED**  
**P O BOX 5394, DUNEDIN**  
**Tel: (03) 477.0145**  
**Fax: (03)477.0866**  
**email: [kevin.taylor@dn.octa.co.nz](mailto:kevin.taylor@dn.octa.co.nz)**