

9. LIBRARIES 2025 FACILITIES PLAN

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PURPOSE OF REPORT

1. To recommend the adoption of the final Libraries 2025 Facilities Plan (**attached**).

EXECUTIVE SUMMARY

2. Work has been underway since early 2007 to develop a comprehensive plan for the future provision of library facilities in Christchurch and Banks Peninsula up until 2025. The final plan will inform 2009 and subsequent LTCCP prioritisation and decisions on library and other Council projects.
3. In 2006 the Council completed a 10-year development programme that saw the addition of new library buildings at Papanui, Shirley, New Brighton and Fendalton, new services at South Christchurch, Parklands and Upper Riccarton, establishment of three co-located learning centres, major upgrades at Central and Sumner, and the addition of four Banks Peninsula libraries into the network. With growth in residential housing, the issue of providing access to new and growing communities needs to be addressed.
4. The 2025 Facilities Plan will provide a tool and information to support decisions about future planning and identify areas of current need. Usage of the Council's Library and Information services continue to grow and compares very favourably with other local authorities' reported usage. There are strong indications from our communities that libraries are valued as key destinations and "anchors". Libraries help fulfil several of the city's Community Outcomes and are a key contributor to meeting the Council's strategic direction for Creating Strong Communities.
5. On 30 August 2007 the Council approved the key principles for the provision of Library facilities:
 - Library facilities/services are consistent with Council's strategic directions and strategies
 - Libraries' planning is responsive to current and future community needs including partnership opportunities
 - Libraries are important community hubs and help strengthen communities
 - Library facilities and services increase leisure and learning opportunities and community participation
 - Libraries form a citywide network
 - Libraries will adhere to sustainable, long-lasting design and ensure good return on investment
 - The Council is committed to maintaining and enhancing the city's investment in the network of libraries.
6. The Council also approved the establishment of a collaborative working party of elected members and community representatives. This met from September 2007 to February 2008 to lead the development of the Draft Plan and to make recommendations to the Council. The working party's major objective was to make recommendations in a Draft Plan to the Council that were consistent with the principles agreed to by the Council.
7. A comprehensive work programme was completed and included:
 - Definition of network 'shape', by considering the hierarchy of size, function and ranges of services to be delivered from future library facilities
 - Identification and consideration of priority areas that will enhance community access to library services across the city

- Formulation of criteria for prioritising future facility developments and planning future library provision
 - Options' assessment
 - Seek feedback from key community stakeholders, including Community Boards, to inform the working party's deliberations and recommendations.
8. The working party's key recommendations for future library provision included the following:
- Fill a gap in current provision and meet recognised community need (new service at Aranui)
 - Meet growth demand generated by population increases (larger service at Halswell, new facility at Belfast and explore development options for Central Library facility)
 - Respond to changing facility asset condition over time (replace or move from current building in Bishopdale, review Council contribution to maintenance of voluntary libraries)
 - Optimise partnership and/or co-location opportunities should they arise (Shirley, Linwood, Hornby, Papanui).
9. The recommendations included in the Draft Plan were approved by the Council at its 27 March 2008 meeting. The Council and one community representative from the working party considered the submissions on the Draft Plan.
10. Public consultation was undertaken from 14 April – 31 May 2008 (extended for one week until 8 June). Community board, public and stakeholder feedback on the Draft Plan was sought through meetings, website survey and written submissions. A varied range of topics was covered in the 158 written submissions, expressing a wide range of options that largely reinforced the Council's agreed principles on libraries. Key topics, listed in order from greatest to least attention in submissions:
- Little River – The importance of a building-based community hub for the rural community was emphasised.
 - Belfast – Strong support for a new facility. Community focal point was registered as very important and the timeliness of the development was identified. A wide range of services was indicated as important or desirable. The location of the library was a topic of interest in submissions and during Hearing Panel deliberations.
 - Aranui - Strong support for a library facility in Aranui. At the hearings the principal of Aranui High School indicated an offer of land. The Hearings Panel discussed the location of the library also. Some questioned the need for a service in the area due to the location of Linwood and New Brighton libraries. Strong support from local agencies including Aranui Community Trust, Aranui Community Learning Centre and Aranui High School.
 - Halswell – Support was strong for a larger library in Halswell. Submissions topics ranged from services desired to location options.
 - Fendalton - Support was received for the proposed changes to hours and investigation of the feasibility of a café: similar numbers of submissions were received against these proposals.
 - Central - Submissions emphasised the importance of location, good planning and links to transport. Some submitters were concerned about the cost of any future development.
 - Voluntary libraries – Submitters were concerned about any changes that might come about if the service to these libraries was to be reviewed. Submissions were from the Opawa and Redcliffs users primarily. The need for effective public consultation on any proposed changes was noted.
 - Bishopdale – Location and current state of the mall were the two areas of interest.
 - Redwood – There was concern at the possibility of any reduced service in the Redwood community that might follow the opening of a library at Belfast. Transport links and walkability were noted as important issues to consider.

- Shirley – There was positive support for improvements in facility provision with a new library. Co-location with other Council services was considered important.
- Sumner – A small number of submitters indicated that the current library was too small for the number of users.
- Lyttelton – Comments about the need to have longer opening hours were received.
- Akaroa – Comments about the need to have longer opening hours were received.
- Diamond Harbour – Interest was expressed by the primary school that a possible partnership with the Council could be explored.
- Ferrymead – Comments were received about the lack of services available to the hill suburb residents and the omission of this in the plan.
- Other themes:
 - That a citywide library network is important
 - Libraries play a vital role as hubs in strengthening communities
 - Many comments about desirable services and aspects of the collection
 - That partnership opportunities are important (some submitters recommended possible partnerships) but also some cautionary comments about Council's role
 - Support for locating libraries with other council and community services
 - That links to public transport are important both in the city and suburbs.

PLAN AMENDMENTS

11. One hundred and fifty eight submissions were received. A Hearings Panel of the full Council and one community member of the working party heard presentations from 21 submitters. In July 2008 the Council considered all the submissions and this resulted in the following changes being made to the Draft Plan.
12. Amendments that related to general information in the Draft Plan:
 - Revised wording to ensure clearer statements and remove any ambiguity of intent.
 - Added a statement on the review cycle of the plan.
 - Revised forecast population figures.
 - Added a statement about partnerships and potential for resource sharing.
 - Additional comments regarding areas - beyond those already identified in the Draft Plan - that may in the future require consideration as part of regular reviews:
 - Monitoring impact of and changes to projected household growth in areas undergoing future significant growth through intensification or greenfield development (eg Wigram)
 - Identifying changed need for a local library facility, as a result of, for example, increased socio-economic need
 - Investigating opportunities to improve central city library provision that may arise from the development of a new inner city transport exchange or in recognition of an increased emphasis on the Central library role as a community library for inner city residents.
13. Amendments that related to specific libraries or areas:
 - Belfast – Added reference that work will continue via the Belfast Area Plan and with other council units and planning teams to identify an appropriate location
 - Central – Added statement about the impact of intensification on the library as a community library for inner city residents
 - Halswell – Added statement about working with other Council units and planning teams to identify an appropriate location
 - Fendalton – Changed emphasis from proposing changes to hours of opening and a café to investigating the need for such changes, including the undertaking of a feasibility project on cafes in libraries.

- Added a new statement indicating the need to maintain and refurbish all libraries as part of regular asset maintenance programmes and included libraries identified for possible future development and those expected to fulfil current need ie New Brighton, Parklands, South, Spreydon and Upper Riccarton.
- Banks Peninsula – Added a new statement to cover all the Banks Peninsula libraries that indicates a revision of service that fits within the framework of service levels for the network. Includes references to future and current needs, rural community needs and ongoing enhancement to the communities served by these libraries.
- Voluntary Libraries – New action added to develop a plan for the Voluntary libraries within the 2025 framework that will maximise community use of the facilities

IMPLEMENTATION

14. The Libraries 2025 Facilities Plan will act as a framework for future Council decision-making. Each project identified in the Plan will come back to the Council with a separate business case, as part of the LTCCP process.
15. Regular reviews of the Plan will be undertaken each six years to coincide with the LTCCP planning. These will examine the actual growth and revised projections to ensure the location and timing of new facilities accommodate any changes in forecasted growth patterns. Reviews will inform the development of business cases for individual projects and their prioritisation, as part of relevant LTCCPs. The Plan will also continue to be informed and updated by development of the UDS and in particular by its triennial reviews.

FINANCIAL IMPLICATIONS

16. As above.

Do the Recommendations of this Report Align with 2006-16 LTCCP budgets?

17. Yes.

LEGAL CONSIDERATIONS

18. The process followed during the development of the Draft Plan for Library Facilities Plan is in compliance with the requirements of the Local Government Act 2002.
19. Notably, the planning process is compliant with requirements set out in: section 78 to give consideration to community views in relation to decisions; section 80 requiring the identification of any “significant” inconsistent decisions; section 81 ensure opportunities for contributions to decision-making processes by Maori; ensure the Principles of consultation identified in section 82 are upheld.

Have you considered the legal implications of the issue under consideration?

20. Yes.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

21. Yes, see above.

Do the recommendations of this report support a level of service or project in the 2006-16 LTCCP?

22. Yes, completion of the Libraries 2025 Facilities Plan.

ALIGNMENT WITH STRATEGIES

23. The Plan has been developed in alignment with Council’s Strategic Directions, most notably relating to Strong Communities:

- *Increase involvement in lifelong learning, by: Providing resources and information, through libraries and website; Providing learning facilities, programmes and activities; Encouraging people of all ages to take advantage of learning opportunities.*
- *Promote participation in democratic process, by: Providing readily available and easily understood information about Council service and structures.*
- *Help communities to meet their needs, by: Targeting those who are most disadvantaged; Providing accessible and welcoming public buildings, spaces and facilities.*
- *Encourage residents to enjoy living in the City and to have fun, by: Providing and supporting sport, recreation and leisure activities.*

But also for a Liveable City:

- *Maintain and enhance the quality of development, and renewal of the city's built environment by: Championing high quality urban design; improving people's sense of community identity and their feelings of safety; encouraging better accessibility in public and commercial buildings; improving Christchurch's heritage buildings and neighbourhood character.*

And for a Prosperous Economy:

- *Work in partnership with business and education sectors to attract and train people with diverse skills that meet businesses' needs by: encouraging people to take part in lifelong learning to make the workforce more skilled and adaptable; supporting the work of tertiary education providers¹*

24. Other Council strategies and policies that the Libraries 2025 Facilities Plan is aligned with include:

Greater Christchurch Urban Development Strategy, Strengthening Communities Strategy, Aquatic Facilities Strategy, Equity and Access for People with Disabilities Policy, Ageing Together Policy, South West Area Plan (in draft form) and the Belfast Area Plan (under development).

Do the recommendations align with the Council's strategies?

25. Yes.

CONSULTATION FULFILMENT

26. Given the recognised strong community support for and interest in Library Facilities in the city, effective and comprehensive community consultation was undertaken. Early engagement carried out during the Draft Plan's development included a Combined Community Boards seminar, Councillors' workshop, meetings with key stakeholder groups, market research and an online library users' survey.
27. The establishment of an external working party to lead the Draft Plan's development was part of the acknowledged need for involvement of key stakeholders in the process.
28. Public consultation on the Draft Plan was undertaken from 14 April – 31 May 2008 (extended for one week until 8 June). Community board, public and stakeholder feedback on the Draft Plan was sought through meetings, website survey and written submissions. A Hearings Panel of the full Council heard presentations from 21 submitters. The Council's deliberation on all submissions was held on 14 July 2008.

STAFF RECOMMENDATION

It is recommended that the Council approve the Libraries 2025 Facilities Plan (attached).