



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

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FUTURE NAPIER COMMITTEE

Open Attachments (Under separate cover 1)

Meeting Date: Thursday 16 June 2022

Time: Following the Sustainable Napier Committee

Venue: Lare Exhibition Hall
War Memorial Centre
Marine Parade
Napier

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NAPIER LIBRARY

Business case

7 JUNE 2022 > V0.9

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A library in the middle of a community is a cross between an emergency exit, a life-raft and a festival. They are cathedrals of the mind; hospitals of the soul; theme parks of the imagination.

Caitlin Moran | Moranthology



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1.0

Executive summary



Executive summary

There are challenges for the Napier Library

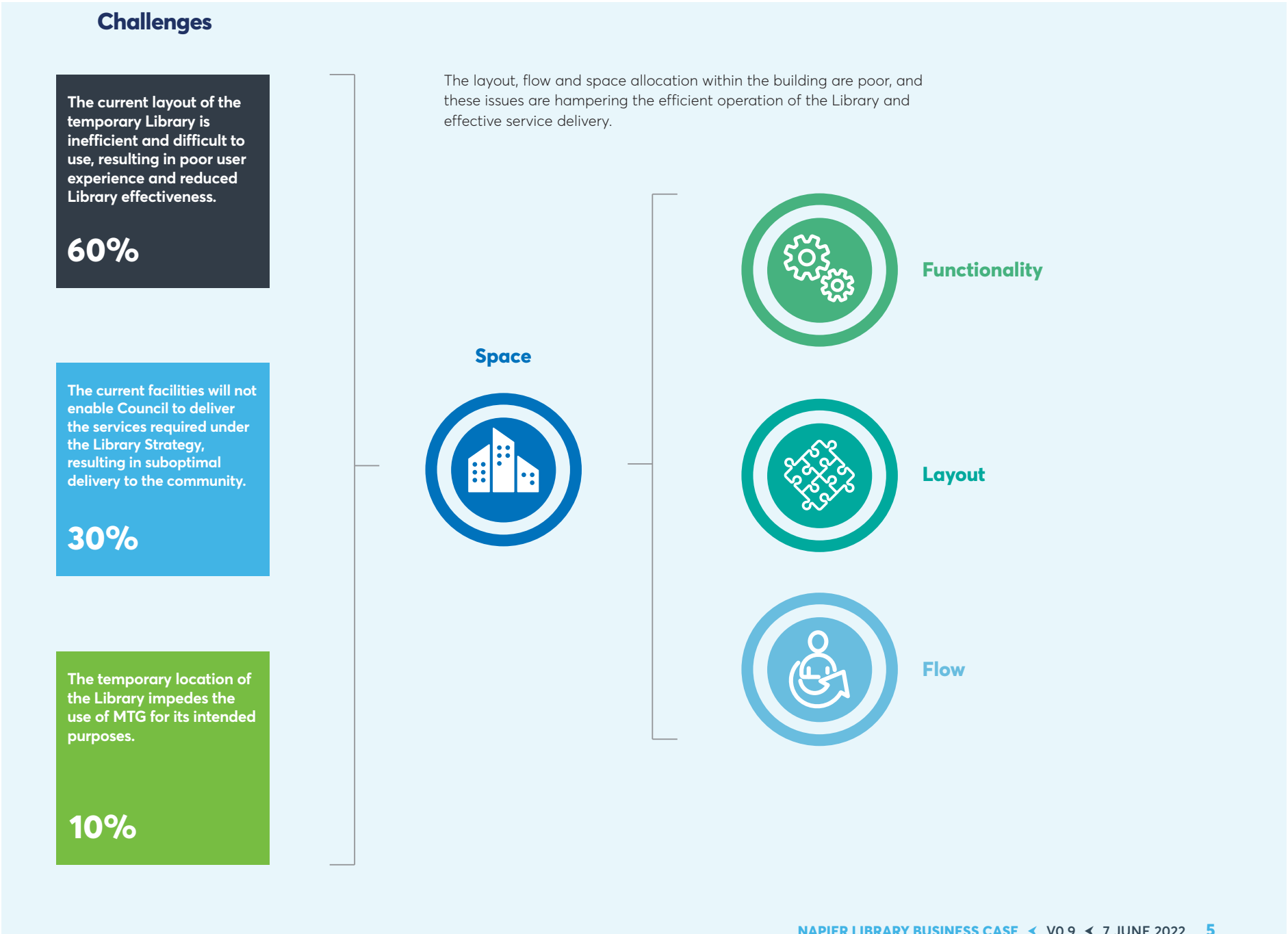
The current library facilities are temporary and inadequate.

Since moving out of the earthquake-prone buildings on Station Street, the library has been operating from temporary spaces within MTG whilst improving service delivery from the Taradale Library. There are a range of ongoing challenges however:

- While effective use is being made of the MTG and Taradale spaces, the library has had to dramatically reduce its footprint. This has affected every aspect of the library, from shelf space to storage to the ability to provide space and programmes for the community.
- The MTG spaces were never designed with a library in mind, so they are inefficient for users and staff alike; the entry area is poorly utilised as it is intended primarily as a theatre foyer, the staff working areas are too small and poorly laid out, and the storage areas are suboptimal.
- The nature of the MTG building means the library is unable to undertake the kinds of engaging and community-focused programmes enjoyed by other cities around the country. There is little ability to hold events, run educational programmes or do anything much more than simply loan and return books. This is a missed opportunity for Napier.

None of these limitations are unexpected given the need to vacate the old earthquake-prone building on relatively short notice. However, the current facilities are inadequate for the library – and are obviously negatively impacting MTG, as it is unable to work in the way intended.

The challenges and their implications are shown in the diagram at right.



Executive summary

A new, flexible facility is planned

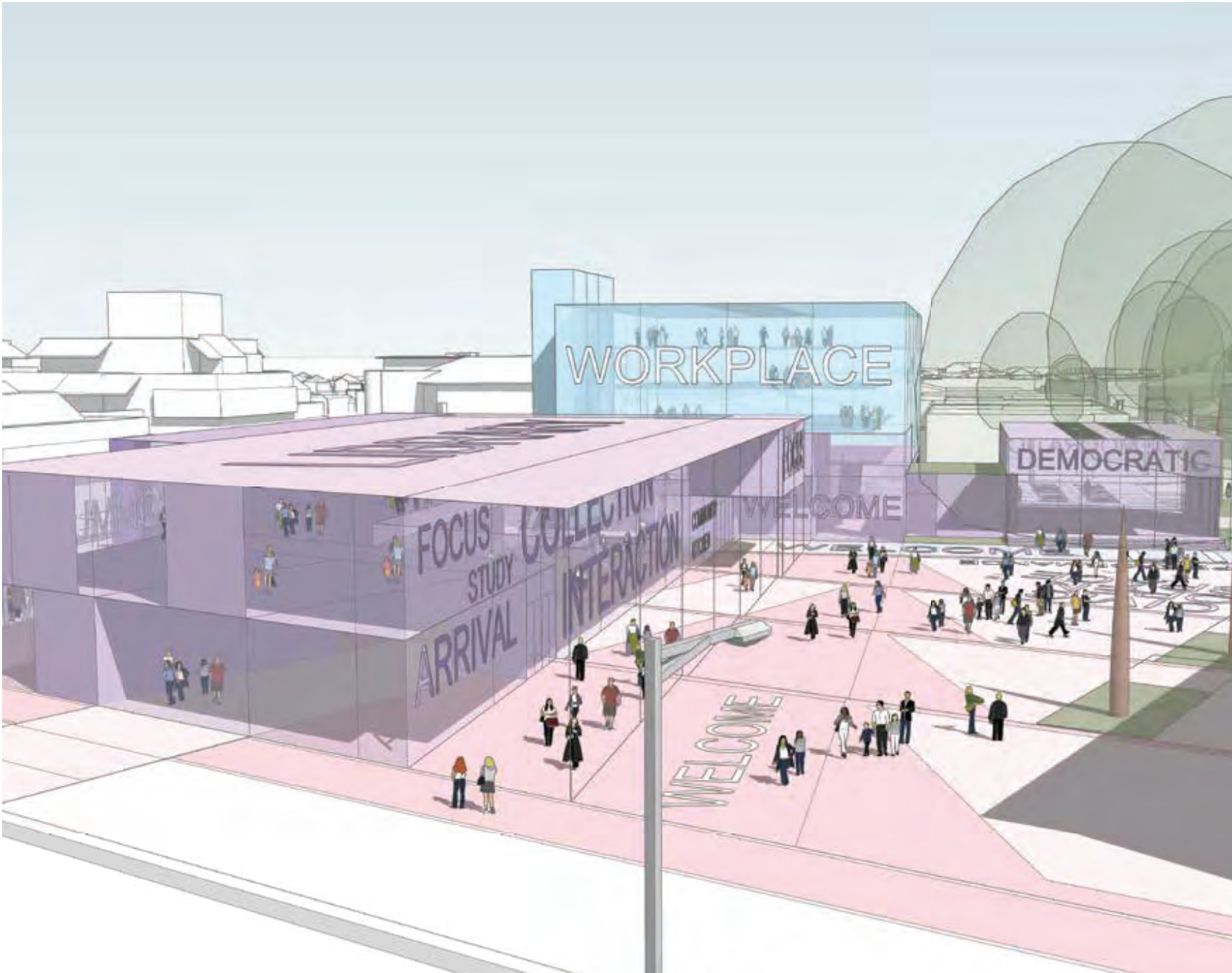
The proposed facility sits in the heart of Napier, so the functionality and the design of the building are a crucial part of the Civic Precinct. An early-stage indicative concept is shown at right.

The Library and Civic Area is a rare opportunity to create a place that is a collective expression of the community's aspirations as citizens of Ahuriri/Napier. It will celebrate the city's cultural values and unique history.

The Station Street Facility will be a place where visitors and the people of Ahuriri/Napier and surrounding areas can relax, learn, play, work, engage and connect.

This business case describes at a high level the facility, the process used to ensure it is the right structure in the right place, its projected costs, the benefits it will bring to the community, and how it can be delivered on time and within budget.

This document should be read in conjunction with the Design Brief for the project, which contains additional information about the intended functionality of the facility.





Executive summary

There is a practical and affordable plan to deliver the new library

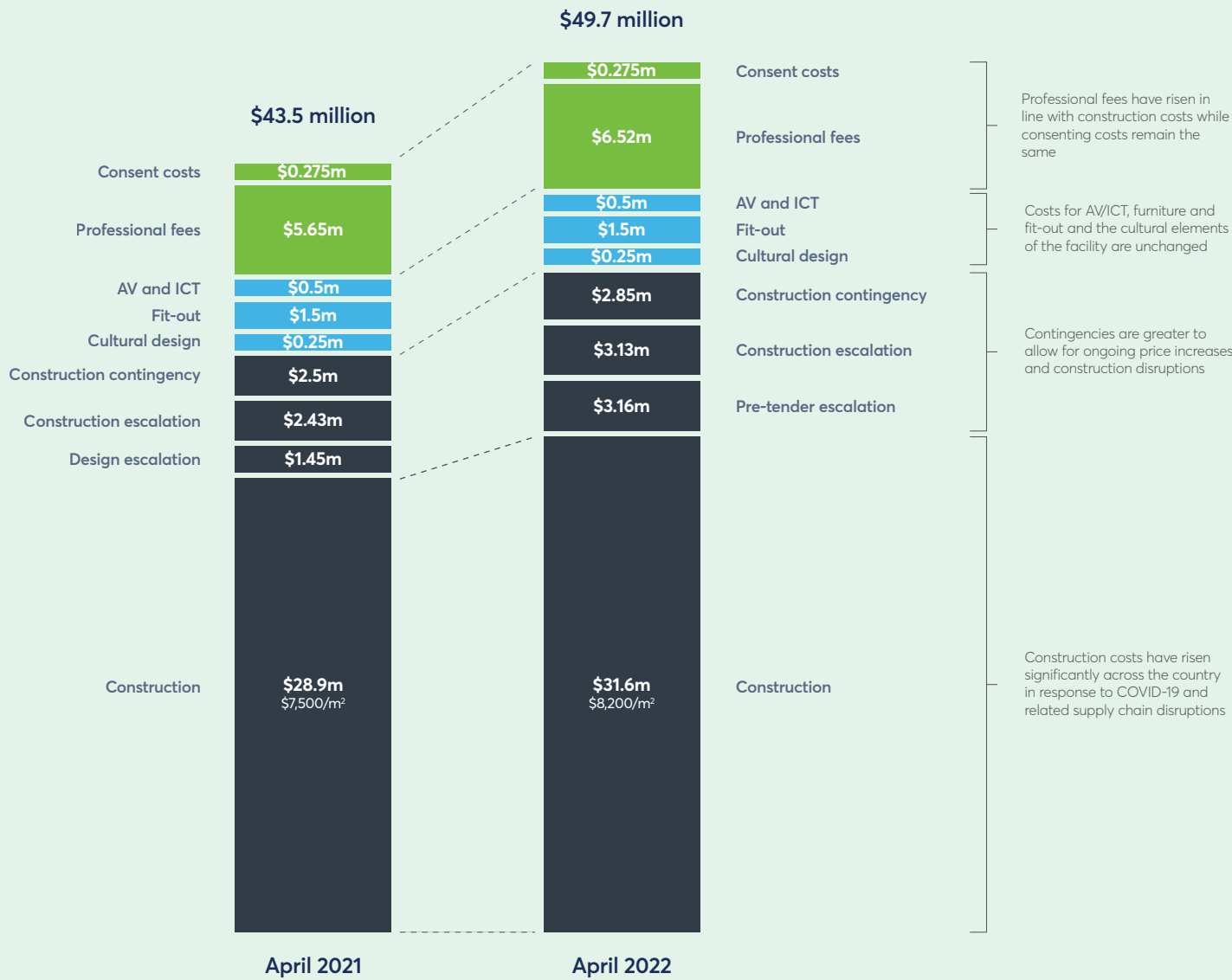
An investment of \$49.7m in the new facility is proposed, as shown in the diagram to the right. The overall investment figure includes contingencies and projected cost escalation. Total project costs have risen since earlier work on the design, primarily due to rapidly-rising construction cost inflation across the country.

However, the overall investment is still within the budget allocated as part of Council's Long Term Plan 2021-31, which set aside \$55 million for the development. There are some variations in scope between the original proposals and the facility as defined in the Design Brief, but these are not material to the overall approach defined in the Master Plan for the Civic Precinct.

However, construction costs are continuing to rise due to international supply chain disruption – and there is little Council can do to prevent further construction cost escalation. In this context, proceeding with the design and tendering stages of the project in a timely fashion will help contain the impacts of inflation in future years and lead to greater certainty for the investment requirements.

The later stages of this document describe the procurement and project management approaches Council will use to manage the risks and costs of construction.

Construction costs have been rising rapidly across the country, due to the impact of the COVID-19 pandemic and significant supply chain disruptions across the globe. The library project has not been immune to these trends, and costs have increased since 2021. However, the escalations have been carefully managed and the project is still within the budget agreed as part of Council's Long Term Plan, with a total investment of \$49.7 million, including fees and contingencies.



2.0

Strategic case



Strategic Case

Context | Role of the Business Case

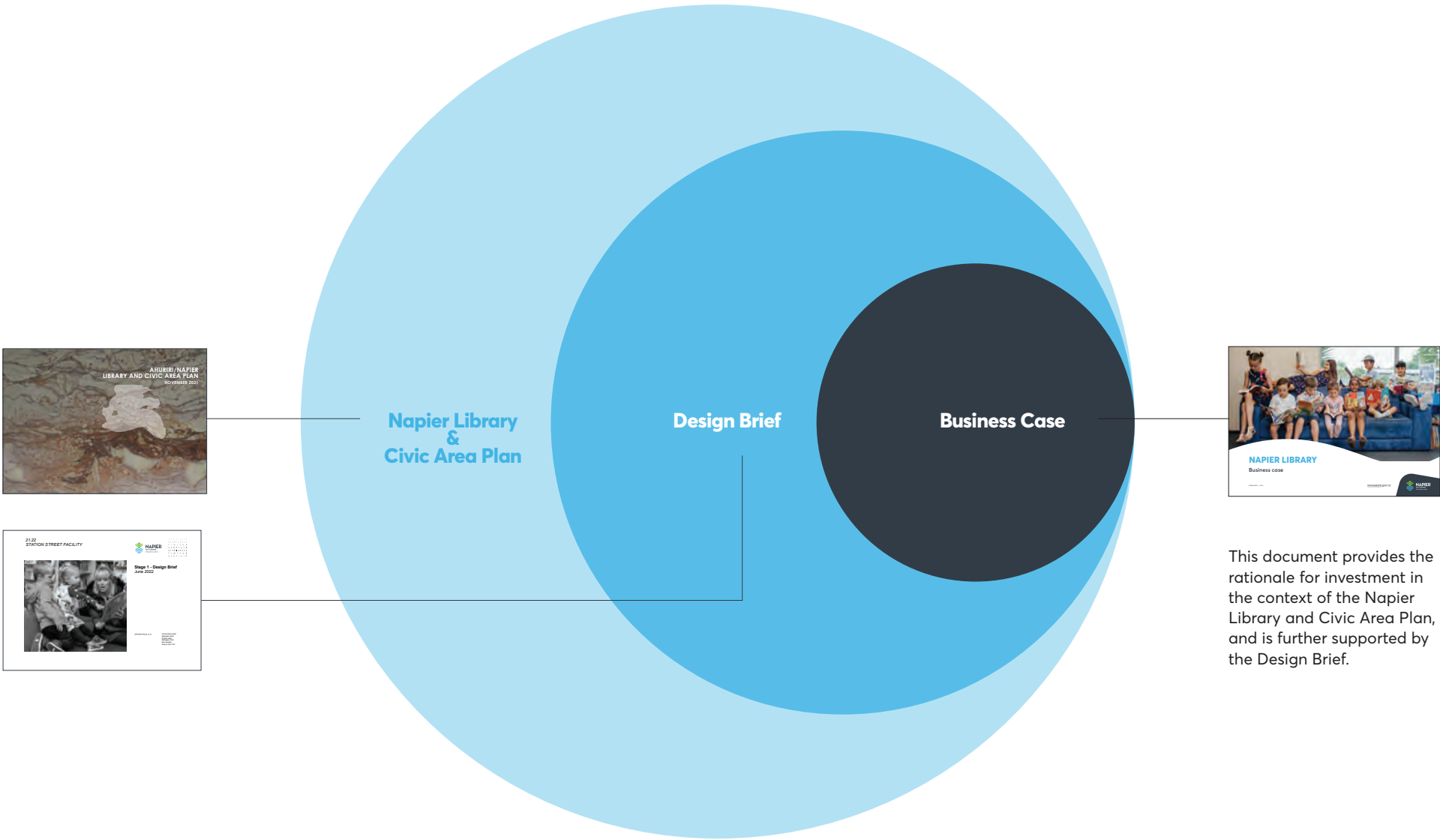
Progressing the library project requires we develop a business case.

Considerable work has gone into developing the approach for the Napier Library in the last few years. The Library Strategy has been developed and consulted on, the Civic Precinct Framework has been developed, and the Napier Library and Civic Area Plan (the Plan) has taken shape. We are now at the point where demolition of the existing buildings can commence, which will be the first tangible step Ahuriri/Napier residents will see in the redevelopment of the precinct.

As these plans begin to come together, we need to agree on the specific parameters for the Library: how the building will be configured, how the facility will operate, and how the project will be funded during the construction phase and beyond.

To help us assess the options and agree on the path forward, we have developed a business case for the Library. This document provides a roadmap for the development of the facility, and provides the mechanism for Council to make key decisions about the Library.

The diagram at right shows the structure of the Library business case and how it fits into the work already done by Napier City Council (NCC) to define the Civic Precinct and the requirements for the new facility.



This document provides the rationale for investment in the context of the Napier Library and Civic Area Plan, and is further supported by the Design Brief.

Strategic Case

Context | A Timeline

Considerable work has been undertaken to plan the future of the library.

The Library and Civic Administration buildings were closed in 2017, after being deemed earthquake prone. Services and functions of the library and council administration were relocated, spread across the surrounding area.

In March 2020, the NCC accepted a recommendation to examine the site at Station Street as a location for a new central Library. In January 2021 the go ahead was given for the development of a Master Plan for the precinct.

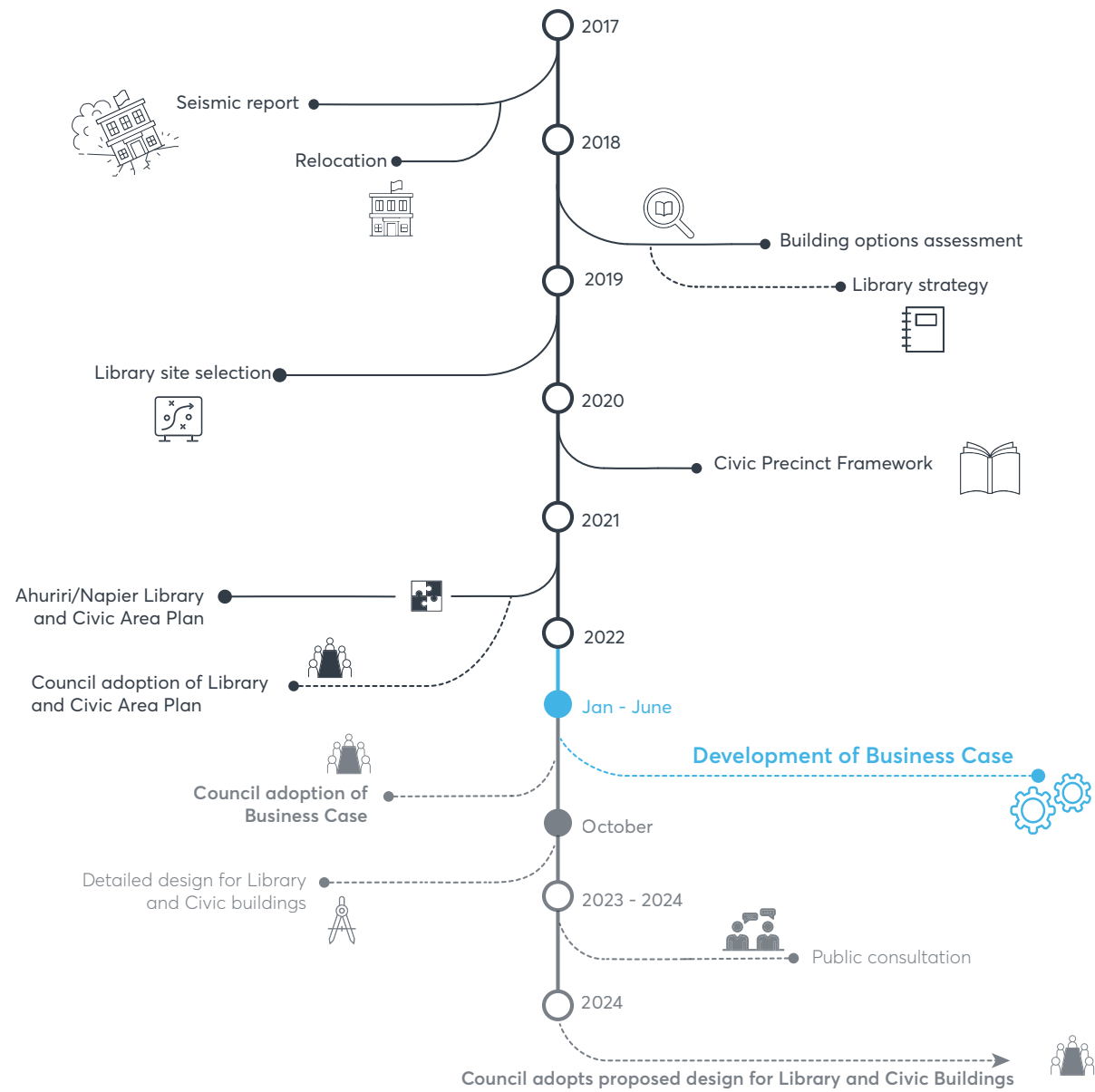
The planning process that culminated in the Ahuriri/Napier Library and Civic Area Plan (the Plan) sought to explore the range of functions and services a future library will be required to provide to meet the needs of the city and its communities into the future.

The Plan recommends the redevelopment of the Civic precinct to initially focus on the library and cultural facilities and services, council customer services, as well as spaces for mana whenua and other partners to occupy.

In March 2021 the Civic Precinct Steering Group approved the development of a detailed design brief, and the outputs of the Plan and the design brief inform this Business Case.

Once the business case has been considered and approved by Council, the detailed design for the library building can be undertaken, which will enable public consultation to occur on the final plan for the precinct. Following community and mana whenua input, the design can be finalised, tenders let and construction can commence. This is anticipated to commence in 2023-24.

Napier Library
Development Timeline



Strategic Case

Context | The Master Plan

The library fits within a re-imagined civic precinct.

In 2020 Council embarked on the development of the Civic Precinct Framework (the Master Plan), which establishes the vision, values, and principles for how the Civic Precinct will be redeveloped and what the community needs the precinct to provide.

In addition, a lot of work on the component parts of the precinct has already been completed. This work has contributed to a better understanding of the issues Council and the community are facing with this site, and the opportunities it presents.



We have a vision for the civic precinct.

A city's Civic Precinct takes on many important roles within a community. Through connectivity, leadership, activation, celebration and accessibility it becomes an important destination, a focus of civic pride and most importantly for its community, a sense of place and belonging.

In Napier a series of events in 2017, culminating with a seismic report finding both the Station Street and Library buildings earthquake-prone, created huge disruption for the Napier public and Council alike. With our civic and library functions dispersing throughout the CBD, the discussion around bringing them back together has been varied with many options and issues.

As with all big challenges there also comes big opportunities, in this moment, a once in a generation opportunity to re-imagine Napier's Civic Precinct has presented itself. One that serves not only the administrative, functional and governance needs of our citizens, but also becomes a destination in itself. We have an opportunity to design and build the library of our future that promotes a sense of community and inclusion, provides spaces for partnerships, collaboration and reflection, and inspires people of all ages to learn and explore.

Our intention with the Framework is to establish a vision for the Civic Precinct, with supporting Principles to guide the future design and development of this key space and ensure every element of it is well-considered and works in harmony over the development years. The investment in a new Station Street facility is a major step in helping realise our vision for this vital part of Napier.



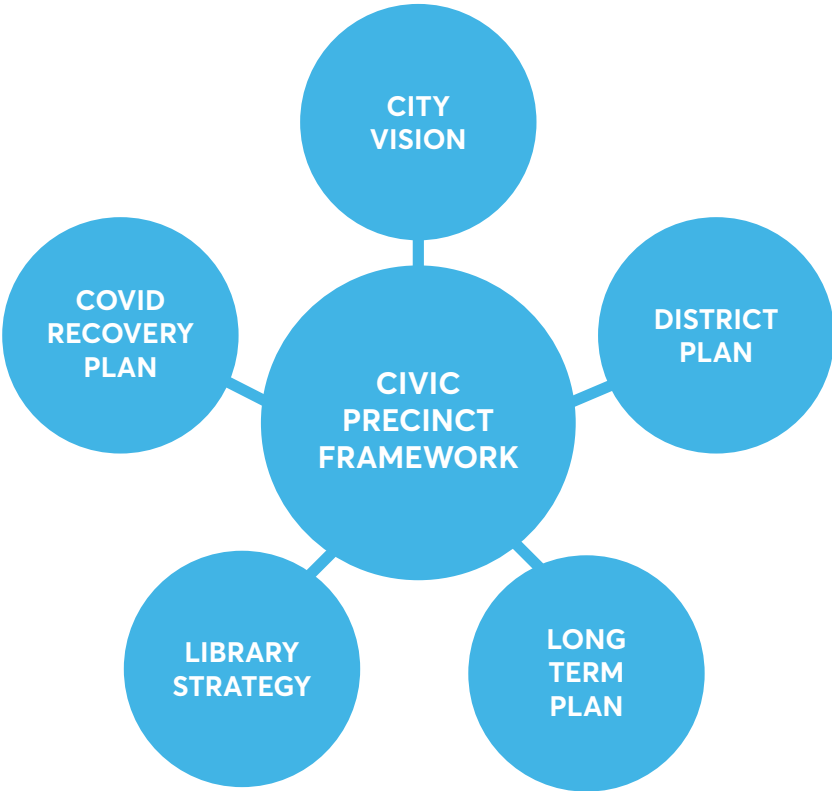
Annette Brosnan
Deputy Mayor
and Chair of Civic Precinct Steering Group

Strategic Case

Context | Ahuriri/Napier Library & Civic Area Plan

Development of the civic precinct is informed by key Council strategies.

The redevelopment of the Civic Precinct is influenced by a number of city-wide strategies and studies that already exist to set direction for the city and communities as a whole, and aligns with and contributes to broader city-wide principles. The Framework also recognises the key role the precinct redevelopment process can play in stimulating economic activity in the area, creating employment opportunities and contributing to broader city resilience.



The proposed development is a rare opportunity to create a space that is a collective expression of the values and aspirations of Ahuriri/Napier citizens; celebrating the city's cultural values and unique history.

The desire is for Napier's Library and Civic Area to create energy in what is now a quiet and struggling part of the city. It will help to stimulate economic activity and encourage growth and confidence in new businesses. NCC is keen to see it become a safe and inclusive community gathering place for all ages, abilities, and cultures.

NCC anticipate that the refreshed Library and Civic area will be a special place for ceremonial events and celebrations that acknowledge Ahuriri/Napier's history and diversity.

A key focus is that it will be accessible to all modes of transport and be pedestrian and cycle friendly. There will also be good connections to the central city, Marine parade, and adjacent commercial and residential areas.



Context | The changing role of libraries

This page and those that follow aim to present that evidence and data in support of the proposed investment in the Ahuriri/Napier library and its associated facilities and services.

Addressing the digital divide by providing internet access and computer skills training.

Social inclusion & equal access

Skills development programmes for marginalised groups (e.g., language classes for immigrants).

Libraries provide a physical space for human interaction and community in an increasingly digital social world.

The public sphere & democracy

Libraries, as open public spaces, combat the commercialisation of other urban spaces....

...The commercialisation and privatisation of public spaces disproportionately disadvantages women and marginalised groups.

As community 'hubs', libraries provide 'low-intensive meeting spaces' where citizens can be exposed to the diversity (values, ethnicity, age, class, interest, etc.) of their community.

Libraries can be a tool for urban and community development, signaling the qualities of a city to the external world and attracting people to visit and move to the area.

Censorship & freedom of access to information

Libraries support social inclusion and the functioning of a democratic society by providing collections and services that are not be subject to any ideological, political, or religious censorship, nor commercial pressure.

There are discourses surrounding a "crisis of librarianship" where technology is seen as a risk to the services they provide.

Library & social media

Others argue that librarians can influence the developments of ICT services and make a positive difference in their outcomes.

NAPIER LIBRARY BUSINESS CASE ◀ V0.9 ◀ 7 JUNE 2022 13

Strategic Case

Context | 'Smart city' libraries

Contemporary public libraries are foundational to a city's social and economic sustainability.

A relevant example of how libraries can embody the roles described by Audunson et al (2019), and embrace local values and needs, is the Geelong Library and Heritage Centre (GLHC) in Australia.

In *"More than just a library": Public libraries in the 'smart city'*, Leorke et al (2018) contextualise the transformation of contemporary public libraries within the 'smart city', and outline how the GLHC has been designed to meet the needs of a city seeking to transition from an economy historically based on manufacturing to one of knowledge and digital entrepreneurship.

The example of GLHC illustrates - with remarkable parallels to Ahuriri/ Napier - the ways in which libraries are finding ways to maintain and extend their traditional roles in society by *"reinvent[ing] themselves as 'hubs', 'makerspaces', and co-located community centres offering enriched spaces for social gathering, targeted learning, and new forms of creative production, including entrepreneurial activity and innovation"*. Ahuriri/ Napier has similarly had an economy based in manufacturing and primary production, and the NCC's Long Term Plan (LTP) highlights an ambition to focus on *"growing existing businesses, nurturing start-ups, growing a pipeline of entrepreneurs, and attracting new firms, people, and new investment. We will build on the innovative capacity of our businesses, build twenty-first century infrastructure, turn start-ups into scale-ups, and seek to diversify the economy."*

The LTP acknowledges the economic trend in New Zealand of a growing technology sector, amidst growing uncertainty with regard to tourism and primary production due to the pandemic and climate change. Ahuriri/ Napier is identified as having a technology sector that is *"one of the strongest local industry sectors that is projecting growth in entrepreneurship and investment opportunities"* and is *"a potentially key node in New Zealand's technology sector"*. There is however, an identified constraint on the sector - a shortage of high-tech skills. Thus, the LTP notes a focus on *"nurturing technology talent"*.

The GLHC exemplifies the ways that contemporary libraries can balance both the demands of their regional economies and strategic

visions, as well upholding and extending their more traditional roles and commitments related to the public services and culture, such as social inclusion and universal access.

Like the GLHC and other libraries in the 'smart city' context that are supporting their communities' *"transition to a sustainable future based around a knowledge workforce"* the proposed investment seeks to align with the NCC LTP by provisioning the services and facilities required to realise a similar 'smart city' vision for Ahuriri/ Napier. The proposed investment aims to achieve this by:

- Including technologies and services that foster increased participation and collaboration between social groups and sectors - creating partnerships and knowledge transfer
- Considering the facilities and services required to attract a diverse range of users and support innovative types of use and activities
- Offer programmes that support skills development and social inclusion, such as digital literacy, and other creative opportunities for children, youth, and adults.
- Incorporating architectural designs that will position the library as a signifier of the city's vision and serve as an attraction for tourists and potential residents
- Offering potential partnerships with business units to support existing businesses and start-ups to receive advice and realise their entrepreneurial potential
- Offering potential partnerships with other community service organisations (Citizens Advice Bureau, Plunket, etc.) to enhance social inclusion and accessibility.

Dale Leorke, Danielle Wyatt, and Scott McQuire, "More than Just a Library": Public Libraries in the "Smart City", City, Culture and Society 15 (1 December 2018): 37–44, <https://doi.org/10.1016/j.ccs.2018.05.002>.
Te Kaunihera o Ahuriri, Napier City Council, 'Long Term Plan 2021-31 | Volume One: An Overview of our Long Term Plan', 30 June 2021,



Public libraries are highly adaptable institutions that have not only survived the digital revolution, but are helping to shape it
Leorke et al 2018

While libraries, including the proposed investment, undoubtedly play an important role in meeting cities' entrepreneurial and innovative visions by providing education and training, Leorke et al. (2019) nonetheless conclude that **a library's most valuable contributions are "first, as a vibrant civic centre, offering spaces to learn, relax and socialise in a welcoming environment; and, second, as an adaptive institution that can nimbly respond to the immediate needs of a city experiencing rapid change and economic insecurity"**.

It is also essential to consider the management and funding of such facilities, so that diverse forms of socio-economic values do not go unrecognised. In Aotearoa New Zealand, the Public Libraries of New Zealand provide a valuable guide in this direction.



Exterior of the Geelong Library and Heritage Centre Building
Source: Leorke et al. (2019, p.40)



Strategic Case

Context | Libraries in Aotearoa New Zealand

There are bold and ambitious roles outlined for public libraries in Aotearoa New Zealand.

Strategic plans and frameworks in New Zealand echo the values and themes identified in the international literature surrounding contemporary public libraries. There is also a culture change within New Zealand, with regard to the increasing recognition of our histories as a settler society and the ways in which we can, and must, look to our past to guide our journey forward. This change can be seen in the ambitions and initiatives related to discourses on our national and local histories and heritage, and their place and representation in our communities today.

The Public Libraries of New Zealand (PLNZ) Strategic Framework 2020 - 2025 reflects the values of both international and national literature and discourses, and is summarised here to further contextualise the proposed investment for the Ahuriri / Napier Library.

The objective of PLNZ and the strategic framework is to

"Assist New Zealanders at every stage of life. Empower communities nationally through literacy and life-long learning".

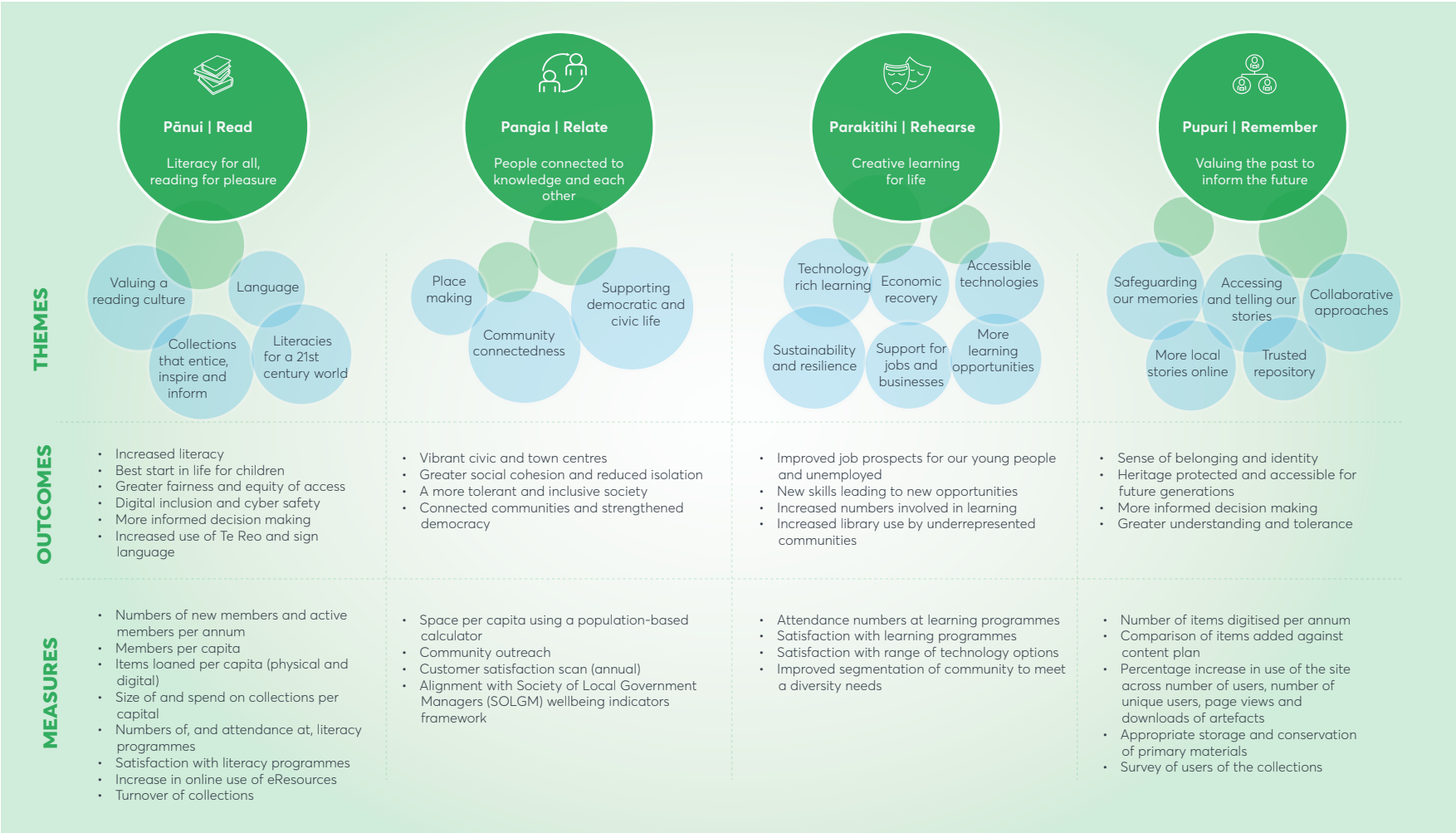
The illustration on right provides a high-level summary of the framework, presenting the key themes and outcomes that reflect societal needs that are more specific to New Zealand, as well as some proposed means for measuring them.

Public libraries today are a critical service that ensures the wellbeing of our communities and answers the needs of society. Whether those needs be economic, social, environmental, or emotional; libraries lead the way

Hilary Beaton, Executive Director of PLNZ

Dale Leorke, Danielle Wyatt, and Scott McQuire, "More than Just a Library"; Public Libraries in the "Smart City", City, Culture and Society 15 (1 December 2018): 37–44, <https://doi.org/10.1016/j.ccs.2018.05.002>.

Public Libraries of New Zealand
Strategic Framework 2020 - 2025 | Key themes, desired outcomes, & potential measures



Strategic Case

Context | Libraries in Aotearoa New Zealand

There are several new libraries in New Zealand that embody these roles.

TŪRANGA

Each floor connects to the PLNZ themes and values, and strategically lays out the different activity areas in the library.

Ground floor

- Welcoming foyer, extension to public area
- Innovation zone

Level 1 - Hapori | Community

- Community & family areas, exhibition space, Imagination Station

Level 2 - Tuakiri | Identity

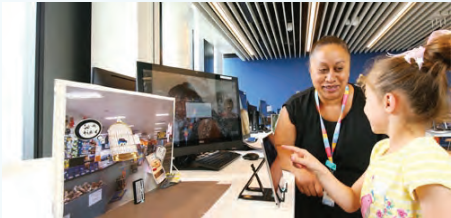
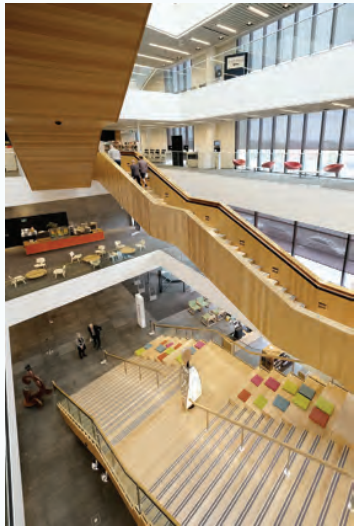
- Archives, family history, meeting rooms, reference, Pasifika & Māori collections, research and teaching rooms

Level 3 - Tūhuratanga | Discovery

- Events, non-fiction collections, computers, study spaces,

Level 4 - Auahatanga | Creativity

- Events, audiovisual studio, computer labs, fiction collections, production studio, study rooms, music, language, biographies, facilitation space.



Source: <https://www.flickr.com/photos/christchurchcitylibraries/albums/72157652379561694>

TE TĀHUHU O TE RANGI

"Conceptually, the design references Tānewhirinaki, a treasured local wharenui. Carved Pōu tell local stories and connect to the whakapapa of Ōpōtiki.

The form of the wharenui meets the traditional pākehā transept shape – the building provides sense of wellbeing and belonging that connects cultures"

- designgroup stapleton elliott



Source: designgroupstapletonelliott.co.nz/te-thuhu-o-te-rangi

The Library & Digital Hub includes:

- Digital support and devices
- Room hire
- Free internet terminals with 30min sessions
- Free WiFi available 24/7 in the immediate vicinity of the library
- Online and physical resources
- An online portal to access catalogues, borrow ebooks and audio books
- Books, movies
- Events and activities



Strategic Case

Context | The Library Strategy for Napier

The 2018 Napier Library Strategy reflects the new roles of libraries, as well as the needs of the local community.

Whilst international literature and national strategic frameworks indicate the general direction for investments in library facilities, recognition of the community's own wants and needs are at the heart of this business case.

In the Napier Library Strategy 2018 (the Strategy) it was made it clear that the mission of Library Management and NCC "to make Napier Libraries the best Public Library Service in New Zealand" will be founded in the voices of the community. Through extensive consultation and conversations with the community, the Strategy offers five key elements (pictured on right) that inform the goals and desired outcomes of the new library facilities and services envisioned in this Business Case.

The Strategy outlines key feedback from the community in terms of both current usage statistics and trends, as well as people's own voices describing what they want to see in their future library services. In doing so, the Strategy also indicates the ways in which the current facilities are failing to provide the people of Ahuriri/Napier with the services they need.

Enabling access

To support learning, literacy and reading meaningfully in a digital age, and to update our traditional roles to keep up with the changing technological world.

- Continually developing services, skills and collections to meet changing customer expectations.

Space for all

We have a diverse community with differing needs and expectations. People want areas where they feel welcome and safe.

- Accessible, adaptable and appropriate multi-purpose areas fit for today and the future.
- Spaces to encourage a safe and welcoming environment.

Knowledge advocates

Providing the right content, reducing barriers, responsive to community needs, being a trusted advocate in a time of information proliferation.

- Easy to access and relevant collections and databases that champion intellectual freedom and equal and free access to knowledge and information.

Community collaborators

Matching the needs of the wider community. Working with parts of the community most in need of our service.

- Develop programmes that will benefit our community.
- Connect our community to relevant expertise.
- Collaborate with community and social enterprise to expand our services.

Sustainable futures

We are in a competitive world where people have more options. We have a responsibility to our environment. Libraries are ratepayer funded with traditional use in decline.

- Building expertise to provide a better service.
- Investing in and empowering our people, growing their knowledge and expertise to be ready for the future.
- A place for social enterprise to drive environmental good.

Strategic Case

The need for change | Current state of Ahuriri / Napier’s library services

There are significant gaps between our current service provision and best practice across Aotearoa.

Public libraries satisfy the general public information needs by providing all kinds of knowledge and information, available to all segments of the community – regardless of race, nationality, age, gender, religion, language, disability, economic and employment status. Libraries also provide other services to their communities such as storytelling for children, after-school programs, language learning, seminars, workshops and other community services.

The current state of the library in its temporary location is inadequate, and is failing to properly provide for its members and wider community.

For example:

- The temporary location has an area of 540 m², far below the recommended 2000 - 3000 m².
- The limited space negatively impacts the use of the library by community groups such as Knit & Natter, Mine Craft Club, Memories of Napier, among others.
- The reduction of seating and space has negatively impacted users for whom the library was previously a safe space where they could spend many hours,
- The collections in storage and resulting 2-day turnaround for requested items creates additional accessibility issues for users.
- Parking at the temporary location is inadequate and contributes to accessibility issues.
- Mobility access, while available, is inflexible and does not support full use by all in the community.
- Limited user interface technology at self-service machines offer a poor experience.
- A lack of technologies significantly reduces engagement opportunities, particularly with children and youth.

Napier Libraries Review 2016-2017



The rapid pace of technological innovation, the increase in digital content available and how that content is accessed will change the way in which libraries operate. Current formats are becoming more consumable and have a shorter lifespan. This is prompting libraries to look at how they digitise or upgrade those formats to retain valuable collections. Digitising collections also requires new skills not traditionally found in collection areas to manage, maintain and access those collections.

Formats likely to cease

- Physical audio books
- DVDs
- Printed electoral rolls
- Microfilm
- Microfiche
- Printed newspapers

Current formats

- Databases
- eAudio books
- eBooks
- eMagazines and eNewspapers
- Print books
- Large print books for vision impaired readers
- Comics
- Games
- Puzzles

Emerging formats

- New digital formats
- Digital devices for creating and consuming content
- Audio and video recording equipment
- New apps and software
- Recordings of performances
- Social sharing of information and content
- Tools, sewing machines and things for making
- Virtual reality presentation of content
- Borrow a person and human libraries

Strategic Case

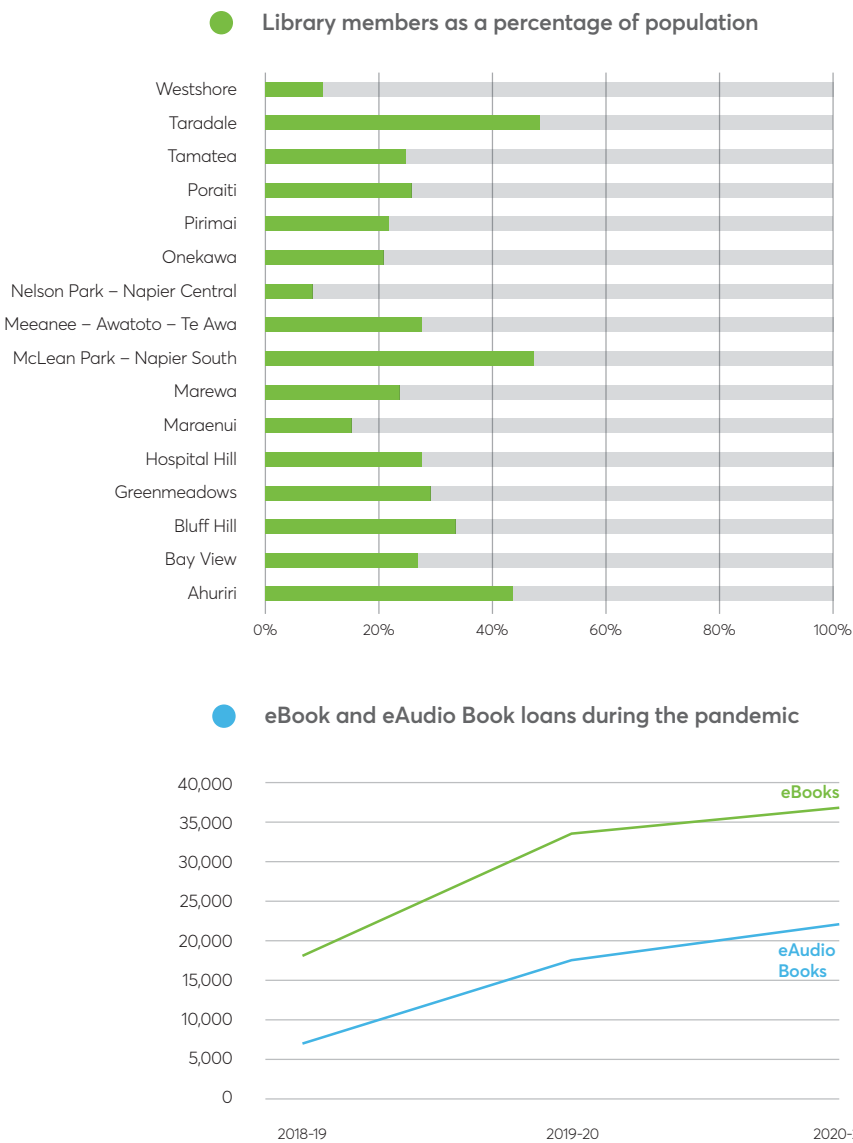
The need for change | Usage and participation

There have been changes to the usage patterns since the library was moved.

Despite the impact of the COVID-19 pandemic and the resulting lockdowns, use of the library has been strong. However, the nature of the engagement has changed significantly – increased flexibility in content delivery has been a direct response to the pandemic.

To date this has included having physical copies of publisher approved titles for digital story-time, providing off-site access to digital content, increasing budget allocations to consumer media, and increased facilitation of eBooks and eAudio Books. This has been a continuation of the ever-expanding and evolving digital landscape which will bring both opportunities and challenges in delivering library service that meet the needs of today’s society.

The Library’s eBook loans have increased by 148% and eAudio loans by 131% over the last three years. However, our community does not have access to eBooks and eAudio Books within the library unless they have their own device. This is something that the library needs to address given there are significant challenges in the digital divide – facilitating access for the 10-15% of the community that doesn’t have the devices or knowledge to use digital content.



Libraries serve as a “school for peace,” helping with economic recovery, and supporting emotional healing.

As the COVID-19 pandemic swept across the world, it created challenges for public libraries. During the disaster, the public libraries have remained true to their mission as community institutions, continuing to function and respond to the new situation by finding creative ways to serve their communities.

Both the traditional and non-traditional roles of libraries in supporting their communities and fostering access to critical information and resources during disasters have been recognized by scholars as well as professionals. Featherstone, Lyon, and Ruffin (2008) discussed the traditional roles of libraries in disasters as institutional supporters, collection managers, information disseminators, internal planners, community supporters, government partners, educators and trainers, and information community builders. The non-traditional roles of libraries in such situations include serving as a “school for peace,” helping with economic recovery, and supporting emotional healing (Alajmi 2016, 471).

With the increasing popularity of social media, public libraries turn to these online platforms to promote their long-lasting mission as community institutions ready to help and support their communities in good as well as challenging and stressful times. While previous research has documented public libraries’ usage of social media, the rapid development of the COVID-19 pandemic presents a unique opportunity to explore how public libraries use and benefit from social media during pandemics.

Strategic Case

The need for change | Ongoing challenges

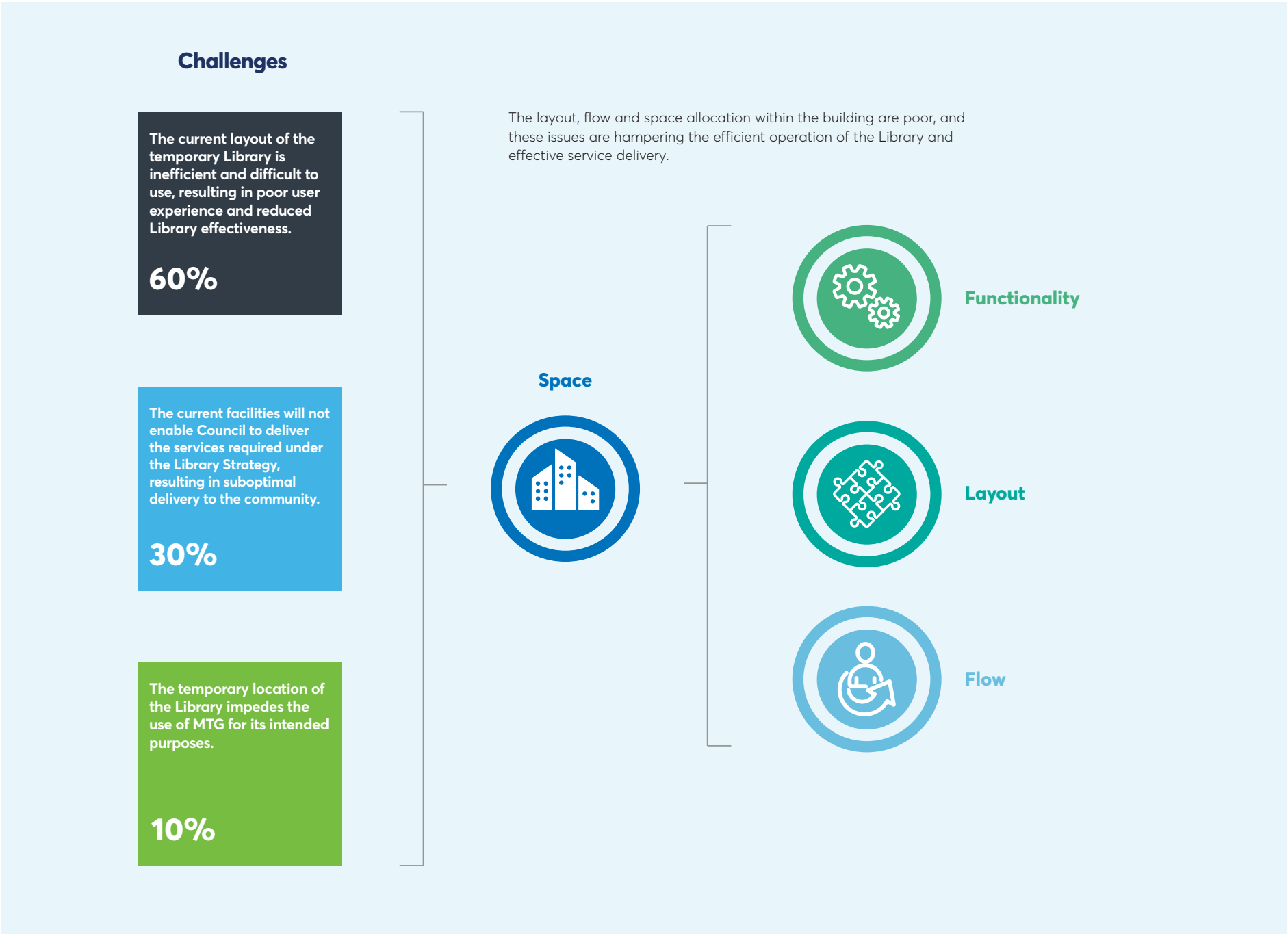
The current library facilities are temporary and inadequate.

Since moving out of the earthquake-prone buildings on Station Street, the library has been operating from temporary spaces within MTG whilst improving service delivery from the Taradale Library. However, there are a range of challenges:

- While effective use is being made of the MTG and Taradale spaces, the library has had to dramatically reduce its footprint. This has affected every aspect of the library, from shelf space to storage to the ability to provide space and programmes for the community.
- The MTG spaces were never designed with a library in mind, so they are inefficient for users and staff alike; the entry area is poorly utilised as it is intended primarily as a theatre foyer, the staff working areas as too small and poorly laid out, and the storage areas are suboptimal.
- The nature of the MTG building means the library is unable to undertake the kinds of engaging and community-focused programmes enjoyed by other cities around the country. There is little ability to hold events, run educational programmes or do anything much more than simply loan and return books. This is a missed opportunity for Napier.

None of these limitations are unexpected given the need to vacate the old earthquake-prone building on relatively short notice. However, the current facilities are inadequate for the library – and are obviously negatively impacting MTG, as it is unable to work in the way intended.

The challenges and their implications are shown in the diagram at right.



Strategic Case

Vision | The Design Brief

The design brief incorporates these current challenges and future needs.

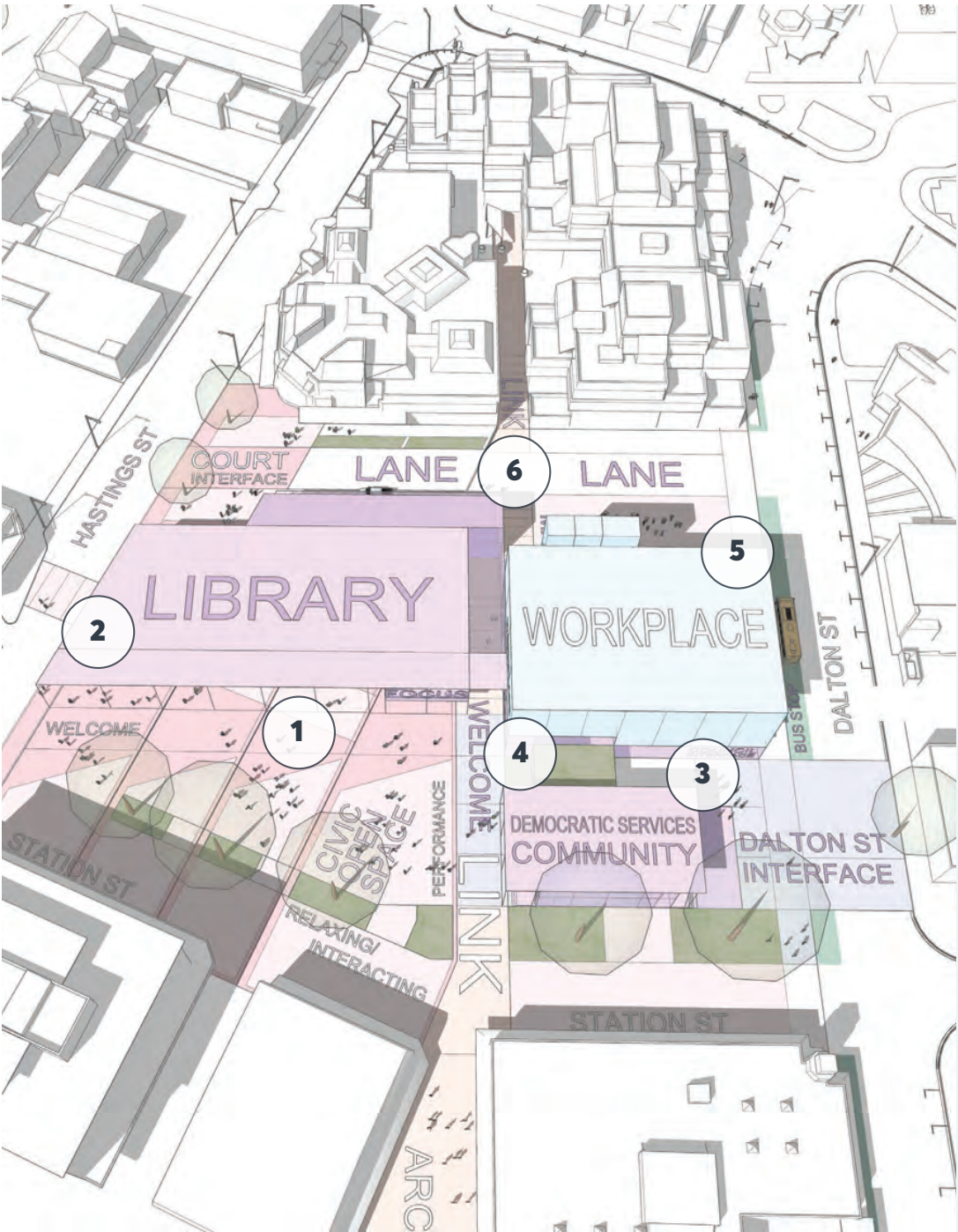
The Library and Civic Area Plan integrates new and existing buildings with open space to provide for a range of overlapping Civic, Community and Cultural functions and activities. This includes:

1. Civic Open Space
2. Library/Community Building
3. Cultural / Community Hub
4. Council Community Interface Services
5. Civic Administration Building
6. Civic Lane

The Plan proposes a staging approach for the implementation of these Library, Community and Council facilities.

The Station Street Facility integrates library, community and Council Interface services. Integrated facilities are one building with multiple spaces flexibly designed to accommodate and deliver a range of complementary activities. They provide activities and services that respond in a more holistic manner to meeting community needs, are convenient to access and more effectively delivered. The benefits of integrated facilities include:

- Convenient, one stop shop for community activities
- Cross promotion, and exposure to, a broad range of activities, programmes and events
- Maximising use through sharing flexible and multi-purpose spaces
- Better return on investment through shared infrastructure, avoiding duplication of spaces and management, staffing and maintenance.



Embedding Te Ao Māori

The Library and Civic Area Plan identifies Council's opportunity for partnership with mana whenua on this project, and outlines the proposed design process and principles that will be followed during the design stage.

The intent is that the endeavour of working together can consolidate a bond that will strengthen the partnership into the future. This partnership relationship establishes the mana so key principles of Te Ao Māori are embedded in the project. These include:

- The Station Street Facility will speak to the place (whenua) and its history, revealing the significance of the site.
- Manaakitanga (hosting) is essential.
- The facility will be visually and physically/spatially supportive of expressing mana whenua cultural identity and sense of place.
- The facility must support the protocols and tikanga of mana whenua use and events – both informal and formal.
- The existing collection will include the foundational documents of New Zealand (Te Tiriti) and be appropriately presented and displayed to demonstrate the partnership of Council and mana whenua.
- It was made clear that there are multiple histories belonging to the different iwi and hapū of the region, and while there is a keen interest for their stories to be recorded and shared for educational purposes.
- Whilst AV facilities are included in the Design Brief, there are important requirements that will need to be considered in detailed design - such as concerns around accessibility, ownership, and management of data.

Strategic Case

Vision | Mana whenua partnership

An active and collaborative partnership is sought by both parties

The Local Government Act 2002 requires Councils:

- To provide opportunities for Māori to contribute to decision making, and
- To ensure there are processes in place for consulting with Māori.

Te Kaunihera o Ahuriri / Napier City Council recognise the important standing of Ahuriri hapū as mana whenua of Napier and acknowledge their kinship within the iwi of Ngāti Kahungunu.

Te Kaunihera o Ahuriri / Napier City Council has a formal relationship with Māori through Ngā Mānukanuka o te Iwi/the Māori Committee. This meets every six weeks as part of the governance meeting cycle. Committee meetings take place prior to the main Council meetings so that input can be provided on any items that may directly affect Māori. The committee is also invited to attend councillor-only seminars.

In April 2021, in the context of discussion about the establishment of Māori wards, Council unanimously resolved to engage with mana whenua regarding their role on the Māori Committee and to explore other options to provide mana whenua representation on Council.

Council holds a special position for an appointed kaumātua to ensure mana whenua integrity is maintained and that cultural protocols and practices are advised appropriately to the Mayor, Councillors, and the Chief Executive.

Te Kaunihera o Ahuriri / Napier City Council has appointed a Pou Whakarae (Director of Māori Partnership) and established a new business unit, Te Waka Rangapū, to focus on partnership and ensuring decisions of Council reflect the aspirations of mana whenua and tangata whenua. Te Waka Rangapū is focussed on ensuring Council's relationships with mana whenua and hāpori Māori are solidified and prosperous.

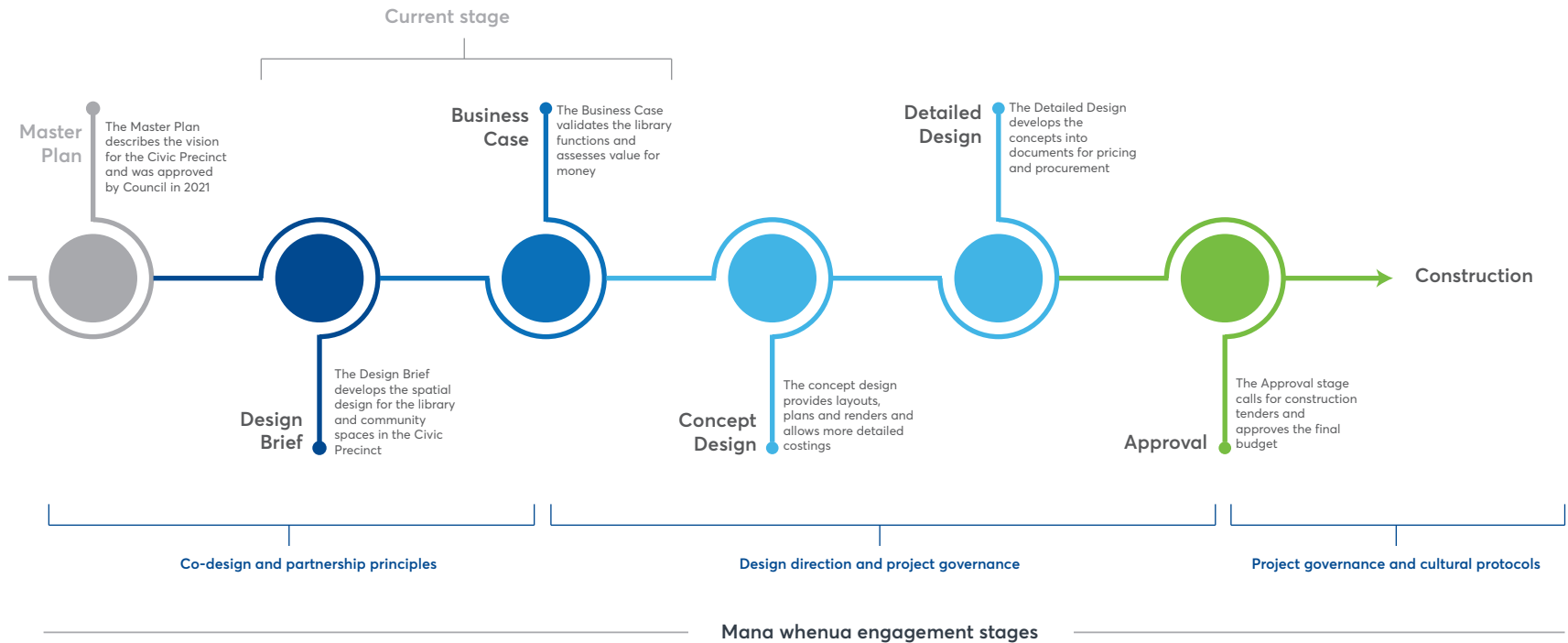
To ensure the principles of Te Tiriti o Waitangi are embedded in the development of the Station Street facility, a multi-stage engagement approach with mana whenua is planned.

During the current stages, the co-design and partnership principles and mechanisms are established. These articulate how Council and mana whenua will collaborate on the project for the benefit of the community, according Te Ao Māori its rightful place in the project.

During the design stages, mana whenua will contribute to the design direction and governance of the project as full partners, in a co-client relationship with the design team. This approach will enable Māori perspectives to be foundational in how the facility is designed and how it will operate.

Once the facility has been constructed, the existing relationships between mana whenua and Council will be broadened to enable iwi and hapū to participate in decision making about facility usage, library programming, event development, and key manaakitanga and protocol issues.

The diagram below provides an overview of the ongoing engagement approach.





Strategic Case

Review | Investment scope, constraints and dependencies

In scope for this investment

The following items are in scope for this investment:

- 1. The development of the new facility on the Station Street site, including the internal and external spaces, in order to meet the requirements in accordance with the design brief
- 2. The high-level outline of the functionality of the facility, to ensure the spaces are able to deliver the outcomes expected by Council.

Out of scope for this investment

The following items are out of scope for this investment:

- 1. Demolition of the existing buildings on the site, which is already underway
- 2. Development of the tower office facility on Station Street
- 3. Resolution of the office working arrangements for the Napier City Council

Constraints

There are a number of constraints across this project as follows:

- **Affordability** - the preferred option must demonstrate that it is affordable and achievable, within the constraints of Council's financial and resource capabilities.
- **Consents** – all work to develop the facility will likely require resource consent and will need building consent. These processes must be completed before construction can commence.
- **Industry** – the construction industry will need to have the capacity, capability, ability to deal with supply chain concerns and appetite to undertake the work in the timeframes and within the appropriate capital envelopes. Construction costs are increasing, driving up prices in the commercial building sectors.
- **Business continuity** – the library must continue to operate during the construction work as access to justice must continue and will result in increased construction and programme time ines.
- **Supply chain** – Increasingly supply chain issues are being signalled in the construction sector. This will impact on delivery timelines and cost.

Dependencies

There are a number of dependencies across this project as follows:

- 1. **Regulatory compliance** - development of the site must be done within the constraints of the Resource Management Act 1991, Building Act and Health and Safety requirements.
- 2. **Sustainable and Social Procurement** – In accordance with the Living Standards framework for assessing the options and cost benefit analysis, the procurement options will need to take into account the economic, environmental and social impacts of the preferred option.



Strategic Case

Review | Risks and challenges

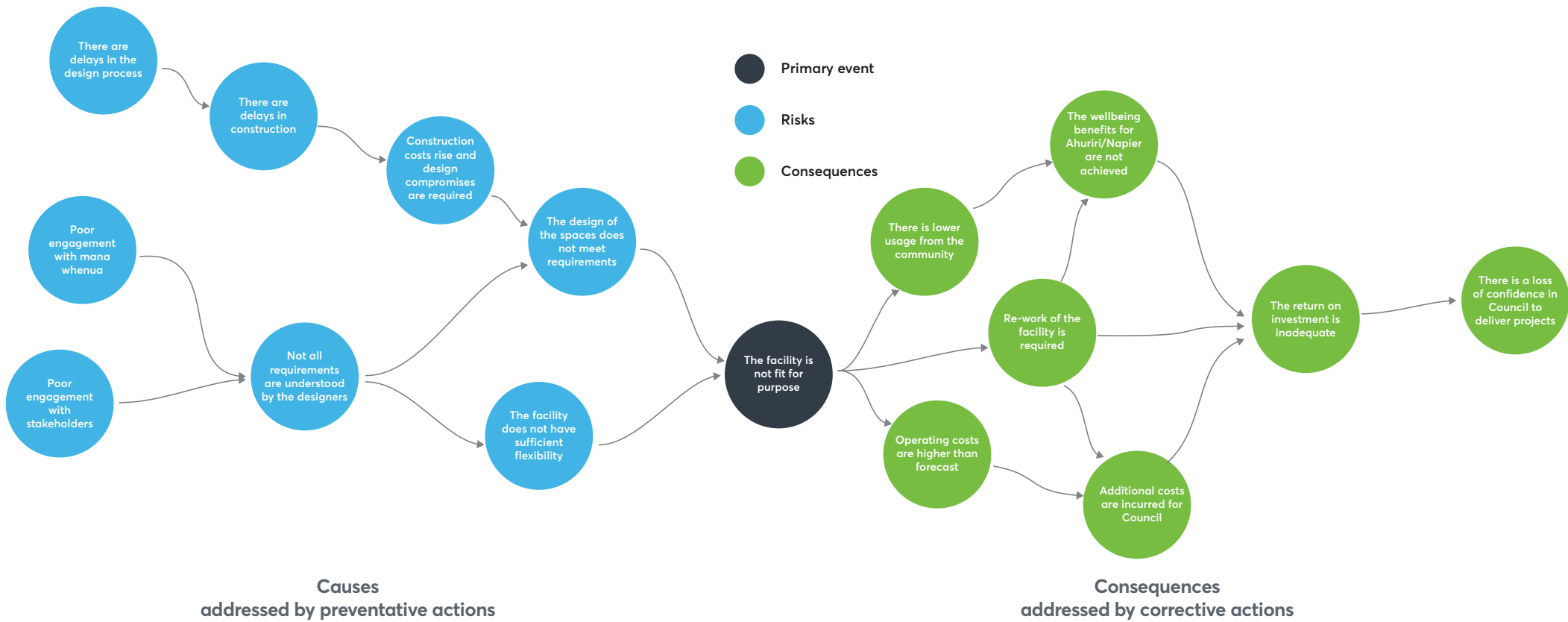
There are a range of risks that need to be managed as part of the project.

In accordance with more advanced risk management methodologies, the risks for the proposed facility have been assessed using a bow-tie analysis, as shown in the diagram at right.

On the left of the diagram are the risks that could cause the primary outcome of the project – a successful facility for the Ahuriri/Napier community – to not be achieved. These risks are managed by preventing the risk from occurring, or minimising its severity. These risks are managed generally through the project risk register.

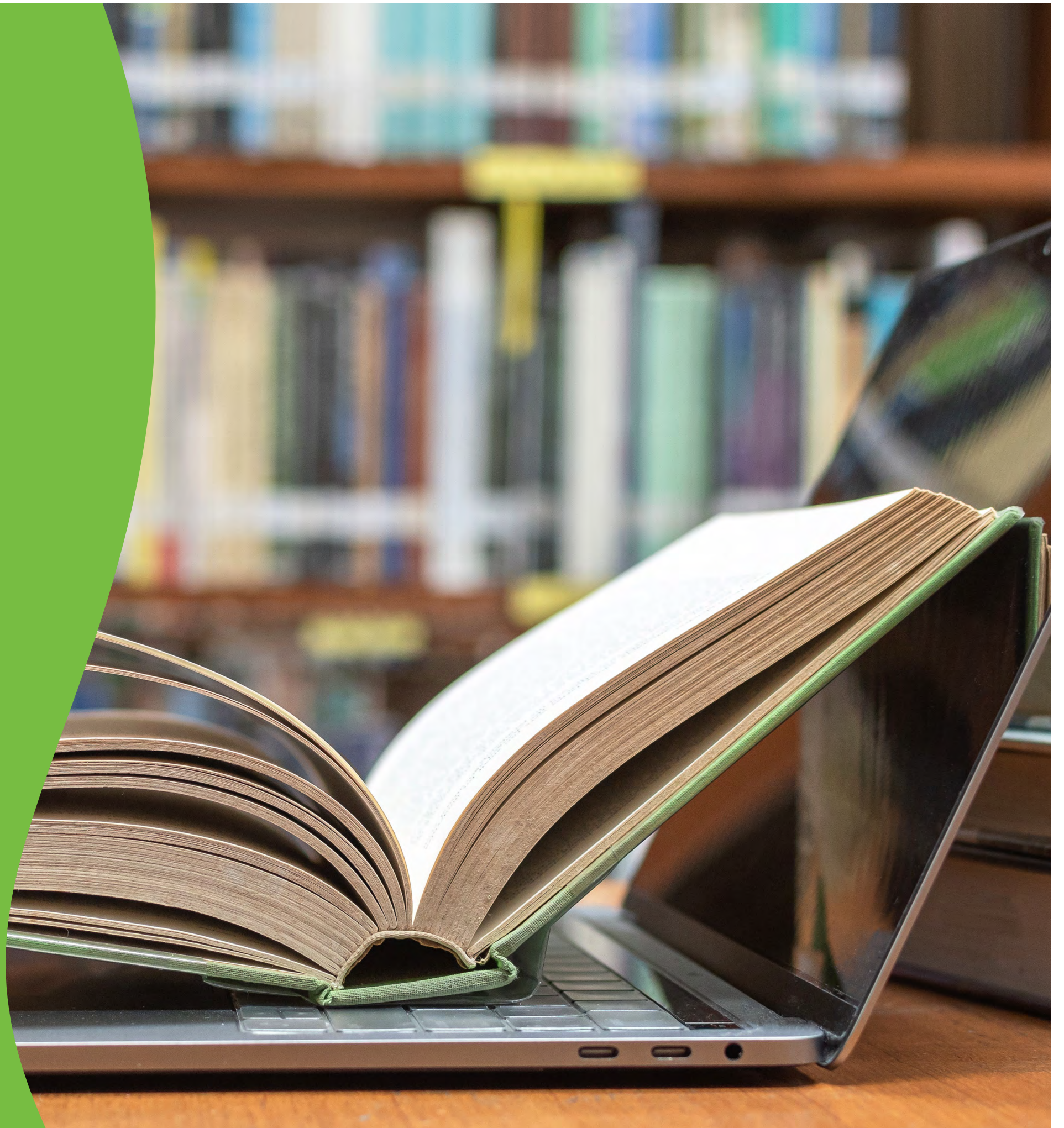
On the right are the consequences of the risks on the left not being managed. The result will be substandard outcomes of various types, which can result in significant financial and reputational impacts.

In the event the risks on the left hand side of the diagram are not managed well, corrective actions will be required to avoid the risks on the right hand side eventuating. As is clear from risk management methodologies, the effort and cost of preventative action is generally significantly less than the effort and cost of corrective action.



3.0

Economic case



Economic Case

Configuration development process

We have used a structured process to identify the correct configuration for the facility.

The diagram at right provides an overview of the process used to develop the preferred configuration for the proposed facility:

- The scope of the investment and the project has been identified within the framework of the Master Plan, which sets out the location and the massing of the facility. This is aligned with the functional requirements for the library.
- A set of criteria – including the critical success factors contained in the Better Business Case methodology – are then used to assess the various approaches and identify the financial and non-financial benefits of the facility.
- The resulting approaches are then evaluated with stakeholders to assess their viability for project delivery and for ensuring they will produce the outcomes expected by Council. This results in a preferred configuration for the facility.

Each of the steps is explored in more detail on the following pages.

1 Scope

Clarify the scope for the project.

Using information gathered from workshop sessions with stakeholders, expand upon the core investment objectives by identifying key opportunities to maximise the efficacy and efficiency of library functions and services.

Develop a long-list of options and analyse these against the Critical Success Factors in the Better Business Case methodology

Identify the short-list that will be carried forward.



2 Criteria

Conduct more in-depth analysis of the short-listed options in order to refine the possible investment approaches.

Identify the financial and non-financial benefits that will be realised from the key short-listed options.



3 Evaluate

Review the short list with stakeholders and assess their viability to achieve the investment objectives

Identify the preferred option from the short-list





Economic Case

The location for the library

The decision to place the library within the Civic Precinct is supported with robust analysis.

A robust process was used to assess a wide range of locations for the library, including Council-owned, private and Crown sites. A three step process was used.

To develop the initial options, a request was made to nominate potential sites for testing through the Site Selection Evaluation Approach. Officers also scoured the city for potential sites, and in all, 16 sites were considered. **Some of these were privately-owned, and so their selection was, and continues to be, kept confidential.**

Each of the sites were taken through the scoring matrix developed as part of the Site Selection Evaluation Approach. As a result, six sites were discarded from the initial options, with 10 sites being assessed in more depth. The scoring matrices resulted in the top three sites being selected for due diligence assessment, which identified the Station Street site as having the best mix of achievability and affordability.



The criteria for determining the viability and success of any sites being considered for the new Library was driven primarily by the newly adopted Library Strategy, and the requirements it sets out for a modern library to service the current and future needs of the Napier community. Additionally, matters such as proximity to the city centre, city activation and urban design, connectivity, regulatory matters, and cost were included as criteria. Criteria were divided into two sections: Eligibility Criteria – those that must be met in order for a site to progress further; and Evaluation Criteria – those criteria that determine whether one site is better than others. Criteria were weighted (approved by Council) and scored.

Spatial analysis of each site, and further consideration of regulatory processes, risks, and costs were considered for each of the shortlisted options.

Economic Case

The Station Street options

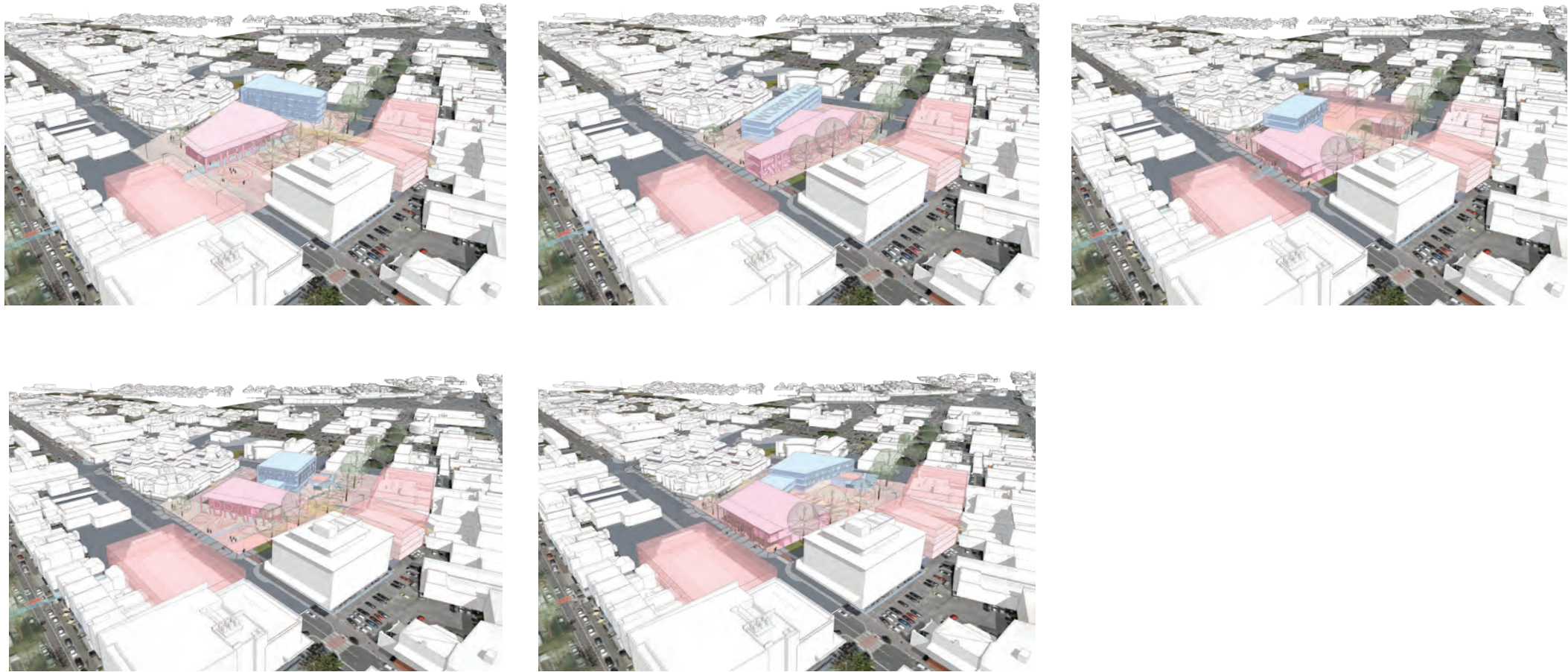
A range of options were explored for the Station Street site

The renders below illustrate a range of options that were explored for the Station Street site. Each were assessed against the various structure and layout approaches that will deliver the required functionality whilst observing the urban design principles in the Master Plan.

The purpose of the assessment was not to determine the final form of the facility, as this will be done as part of the design process; rather, it was to assess the range of options available for the site – and within

the constraints there are a range of high-quality design solutions available, all of which will deliver the required functionality whilst observing the necessary urban design standards.

Development of the concept design – the next stage in the project – will allow designers and decision makers to assess the possibilities for the Station Street facility in more depth.



Economic Case

The size of the facility

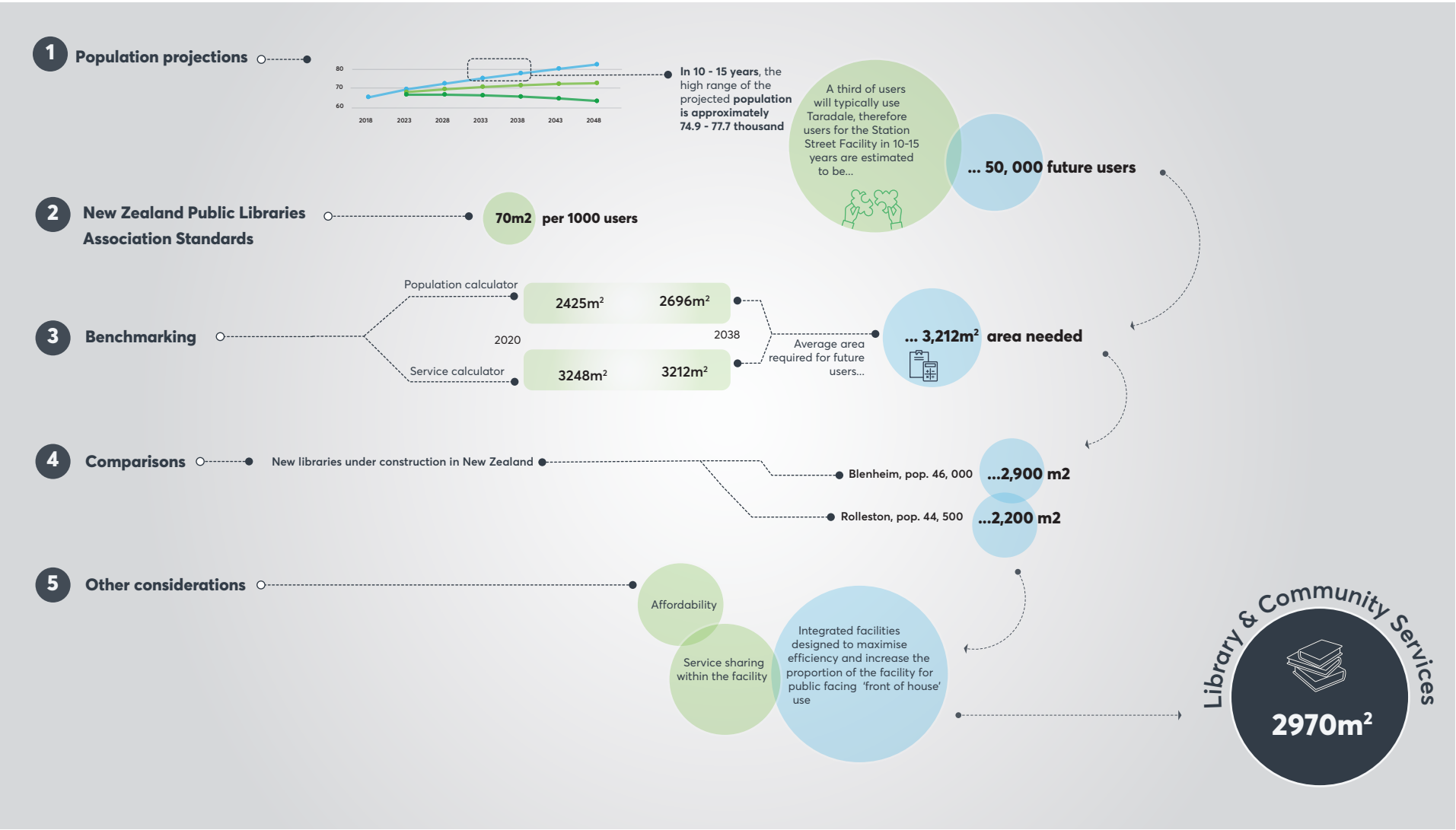
The size of the new facility was determined using population projections and benchmarks

2970m² is the overall area selected for the Library & Community Services design brief. The following process was used to determine the area requirements that support this conclusion:

1. First, population projections were used to estimate the number of future users.
2. The 2014 New Zealand Public Libraries Association Standards recommends a gross measure of area per population.
3. The New South Wales People and Places calculators better reflect contemporary library practices, and were used as an additional benchmarking tool.
4. Additional comparisons were referred to, including new builds based in New Zealand.
5. Several additional considerations guided the final conclusion for the floor area, such as the affordability of the design, and how services will be shared within the facility (affecting the space requirements for front- and back-of house areas).

The size allocations for the Council-Public Interface and the Support Facilities have similarly been benchmarked against existing facilities, such as the Christchurch Civic Building, Selwyn District Council, and Ashburton District Council. The Customer Front of House area is guided by an independent analysis undertaken in 2018 by TwentyTwo.

Determining area requirements The process used



Economic Case

Functions and flows

Interactive workshops refined the priorities for the facility's functions and features.

The priority functions of the library were further explored during interactive workshop consultations. The illustration below shows how certain features and functions were promoted or altered accordingly, and the illustration to the right shows how these decisions were incorporated into the design brief.

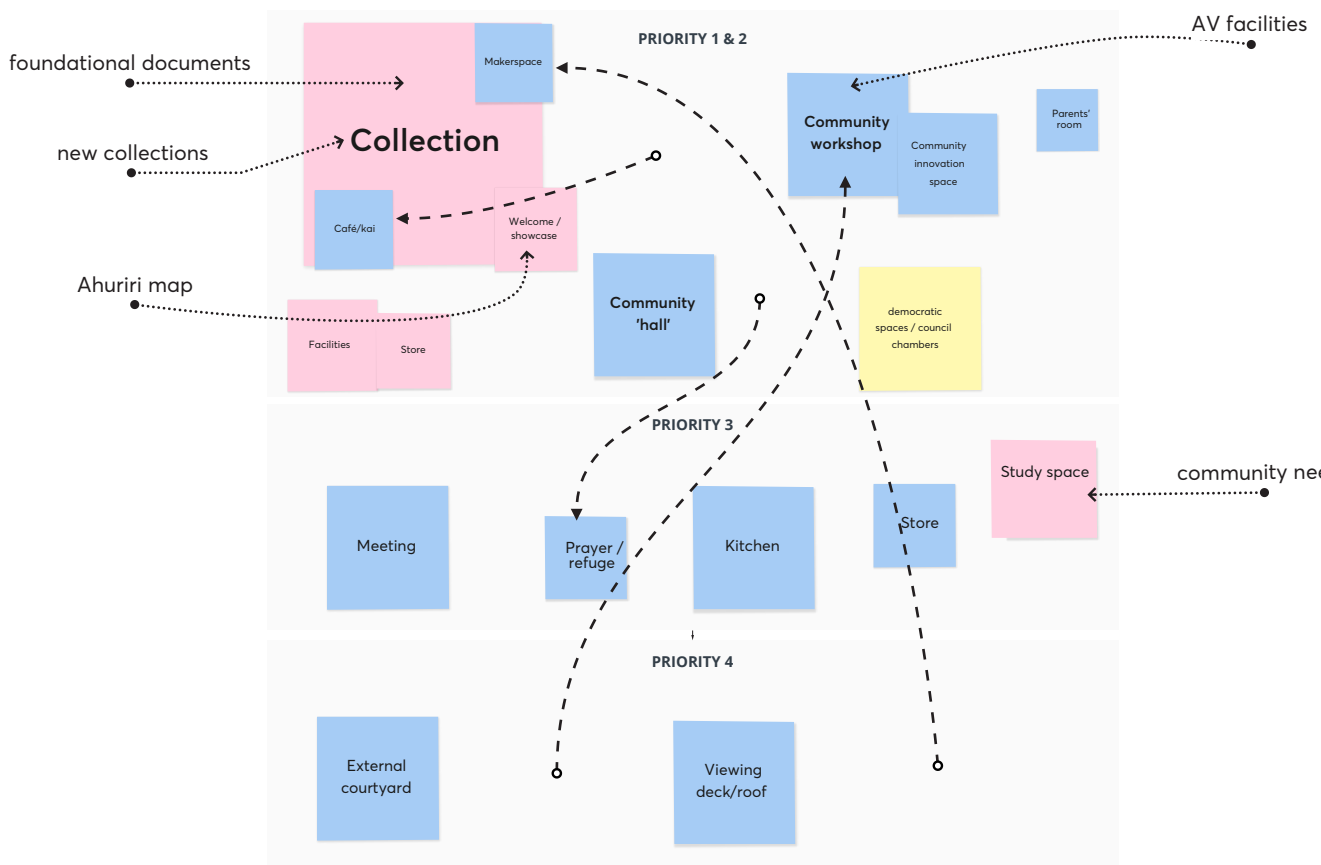
Key

Library

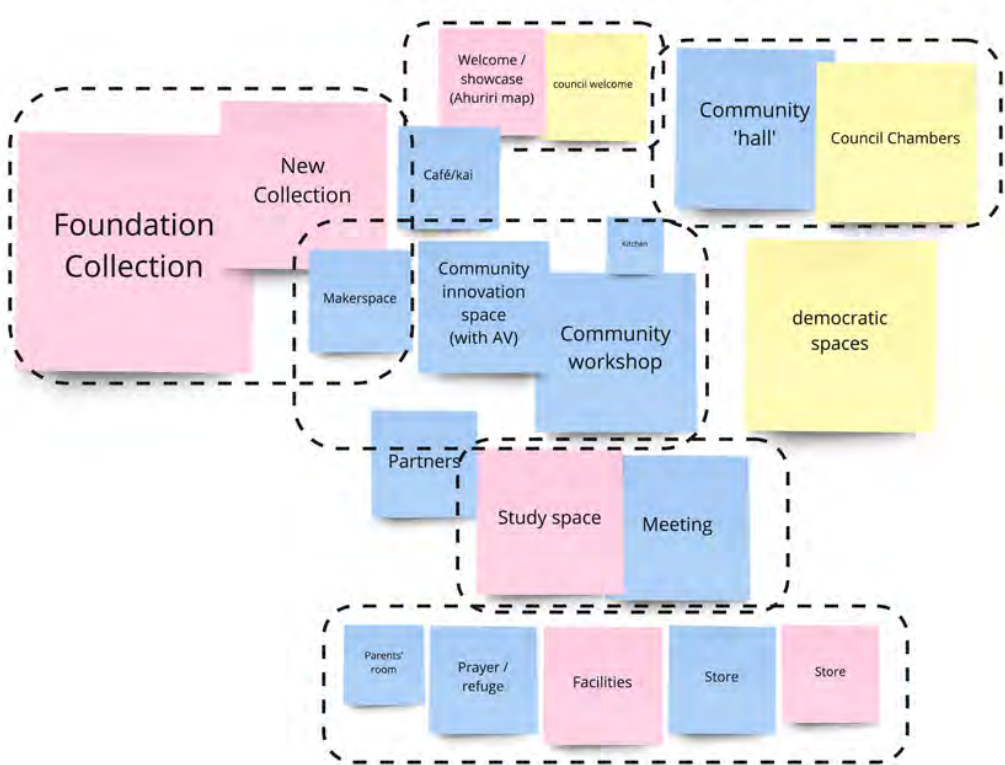
Community

Council

Workshop brainstorming



Draft layout





Economic Case

Functions and flows

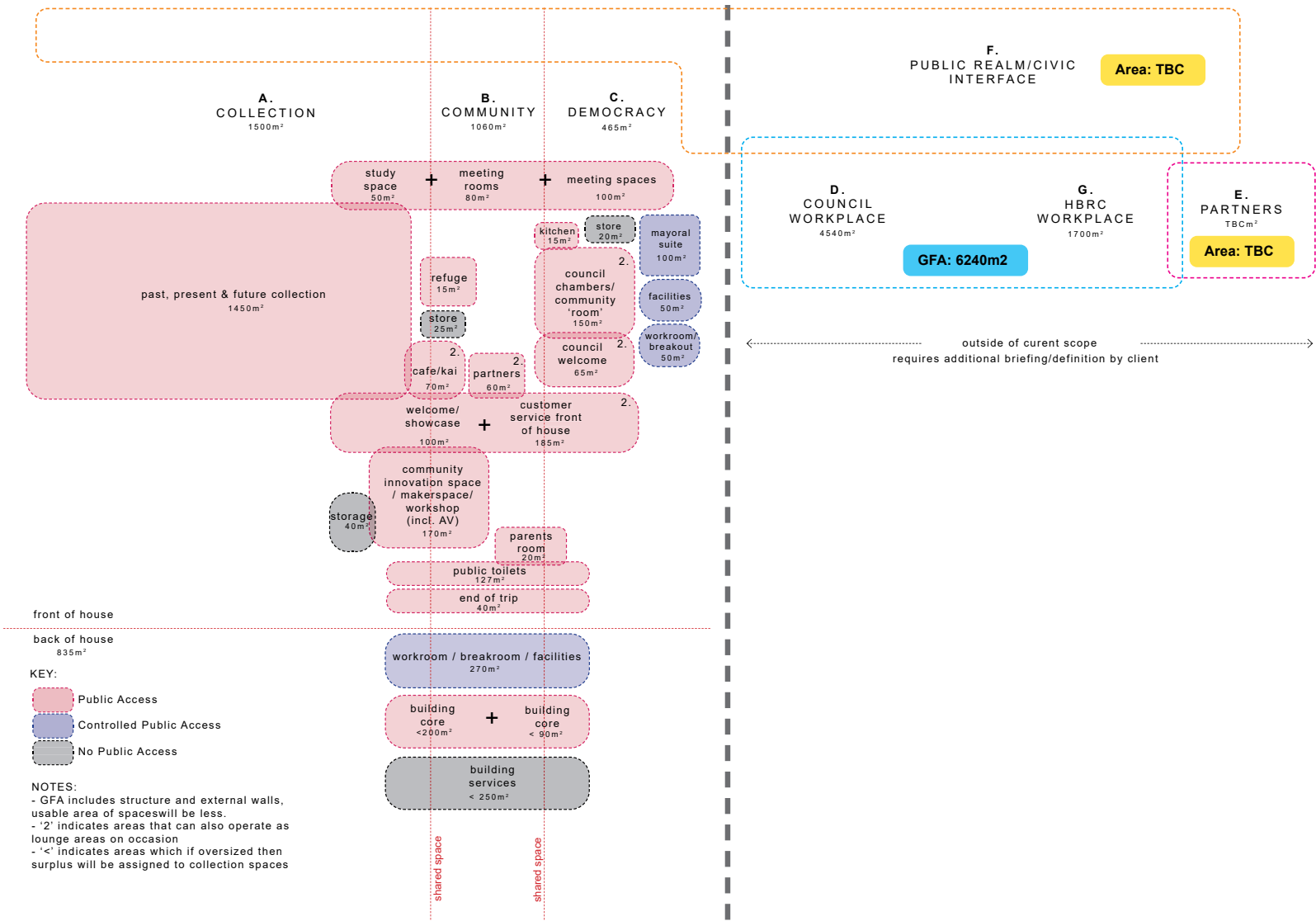
The updated priorities have been incorporated into the design brief.

The diagram at right shows how the functions and flows for the facility have been further developed within the design brief.

Library and Community services are allocated 2970m², approximately 75% of the gross floor area of 3,860m². These services include:

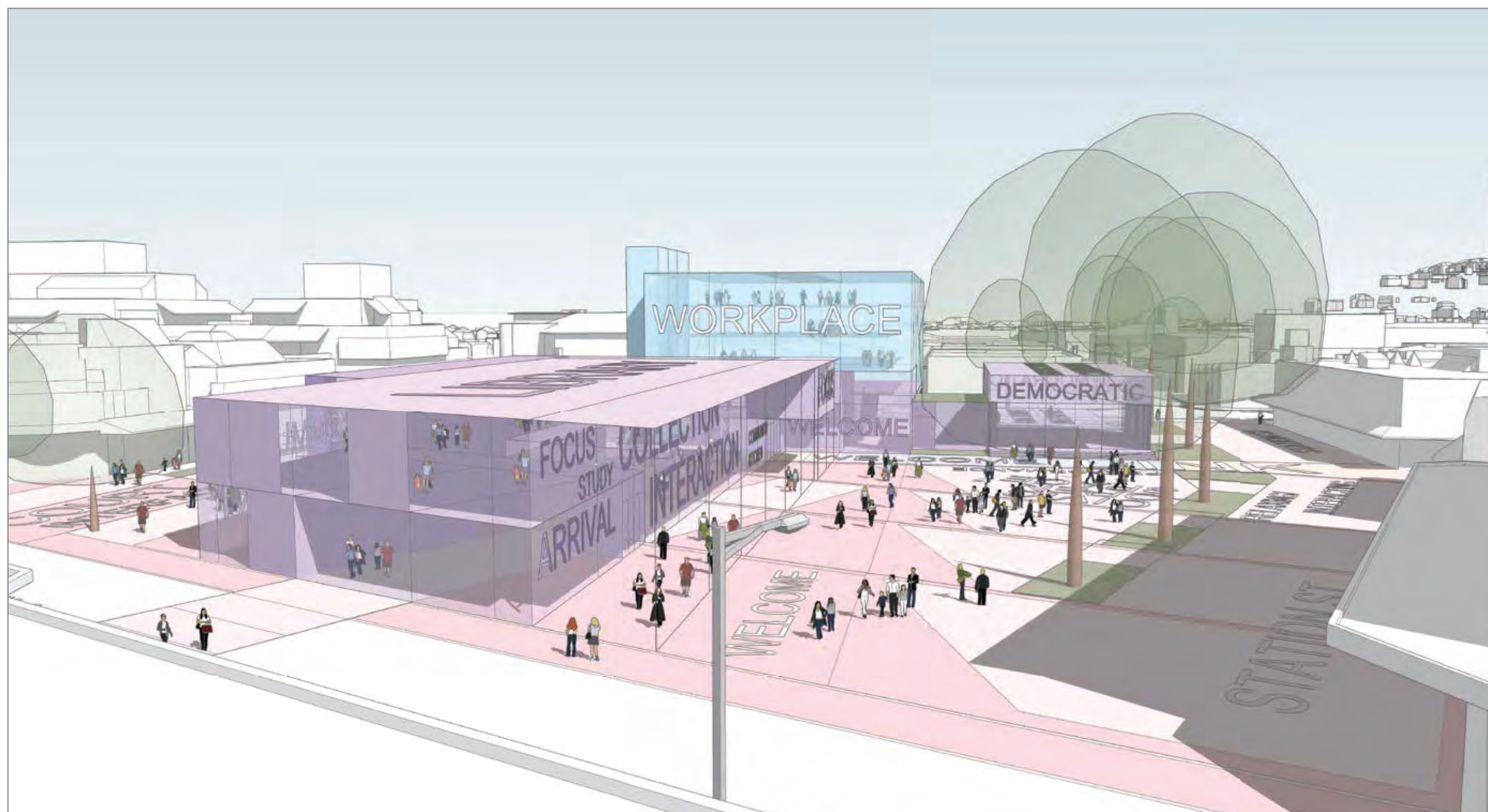
- 1. Collections
- 2. Community Innovation Space
- 3. Council-Public Interface
- 4. Welcome / Showcase
- 5. Meeting Rooms & Study Spaces
- 6. Facility Workroom
- 7. Facility Break-room
- 8. Back of House Facilities

Further detail on the functions and flows are available in the design brief.



Economic Case

The preferred option

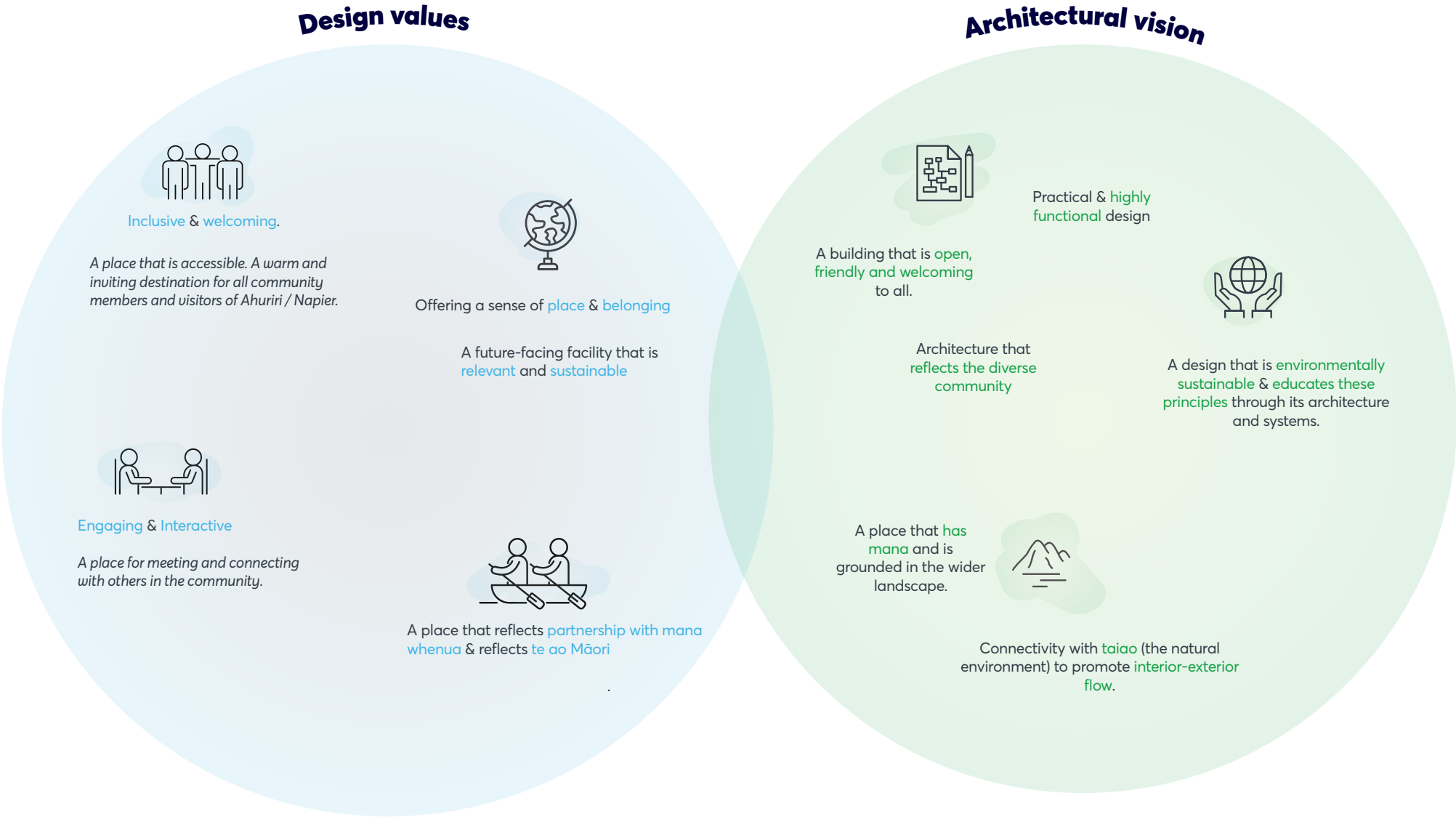


Economic Case

Design values and architectural vision

There are a suite of values and principles guiding the project vision and development.

The illustration here shows a high-level summary of the key values, principles, and vision that underpin the design concepts for the library. The accompanying design brief details a more comprehensive list of each.



Economic Case

Facility functions | Overview

The Station Street facility consists of stage 1 of the implementation of the Library and Civic Area Plan and the creation of the buildings for the Library, Community and Council Interfaces and the associated public outdoor space.

The components of the facility includes:

Past, Present and future library - the community's collection spaces

- Integrated seamlessly into the facility (Community and Council Public Interface)
- Places for 'stories' and places for 'study'
- Nothing is 'stored' in the facility, it is not a storehouse or an archive, it is a curated collection centred around the community (arranged from their perspective, not the logistics of librarianship)
- The content will be noticeably smaller in quantity, but far greater in quality and presentation, enabling greater and easier access for all.
- The existing collection will not just be transposed into the new building. It will be supplemented, complemented and in some cases replaced by new collections. New both in type and form.

Community Innovation Space - the community's creation space

- Integrated into the facility seamlessly
- Community Innovation space and store
- Kai space and support
- Refuge space
- Supports other activities

Council Public Interface – the community's democratic services

- The majority of spaces and services will be integrated seamlessly into the facility and shared – Council Chambers & Council customer support, the exception being controlled access to the Mayoral suite and councillor facilities

Linking these three programmes are shared spaces and resources:

Welcome / Showcase

Hosting welcome, enabling powhiri, and used for formal and informal occasions. Containing a map of Ahuriri that is permanently on display, it is a space that speaks to the place (whenua) and its history, re-revealing the significance of the site. Council Customer Services Front of House and a library / community touchpoint are located in this space.

Meeting Rooms and Study Spaces

Containing infrastructure that enables efficient 'pack out and put away' use by community groups, managed through digital booking to optimise use and availability for all the community throughout the day and night.

Facility Workroom

A shared open-plan work and processing space for all staff within the building (community, collection, Council).

Facility Breakroom

Break facilities for all staff within the building (community, collection, Council) and those working within the neighbourhood (e.g., Napier Assist).

Back of House facilities

Building services to maximise efficiency and increase the proportion of the facility for public facing 'front of house' use (e.g., Tūranga, Christchurch, achieved a 70%:30% front of house / back of house split and should be treated as a minimum for this new facility).



Economic Case

The public realm

The public realm programme has been developed in response to the strategic objectives, vision, and priority of functions and activities identified in the key visioning documents and the consultation process to date. It will support urban renewal outcomes and in particular it should create a new high quality open space that reflects Ahuriri / Napier's unique identity.

It consists of five components:

- A new Civic Atea Space
- Civic Lane Edge
- Dalton Interface
- Hastings Street Edge
- An internal/through site link which provides a connection between the Civic Lane and the Civic Atea Space / Station Street

The illustration below presents the key aspirations and attributes of the public realm. The design brief includes additional details.

Public realm



Designed to provide for gatherings small and large.	Terraces blend the green and concrete surfaces.	Access routes create flow between city & sea.	The area grounds & extends the civic buildings.
<ul style="list-style-type: none">● Reflective of Ahuriri and mana whenua, enabling cultural expression.● Accessible and active at the ground level with visual permeability between inside and outside spaces● Sheltered and shaded, accommodating existing large trees to maintain green form (with some shaping to let more light in).● Demonstrates the changing topography of the area.	<ul style="list-style-type: none">● Layout supports the observing of protocols / tikanga for occasions such as powhiri and mihi whakatau● Accepts both protest and celebration● Safe and welcoming to residents and visitors alike, day & night.● Potential for Art Plinths to display art and promote the work of local artists.	<ul style="list-style-type: none">● Encourages spontaneous activity with high quality treatment of surfaces and anchoring provision for events and activities.● Functions as an extension of the Station Street Facility – providing external meeting rooms, childrens' play area, exhibition and display, food, etc.● WiFi, lighting, programmed offerings of BBQ / hangi● Potential to include play spaces for a range of age groups.	

Economic Case

Facility functions | Democratic services

The democratic services aspect of the proposed facility will include the Council-Community Interface, designed to connect the library and affiliated services with the culture/community hub, as well as drawing on movements to and from the existing arcade. This creates a central service point and meeting place between the Council administrative and democratic services, and the community.

Democratic facilities

	Council welcome	Council chambers	Mayoral suite	Councillor workroom
Aspiration	Public entry to Council chambers, for both formal and informal uses	Council, ceremonial, and community use	Mayor's office & staff use	Breakout space for Councillors
Attributes	<ul style="list-style-type: none">Managed through digital booking to optimise use and availability for all the community throughout the day and night.Study spaces should be daylight, private and acoustically separated from adjacent activitiesAll of these rooms will have storage and technology provisions.The potential for these spaces to be used to support events and performances (i.e. changing rooms) should be investigated.After hours access to these spaces is desirable.Inclusion of collection items within the spaces should be investigated.	<ul style="list-style-type: none">Visual and physical connection to the outside and the natural environment.Natural ventilation should be considered.The Chamber shall be designed to receive Powhiri – both from the East (Dalton Street Interface) and the West (Public Realm)The foundational documents of the partnership between the Crown and Mana Whenua (Te Tiriti) should be permanently displayed within the Council Chambers.t	<ul style="list-style-type: none">Visible to the public and provides civic presence, with controlled public access.A lounge arrival space with comfortable seating.Large office that accommodates desk and lounge seating.Open plan PA office adjacent to Mayor's office and arrival space.Pleasant spaces with natural light and ventilationFacilities for heating drink and food.Separate toilet and changing facilities.Controlled access, alternative egress.	<ul style="list-style-type: none">A lounge space with comfortable seating options, meeting table and facilities for heating drink and food.Separate toilet and changing facilitiesA pleasant space with natural light and ventilationControlled accessInvestigate practicality of space being used after-hours by public when not in use by Councillors



Economic Case

Facility functions | Library services

Collections are a keystone of the library, and the illustration here shows the range of aspirations held for the new facility. The attributes below outline some of the ways in which these aspirations will be realised.

Library services: Past, present, and future collections

Aspiration

Present collections in dynamic and engaging ways

Collect & share local histories

Enable the implementation and evolution of the Napier Libraries Collection Policy

Offer a curated collection that is centred around the community and connected to social space – in and outside of the building.

Enable librarians to lead as knowledge navigators and support the remixing of collections and presentation of new features

Attributes

- Include the foundational documents of New Zealand including Te Tiriti and be appropriately presented and displayed to demonstrate the partnership of NCC and Mana Whenua
- Quiet zones for study, research and reading.
- Programming, activities and exhibition opportunities.

- Dedicated, celebrated Children's services space that enables children's events. a focal point of the facility.
- This new collection content will be tested with the Community, and will include:
 - Oral histories
 - Digital technology
 - Virtual environments
 - Musical Instruments
 - Human Library

- Diverse display and shelving types and sizes that provide a varied density of collection items and 'open' and 'closed' spaces.
- Computer terminals and Service points.
- Help and information services
- Area inviting for teens/youth
- Informal & customisable seating areas.

Economic Case

Facility functions | Community services

The other foundational aspect of the proposed facility is the focus for community services and innovation spaces. The varied activities and uses of the 'Meeting places' such as the community innovation space will also flow to the exterior of the building and the public realm.

Community services: Collaboration spaces



	Study spaces	Meeting places	Parents room	Refuge
Aspiration	Quality shared study spaces, available day and night	Quality meeting spaces, available day and night For library users, community facilities, and council services.	Separate space for parents to tend to children with comfort & privacy	A space for refuge, solace, reflection & prayer
Attributes	<ul style="list-style-type: none">Managed through digital booking to optimise use and availability for all the community throughout the day and night.Study spaces should be daylight, private and acoustically separated from adjacent activitiesAll of these rooms will have storage and technology provisions.The potential for these spaces to be used to support events and performances (i.e. changing rooms) should be investigated.After hours access to these spaces is desirable.Inclusion of collection items within the spaces should be investigated.	<ul style="list-style-type: none">Managed through digital booking to optimise use and availability for all the community throughout the day and night.Meeting Rooms should be daylight, with activity in the room visible.Acoustic separation should provide privacy, but not stop aural awareness of activity and debate / discussion occurring in the space.All rooms will have storage and technology provisions.The potential for these spaces to be used to support events and performances (i.e. changing rooms) should be investigated. After hours access to these spaces is desirable.Inclusion of collection items within the spaces should be investigated.	<ul style="list-style-type: none">A lounge space with comfortable seating options and facilities for heating drink and food for infants.Separate toilet and changing facilities.It should be a pleasant space with natural light and ventilation.	<ul style="list-style-type: none">It should be a pleasant space with natural light and ventilation.Legibility to enable users to orient themselves to the cardinal directions.Simply furnished to be comfortable, but not encourage use by other programmes (e.g., group study or meetings)

Economic Case

Four Wellbeings methodology

National wellbeing is the tool used to assess the value of investments.

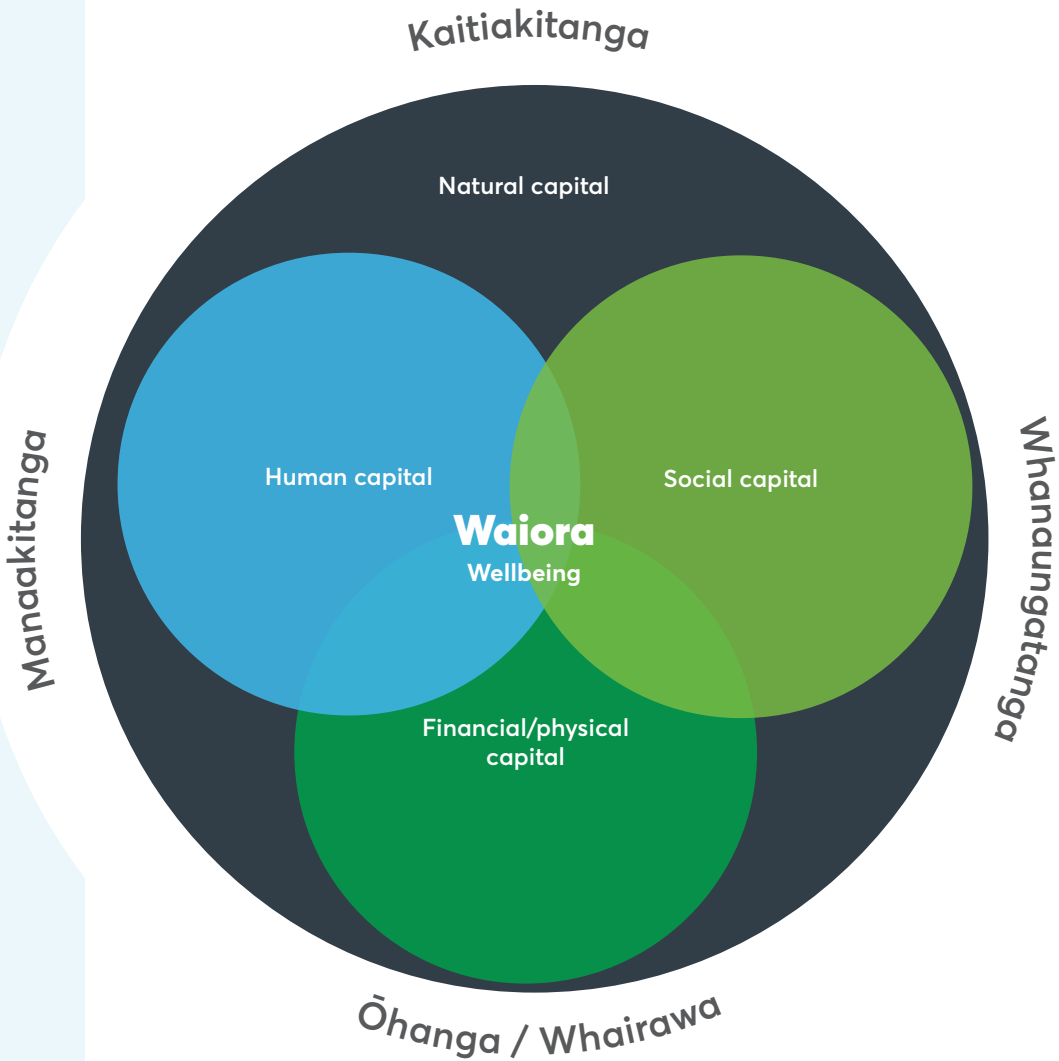
In December 2018, Prime Minister Jacinda Ardern issued this call to New Zealand's people and their leaders as she announced that the upcoming 2019 budget would attempt to align the country's budget with a planning and policy approach built explicitly around indicators of critical components of social, economic, and environmental wellbeing and sustainability. Since then, every successive Budget has built on the foundations announced by the Prime Minister, and the wellbeing approach is becoming embedded in every level of Government decision making.

New Zealand's Living Standards Framework (LSF) – a key element of this approach – was over a decade in the making and is one visible marker of an ongoing but important shift from the country's previous approach to economic management and governance that has been largely focused on measures of economic growth and enhancing government efficiency.

The diagram at right shows how the wellbeing domains interact and support each other to deliver improved outcomes at a personal, societal and environmental level, built on the foundations of kaitiakitanga, manaakitanga, whanaungatanga, ōhanga and whairawa.



We will be using the Living Standards Framework developed by the Treasury to create New Zealand's Wellbeing Budgets. We will look beyond the normal GDP measures to measures that show how what we do improves the health and wellbeing of our people, our environment, and our communities. Improving intergenerational wellbeing will drive our priorities and how we measure our success.



Economic Case

Valuing the wellbeing contribution of libraries

There is a rich body of research linking libraries to improved wellbeing.

While wellbeing is an important measure of the quality of life of people in Aotearoa, it is vital to be able to identify links between various interventions and the impact they will have on the lives of people. Fortunately, there is a rich and diverse body of research – some of it dating back more than 30 years – that has assessed how public libraries lead to improvements in wellbeing.

One of the most robust methodologies is the work undertaken by Ontario Library Service, who contracted NORDIK Institute to create a measurement tool to illustrate the value of libraries in rural, Northern, First Nation, and francophone communities.

The toolkit identifies seven direct areas of benefit within a Social Return on Investment (SROI) model, shown in the diagram at right. A range of indicators specific to the Ontario Library Service were developed to quantify the benefits in each of the benefit domains, made up of both quantitative data (such as literacy rates) and qualitative assessment (such as community surveys).

Each of the indicators was then used to generate a dollar-equivalent figure, using a shadow valuation methodology. This is a widely used approach in economic modelling, which enables activities and items that do not have a market price – such as enjoyment or cultural identity – to be robustly assigned a value. The purpose of the analysis is to enable financial and non-financial costs and benefits to be compared and assessed using a common framework.

There has been no direct calculation of the valuation of the current or proposed Napier Library undertaken as part of this project, as it is felt – based on feedback to the Council’s Long Term Plan 2021-31 consultation – that the Library is already a highly valued service in the Ahuriri/Napier community. However, more information about the valuation methodologies and their applicability to social investments is contained in the Appendix.

The NORDIK social return on investment toolkit



4.0

Commercial case



Commercial case

Procurement approach

Overview of the procurement approach

It is considered best-practice for councils to follow the Government Procurement Rules. The Rules help to support good market engagement, which leads to better outcomes for agencies, suppliers and New Zealanders. As this is a construction project, it is also recommended that the Council applies the practices set out in the construction procurement guidelines.

A robust, documented procurement strategy, based on facts and analysis, is an important part of planning the successful delivery of a capital project.

The procurement strategy defines the procurement process for the project. It will be developed during the planning phase of the implementation project, and may be prepared internally by the Council or externally, such as by the project manager or architect.

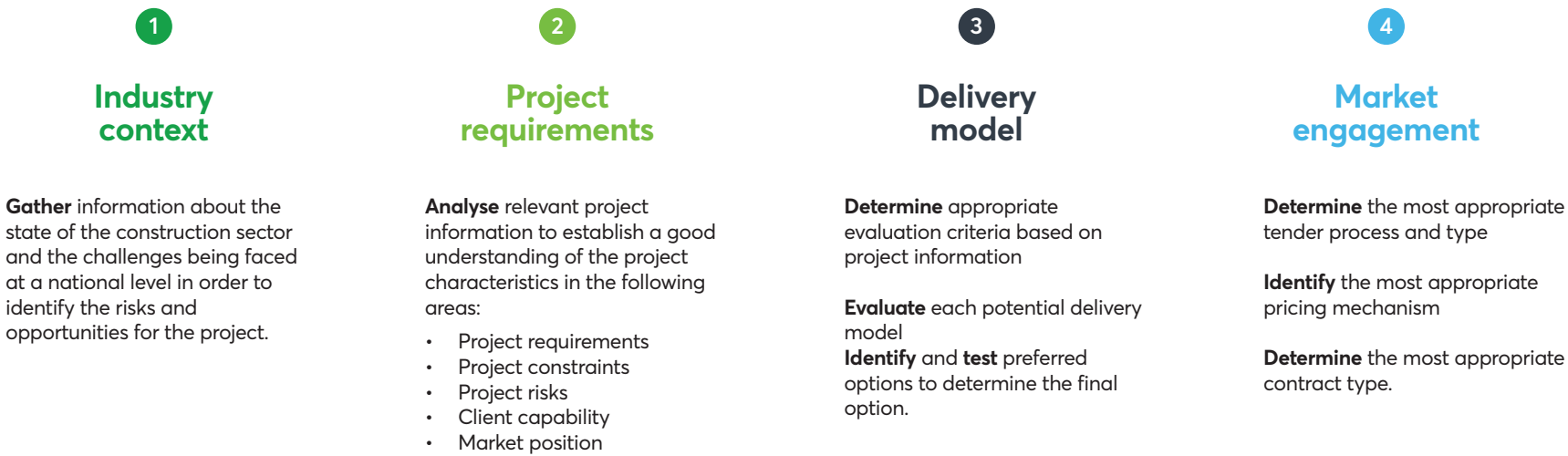
One of the key objectives of a procurement strategy is to assess a range of delivery options and identify a recommended delivery model. Assessing a range of options maximises value and optimises project outcomes.

The procurement plan follows on from the procurement strategy document, providing the methodology, approach, process, and project management structure for sourcing and managing suppliers.

The process of developing a procurement strategy can be divided into four steps:

- Assess the state of the construction sector
- Analyse project information and develop requirements
- Determine the preferred delivery model
- Plan the engagement with the market.

The process is set out in more detail at right.



The construction industry is at a critical point of supply and demand, with supply constrained by the ongoing impacts of COVID, and a demand boom with residential and commercial consenting at record levels.

In order to mitigate the risks of supply chain delays and construction cost increases, a nuanced and robust procurement approach will be required.



Commercial case

Construction pipeline assessment

The construction pipeline report shows continued strong demand.

The National Construction Pipeline Report 2021 reports that New Zealand’s total construction value decreased by 5.7% in 2020 to \$42.6b, showing the impacts from the COVID-19 pandemic. This year’s forecast is for construction activity to grow steadily to about \$48.3b in 2024, driven largely by the continued strength of the residential sector. Residential buildings contributed 58% of total construction value in 2020.

Non-residential building value nationally peaked in 2019 at \$10.2b. However, strong project intentions in the sector remain. The report forecasts activity to reach the 2019 levels towards the end of the research period, with a forecast of \$10.2b in 2025 and \$10.3b in 2026.

Commercial buildings are the most prominent non-residential building work expected to start in the year to December 2021, contributing 47% of the total number of projects and 47% of total value. This is a higher proportion by number than in the 2020 report when many planned visitor accommodation and office building projects were being delayed. These are now being progressed. Education has many projects (24% of the total number of projects) but only accounts for 13% of the total value.

The private sector is the largest initiator of non-residential building, contributing 66% of the value of researched intentions over 2021 to 2026, while central and local government make up 21% and 13% respectively. Compared to last year, central government has decreased its overall share slightly, whilst local government has maintained and the private sector has increased marginally. New non- residential building intentions for all sectors are forecast to peak through 2022.

Central and local government-initiated projects continue to benefit from having good long-term visibility of funding, which means intentions tend to remain strong throughout the forecast period.

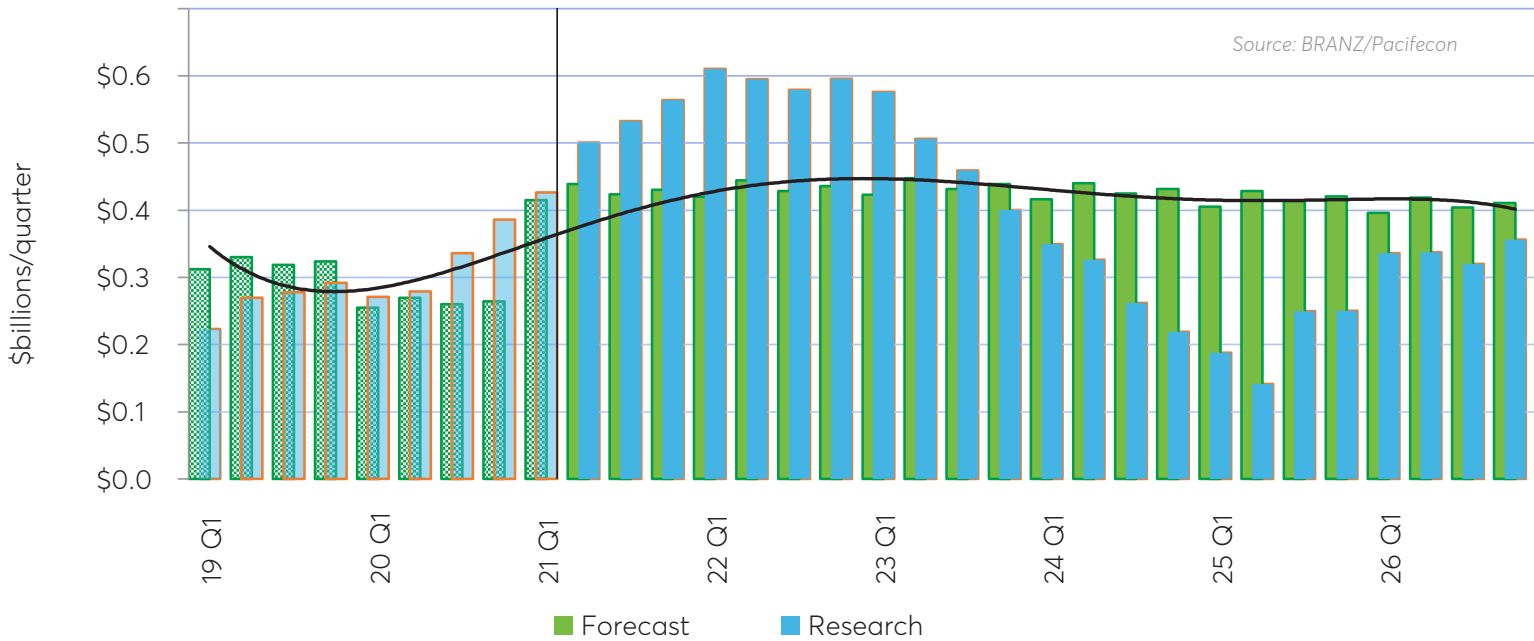
For the purposes of the construction pipeline report, Hawke’s Bay is included in the Rest of New Zealand aggregation. Rest of New

Zealand contains 10 regions – Gisborne, Hawke’s Bay, Manawatu-Whanganui, Marlborough, Nelson, Northland, Southland, Taranaki, Tasman and West Coast. These regions individually all have a lower value of total construction activity and populations than the other regions considered in the report.

For Rest of New Zealand, total construction value reduced by 4% to \$6.4b in 2020, following 10% growth in 2019. Slight growth in residential building of 0.3% was mitigated by an 18% decrease in non-residential building and 2% in infrastructure.

Total construction value for Rest of New Zealand is forecast to increase by 15% to \$7.3b in 2021 and then remain close to that level until 2024, decreasing to \$6.8b in 2026.

The graph below shows the forecast and researched predictions for the growth in non-residential construction in the ten aggregated regions. With construction volumes predicted to continue at robust levels over the next five years, it is likely the Station Street project will be of interest to construction companies, based on their likely pipelines and the size of the building.



Commercial case

Construction sector challenges

Costs are escalating due to supply chain and logistical issues.

In late 2021 EBOSS undertook a supply chain report for the construction sector, in conjunction with BRANZ. The intention of the report is quantify the anecdotal supply chain issues being experienced by construction companies, which are in turn impacting projects across the country.

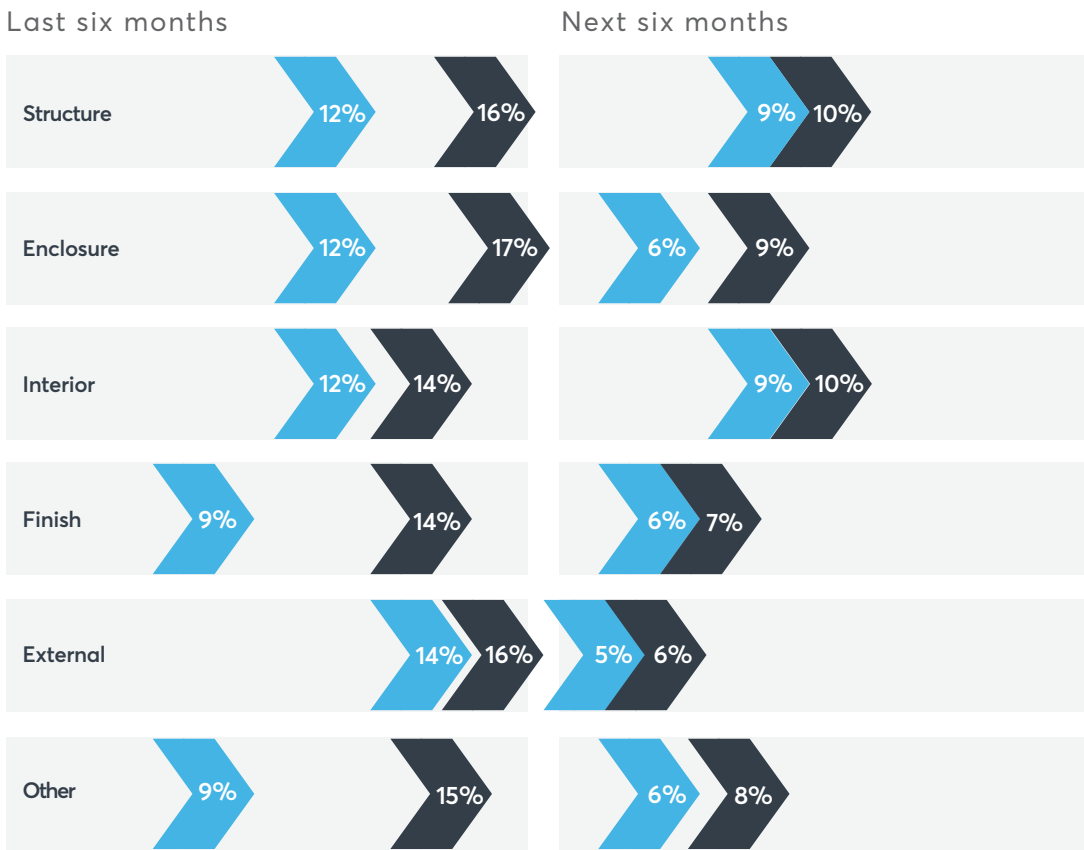
As the report notes, 90% of all construction products sold in NZ are either imported or contain imported components not easily replaced by domestic supply. In this context, logistics and supply chain issues are major determinants of both materials availability and construction costs, particularly given that international shipping costs have risen up to 100% for some categories of product in the last 12 months.

The diagram at right shows the extent of the challenges in key construction product categories, ranging from structural components to interior and finishing items. There are a number of impacts identified in the EBOSS report:

- Structural products are suffering from the greatest supply and logistical challenges, increasing costs and lead times for practically all significant projects
- Lead times have lengthened significantly since 2019 and are expected to continue to do so, with flow-on effects for project delivery.

In this environment, early decision making on whether or not to proceed with a project and early planning for major construction components is key to working around the ongoing logistical and supply challenges in the industry.

Average price increases by category



Structure: Aluminium, Composite Panels for Floors and Walls, Concrete, Fasteners and Connectors, Masonry, Plastics, Site Safety and Roof Access Equipment, Stainless Steel, Steel, Structural Systems, Structural Timber

Enclosure: Awnings and Canopies, Enclosure Adhesives, Sealants and Fasteners, Enclosure Balustrades and Stairs, Exterior Decorative Items, Flashings and Expansion Joints, Glazing, Insulation, Roofing and Decking, Tanking and Pre-Cladding, Wall Cladding, Windows, and Doors

Interior: Ceiling Systems, Floors, Furniture, Hardware, Joinery Fixtures and Appliances, Partitions and Interior Doors, Signs and Features, Wall, and Ceiling Linings

Finish: Applied Coatings, Carpeting, Flooring Ancillaries, Flooring Underlays, Overlay Flooring and Wall Panels, Painting, Decoration and Coating, Resilient Surfacing, Tiling

External: Engineering Works, External Heating, Landscaping, Roads and Paving, Stretched Fabric Systems

Other: Services, Central Vacuum Systems, Communications and Controls, Fire Safety, Heating and Cooling, Lighting and Electrical, Plumbing and Drainage, Sanitaryware, Tapware, Transport, Ventilation and Air Conditioning



Commercial case

Procurement phases

There are a range of services and capabilities to be procured.

The table at right sets out the consulting and construction services required to deliver the Station Street project. These range from project management and design capabilities through to specialist engineering and construction capabilities.

Each service has a range of requirements and capabilities, as shown in the table. The individual services will sometimes be delivered by a single organisation – in which case one procurement method will be used – whilst others will need to be contracted individually. It will therefore be necessary to tailor the procurement approach to the specific services, depending on the delivery approach. A number of delivery models are likely to be required for the project as a result.

The required services to design and then construct the facility will be procured separately, as follows:

- The **professional services** for developed and detailed design will be procured following approval of the business case. These services will ensure the design is completed so construction tenders can be called and final construction decisions made.
- **Construction procurement** will occur during the design phase. The timing of this procurement step will depend on the contracting method, and the options are discussed on the following page.

Both procurement steps are managed within a structured procurement plan, and the structure and intention of this document is described later in the document.

Service	Required scope
Project Manager	Responsible for delivery of the project scope, cost, time and quality, including procurement of the team to achieve the outcomes. Reports to the Project Sponsor. Involved from initiation through to handover to operations. Can be an internal resource or externally procured. Can sometimes include design management to support the design coordination role
Project Engineer	Responsible for the administration and management of the construction contract
Quantity Surveyor	Responsible for developing and agreeing the capital cost estimation methodology. Also updating the project control budget and providing assessments for variations and progress claim certificates. Scope to include whole-of-life costs for plant selection
Architect	Typically lead consultant, and responsible for the provision of detailed design drawings and technical specifications and monitoring the construction in accordance with New Zealand Institute of Architects observation levels 1-5 to achieve the intent of the design. Responsible for building consent process, lodgement, responses and obtaining approvals
Structural Engineer	Provides detailed design drawings, technical report and technical specifications Provides construction monitoring during the construction phase, assists with design-related issues in accordance with IPENZ construction monitoring levels 1-5, and as per scope of services Provides certification of design in accordance with relevant standards and to achieve the Code Compliance Certificate (CCC)
Fire Engineer	Provides detailed design drawings, technical report and technical specifications Provides construction monitoring during the construction phase, assists with design-related issues in accordance with IPENZ construction monitoring levels 1-5, and as per scope of services Provides certification of design in accordance with relevant standards and to achieve CCC
Mechanical/HVAC/hydraulic/electrical engineer	Provides detailed design drawings, technical report and technical specifications Provides construction monitoring during the construction phase, assists with design-related issues in accordance with IPENZ construction monitoring levels 1-5, and as per scope of services Provides certification of design in accordance with relevant standards and to achieve CCC.
Civil Engineer	Provides detailed design drawings, technical report and technical specifications Provides construction monitoring during the construction phase, assists with design-related issues in accordance with IPENZ construction monitoring levels 1-5, and as per scope of services Provides certification of design in accordance with relevant standards and to achieve CCC
Geotechnical Engineer	Provides detailed design drawings, technical report and technical specifications Provides construction monitoring during the construction phase, and is responsible for dealing with the site ground conditions, foundations and groundwork required Provides certification of design in accordance with relevant standards
Planning Officer	Provides consenting strategy, schedule of consents required, specific planning advice, assessments of environmental effects and scoping of technical assessments, and includes lodgement and processing support for the resource consents
Legal Advisor	Provides legal advice as required for planning, consenting and compliance purposes
Construction Contractor	Constructs the facility to the supplied designs, managing all subcontractors as required

Commercial case

Construction procurement approaches

There are a number of possible construction approaches for the project.

At a high level, there are eight potential delivery models that can be used to deliver the project:

- Traditional
- Design and build
- Package based
- Direct managed
- Alliance
- Early contractor involvement
- Panel of suppliers
- Public private partnership.

A summary of each model and a description of when each model is appropriate is included in the table at right.

As noted on the previous page, different approaches may be needed for specific services or to achieve specific outcomes within the project. A tailored approach to how companies are contracted is likely to be required as a result.

Approach	Summary	When it is appropriate
Traditional	Requires that the design is fully developed before the construction contract is awarded. The client engages consultants to prepare a design against a brief and budget, and to prepare the tender documents. Contractors are then invited to submit bids to do the construction work, based on the tender documents.	Regarded as the best delivery model to use for routine, uncomplicated works of small to medium size and duration
Design and build	The main contractor takes on the responsibility for both the design and construction. The client develops the functional and technical performance requirements for a facility and this information is used in the tender process to invite contractors to submit proposals for design and construction. With the exception of relatively simple, straightforward projects, design and build projects typically require a comprehensive set of requirements documents to ensure that the completed facility meets the client's expectations.	This model is best used when: <ul style="list-style-type: none">• Functionality is more important than achieving the highest possible design quality• There is a need for a high degree of cost certainty at the time of contract award• The result sought by the client is clear in terms of stakeholder requirements, and the required functional and technical performance standards can be clearly defined at the time of tender• The client does not want to take on design risk and/or the client requires a single point of responsibility for design and construction• There is a need to improve integration of the design and construction process, to improve constructibility outcomes.
Package based	Allows an earlier on-site start and enables the tender process and construction to overlap with the design. They've developed to provide faster project delivery times while still allowing the client to retain control over the design, and therefore quality. Management methods break down a project into small packages that can be tendered as and when the design for each package is complete.	This model is best used when: <ul style="list-style-type: none">• The client wants to retain overall control of the project, including design aspects, to ensure flexibility to amend the design• The project is of a specialised nature• The risk of potential cost overruns is acceptable, where completion is critical to the client's operational needs• There are complexities that warrant expert advice from an experienced construction manager or management contractor who can provide constructibility advice on the design, and can coordinate and administer delivery of the construction works• The works can be readily broken down into separate packages• A fast-track approach to design and construction is required to achieve the earliest possible completion.
Direct managed	The client directly manages all aspects of the delivery of the project works.	This model is best used when: <ul style="list-style-type: none">• The client operates in an asset-intensive environment and can invest in developing the in-house skills required• There's a need for the client to control all aspects of the project• There's a desire for the client to remain informed and develop the skills of in-house personnel• The project is for minor works contracts and/or emergency works• There are uncertain or complex interfaces, and flexibility on scheduling and delivery is required.
Alliance	A relationship-style arrangement, that brings together the client and one or more parties to work together to deliver the project, sharing project risks and rewards.	Collaborative procurement methods are usually used for highly-complex or large infrastructure projects that would be difficult to effectively scope, price and deliver under a more traditional delivery model.
Early contractor involvement (ECI)	ECI is an approach to contracting that can complement either a traditional or novated design and build delivery model. ECI can be used to gain early advice and involvement from a contractor into the buildability and optimisation of designs. ECI usually takes the form of a two stage approach to tendering.	This model is suited to large, complex or high-risk projects because it affords an integrated team time to gain an early understanding of requirements, enabling robust risk management, innovation and public value.
Panel of suppliers	A panel of suppliers is a list of suppliers who have been pre-approved by an agency and who have agreed to the terms and conditions for supply. In establishing a panel of suppliers, the agency will verify which suppliers are capable of delivering the works and will agree in advance with each supplier the terms and conditions of supply of the goods, services or works, including the pricing or the pricing mechanism that will apply. Once the panel has been established, the client can select an appropriate supplier from the panel each time a project needs to be delivered through a secondary procurement process.	This model is best used where clients: <ul style="list-style-type: none">• Are delivering a significant programme of work requiring construction or maintenance services, requiring multiple procurements of a similar nature• Have a good degree of certainty on the pipeline in terms of planned volumes of work and their timing• Want to develop long-term strategic relationships with suppliers to encourage industry investment in skills and training• Want to adopt a continuous improvement approach to realise the wider programme benefits a panel can bring.
Public private partnership (PPP)	PPP is a term that can refer to many different kinds of relationships between the government and the private sector. Generally, the term is used to refer to long-term contracts for the delivery of a service, where the provision of the service requires the construction of a facility or asset, or the enhancement of an existing facility. The private sector partner finances and builds the facility, operates it to provide the service and usually transfers control of it to the public sector at the end of the contract. A key objective of the PPP approach is the drive to optimise whole-of-life outcomes by encouraging innovation from the private sector.	PPPs are suited to a range of different projects. However, PPPs are better suited to high value projects in order to attract private finance.

Commercial case

The procurement plan

A tailored procurement model is proposed.

Design and construction of a significant civic building such as the Station Street facility is a complex process, with a wide range of specialist services and construction capabilities required. All of these must be procured from the market, and as the previous pages have shown, there are a number of different approaches to how this can be done.

The purpose of the Procurement Plan is therefore to provide a roadmap to how the activity will be undertaken. It sets out:

- The scope of the project and the resulting procurement activity
- The procurement and project management principles and methodologies that will be used to ensure a high-quality outcome and the greatest value for money for the project
- The purpose and scope of the major procurement activities, in this case the design and construction procurement steps
- The options for how the required services can be procured for each step, including a recommended approach
- The governance and procurement management structures for the process, including the indicative decisions that will be needed at each procurement step
- An indicative timeline.

The Procurement Plan is a stand-alone document presented to the project governance group for approval. However, the procurement approach in the Plan sits in the context of Council's wider procurement strategy and policies, which in turn are shaped by Government sourcing and procurement policies and rules.



5.0

Financial case





Financial case

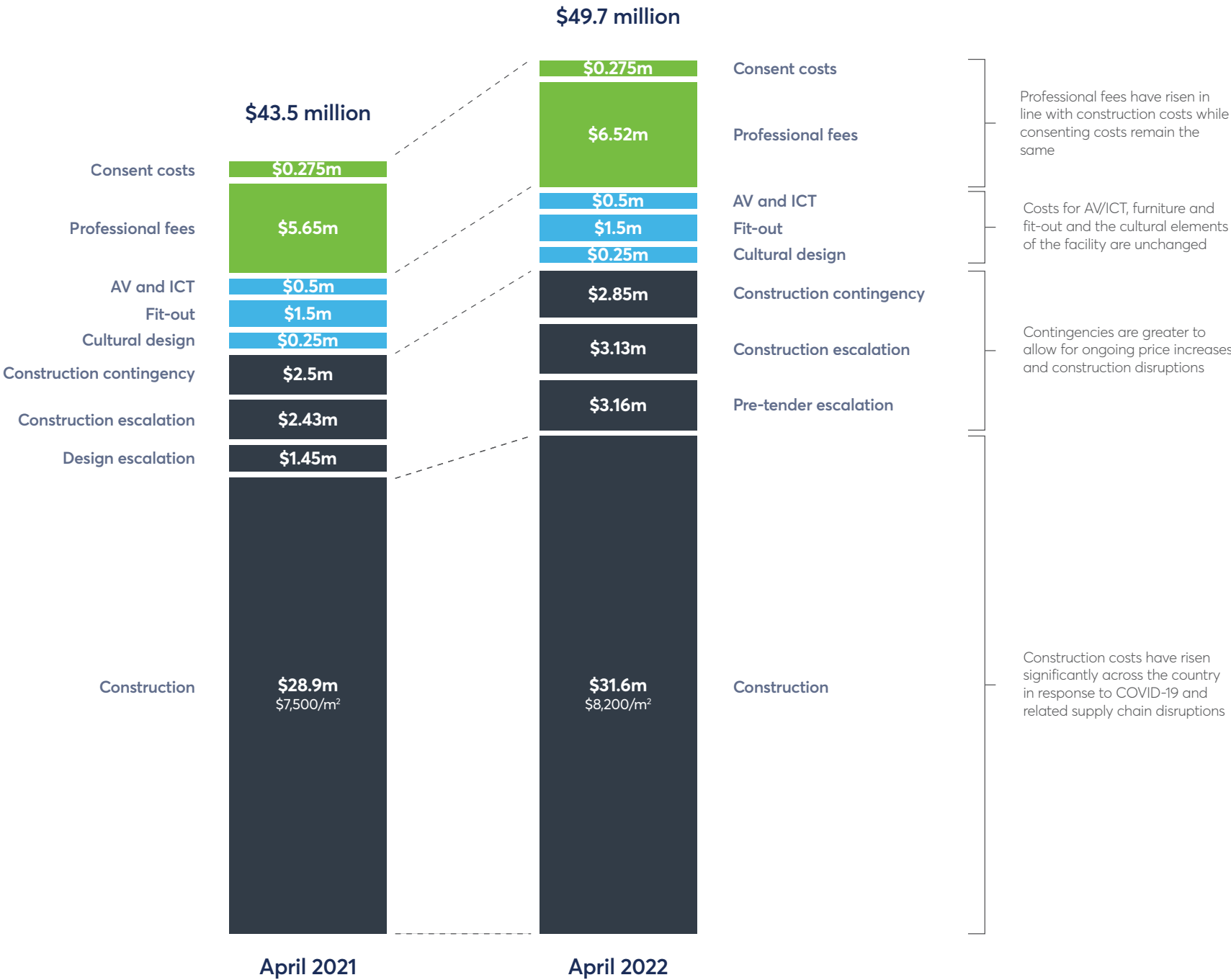
Capital investment requirements

The costs of the project have escalated.

As noted in the Commercial Case, construction costs have been rising rapidly across the country, due to the impact of the COVID-19 pandemic and significant supply chain disruptions across the globe. The library project has not been immune to these trends, and costs have increased since 2021. However, the escalations have been carefully managed and the project is still within the budget agreed as part of Council's Long Term Plan, with a total investment of \$49.8 million, including fees and contingencies.

The diagram at right shows the cost estimates based on the latest work prepared by Rider Levett Bucknall, the Quantity Surveyors engaged to provide an assessment of the project. This rough order of cost estimate is based on measured quantities, historic data of similar projects, priced at rates and prices current as at April 2022, and applicable to a competitively tendered construction contract.

Cost inclusions	Cost exclusions
Construction Works	Demolition of Existing
Design Contingency	Buildings
Construction	Generator
Contingency Design	Land Purchase Costs
Escalation Construction	Goods & Services Tax (GST)
Escalation Professional	Insurances
Fees	Legal & Finance Costs
Furniture, Fittings &	Removal of Hazardous
Equipment AV / ICT	Materials
Cultural Design Elements	
Consent Costs	



Financial case

Investment cashflow

The table below shows the projected capital, costs over the design phase and construction phase pf the project. Construction cost inflation and contingency are included.

Quarters	Q1 FY22/23	Q2 FY22/23	Q3 FY22/23	Q4 FY22/23	Q1 FY23/24	Q2 FY23/24	Q3 FY23/24	Q4 FY23/24	Q1 FY24/25	Q2 FY24/25	Q3 FY24/25	Q4 FY24/25	Q1 FY25/26	Q2 FY25/26	Q3 FY25/26	Q4 FY25/26
Design phase				Construction phase												
Professional services	\$189,000	\$670,874	\$682,312	\$682,312	\$682,312	\$682,312	\$682,312	\$207,174	\$207,174	\$207,174	\$207,174	\$207,174	\$207,174	\$207,174	\$207,174	\$207,108
Cultural design															\$125,000	\$125,000
Consent							\$189,000	\$12,000	\$12,000	\$12,000	\$12,000	\$12,000	\$12,000	\$12,000	\$12,000	\$4,000
Construction								\$1,765,483	\$2,772,674	\$3,906,181	\$4,760,968	\$5,245,568	\$5,442,750	\$5,348,289	\$4,845,318	\$3,949,171
Contingency								\$214,600	\$382,800	\$382,800	\$336,400	\$313,200	\$313,200	\$270,118	\$248,576	\$416,765
FF&E																\$1,650,000
AV/ICT																\$500,000
Cashflow by quarter	\$189,000	\$670,874	\$682,312	\$682,312	\$682,312	\$682,312	\$871,312	\$2,199,257	\$3,374,648	\$4,508,155	\$5,316,542	\$5,777,942	\$5,975,124	\$5,837,581	\$5,438,068	\$6,852,044
Cashflow by FY		\$2,224,498					\$4,435,192			\$18,977,286				\$24,102,817		
Total capital costs																\$49,739,792





Financial case

Impact on council finances

The overall capital costs are within the budgetary envelope of the Long Term Plan.

In Council’s Long Term Plan 2021-31 provision of \$54 million was made to redevelop the Library on the Station Street site. The text of the LTP is at right. Details of the funding approach for the Library in the context of Council’s capital programme is shown in the table below – as can be seen, the project is expected to be 99% funded from borrowing and 1% from reserves.

This approach is consistent with Council’s capital funding policy and its borrowing policy, and Council will remain within its prudent and statutory borrowing and debt servicing benchmarks as a result of this investment. Further information about Council’s financial position and accounting policies is available in the Long Term Plan 2021-31 Volume Two.

Funding																
Loan Rates %	Reserve %	Waka Kotahi %												Renewals %	Growth %	Level of Service %
			Activity	LTP 2021/22 \$000	LTP 2022/23 \$000	LTP 2023/24 \$000	LTP 2024/25 \$000	LTP 2025/26 \$000	LTP 2026/27 \$000	LTP 2027/28 \$000	LTP 2028/29 \$000	LTP 2029/30 \$000	LTP 2030/31 \$000			
			Community and Visitor Experiences													
75	25	-	Bay Skate	184	230	26	81	30	34	84	39	43	38	50	19	31
95	5	-	Community Facilities (Halls)	129	891	4,309	5,197	4,491	131	212	219	376	130	31	3	66
95	5	-	Kennedy Park Resort	957	2,120	1,540	2,357	727	3,197	323	1,111	681	1,311	98	-	2
86	14	-	Marine Parade Pools	395	695	42	217	45	123	56	242	68	70	50	-	50
93	7	-	MTG Hawke's Bay	2,780	472	420	276	495	207	340	540	1,388	921	72	-	28
39	61	-	Napier Aquatic Centre	439	606	507	116	600	488	381	648	525	444	92	1	7
71	29	-	Napier Conferences & Events	321	349	227	222	398	1,383	477	430	485	530	95	-	5
56	44	-	Napier i-SITE Visitor Centre	84	48	20	91	39	208	105	39	50	69	100	-	-
99	1	-	Napier Libraries	1,136	4,491	550	11,424	11,792	732	592	-	-	-	2	-	98
56	44	-	Napier Municipal Theatre	474	347	554	1,088	1,116	725	291	236	857	592	100	-	-
97	3	-	National Aquarium of NZ	1,967	1,764	2,310	1,850	774	971	1,016	1,051	1,462	713	100	-	-
23	77	-	Par2 MiniGolf	16	35	27	8	12	37	111	31	14	8	59	-	41
55	45	-	Reserves	3,400	3,131	1,543	1,919	1,370	1,622	1,856	3,894	8,294	6,859	26	22	52
100	-	-	Retirement and Rental Housing	3,317	953	1,025	1,366	924	1,479	600	2,886	861	1,373	100	-	-
68	32	-	Sportsgrounds	1,730	1,411	645	2,732	457	537	2,126	833	758	1,250	77	8	15
13	87	-	The Faraday Centre	530	31	32	33	33	34	35	36	37	39	27	-	73
			Total Community and Visitor Experiences	17,859	17,574	13,777	28,977	23,303	11,908	8,605	12,235	15,899	14,347			



Napier Library has been housed temporarily in the MTG Hawke’s Bay building after the previous building on Station Street was deemed earthquake prone. Unfortunately, that temporary site then had to be closed after urgent repairs began on the building’s sprinkler system in December 2020. It’s important that we reinstate a permanent, fit-for-purpose library in Napier.

In 2020, after assessing a range of options, we confirmed that the library would return to its previous Station Street site. Given NCC has also been looking into returning our staff to a central office after several years of renting office space, we have taken the opportunity to bring the two projects together and have started to develop a masterplan for the entire Civic Precinct site. Dealing with the project as one means that we can avoid duplication in the facilities themselves and save money overall. We have set aside \$54 M in this plan for the whole development with a goal to start construction in 2024/25.

Napier City Council Long Term Plan 2021-31

6.0

Management case





Management case

Project governance

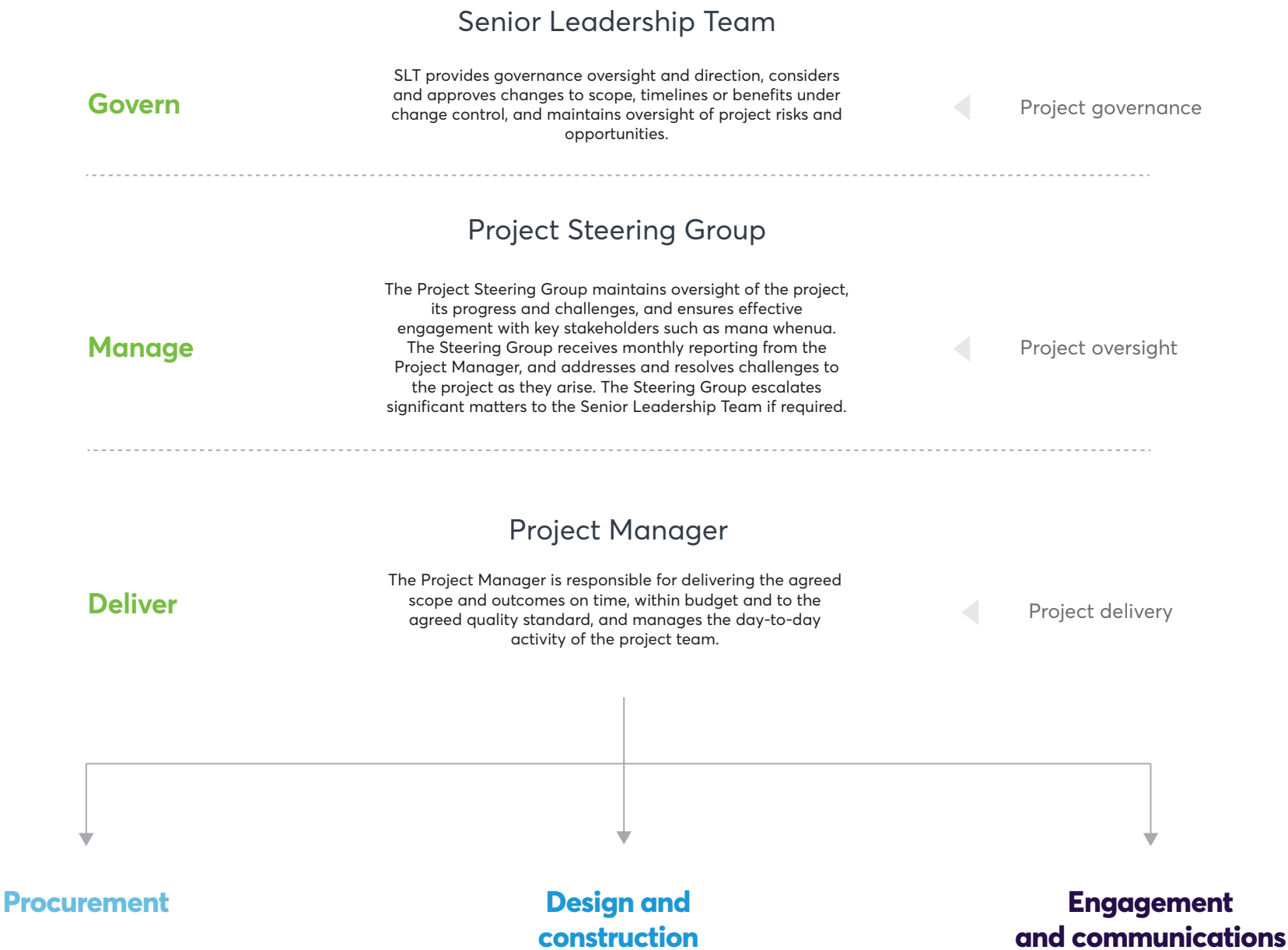
Effective project governance is key to a successful implementation.

Council has implemented a Project Management Framework (PMF) to guide the delivery of major initiatives. The PMF is given effect through Council's Project Management Strategy, and guidance is provided to staff members through the Project Manual and related online materials.

Within the PMF and the Strategy, there are clearly-defined roles and areas of authority. These are shown in diagram form at right, with the key responsibilities noted for the different tiers within the structure.

Three workstreams are planned for the project in its initial stages:

1. The **Procurement workstream** manages the flow of activity to procure the professional services for the Design stage, followed by the construction services for the Build stage. The workstream is responsible for the design and implementation of the Procurement Plan described in the Commercial Case.
2. The **Design and construction workstream** provides the Council project interface for the external designers and the construction contractor. The services providers are responsible for delivery of the main projects, with the Council workstream maintaining communication, information flow and management integration between the external parties and the Council project.
3. The **Engagement and communications workstream** provides the interface between the project and key stakeholders, including mana whenua. The workstream draws on existing Council networks and resources where necessary to ensure there is a timely and effective two-way flow of information and perspectives, in order to align the project with the needs and aspirations of mana whenua, other stakeholders and the wider community.



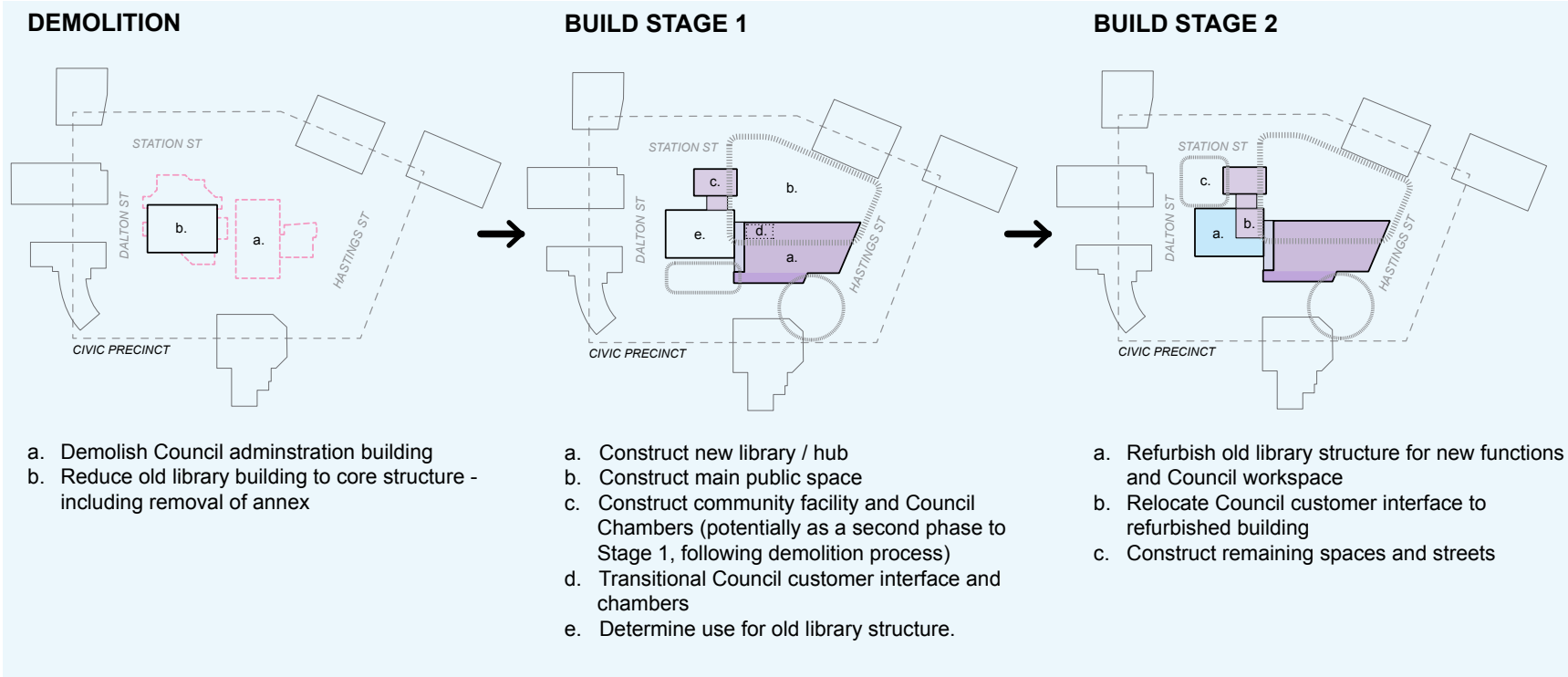
Management case

Construction staging

The diagram at right shows the staging of the construction project, as follows:

- 1. The first step is the **demolition** of the existing earthquake-prone Council administration building. Tenders have been let for this work and the demolition process is due to commence in coming months. This will remove the old building and remediate the site, ready for construction work to commence once the design for the Station Street facility has been completed and construction tenders approved.
- 2. **Build stage 1** constructs the new facility, incorporating the library/hub areas, the main public spaces, community and democratic areas. This work commences at the conclusion of the Design phase, once construction tenders have been called, prices obtained and Council approval granted. Stage 1 comprises the scope for this business case.
- 3. **Build stage 2** is a proposed future stage that allows for the redevelopment or refurbishment of the old library structure, with the potential to relocate Council functions into the building. This future stage is out of scope for this business case, and forms a further opportunity for the development of the Civic Precinct within the Master Plan framework.

A timeline for the activity is on the following page.



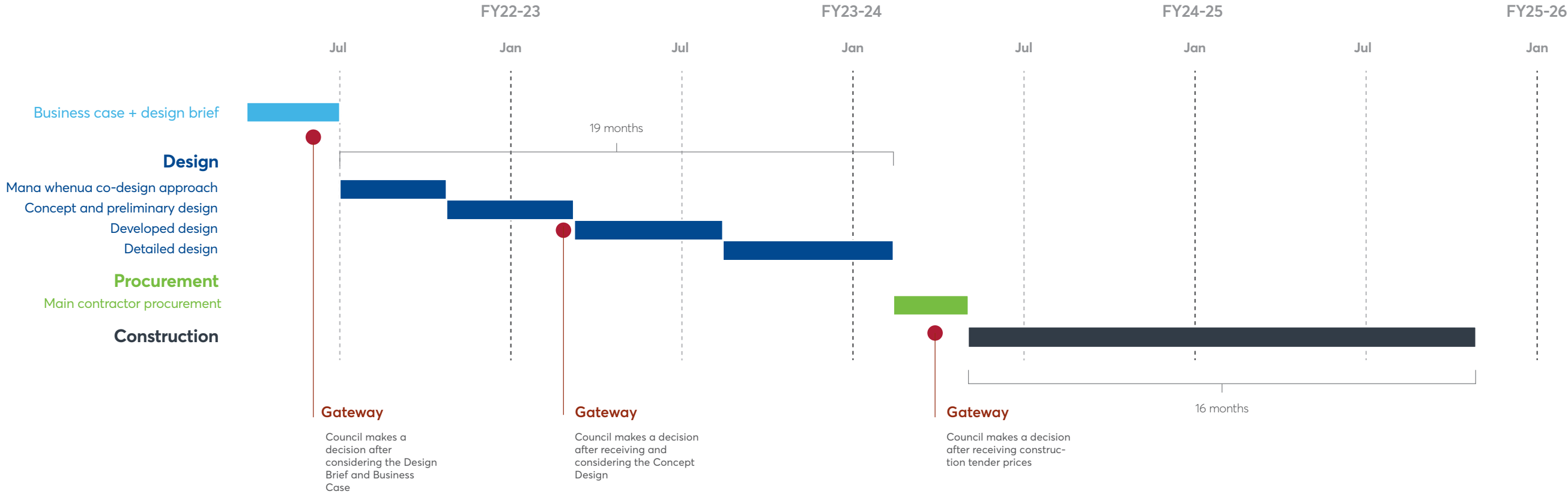


Management case

Project timeline

The timeline below shows the major components of the Design and Build phases:

1. Design takes approximately 19 months, from July 2022 through to February 2024. The phase includes the development of the co-design approach with mana whenua, and the three major design phases. There is a decision point for Council at the conclusion of the concept design activity, and the phase concludes with the detailed design documentation for consenting and tendering.
2. The Procurement phase is relatively short, running from March 2024 to May 2024. This phase obtains consent for the construction and results in final tender prices for the project, with a decision point for Council once pricing is obtained. While the phase is relatively short, extensive pre-work is required during the Design phase.
3. The Construction phase commences in June 2024 and lasts for 16 months. It commences with the signing of the construction contract and concludes with the handover of the completed Station Street facility to Council.



Management case

Risk management approach

There are a number of risks to the project which are being closely managed.

Effective project risk management is a key aspect of Council's Project Management Framework, and risks are assessed and mitigated at a number of levels, from governance through to project delivery.

As the table at right notes, a key assumption of the Long Term Plan is that projects are delivered within budget and on time. The assumption remains valid for this project; however, as noted in the Commercial Case, there are widespread challenges with construction cost escalation linked to global pressures, and these are not under the direct control of Council.

Two major risks are therefore being proactively managed as part of this project:

- The risk of capital costs increasing beyond the allowances in the Long Term Plan due to construction cost escalation
- The risk that Council will be unable to find a suitably skilled construction contractor able to complete the project on time and within budget, due to construction pressures elsewhere in the country.

Both these risks are mitigated through effective procurement management. The key mitigations are:

- Completion of the design phases in a timely way to allow construction to commence as early as possible, thus reducing the impact of future materials and construction cost increases
- A considered approach to construction procurement so the correct model of tendering is used, in order to ensure competitive price pressure is retained for as long as possible.

The first mitigation is the responsibility of the Project Manager, who will need to ensure the Design phase is kept on track and the outputs are delivered on time.

Assumption	Level of Uncertainty	Risk	Risk Likelihood	Consequence of uncertainty/ risk on the integrity of the LTP	Mitigation
CAPITAL PROGRAMME DELIVERABILITY					
Programmes and projects are assumed to be delivered within budget and on time. The plan includes a significant increase in capital expenditure, particularly in the first two years as this is supported by the availability of government funding.	Moderate Unforeseen interruptions to business as usual, such as that experienced during the COVID-19 lockdown, can result in overspend or slippage of time frames for Council projects.	The risk is that the capital programme is not able to be delivered on time and within the budget available.	Possible The risk of falling short on delivery of the capital plan will remain relatively low as long as NCC is able to hire and engage the right employees and contractors with the capacity to deliver (discussed in assumption 7 below).	The implications of any shortfall in project delivery are: <ul style="list-style-type: none">• Projects may cost more than planned due to inflation;• Fewer funds will need to be borrowed in the short term. Delaying new borrowing will impact on the timing of financing costs, and• Delays in proposed improvements to services.	Council will be working proactively to plan for the delivery of major projects proposed in the plan. A greater lead time will improve the chances of delivery on time and on budget. Council has an in-house civil works capability that will be utilised to deliver projects wherever possible. Where projects are not able to be completed as scheduled within any given year, Council will carry forward the budget and funding.
CONTRACTOR AVAILABILITY					
That Council will be able to find skilled contractors to undertake the work programmed in this plan. Currently, there is very little surplus capacity in the contracting market due to the housing boom and the increased level of capital works proposed by many local authorities.	Moderate	The risk is that there is not sufficient contractor capacity to deliver the capital programme on time or that contract prices increase significantly so that works cannot be delivered within the budget available.	Possible	Challenges in procuring services impact on Council's ability to deliver on time and to budget, ultimately affecting the longevity and durability of this plan.	Council will proactively work with the local contractor community to procure major works. Where projects are not able to be completed as scheduled within any given year, Council will carry forward the budget and funding.

The second mitigation is the responsibility of the Procurement workstream team, who will need to ensure the Procurement Plan and the resulting approach to market is robust and will deliver the right outcomes for the Napier community.

Both these key risks and the ongoing mitigation actions will be monitored by the Project Manager, reported to the Steering Group and escalated to Council's Senior Leadership Team as required.

7.0

Recommendations and next steps



Recommendations

What happens next

It is recommended Council proceed with the project.

As this business case notes, considerable work has been done by Council to understand the needs of the community, specify a new facility that can be adaptable for the future, and to assess how it will fit into the fabric of the city. This business case brings together that thinking, and the Design Brief sets the stage for the next step in the process – designing a world-class facility that embodies the people and place of Ahuriri/Napier.

The work on the Station Street facility has occurred during a period of great turbulence – due to the COVID-19 pandemic and resulting personal, organisational and supply chain disruptions across the country and across the world. As a result of these disruptions, construction costs have risen, and are likely to continue to do so for quite some time to come.

In this environment, early decision making on the design and construction of the Station Street facility will bring dividends. In an environment of rising costs and higher inflation, undertaking the design of the building and the precinct and calling tenders in the short term is likely to result in lower costs for ratepayers in the long term.

The indicative cost of construction for the project is still within the overall financial envelope in the Long Term Plan – but this will not continue to be the case if there are major delays and procurement is deferred, due to rising professional services and construction costs.

The decision required at this step of the process is straightforward: does Council agree in principle to develop the Station Street facility, and therefore approve commencement of the design phase of the project? The specific recommendations are listed at right.

It is recommended that Council:

- 1. **Receive** the Business Case and the Design Brief for the Station Street facility
- 2. **Note** the proposed facility will make a significant contribution to improving wellbeing for Ahuriri/Napier residents and visitors
- 3. **Note** the total budget for the proposed facility is within the funding allocation contained in the Long Term Plan 2021-31
- 4. **Approve in principle** to develop the Station Street facility, subject to Council consideration and approval of the design and costing for the building
- 5. **Approve** ongoing engagement with mana whenua on the design, management and governance of the facility, in accordance with Council's commitments under Te Tiririti o Waitangi
- 6. **Approve** commencement of the design phase for the project, in accordance with Council's procurement and project management policies
- 7. **Delegate to the Chief Executive** the authority to enter into the appropriate contracts on behalf of the Council for the services required for the Design Phase of the project.

This is not the final decision on the Station Street facility, as the following page notes; there are additional gateways where Council can assess the design and costings, and make choices about how and when and if to proceed.





Next steps

Upcoming decisions for Council

There are a number of steps and decision points in the project.

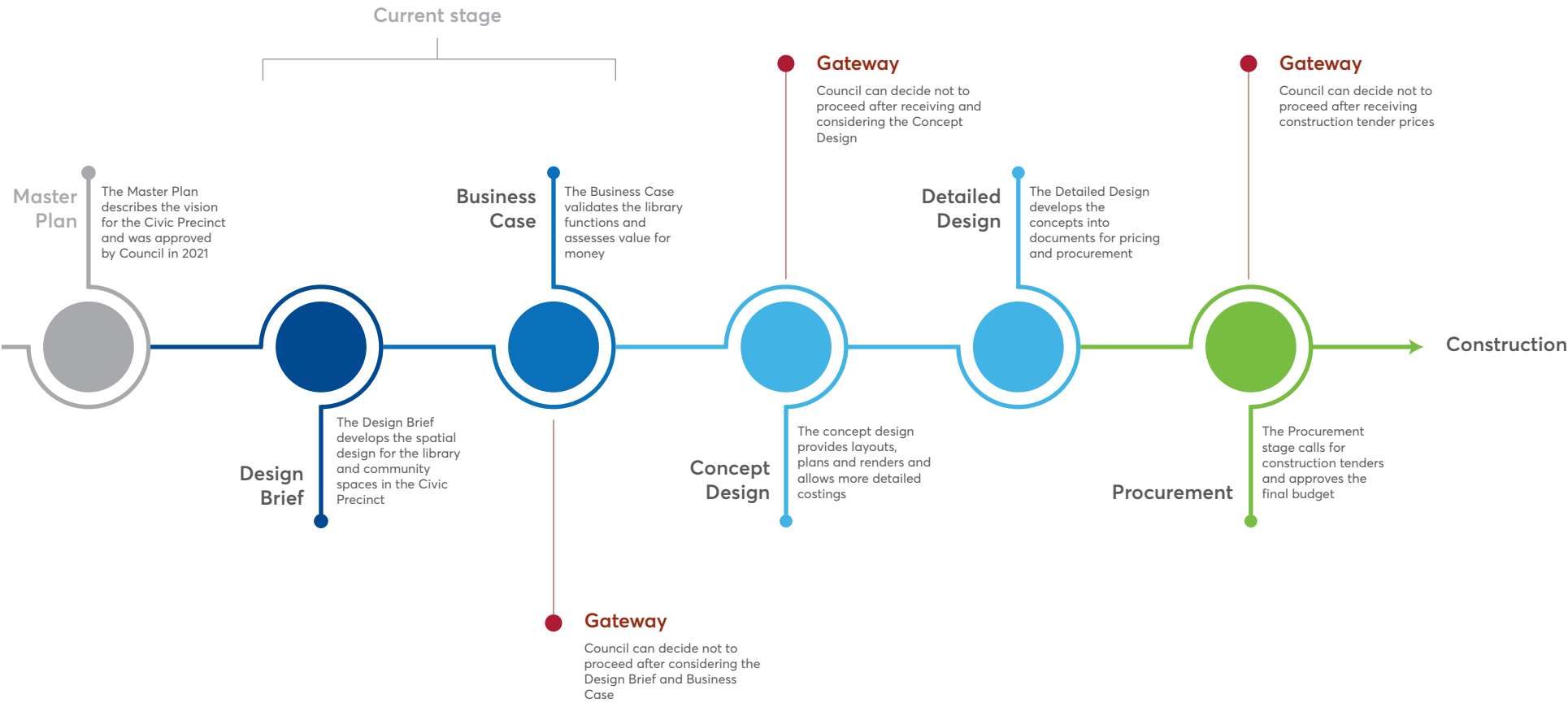
The diagram at right sets out the upcoming decision points for Council. These are:

- Once the business case (this document) and the Design Brief have been approved by Council, procurement for the required design services can commence, in accordance with the process set out in the Procurement Plan.
- Concept designs will then be presented to Council and stakeholders, which will show the design of the building and the external spaces. Approval of Council is required in order for the design to be progressed to detailed design.
- The detailed design allows construction companies to fully cost the project for tendering purposes, and for consents to be applied for. Once tenders have been received and assessed, Council will make a final decision on awarding the contract for construction.

Each of the decision points is shown as a gateway in the diagram. At these gateway points, Council can make one of three possible decisions:

- To continue with the project as planned
- To revise the project based on the information received and request additional work, at either the design or procurement steps
- To not proceed with the project.

Advice and appropriate information will be provided to Council by officers at each of these gateways to enable informed decision making.



8.0

Appendix





Technical note 1

Wellbeing valuation methodology

The Treasury CBAx methodology stipulates cost-benefit analysis (CBA) for the evaluation of public policies. The welfare economic theory of valuation that underpins CBA was developed by John Hicks and colleagues (Hicks and Allen, 1934). This states that the value of a good or service is subjective and should reflect the utility people derive from it, where utility refers to the notion of underlying welfare or wellbeing. In other words, a monetary value should reflect the change in an individual's utility or wellbeing due to experiencing or consuming the good. In technical terms, value is measured as compensating surplus or equivalent surplus.

- Compensating surplus (CS) is the amount of money, paid or received, that will leave the agent in his initial welfare position following a change in the (level of a) good.
- Equivalent Surplus (ES) is the amount of money, to be paid or received, that will leave the agent in his subsequent welfare position in absence of a change in the (level of a) good.

Traditionally, economists have sought to measure CS and ES by equating the satisfaction of preference with welfare. In order to estimate value where markets exist, economists have traced out demand curves for a good or used proxy markets where direct markets do not exist – for example the use of house prices to infer the value of environmental goods or amenities, such as good schools. These are known as revealed preference valuation methods. These markets do not always exist. However, and, even if they do, they may not work perfectly.

Economists have therefore further developed procedures to measure CS and ES by eliciting hypothetical choices in what is known as stated preference valuation. Contingent valuation is a frequently used stated preference method to value non-market goods, especially in the context of environmental litigation where suitable markets often do not exist.

The method involves surveys in which respondents are asked how much they would pay for a given benefit.

Preference based valuation methods aim to measure people's willingness to pay (WTP) for a beneficial outcome or willingness to accept (WTA) a negative outcome and WTP and WTA can be linked back to CS and ES.

Many aspects of engagement in arts, culture and sports will not be traded in markets and hence we will not be able to infer the value people place on these activities purely from their revealed behaviours. In many cases, we are likely to be reliant on stated preference methods and this methodology has been used with increasing frequency in the arts sector (e.g. Colombino & Nese, 2009). There are, however, many problems with preference-based approaches, not least of which is the assumption that people are able to forecast the impact of changed circumstances on their future lives and welfare – which they rarely can (see Dolan and Kahneman, 2008 and Fujiwara and Campbell, 2011 for in-depth discussions).

In this study, we use a relatively new method for non-market valuation: the Wellbeing Valuation (WV) approach. Rather than relying on preferences to measure welfare, this method uses people's self-reports of their levels of wellbeing. As we show below, the WV approach can derive estimates of value that are fully consistent with the welfare economic theory of CS and ES and hence it is a valid alternative methodology to preference-based valuation methods.

The WV approach has been gaining popularity in academic literature and is now a recognised methodology in the UK HM Treasury Green Book (see Fujiwara & Campbell, 2011 and the Green Book update 2011). Here we will assess the extent to which engagement in arts and sports impacts on people's subjective wellbeing and then place monetary values on these impacts.

The WV approach uses measures of subjective wellbeing (SWB), ideally from large national datasets. It is assumed that SWB represents a good proxy for an individual's welfare (or underlying 'utility' in the language of economics). By measuring welfare in this way, and running statistical analysis on the determinants of SWB, we are able to calculate the marginal rates of substitution between money and any other good. In other words, we can see how much money would be required to keep SWB constant in absence of the good, which would equate to CS in this instance.

For example, if a 20% reduction in local crime rates increases the SWB of an individual by one index point and an increase in household income of £5,000 per year also increases SWB by one index point, we would conclude that the 20% reduction in crime is worth £5,000 per year to them. In the present study, we will look at the impacts that engagement in arts and sports has on SWB and assess the amount of money people could forego and still leave them at their initial level of welfare. This is the CS for engagement in arts and sport and is related to the notion of WTP, as shown in Table 1.

It is important to note, however, that values derived using WV should not generally be seen as actual amounts that people would be willing to pay. This is because we have not looked at people's preferences, which form the basis of purchasing decisions and market behaviour. This does not discredit the results derived from WV approach – they are simply values derived from a different theoretical measure of welfare and as we will show, they are estimates of monetary value that are fully consistent with welfare economic theory (CS and ES).

Indeed, given the many conceptual and methodological problems with a preference-based account of welfare, it can be argued that wellbeing valuation should be the preferred approach. The derivations and calculations involved in estimating monetary values (CS and ES) using wellbeing valuation are set out in the Annex (section A.1).

There are a number of advantages in using the WV approach compared to preference-based valuation methods. First, we are not reliant on a proxy market to reveal a value as in the revealed preference method. Indeed, the WV approach can work in cases where proxy markets do not exist or where they are not in equilibrium.

It is possible to create markets in stated preference (contingent valuation) studies of course. There are, however, some well-known and pervasive biases inherent in contingent valuation. These include protest values, where respondents have a principled objection to providing a monetary value and strategic bias, where respondents seek to 'game' the study by providing values that they think will influence the final resource allocation decision.

Technical note 1

Wellbeing valuation methodology

One of the most serious problems with stated preferences is known as scope effects, where willingness to pay values are insensitive to the size of the good being valued, so estimating a meaningful marginal rate of substitution between money and the good in question is impossible. As well as being insensitive to theoretical relevant factors, responses are also sensitive to theoretically irrelevant factors, such as the starting point and question order.

Finally, faith in stated preferences is shaken by the finding across many studies that we are guilty of ‘mis-wanting’; that is, of wanting things that do not make us feel better and not wanting things that would (Wilson and Gilbert, 2003). Economists have typically assumed, usually implicitly, that our preferences are a good guide to our subsequent experiences yet there is a weak association between the strength of our desires and the impact on our lives from satisfying those preferences.

In contrast, the wellbeing valuation method takes data from large national datasets, and so protest and strategic responses are not a problem. We allow regression analysis to tell us how important a factor is in someone’s life without asking them to attribute its value, and so scope effects are no longer an issue. Wellbeing responses can of course be heavily influenced by contextual factors that also influence willingness to pay responses (such as question order) but in large samples across many years we can better understand these effects, and control for them as required.

Significantly, the wellbeing valuation approach is based on real experiences and not, as in stated preference studies, on people’s imaginations of how they will be affected by a change. In the modelling, we look at how policy changes actually impact people and their experiences of their lives and ascertain values based on these experiences, which will be a better reflection of the true impact than our imagination, which is a notoriously suspect guide to our future wellbeing.

Fujiwara, D., Kudrna, L., & Dolan, P. (2014). Quantifying and Valuing the Wellbeing Impacts of Culture and Sport. London: Department of Culture, Media & Sport (UK).





NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

21.22
STATION STREET FACILITY



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Stage 1 - Design Brief
June 2022

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Image: The new civic area taps into existing city connections and linkages, complementing existing street and building patterns and extending invitation to all sides. It is 'campus-like' in its form - buildings integrate with open space, enabling overlapping indoor/ outdoor uses and connections across a shared 'civic ground'.

1. INTRODUCTION

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1.1 Purpose of the Document

This Design Brief builds from the Library and Civic Area Plan and the Pre-Design Brief that informed it. This brief is founded on the Napier Libraries Strategy – to be the best Public Library Service in New Zealand. The programme, spatial requirements, and schedule of accommodation to achieve this are described in this brief. This provides a basis for the procurement of a design team and commencement of Concept Design for Stage 1 of the Station Street Facility. It supports the Napier City Council to meet their governance role in deciding what services will be provided.

1.2 Scope

The Library and Civic Area Plan integrates new and existing buildings with open space to provide for a range of overlapping Civic, Community and Cultural functions and activities. This includes: Civic Open Space, Library/Community Building, Cultural / Community Hub, Council Community Interface Services, Civic Administration Building & Civic Lane.

The Plan proposes a staging approach for the implementation of these Library, Community and Council facilities.

This Design Brief describes the requirements and schedule of accommodation for Stage 1 – The Station Street Facility:

1. Civic Open Space
2. Library/Community Building
3. Cultural / Community Hub,
4. Council Community Interface Services & Democratic Services
5. Civic Lane.

(for clarity, the brief for the Civic Administration Building is not included within the scope of this document).

1.3 Integrated Services

The Station Street Facility integrates library, community and Council Interface services. Integrated facilities are one building with multiple spaces flexibly designed to accommodate and deliver a range of complementary activities. They provide activities and services that respond in a more holistic manner to meeting community needs, are convenient to access and more effectively delivered. The benefits of integrated facilities include:

- Convenient, one stop shop for community activities
- Cross promotion, and exposure to, a broad range of activities, programmes and events
- Maximising use through sharing flexible and multi-purpose spaces
- Better return on investment through shared infrastructure, avoiding duplication of spaces and management, staffing and maintenance.

1.4 Community Engagement & Testing

Conversations and Engagement with the Napier / Ahuriri community as to what their needs and wants for a future library first commenced in 2017 and involved surveys, pop-ups and group meetings through 2018 (as outlined in the Napier Library Strategy).

This continued with the Civic Precinct Framework (2020) and Library and Civic Area Plan (LCAP, 2021). The LCAP and its parallel pre-design brief process included working with Mana Whenua partners, guidance from a project specific Advisory Group (Comprised of three elected members of Council (and chaired by the Deputy Mayor) this group included representatives from Mana Whenua as Council partners, Hawkes Bay Regional Council, Ministry of Justice (as neighbours and related government), library, tourism promotion, Council engagement specialists and other technical specialists) and engagement with an invited Stakeholder Group (invited representatives of rangatahi (youth), older people, arts and culture groups, library, and developers).

The development of this design brief has involved a series of Wananga / Hui with the Advisory Group consisting of:

- three elected members of Council (and chaired by the Deputy Mayor)
- representatives from Mana Whenua as Council partners,
- Hawkes Bay Regional Council,
- Ministry of Justice (as neighbours and related government),
- Friends of the Library representative,
- Council tourism promotion,
- Council technical specialists

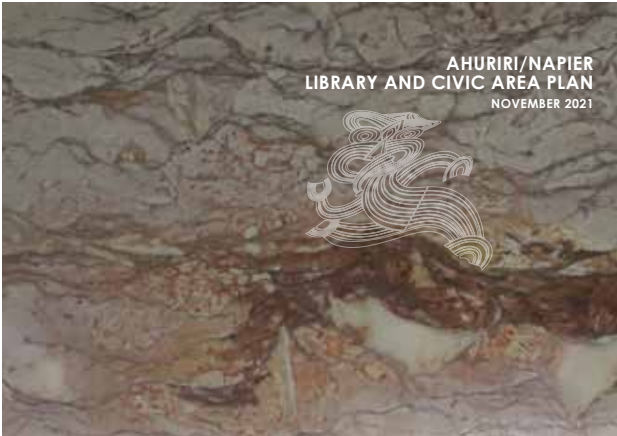
During this engagement aspirations have been validated and the key attributes of the spaces defined. In some areas it has become apparent that design testing and/or further community engagement will be required through the Concept Design stage. These areas and testing opportunities have been identified in this brief.

2. PROJECT VISION AND OBJECTIVES

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2.1 Strategic Vision

The vision for the Station Street Facility is founded on key documents and plans that outline the strategic vision for Ahuriri / Napier. The key documents are summarised below.



Ahuriri / Napier Library and Civic Area Plan (2021)

The Ahuriri / Napier Library and Civic Area Plan provides a high level spatial plan for re-accommodating the main library, community, Council administration, and public open space within a vibrant Ahuriri 'Civic Precinct' at the Napier City Council's Station Street site.

The purpose of the Plan is to provide strategic direction for the design and implementation of civic spaces and buildings that will follow. Taking account of the existing site attributes, the Plan outlines an approach to the configuration and inter-relationships of new civic spaces, buildings, and activities on site.

The Library and Civic Area Plan integrates new and existing buildings with open space to provide for a range of overlapping Civic, Community and Cultural functions and activities. This includes:

1. Civic Open Space
2. Library/Community Building
3. Cultural / Community Hub
4. Council Community Interface Services
5. Civic Administration Building
6. Civic Lane



The Plan proposes a staging approach for the implementation of these Library, Community and Council facilities. This detailed design brief describes the requirements and schedule of accommodation for Stage 1 of this approach (items 1 – 4 & 6) of the above.

Civic Precinct Framework (2020)

In 2020 Council published the Civic Precinct Framework to articulate Council's position in relation to the future of the area. The Civic Precinct Framework and this Detailed Design Brief has taken a lead from the framework vision, themes, values and principles. These are summarised in the Figure above.

The Precinct Framework in turn references the City Vision Framework which provides for the spatial scale linkages of the civic precinct within the overarching vision for Napier City has a whole which are:

- Putting people first
- Open for business
- A port and coastal city
- Our people, our stories
- Ecological excellence
- Pedal power



Napier Library Strategy (2018)

The 'Napier Library Strategy' Document 2018 was developed with extensive community engagement and Stakeholder input. This document distilled wide ranging feedback towards a number of key themes:

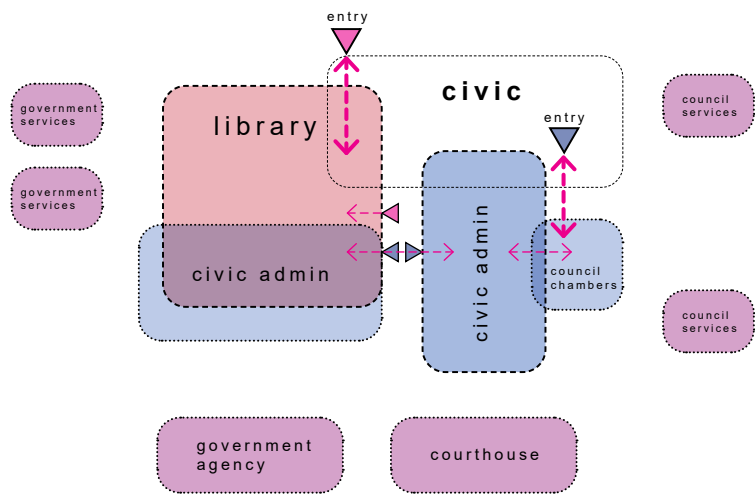
- Enabling access;
- Space for All;
- Knowledge Advocates;
- Community collaborators; and
- Sustainable futures

The Library Strategy is supported by more detailed work that has been undertaken by Napier Libraries in parallel with the design brief process. These include:

- Station Street Facility Services and Partnership Principles
- Customer Service User Experience
- Collection Policy

2. PROJECT VISION AND OBJECTIVES

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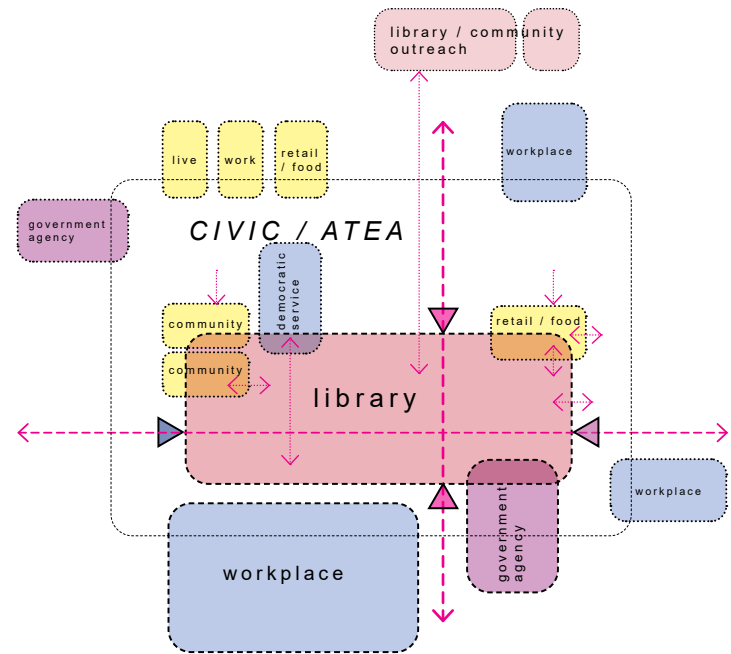
Previous Precinct

- Civic administration and library in separate buildings.
- Internalised spaces, primary edges 'blank'
- Government uses proximate
- No complimentary or catalytic uses



A Future Precinct?

- Civic administration 'public face' and library functionally integrated
- Opportunity to house community partners and volunteer organisations.
- Activate primary building edges with core functions and by including retail opportunities and community/democratic services.
- Complementary or catalytic uses provided



2.2 Project Vision

The Library and Civic Area is a rare opportunity to create a place that is a collective expression of Napier City Council's (NCC), and aspirations as citizens of Ahuriri/Napier. It will celebrate NCC's cultural values and unique history.

The Station Street Facility will be a place where visitors and the people of Napier / Ahuriri and surrounding areas can relax, learn, play, work, engage and connect.

The desire is for Napier's Library and Civic Area to create energy in what is now a quiet and struggling part of the city. It will help to stimulate economic activity and encourage growth and confidence in new businesses.

The Station Street facility is the first step on this journey that will significantly impact and benefit current and future generations. The facility will set the benchmark for future development in both the Library and Civic Area and wider Napier / Ahuriri.

2.3 Key Provisions

The new Station Street Facility - The Future 'library' – will provide:

ENABLED ACCESS.....A SPACE FOR ALL...

- The 'precinct' (cluster of spaces/ building/ landscape) Is the 'library' - Accessible, transparent, permeable, indoor and outdoor.
- Strengthen particular connections on this site - Cultural, Community, the Courts, Democratic and Governance agencies.
- Hosting/ Manaakitanga is key, with facilities to support this.
- A special place for ceremonial events and celebrations that acknowledge Napier's history and its diverse cultures
- A place for people, korero, and democracy – to cater for diverse activity and community.
- An inclusive environment- including a range of cultures and ages. A range of spaces and settings - groups and individuals.
- Enabling outreach - taking the library to the community.
- Supporting dynamic and changing community needs - encompass ongoing transformation and growth.

...KNOWLEDGE ADVOCATES.....COMMUNITY COLLABORATORS...

- Moving beyond Library as the 'community living room' –to the 'community 'kitchen'...collective endeavour/ collection / making/ hosting and increased outreach/ mobility with Cultural and Community Partners in line with the library Kaupapa.
- Expanding concept of what the "content/collection" of the library is - Making, learning, exhibiting, performing.

...SUSTAINABLE FUTURES...

- A balanced Well-being approach - Social, cultural, and environmental.
- Environmental sustainability - Imbedded and ongoing carbon and energy use.
- Financial sustainability without barriers/ charges. More enabling, with 'Yield' measured in broad terms

2. PROJECT VISION AND OBJECTIVES

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2.4 Design Values / Principles

- Of Ahuriri / Napier – a sense of place
- Tohu - acknowledging wider, significant landmarks
- Mana – a place to be proud of
- Mana Whenua values – agreed design principles, ongoing engagement and use
- Mahi Toi - whole facility re-inscribes iwi narratives
- Inclusive – accessible, multicultural, inviting to all with ‘no wrong door’ and open when customers need it
- Welcoming – enduring, warm, comfortable, community destination
- Engaging – social interaction, stimulating, creative and enables a great customer experience
- Social – a place to connect, the social centre of Ahuriri / Napier
- Whakapapa - connects through naming to Ahuriri / Napier’s history and events
- Ahi-kaa – facilitate ahi-kaa and kaitiaki roles within the area and facility
- Responsive – embraces the ideas, skills and needs of individuals, groups and the wider community
- Integrated – flexible, adaptable, useful
- Transformative – catalyst for Napier CBD and Library service, participative, educational
- Taiao – bring natural elements back into the city
- Sustainable - efficient, innovative, environmental and demonstrative
- Mauri Tu – enhancing the environmental quality
- Future facing – forward thinking, technological, relevant
- Safe and healthy - CPTED , well-being, promoting good health
- Whole of Life value - good value in construction, operation, maintenance and decommissioning
- Intergenerational – serves, benefits and connects past, present and futures generations

2.5 Sustainability

Aotearoa aims to reduce net emissions of greenhouse gases to zero by 2050. The Station Street Facility and Public Realm will do the same, creating a healthier place that is greener and cleaner.

The New Zealand Government has released Aotearoa New Zealand’s first Emissions Reduction Plan, which outlines the actions to be taken across sectors to reduce emissions, Under the plan (<https://>

environment.govt.nz/publications/emissions-reduction-plan-table-of-actions/), Building and Construction initiatives (Chapter 12) has five key focus areas:

1. Reducing the whole of life embodied carbon of buildings
2. Accelerating the shift to low carbon buildings
3. Improving the energy efficiency of buildings
4. Shifting energy use away from fossil fuels
5. Establishing the foundations for further emissions reduction in the future.

While Local government is not mandated to meet Central Government requirements, in the second half of 2022 MBIE will introduce reporting requirements and caps for embodied carbon and operational emissions in new buildings through changes to the building consent system and Building Code. Both these changes to the Building Code and the Emissions Reduction Plan will have influence and lift and/or introduce minimum requirements through the project’s design period, construction, and operation of the facility. These requirements must be anticipated, therefore as minimum:

The Station Street Facility will be Greenstar 5-star rating (based on the New Zealand Green Building Council Design and As-Built rating tool) as well as achieving operational carbon neutrality.

This requirement aligns with Mana Whenua’s values, principles (Taiao and Mauri Tu) and their expectations of sustainable outcomes for the project. It will embed in resilience and energy efficiency, onsite power generation, water reuse and Para Kore (zero waste) methodologies to reduce the amount of waste going to landfill and into stormwater.

In the public realm sustainability will be a key consideration, with extensive use of low water use native plantings, sustainable management of the land and improvement of water quality – Taiao and Mauri Tu.

Whole-of-life performance of the building is critical – in particular operational and embodied energy and carbon, as well as the whole of life cost to Napier City Council as a long-term asset holder rather than just first cost. Therefore, operational carbon neutrality is required.

The facility will be demonstrative of its sustainability credentials, features and its ongoing operational carbon neutrality. This shall be through visible features, displayed infographics, public reporting and informed and knowledgeable public facing facility staff – to ensure that Napier/Ahuriri is aware and proud of the performance and minimal environmental impact of their facility.

2.6 Architectural Vision

It is anticipated that Mana Whenua will gift a name for the facility and through this action bestow mauri to the project. The design will flow from, connect to, and acknowledge this name. It will embody the identified design values and principles – creating an architecture that is of the tangata and the whenua:

- A place that has mana and is respected
- A building that is grounded in its wider landscape (Tohu)
- A building that is open, friendly and welcoming to all (Manaakitanga)
- Architecture that reflects Ahuriri / Napier’s sense of place and diverse community
- Robust architecture made from real, natural and long lasting materials with familiarity and connection to the site
- Architecture that is flexible – enabling adaptation to support and evolving and changing library service model.
- Layout and arrangement that enables understanding and wayfinding upon entry, but precludes monopolisation by a particular group
- Safe spaces for the whole community to normalise coming to the library and engaging with their neighbour and their neighbours neighbour – for social interaction
- Spaces with an atmosphere (not a ‘shh!’ place!) that enables informal interaction and activities, but can also support formal events, protocols and tikanga – all with a great soundtrack
- Spaces that have lots of opportunities to connect externally and promote exterior/ interior flow and use (Taiao)
- Spaces that have natural light and natural ventilation and open to the outdoors
- Design that is of a high quality, extending to the furniture, equipment and elements that will be touched.
- Clever and practical design that functions well and is not frivolous
- A design that is environmentally sustainable and educates these principles through its architecture and systems.

5. MANA WHENUA PARTNERSHIP

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Design Process and Principles

The Library and Civic and Area Plan development built a strong engagement with Mana Whenua with a desire to work in partnership, expressed by both Council and Mana Whenua. The development of the Business case and Design Brief has continued on with the same intent.

Throughout the process of the Design Brief and Business Case wananga have been held, that have included representatives Mana Whenua. The korero has been both broad – reiterating the Te Ao Maori world view. Consideration for Taiao, Mauri Tu, Tohu, Whakapapa/Whakamana, AhiKaa and Mahi Toi, and specific – observing how particular parts of the brief and in turn design can address Te Ao Maori. These have influenced and are included within the Project Vision, Design Values and Architectural Vision and the Spatial Components and Adjacencies section of the brief.

Key aspects include:

- The Station Street Facility will speak to the place (whenua) and its history, re-revealing the significance of the site,
- Manaakitanga (Hosting) is key,
- The facility will be visually and physically / spatially supportive of expressing mana whenua cultural identity and sense of place
- The facility must support the protocols and tikanga of Mana Whenua use and events – both informal and formal.
- The existing collection will include the foundational documents of New Zealand including Te Tiriti o Waitangi and be appropriately presented and displayed to demonstrate the partnership of NCC and Mana Whenua
- Much of Mana Whenua’s history and stories are oral and there is a community need and opportunity to record these stories.

There is a desire to develop a co-design approach with Mana Whenua throughout the project. It is intended to work with Mana Whenua partners in developing the design principles, the selection and procurement of the Concept Design team, and to input into the design process.



Images: precedents of a visual expression of mana whenua cultural identity

4. PROJECT SITE SITE CONTEXT

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4.1 Site Context – Current Building Areas

At the scale of the civic area block the existing and surrounding buildings and uses are influential.

BUILDING A1 (LIBRARY + CIVIC ADMIN)

- library one storey ‘annex’ podium addressing Station Street and five storey tower (ground + 4 levels)
- set back from Station Street to the north and aligned to Dalton Street to the west
- Station Street is bounded by an avenue of trees and timed parking spaces.
- Floor Area: 3647m2
- Ground + 4 levels and basement

BUILDING A2 (CIVIC ADMIN)

- two main parts: 4 storey rectilinear office building (ground + 3 levels) and an expressed Council Chambers addressing Hastings Street.
- set back from Hastings and Station Street.
- civic forecourt hard landscape a level change to Station Street and a Hastings Street address.
- parking in service lane to rear
- Floor Area: 2815m2
- Levels: Ground + 3 levels



Current Layout Plan



Current Civic area Layout



Oblique view looking East, Dalton Street in foreground



Oblique view looking West, Hastings Street in foreground



Oblique view looking North-West

4. PROJECT SITE

CIVIC AREA CONDITIONS

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4.2 Civic Area Conditions

As described in the Library and Civic Area Plan the city centre form and the activity it accommodates has been generated through many years of development evolution (page 11). At the scale of the civic area block several key influences have been identified (page 12), that are reproduced here:



Frontages

The frontages diagram describes the level of street edge activation around the civic area. The better frontages are ‘active’ in that they have uses which invite people inside and where there is some visual connection between the inside and outside. The more ‘active’ the frontages are the more vibrant the surrounding spaces will be, encouraging people to want to spend time there - this makes a destinational city centre.

- Inactive
- Neutral
- Active



Microclimate

The prevailing wind in Napier comes from the south west, however a cool easterly sea breeze is also common in the afternoon.

A pocket of enclosed sheltered space to the east captures sun and is generally warm and the most comfortable for spending time currently.

Summers are dry and hot, with drought conditions common. Rain is often associated with cool southwesterlies. Napier can experience extreme wind and rain and flooding occurs in some low lying areas. Climate changes are expected to bring dryer and hotter as well as more extreme weather events. Shade and managing stormwater and landscape design to climatic conditions will be important considerations.



The diagram above (winter solstice midday) shows that much of the civic area (shown with no buildings) is in sun at lunch time. The large trees shade as do adjacent buildings. Consideration will be given to the shading effect of new civic area buildings, particularly to the intended open spaces and streets to ensure the sun access to places where its is intended for people to spend time.



Connections

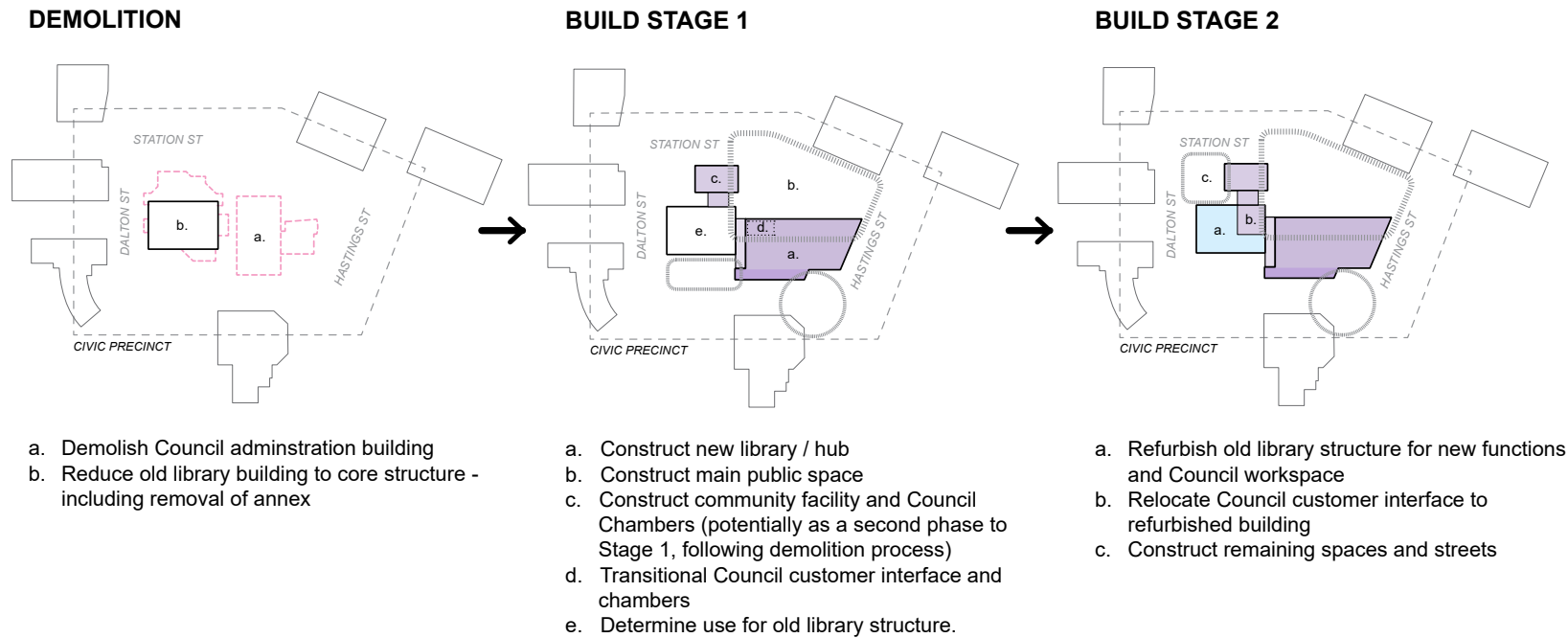
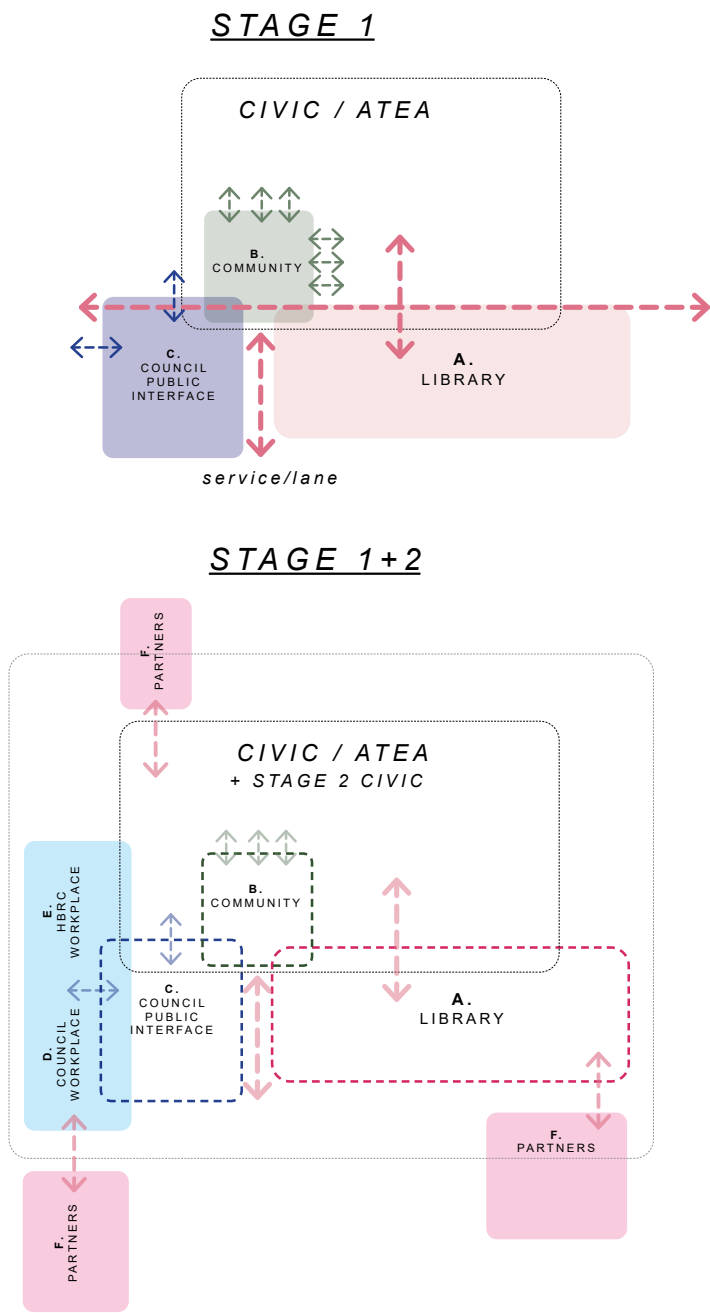
The civic area has vehicle connections to it via Hastings and Dalton Street along Station Street. A bus stop is located on Dalton Street. Vehicles can traverse through the site via Station Street. A service lane provides parking and services access to adjacent buildings. Walking access connections are additionally provided by the courtyard routes north and south. A connection to Marine Parade from Hastings Street exists but has limited visibility or use given its dog leg format. Consideration will be given to enabling existing and new or improved connectivity.

4. PROJECT SITE LIBRARY AND CIVIC AREA PLAN (LCAP)

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4.3 Library and Civic Area Plan

The Library and Civic Area Plan describes a staged approach. This brief describes the scope of stage 1.



The concept of staging the development of the civic area is key to the approach because this balances:

- the imperative to get a new library/community and Council public-facing services facility reestablished so Napier people get a positive new public place as soon as practicable; and
- the uncertainty as to the future needs for Council work place space due to central government influences.

The timing of Stage 2 proceeding will depend on the functions of local government being more settled (several years away). In the interim the expectation is that Council administration functions (the enquiries/ meetings spaces will be in Stage 1) will remain distributed to existing commercial buildings in the city centre and in close proximity to the civic area.

The figures beside describe the staging steps to enable the redevelopment of the library / community facility to proceed expediently to construction and allows for later stages to determine the reuse of the Library Tower structure. The old main civic administration building will be demolished. There

remains a decision to be made as to whether to retain and refurbish the structural frame of the old library/ administration building and convert this for new Council work space, (or potentially other complementary uses), or demolish it and build new. The proposed staging enables the library design to be progressed while decisions on Council needs and the old library/administration building are made.

Library And Civic Area Plan. This approach integrates new and existing buildings with open space to provide for a range of overlapping Civic, Community and Cultural functions and activities,

- Civic Open Space
- Library/Community Building
- Cultural / Community Hub
- Council Community Interface Services
- Civic Administration Building
- Civic Lane

This Detailed Design Brief describes the requirements and schedule of accommodation for Stage 1 – The Station Street Facility (items 1 – 4 & 6) of the elements above.

4. PROJECT SITE LIBRARY AND CIVIC AREA PLAN (LCAP)

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The Library and Civic Area Plan integrates new and existing buildings with open space to provide for a range of overlapping Civic, Community and Cultural functions and activities. This includes:

1. Civic Open Space: This new urban space extending from Hastings Street is bounded by the new Library and Cultural Community Hub, and sheltered by existing mature trees. It is scaled from large scale performance, procession and protest, to smaller informal gatherings. It integrates green and hard components with terraces that accentuate the natural slope of the historical gravel spit. It will incorporate Station Street, and receive movements from existing and strengthened connections from the city and sea. It provides the mat on which civic buildings sit, supporting an extension of indoor / outdoor library / community / cultural activities.

2. Library/ Community Building: This 2-storey building along the south east edge of the site creates a civic ‘presence’ to Hastings Street and a generous sheltered north-facing interface with the Civic Open Space. In conjunction with adjoining buildings/space it provides for contemporary library functions and for indoor and outdoor community and cultural activity. It will enhance the interface with Court, and reformatted Civic Lane linking Hastings with Dalton Street. A transitional space for customer services is provided in the Library as part of Stage 1, which would become a flexible meeting space in Stage 2.

3. Cultural/ Community Hub: This iconic building connects with all other buildings/ significant open spaces of the precinct. It will include meeting / making / performing space that can ‘open out’ to new Civic Open Space to the east, and to a new Dalton Street frontage to the west, connecting to existing public agencies. The hub, which would be built as a phase of Stage 1, potentially after the construction of the Library and Service centre, would accommodate a very accessible Council public-facing chambers and meetings spaces. This may come with some rearrangements of space in Stage 2. The hub will support community and cultural operations. It can incorporate associated bus customer and journey end facilities for cyclists.

4. Council Community Interface Services: Council Community Interface Services: Connecting the Library with Cultural / Community Hub, and drawing on movements to and from the existing Arcade, this facility provides a central service point and meeting place between the Council administrative and democratic services, and the community.



5. Civic Administration Building: This multi-storey building will provide office space for government on upper levels, and a range of extended community and Council Partner interface space on the Ground Floor. This building is located on the south west corner of the site where there is an ability to develop a separate address to Dalton Street, with potential synergies with other government agencies. There is capacity and benefit from housing workers within a taller structure on site, with minimal over-shadowing effects on other parts of the Civic Precinct/ City.

6. Civic Lane: This is a new high quality urban lane connecting the Courts with a positive new working library interface. This space will provide for new mixed-use thoroughfare, pick-up/ drop-off between Hastings and Dalton Street. It will also provide for service access and ‘spill-out’ space for ‘maker’ functions associated with the library/ Community Centre.

3. PROGRAMME AND SPATIAL REQUIREMENTS

FACILITY BUILDING PROGRAMME

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5.1 Facility Building Programme

The Stage 1 facility building programme has been developed in response to the strategic objectives, vision, and priority of functions and activities identified in the key visioning documents and consultation process (the brief for the Civic Administration Building (Stage 2) is not included within the scope of this document).

Stage 1 - Station Street Facility:

The Station facility consist of stage 1 of the implementation of the Library and Civic Area Plan and the creation of the buildings for the Library, Community and Council Interfaces and the associated public outdoor space.

The components of the facility includes:

Past, Present and future library - the community's collection spaces

- Integrated seamlessly into the wider facility services (Community and Council Public Interface)
- Providing places for 'stories' and spaces for 'study'
- Nothing is 'stored' in the facility, it is not a storehouse or an archive, it is a curated collection centred around the community (arranged from their perspective, not the logistics of librarianship)
- The content will be noticeably smaller in quantity, but far greater in quality and presentation, enabling greater and easier access for all.
- The existing collection will not just be transposed into the new building. It will be supplemented, complement and in some cases replaced by new collections. New both in type and form. This will be facilitated by a 'new creation space' and the addition of technology.

Community Innovation Space - the community's creation space

- Integrated into the facility seamlessly
 - o + Community Innovation space and store
 - o Kai space and support
 - o Refuge space
- Supports other activities

Council Public Interface – the community's democratic services

- The majority of spaces and services will be integrated seamlessly into the facility and shared – Council Chambers & Council customer support, the exception being controlled access to the Mayoral suite and councillor facilities

Linking these three programmes are shared spaces and resources:

Welcome / Showcase – there is 'no wrong door' to the facility. This area will host welcome, enabling powhiri, and be used for formal and informal occasions. Containing a map of Ahuriri that is permanently on display, it is a space that speaks to the place (whenua) and its history, re-revealing the significance of the site. Council Customer Services Front of House and a library / community touchpoint are located in this space.

Meeting Rooms and Study Spaces - Containing infrastructure that enables efficient 'pack out and put away' use by community groups, managed through digital booking to optimise use and availability for all the community throughout the day and night.

Facility Workroom - a shared open-plan work and processing space for all staff within the building (community, collection, Council)

Facility Breakroom – break facilities for all staff within the building (community, collection, Council) and those working within the neighbourhood (eg. Napier Assist)

Back of House facilities (Building Services – toilets, showers, end-of-trip and storage) to maximise efficiency and increase the proportion of the facility for public facing 'front of house' use (Turanga, Christchurch, achieved a 70%:30% front of house / back of house split and should be treated as a minimum for this new facility).

Basis of Size

The areas contained within the Detailed Design Brief for the Station Facility have been determined as follows:

- 1. Council Public Interface** – these have been benchmarked against existing facilities (Christchurch Civic Building, Selwyn District Council and Ashburton District Council for the Public Chambers Areas and Mayoral Suite) and the Customer Front of House has been determined by the analysis undertaken by TwentyTwo (August 2018).
- 2. Library and Community Services** – these have been benchmarked against recent comparable New Zealand Library and Community facilities and determined by use of the New Zealand Public Libraries Association calculator and the New South Wales People and Places 'Population' and 'Services' calculators (2020).

The calculators were used to determine the recommended size for Napier's 2020 population (approximately 2895m²) and Napier's 2033/38 population (3212m²). They accounted for the existing Taradale Library (1270m²), but made no allowance for 'out of area users' – ie. from the wider Hawkes Bay or tourists.

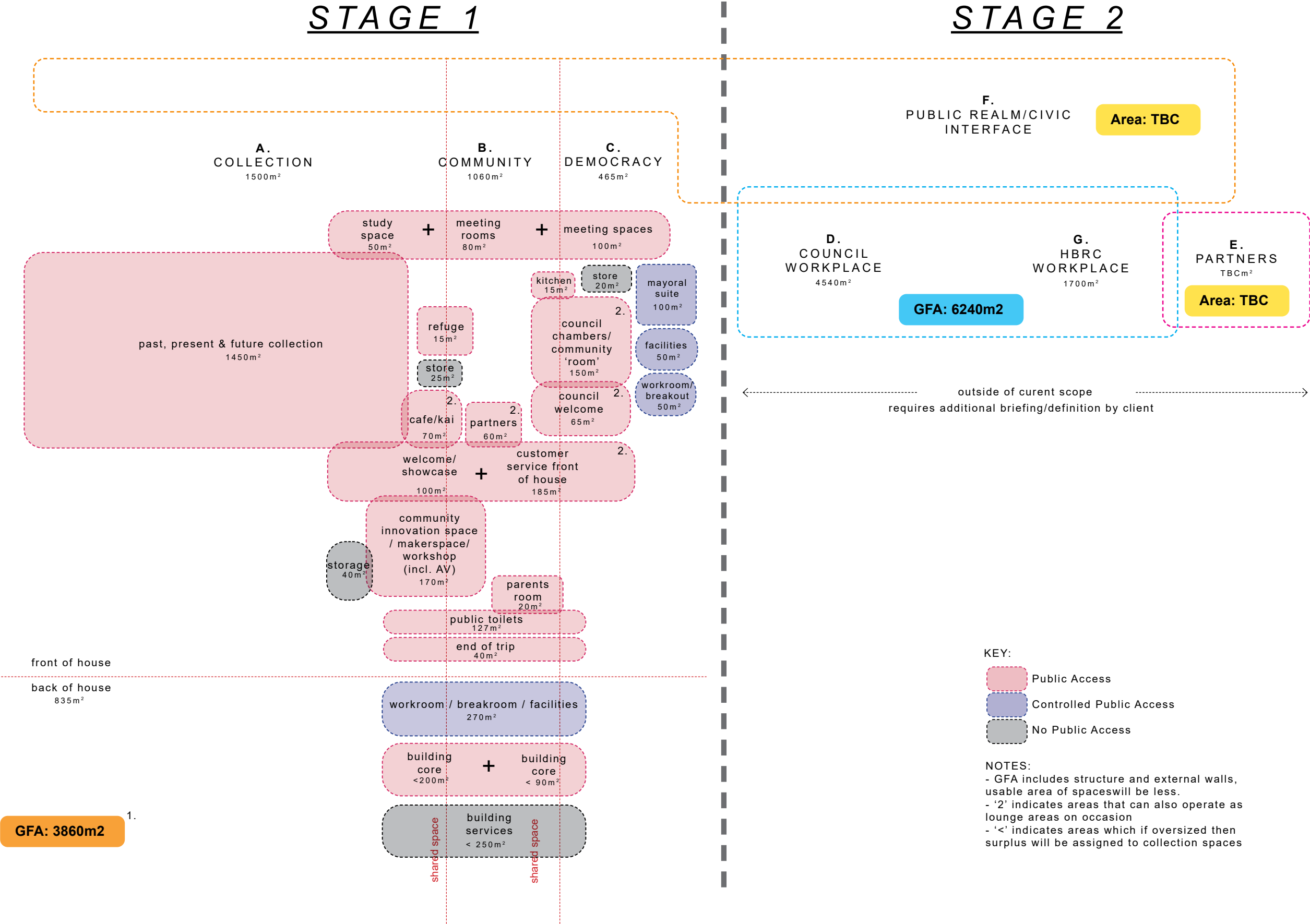
The overall area chosen for the Library and Community Services brief is 2970m². The analysis indicates that this is adequate for the current (2020) population but is smaller than recommended for a 10+ year projection. This is based upon:

- A Financial lens – client consideration of affordability,
- Sharing Services - acknowledgement that the facility will share services and is a highly flexible model. The Library and Community services will make use of the Democratic services part of the brief and use the outside spaces (which is explicit in Library Strategy).
- Integrated Facility – Shared Back of House and Support Services are to be designed to maximise efficiency and increase the proportion of the facility for public facing 'front of house' use (Turanga, Christchurch, achieved a 70%:30% front of house / back of house split. The brief assumes 75%:25%).

- 3. Support facilities** – these have been benchmarked against similar sized two storey public buildings.

3. PROGRAMME AND SPATIAL REQUIREMENTS
SPATIAL COMPONENTS – STAGE 1

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3. PROGRAMME AND SPATIAL REQUIREMENTS

PUBLIC REALM PROGRAMME

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5.2 Public Realm Programme

The public realm programme has been developed in response to the strategic objectives, vision, and priority of functions and activities identified in the key visioning documents and the consultation process to date. It will support urban renewal outcomes and in particular it should create a new high quality open space that reflects Ahuriri / Napier’s unique identity.

It consists of five components:

- A new Civic Atea Space
- Civic Lane Edge
- Dalton Interface
- Hastings Street Edge
- An internal/through site link which provides a connection between the Civic Lane and the Civic Atea Space / Station Street (and potential future connections)

The key considerations for the public realm programme are:

- enabling of cultural expression, tikanga and reflective of Ahuriri and its mana whenua as Council partners
- the public realm should be conceived as a series of flexible spaces that can be set up to suit different types of activity
- the edges of the public realm should be designed to encourage activity to spill from adjacent buildings and land uses. Activity within the Library / Community Facility should easily spill out into the public realm
- accessible and active at the ground level with high levels of visual permeability to between inside and outside spaces
- enabling of visible democracy - where decision makers/making can be seen
- connective to primary ‘desire lines’ and with cognisance of key thresholds of transition to the open and built spaces
- safe and welcoming to all people and to residents and visitors alike with both a day and night time personal safety and climatic comfort level
- demonstrative of changing topography that reflects the old higher ‘spit’ ground and the lower ground of the old inside estuary
- reflective of local vegetation, and carbon conscious in

materiality and construction to create suitable microclimate and deliver an ecologically sensitive design

- connective across street spaces, making Civic Court, Dalton and Hastings Street feel part of the civic area
- sheltered and sunny providing ‘intimate’ pockets of space for small groups and larger spaces for bigger events and flexible with technology built in
- accommodating of existing large trees to maintain green form and with some shaping to let more light in
- supportive of existing adjacent uses and activities as well as new ones provided within new buildings
- specifically addressing the social programme and sense of personal safety and comfort at the Court entrance area
- the public realm is part of a connected walking and cycling network. Pedestrian and cycling movements should be prioritised.
- includes laneways as a ‘shared streets’ where vehicles at slow speed and people can move about comfortably and safely
- accommodating of performances and significant community event demonstration as well as celebration
- thoughtful to all ages and genders of people and opportunities for plan and interaction

5.3 Technology & Digital Programme

The technology and digital programme will support and complement all activities and use of the facility – Collection, Community and Democratic Services.

The programmes will be developed in parallel with the concept design of the facility to ensure that it caters for the information and digital needs of locals and visitors.

At a high level the programmes will:

- Enable digital inclusivity by catering to customers who bring their own devices and providing access to devices and face-to-face support for those without their own.
- Offer hands on and tactile learning opportunities through providing access to digital and artisan tools and technologies
- Anticipate the ongoing need for public personal computers, printing and scanning equipment and that not all tasks can be undertaken on smaller personal devices.
- Provide a good technology backbone to ensure the programmes can evolve with the timeframe being considered for the building. Digitally this anticipates high bandwidth connections for four networks: Public, Staff, Council and 3rd Party. Technologically this anticipates highly flexible, well serviced spaces with large stud height and robust infrastructure.

3. PROGRAMME AND SPATIAL REQUIREMENTS

SERVICE MODEL

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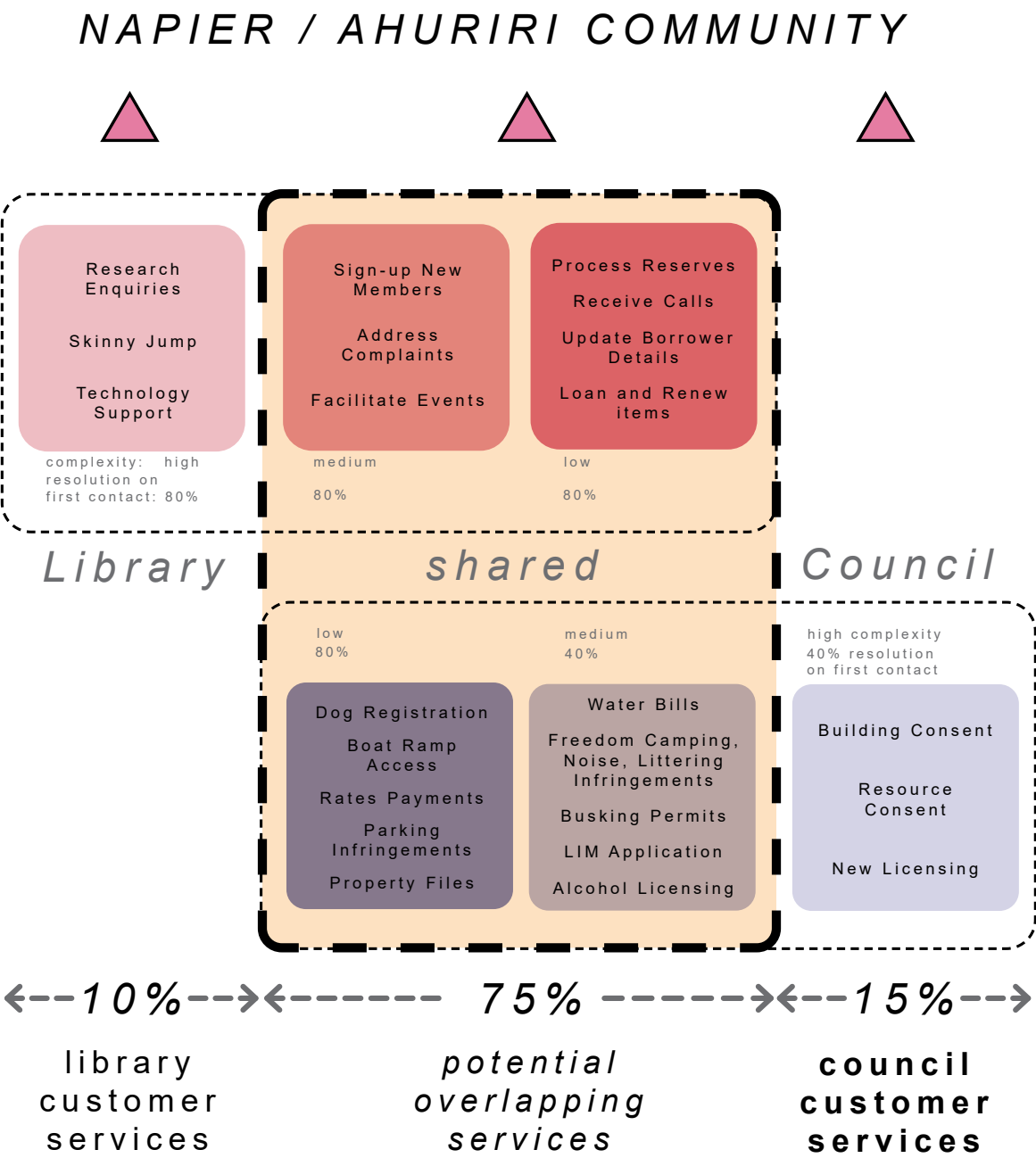
5.4 Service Model

The brief for the facility assumes a new customer focused service model where library services and council services are combined and integrated wherever practicable. The general public should be able to have at least 80% of their enquiries answered at their first point of contact* – here the ‘no wrong door’ philosophy extends to a ‘no wrong person’ approach. This requires staff who understand the full range of services and can respond knowledgeably and appropriately.

Preliminary work has been undertaken by NCC to review library staff and council customer services staff roles and responsibilities. This has identified that at least 75% of the combined services overlap.

It is anticipated that the new customer service experience will be developed in parallel with the concept design for the building. The brief anticipates this with shared Back of House (Workroom and Breakroom) facilities and assumes that Front of House services will be combined. These shared services will be facilitated through bespoke furniture, fittings and equipment solutions.

Though not described specifically in the brief, for an achievement of 80% first contact resolution, there is an identified need for new integrated technologies that anticipate a customer-led digital experience as well as catering for those who need face-to-face support. There will be ample opportunities over the coming concept and detailed design stages of the project for shared services to be trialed across multiple customer-facing council facilities.



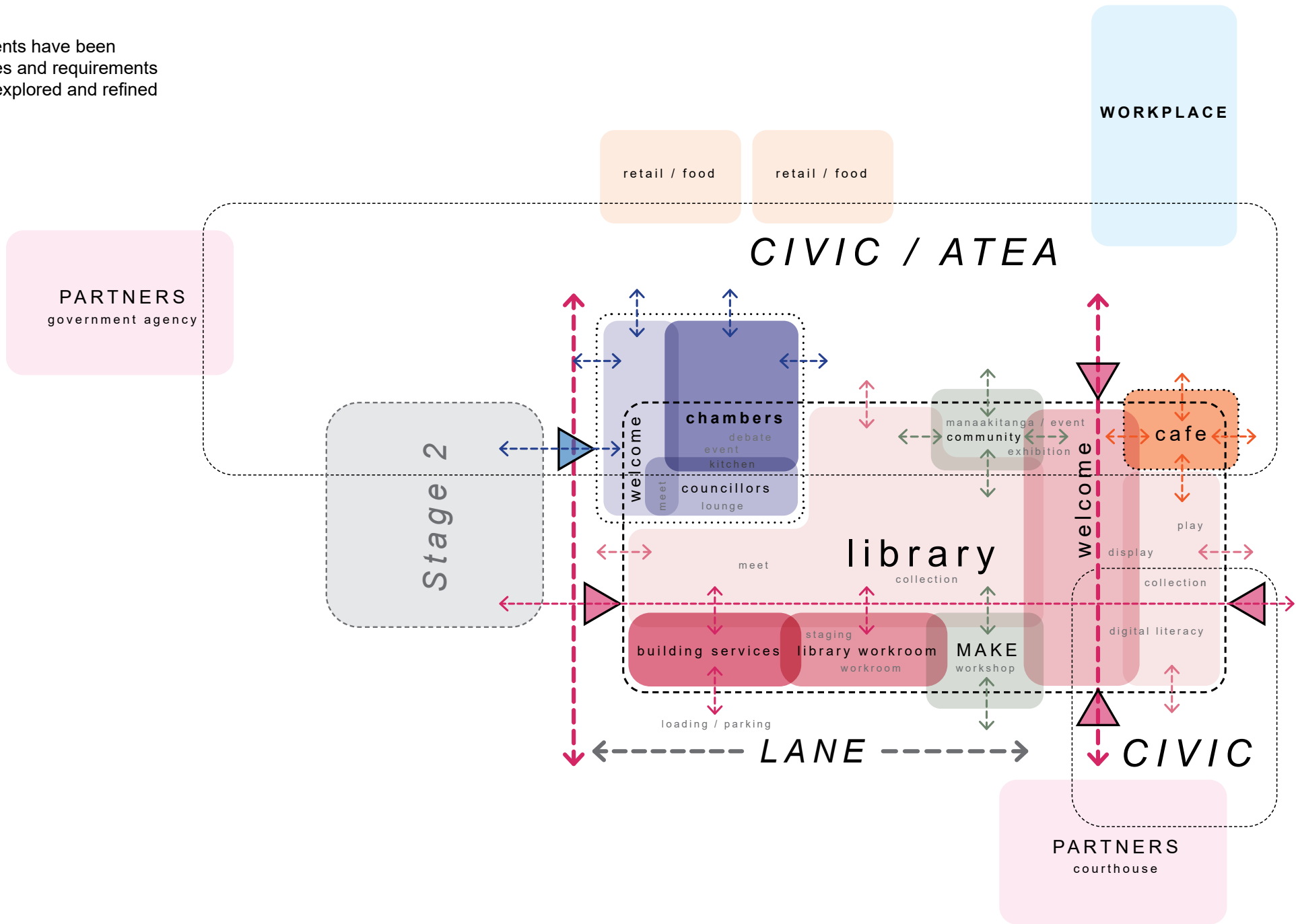
* target specified in the NCC Customer Experience Strategy

3. PROGRAMME AND SPATIAL REQUIREMENTS

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5.5 Functional Relationships

The functional relationships between components have been arranged based on each component's attributes and requirements (refer to the adjacent diagram). These will be explored and refined during the design stages of the project.



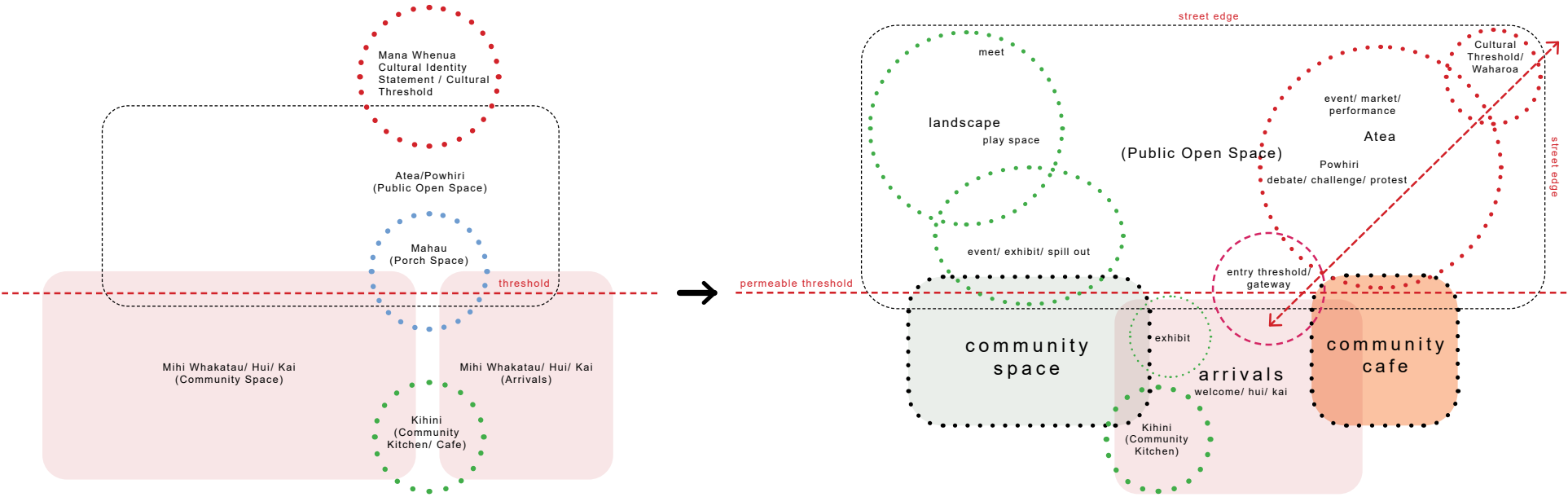
3. PROGRAMME AND SPATIAL REQUIREMENTS

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5.6 Functional Relationships – Cultural Considerations

The Public Realm and Facility must support appropriate tikanga to enable Powhiri, Mihi and Whakatau. The simplified movement and ritual from outside to inside is diagrammed below. The more detailed diagram indicates how this could be implemented on the site to accommodate large and small events and the functional relationships between spaces:

- Threshold / Waharoa
- Mahui/ porch arrival space for karanga and haka powhiri
- Entry threshold/ gateway into interior space.
- Interior hui/ kai space
- Community kitchen/ cafe for meals
- Ablutions separate from welcoming and dining areas.



1. Simplified diagram of sequence / ritual

2. Possible functional relationships between spaces for Powhiri, Mihi, Whakatau.



Precedent images of the possible relationships between the Public realm and the Facility.

6. COMPONENTS / ADJACENCIES – STAGE 1

6.1 PUBLIC REALM

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6.1.1 Public realm

Aspiration

This new urban space extending from Hastings Street is bounded by the new Library and Cultural Community Hub, and sheltered by existing mature trees (which are listed as Notable).

It is scaled from large scale performance, procession and protest, to smaller informal gatherings. Careful consideration of how the public realm can accommodate large numbers of people and at other times only a few are required.

The Public realm integrates green and hard components with terraces that accentuate the natural slope of the historical gravel spit. It will incorporate Station Street, and receive movements from existing and strengthened connections from the city and sea.

This external space provides the mat on which civic buildings sit, supporting an extension of indoor / outdoor library / community / cultural activities programmed by the Station Street facility.

Attributes

- enabling of cultural expression, tikanga and reflective of Ahuriri and its mana whenua as Council partners
- laid out to ensure protocols / tikanga are observed to enable powhiri and mihi whakatau on occasion
- accessible and active at the ground level with high levels of visual permeability to between inside and outside spaces
- safe and welcoming to all people and to residents and visitors alike with both a day and night time personal safety and climatic comfort level
- demonstrative of changing topography that reflects the old higher 'spit' ground and the lower ground of the old inside estuary
- sheltered edges and good shade
- accommodating of existing large trees to maintain green form and with some shaping to let more light in. Note that the 9 Plane trees and 2 Pohutakawas have been protected as Notable Trees in the Draft District Plan.
- a space that accepts both protest and celebration

- a space that can be easily programmed and encourages spontaneous activity with high quality treatment of surfaces and anchoring provision for events and activities
- an extension of the Station Street Facility – providing external meeting rooms, childrens' play area, exhibition and display, food etc....
- WIFI in the space
- excellent lighting
- consider Hangi pits / Umu in the landscape, BBQ's in the space – not permanent, but a programmed offering with infrastructure to support
- consider Programmed Art Plinths to support local artists and potentially display works made in the Community Innovation Space.
- Play – assumed shorter stays (not a destination playground) ... informal play that suits. Not a contained playspace, but provide legible boundaries.
- Consider Basketball halfcourt?, ping-pong? Large Chess sets?



Image: Anticipated attributes of
ther Public Realm

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sheltered, welcoming edges



facility activities extending outdoors



an entry that clearly conveys the spirit and Kaupapa of the facility

0. COMPONENTS / ADJACENCIES – STAGE 1

6.2 EDGES, ENTRY AND WELCOME

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6.2.1 Civic Realm Edge

This North facing edge is a key threshold into the facility and a connector and extender of the facility’s activities out into the public realm. Multiple doorways are anticipated. It should be a sheltered edge that enables occupation in inclement weather and passively controls solar gain and lighting into the building.

6.2.2 Civic Lane Edge

This southern side of the facility engages with the new Civic Lane that will re-connect Dalton and Hastings Streets. A new mixed use thoroughfare that will be used for pickup and drop-off. The lane will provide for service access to the facility and ‘spill out’ space for ‘maker’ functions. Oversight from the Breakroom and /or Workroom along with upper levels is anticipated and this passive surveillance is to be encouraged in the design of this façade. Consideration in the design stages should be given to making the lane skateable and / or providing a basketball halfcourt.

6.2.3 Dalton Interface

The Western side of the Council Chambers / Community Room should connect the building with the street, welcome arrivals from the West into the Council Chambers and support neighbouring activities (including public transport).

6.2.4 Hastings Street Edge

This ‘morning edge’ to the building directly addresses Hastings Street. Very careful consideration of interface with the Law Courts to the South is required. While the facility can provide refuge from the Courts, care must be taken to ensure that this activity does not monopolise the facility, to the detriment of the wider programme.

6.2.5 Internal Site Link

An ability to move north / south through the site and connect with the adjacent lanes is anticipated. This internal site link should be accessible 24 hours a day. How this connection is achieved will depend upon the phasing of Stage 2 and whether the existing Civic Block is retained or replaced.

6.2.6 Entry and Welcome

Aspiration

The Entry Space should immediately welcome all to the building and clearly convey the spirit and Kaupapa of the facility. This welcome space must be flexible to host events, enable formal ceremonies and powhiri, provide council customer services and support informal use. Council Customer Services Front of House and Library / Community Service touch-points will be within this area. Their presence must be carefully balanced to enable appropriate custodianship of the space, but not monopolise it or alienate users – in particular irregular, first-time or hesitant visitors.

Public-facing Council administration functions are to be provided within the library and community facility (including meeting spaces) to ensure Council’s presence and accessibility to the community is reinstated as quickly as practicable.

The office ‘behind the scenes’ functions of Council are able to be dislocated from the public-facing aspects and situated in a new connected facility on, or nearby, the civic area. Alternatively these functions can remain more permanently in current existing and/or adapted commercial buildings in close proximity.



Image: Signage should not be required and ‘lamination failure’ must be avoided.

Attributes

- A ‘live atmosphere’ to the ‘heart’ of the facility, potentially aided by a strong ‘soundtrack’ of live and recorded music and performance.
- A visible map of Napier / Ahuriri that locates the facility and its users in the wider landscape and whenua.
- Council Customer Service points to enable self help (through digital devices) and face to face assistance and transactions.

Adjacencies

- Public realm, Hasting Street and Civic Lane edges
- Community Kitchen / Café and Kai
- New Collection Space
- Workroom
- Partnership Spaces
- Customer Services strongroom

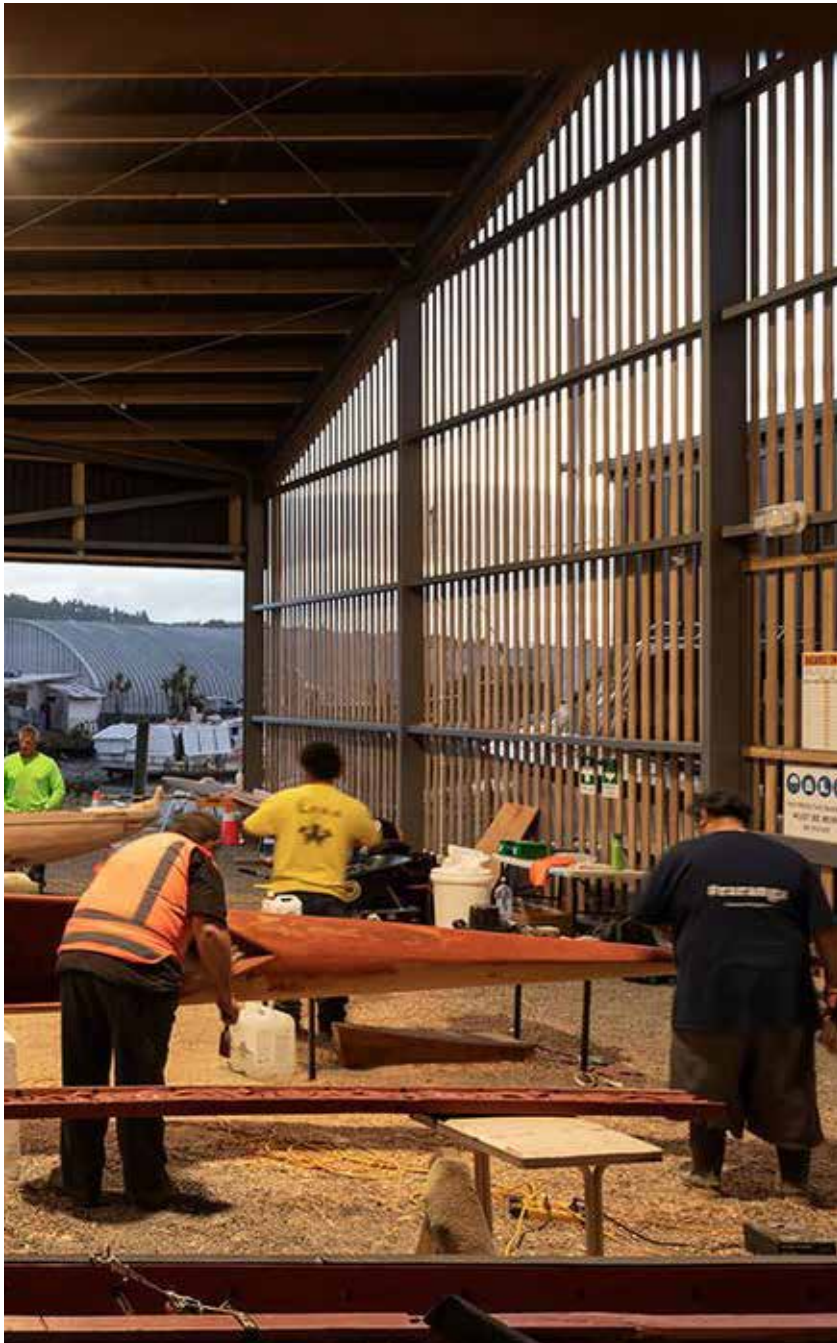
Assumptions

- The Air New Zealand and Bunnings model of customer services is assumed as precedents, where;
 - o staff with digital devices are deployed ‘on the floor’ and side by side with the customers,
 - o service points can be used by the public with assistance by staff when required,
 - o a position for sensitive conversations, transactions and longer interactions (akin to ‘ticketing’ or ‘oversized baggage’ in the Air New Zealand model) shall be provided in a less prominent but visible location to minimise these more mundane activities from dominating the space.
- Wayfinding will be intuitive and guided by the architecture. Signage should not be required and ‘lamination failure’ must be avoided.

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'clean' digital workshops



'dirty' technology spaces



Kai is fundamental to the facility for providing Hosting/ Manaakitanga

0. COMPONENTS / ADJACENCIES – STAGE 1

6.3 COMMUNITY INNOVATION SPACES

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6.3.1 Makerspace / Workshop (incl. AV)

Aspiration

The community’s creation space integrated into the facility seamlessly. A space for community innovation and making – tools, repairs, weaving, carving, printing, painting, playing, recording etc..... The home-base for Napier Library’s community outreach programme and the facility’s mobile equipment that enables this.

Attributes

- This space should be warm and daylit with a high ceiling that has suspension points
- This space will cater to wet and dirty activities (weaving, carving, printing, painting) and should have a simple and robust fitout
- All equipment should be mobile – on carts, trailers or in road cases - enabling use throughout the building, public realm and into the wider community.
- Access to an outside space for working, deliveries and easy ventilation
- A recording space with reasonable acoustic separation – to record Oral histories, Podcasting, events and music groups (AV equipment should be mobile – enabling use throughout the building and in the wider community. This also acknowledges that some recording situations may be appropriate in a ‘formal’ recording studio, but there will be occasions where an informal setting and/or large space is more appropriate)
- Flexibility to enable the space to be furnished and used when the equipment is ‘on tour’
- Storage for equipment road cases, ‘carts’, materials and stuff being made
- Large sinks and benches shall be provided
- This space shall have a concrete floor, anchor points and be easily ‘washed out’
- After hours, independent access to this space.

Adjacencies

- Exterior space (Civic Lane, Public realm) for creative activities
- Loading Bay
- New Curation Space

6.3.2 Café / kai

Aspiration

The Café and Kai is fundamental to the facility and providing Hosting/ Manaakitanga.

Attributes

- Cafe space is to be highly visible and welcoming to all
- Space to be visually and physically connected to Public Realm and able to be opened during fine weather and events
- Opportunities to eat outside, adjacent the cafe space, with shelter from sun, wind and rain
- Provision of area for food trucks to park adjacent to the café
- Furniture to be transformable/ reconfigurable. Some furniture to be able to be used outside
- Future-proof design to meet licensing requirements

Adjacencies

- Public Realm,
- Entry, Arrivals
- Community Innovation Space
- Collection Space

Assumptions

- Hosting / Manaakitanga is the café’s primary role and rental return is secondary - ‘Yield’ needs to be measured in broad terms.

6.3.3 Partners

Aspiration

The Station Street facility will be shared use and multifunctional to enable diverse sectors of the community to access a wide range of support and services. The facility will work with three tiers of community partners: occasional, ongoing, and anchor. Partners will be selected and spaces allocated on the basis of strategic alignment and non-duplication of services. Spaces will be shared in order to maximise occupancy and outcomes. The facility’s spaces will be adaptable and flexible, to accommodate the community’s current and future needs.

Community service partners within the facility will be integrated seamlessly, sharing common spaces (breakroom, facilities, entrances etc..) with ‘right of use’ agreements (in lieu of leases) to enable wider facility use of partner’s spaces outside their operating hours.

Attributes

- access for multiple community service providers
- small meeting spaces
- containing storage and infrastructure that enables efficient ‘pack out and put away’ use by community partners (Takaanini model)
- managed through digital booking to optimise use and availability for all the community throughout the day and night
- some rooms may require sinks (eg for Plunket use) and / or secondary means of egress (eg. for counselling services)

Adjacencies

- Arrivals Area / Entry
- positioned to enable after-hours access and use of Back of House facilities.
- adjacent / within library / community areas to enable this space to be used as waiting areas

Assumptions

- Anchor Partners may include Citizens Advice Bureau (CAB), JP services, I-site etc.... Further parties will be actively sought through the design stages to ensure that their specific requirements can be accommodated.
- Community Co-working spaces may be provided in the stage 2 development, but are not anticipated as part of Stage 1.

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New Zealand’s foundation documents publicly visible and accessible



‘Retail’ display of high turnover parts of the collection



New collections precedent - tools on loan from Garaget library, Malmo



Integrated digital and physical collections - Almere Library



Consolidated curation of research and non-fiction collections



precedent for a ‘new curation space’ – DOKK1, Aarhus

0. COMPONENTS / ADJACENCIES – STAGE 1

6.4 PAST, PRESENT AND FUTURE COLLECTION

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6.4 Past, Present and Future Collection

Aspiration

The facility will enable the implementation and evolution of the Napier Libraries Collection Policy. It has an important role in the collection and sharing of local histories, especially for teaching tamariki and rangitahi

The community’s collections are integrated seamlessly into the facility, but nothing ‘stored’, it is a curated collection that is built from the past but will change and evolve. The collection is centred around the community (arranged from their perspective, not the logistics of librarianship) and connected to social space, in and outside the building.

The collections will be presented to ensure that all users are well served – catering to both those whom wish to be comforted by their engagement (a Curation Approach) and those who wish to be challenged (Discovery Approach)*

The Curated Collection is formed from close attention to and engagement with the Community and their suggestions and requests for content.

The discovery Approach enables librarians to lead. It is to be facilitated by furniture / shelving, fittings and equipment that enables presentation of the collection in dynamic and engaging ways. This supports the librarians as knowledge navigators for the community but also encourages them to ‘re-mix’ the collection and present and foreground new things. This approach borrows from British radio DJ John Peel who undertook to play and present all music to the general public with the only criteria being that regardless of genre, it was great music. This led to greater awareness of wider music and in turn appreciation and understanding of the community that produced it.

The existing collection will be supplemented, complement and in some cases replaced by new collections. New both in type and form. This will be facilitated by a ‘new curation space’ – a dedicated area with a clever floor, clever ceiling & Lots of FF&E for the presentation of, and community engagement with, new collection items.

Attributes

- Informal seating area (Enable customisation by the public of the space – let the furniture wander)
- Diverse display and shelving types and sizes that provide a varied density of collection items and ‘open’ and ‘closed’ spaces
- Quiet zone (acoustically separated) for concentrated study, research and reading
- Dedicated, celebrated Children’s services space that enables children’s events. The Children’s’ area should be a focal point of the facility with unique features (eg: a slide)
- Youth services (Teens – a specific offer, but not a defined space)
- Programming, activities and exhibition opportunities
- Service point
- Computer terminals
- Help and information services
- The existing collection should include the foundational documents of New Zealand including Te Tiriti o Waitangi and be appropriately presented and displayed to demonstrate the partnership of NCC and Mana Whenua
- New Collection Space - A space of offering placed at entry - that is fundamental to the building. This new collection content will be tested with the Community, but will include:
 - Oral histories – spaces and places to listen to recordings in the collection
 - Digital technology
 - Virtual environments
 - Musical Instruments – ukuleles, Piano
 - Human Library
 - Etc...

Adjacencies

- Public open space. Must be highly visible
- Arrival Areas/ Entry foyer
- Connect collection with social spaces

Assumptions

- This space will enable and facilitate the Collection Access Policy
- Collection size will reflect the mixed shelving model and size of the area
- Consider collection items in meeting rooms, lounge spaces, cafe



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Precedent images indicating the intention for a range of formal and informal meeting spaces within the facility

0. COMPONENTS / ADJACENCIES – STAGE 1

6.5 COMMUNITY COLLABORATION SPACES

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6.5.1 Study Spaces

Aspiration

High Quality group study spaces that are available throughout the day and night

Attributes

- managed through digital booking to optimise use and availability for all the community throughout the day and night.
- Study spaces should be daylit, private and acoustically separated from adjacent activities
- All of these rooms will have storage and technology provisions.
- The potential for these spaces to be used to support events and performances (i.e. changing rooms) should be investigated
- After hours access to these spaces is desirable.
- Inclusion of collection items within the spaces should be investigated.

Adjacencies

- To the past, present and future collections

Assumptions

- AV screens, video conferencing etc... can be provided that is publicly accessible without staff assistance.
- Partner spaces and meeting places will be available out of hours to complement and increase the overall number of study spaces.

6.5.2 Meeting Places

Aspiration

High Quality group meeting spaces that are available throughout the day and night by users of the library, community facilities and Council Services

Attributes

- managed through digital booking to optimise use and availability for all the community throughout the day and night.
- Meeting Rooms should be daylit, with activity in the room visible
- Acoustic separation should provide privacy, but not stop aural awareness of activity and debate / discussion occurring in the space
- All rooms will have storage and technology provisions.
- The potential for these spaces to be used to support events and performances (i.e. changing rooms) should be investigated
- After hours access to these spaces is desirable.
- Inclusion of collection items within the spaces should be investigated.

Adjacencies

- To the library, community and council front of house services to enable sharing of the spaces between all of these programmes.

Assumptions

- AV screens, video conferencing etc... can be provided that is publicly accessible without staff assistance.
- Partner spaces will be available out of hours to complement and increase the overall number of meeting rooms.

6.5.3 Parents Room

Aspiration

A separate space where parents can tend to their children with comfort and privacy

Attributes

- A lounge space with comfortable seating options and facilities for heating drink and food for infants.
- Separate toilet and changing facilities
- It should be a pleasant space with natural light and ventilation

Adjacencies

- Children’s collection area
- Investigate opportunities to be accessed after hours by users of other spaces in the facility

6.5.4 Refuge

Aspiration

A secular room providing a place of refuge, solace, reflection and prayer

Attributes

- It should be a pleasant space with natural light and ventilation
- Legiblity to enable users to orient themselves to the cardinal directions.
- Simply furnished to be comfortable, but not encourage use by other programmes (eg group study or meetings)

Adjacencies

- Back of House Workroom for passive supervision



Council Chamber Precedent 1 (Christchurch Civic Building) - showing the anticipated arrangement of Councillors, Officers, Presenters & General Public.



Council Chamber Precedent 2 (Kapiti District Council) - showing the opportunity for removal of equipment to facilitate use by other groups.



Council Chamber Precedent 3 (Bloemendaal Council Chamber) - showing the opportunity for a visaul connection to 'nature' and the exterior.

0. COMPONENTS / ADJACENCIES – STAGE 1

6.6 DEMOCRATIC FACILITIES

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6.6.1 Council Welcome

Aspiration

Public Entry space to the Council Chambers, Councillor Workroom and Mayoral Suite. A quality civic space that can be used for formal welcome and events, but at other times has an informality that enables wider library and community use.

Attributes

- A pleasant space with natural light and ventilation
- Foyer quality with comfortable seating
- A visual connection to the exterior and if possible the natural landscape / environment
- Orientation to the East, facing the rising sun has value and may support formal events and approach
- A strong connection to the Council Chambers, possibly enabling a combination of the two spaces to support larger events.

Adjacencies

- Public Realm and / or Dalton Street
- Council Chambers
- Counsellor Workroom
- Mayoral Suite
- Entry and Welcome

6.6.2 Council Chambers

Aspiration

The Council Chambers is the primary democratic space in Ahuriri / Napier and a place for local and regional political issues to be robustly debated and determined. It is intended that the Chambers will be used (shared) by the Hawkes Bay Regional Council. The Chambers will also be used as a ceremonial space for Civic Events, Investitures and celebrations. When not in formal use, the chambers will be a room available to the community (a Community Room) – as a large meeting space, a study space, an extension of the library lounge and as a space for community use, misuse, events and performances.

Attributes

- Visual and physical connection to the outside and the natural environment is required (Preference is for a connection to external ‘nature’, not necessarily outside activity), however:
 - on occasion the activities must be private and the provision to enable ‘privacy in a public space’.
 - flexibility of focus is required – on occasion it is not appropriate for people to ‘spiritually leave the room’ and control of visibility out (as well as in) should be provided.
- Natural ventilation should be considered (noting challenges on acoustic separation)
- The Chamber shall be designed to receive Powhiri – both from the East (Dalton Street Interface) and the West (Public Realm)
- The foundational documents of the partnership between the Crown and Mana Whenua (Te Tiriti o Waitangi) should be permanently displayed within the Council Chambers.

Adjacencies

- Council Welcome
- Counsellor Breakout
- Public Realm

Assumptions

- Council Chamber shared with Regional Council
- The Council Chamber will be located (as per the Area Plan) in building 3. Should staging preclude this, the Civic Chambers will be included within the Library building, possibly on a third level. This will be tested during the concept design stage.

6.6.3 Mayoral Suite

Aspiration

The Mayoral suite incorporates the Mayor’s office and their support staff. While visible to the public and with a civic presence, the mayoral suite is secure with controlled public access to it.

Attributes

- A lounge arrival space with comfortable seating
- Large office that accommodates desk and lounge seating
- Open plan PA office adjacent to Mayor’s office and arrival space
- They should be a pleasant spaces with natural light and ventilation
- Facilities for heating drink and food.
- Separate toilet and changing facilities
- Controlled access, alternative egress

Adjacencies

- Council Welcome

6.6.4 Councillor Workroom / Breakout

Aspiration

A separate workroom / breakout space where City Councillors can work and meet in comfort and privacy

Attributes

- A lounge space with comfortable seating options, meeting table and facilities for heating drink and food.
- Separate toilet and changing facilities
- A pleasant space with natural light and ventilation
- Controlled access
- Investigate practicality of space being used after-hours by public when not in use by Councillors

Adjacencies

- Council Chamber
- Mayoral Suite

6. COMPONENTS / ADJACENCIES – STAGE 1

6.7 BACK OF HOUSE FACILITIES

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6.7.1 Workroom

Aspiration

Facility Workroom – a shared open-plan work and processing space for all staff within the building (community, collection, Council)

Attributes

- It should be a pleasant space with natural light and ventilation
- Oversight of staff positions, entries and where possible external spaces
- A small meeting room will be provided for private staff meetings. When not in use it will be available as a workspace
- The extent to which staff within the Workroom are visible from public areas is to be tested through design stages and development of the service and staffing model.

Adjacencies

- The Workroom should be position to provide good overview of primary entrances and welcome spaces, ideally with some oversight / awareness of external areas also.

6.7.2 Breakroom

Aspiration

Quality break facilities for all staff within the building (community, collection, Council), Partners and those working within the neighbourhood (eg. Napier Assist)

Attributes

- A lunchroom with kitchenette will be provided for staff use.
- A pleasant space with natural light, outlook and ventilation.

Adjacencies

- The breakroom should be positioned so as to provide the attributes above and give privacy and respite for the staff using the facility

6.7.3 Toilets

- A single accessible toilet and shower will be provided for staff use only. This may be used as a backup for the main toilets if necessary
- Secure lockers will be provided for staff belongings
- A first aid cupboard and defibrillator will be located near the Support Staff areas. Consider how access to this will be maintained after hours when staff are not present.

6.7.4 End of trip facilities

- Gender Neutral and accessible shower facility for staff use
- Secure lockers for use by staff

6.7.5 Loading and Deliveries

- A loading bay for large items and courier deliveries will be provided for the facility at the rear of the building
- The loading bay must connect through to the facility to enable large item installation / extraction and the easy movement in and out of the building of the facilities mobile equipment
- The loading bay will also provide secure overnight storage of the Library van.
- It is important that the loading bay has after hours, independent access for facility users
- The loading bay will incorporate an area for rubbish and recycling storage. Innovative waste solutions are to be considered for the facility
- Consider providing bicycle and scooter storage for staff at this location if suitable.



0. COMPONENTS / ADJACENCIES – STAGE 1

6.8 SUPPORT FACILITIES

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To be designed to maximise efficiency and increase the proportion of the facility for public facing ‘front of house’ use (Turanga, Christchurch, achieved a 70%:30% front of house / back of house split and should be treated as a minimum for this new facility).

6.8.1 Public Toilets

- Male, Female, Gender neutral and accessible toilets. All individual cubicles with own wash and basin etc... to enable flexibility of toilet use demand.
- Conveniently located but not visibly close to welcoming and dining areas.

6.8.2 End of trip facilities

- Gender neutral and accessible shower facilities for public use
- Provision of secure lockers for use by community members while using the facility. Consider a variety of sizes.

6.8.3 Building Core

- A building core with 2 x lift cars, main circulation stair with hydrant riser space is assumed.
- Allowance for separate core to Civic Chambers / Mayoral suite should be made if these facilities are located on a upper floor

6.8.4 Building Services

- This includes areas associated with the building’s plant and the reticulation of building services including services risers, distribution boards, sprinkler systems and communications cupboards. The reticulation of services must allow for ongoing maintenance and upgrades
- Design and location of the main plant must not limit architectural form and expression and should consider views to the building from current and future surrounding developments.

6.8.5 Parking

Accessibility, vehicle movement and parking is extensively described in the Library and Civic Area Plan (refer pages 35 – 37). In summary:

- Drop off spaces and accessible parking is provided close by on Station, Dalton and Hastings Street. Short term parking will be provided on Station Street similar to current.
- A small number of fleet parks are provided for in the lane and these can be used to support vehicles that need proximity to enable gear or goods loading.
- For Stage 1 the accessibility approach for parking is to rely on existing street and surface parking areas for people choosing to drive to the area. Support for active modes and for bus use will be significantly improved.
- It is not anticipated that there will be any on site parks, but if provided, priority for parking will be given to customers in the first instance, then: parking for maintenance contractors and finally for staff and other third-party requirements if space allows.

1. SCHEDULE OF ACCOMMODATION - STAGE 1

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COLLECTION				
Function		Location	Area (m2)	Notes
Past, Present and Future Collection	Foundation Documents	Ground		includes: Children, Magazines, Audiobooks, Best Sellers / Just Returned / Recommended / Returns
	Curated Collection	Ground		
	New Collection	Ground		
	Curated Collection	Level 1		includes Fiction, Teens/YA, Big Print, Non-fiction, Heritage, Maori, Reference, Geneology
	Total		1450	
	Nett to GFA (wall thickness) 3%	0.03	44	* 50K of collection items assumed. 15-25K collection items on ground floor, 25-35K collection items on level 1. A range of shelving heights will be used for an overall density of 35 items/m2
	Rounding		6	
A. Collection GFA total			1500	
B. COMMUNITY				
Function		Location	Area (m2)	Notes
Edges, Entry and Welcome	Circulation/Entry	Ground	100	100m2 allowance, to be used for Hosting/Manaakitanga/Event, Additional lounge space for Library.
	Subtotal		100	
Council Welcome/Arrival Space	Customer Service F.O.H	Ground	170	Cash handling space, secure, security cameras, egress/panic button
	Customer Service Strong Room	Ground	15	
	Subtotal		185	
Community Innovation Space	Community Innovation Space	Ground	150	Includes Makerspace/Workshop etc (including AV facilities)
	Innovation Space store	Ground	40	Includes Makerspace/Workshop tools,tool store, plant etc....
	Partners	Ground	60	60m2 based on similar iSite function/size/service models
	Café/kai space	Ground	70	Assumes 20-25 seats, and counter servery only, no full commercial kitchen, and limited storage
	Café/kai space dry store	Ground	10	Basic small café goods store
	Café/kai staff lockers/change	Ground	10	Staff locker/change space
	Localised cleaners sink/store	Ground	5	Adjacent to café/servery space, access for café tenant
	Subtotal		345	
Community Collaboration Spaces	Study spaces	Level 1	50	How many spaces, this assumes allowance for 10 no, in 'furniture pod' type setup
	Meeting Room 1	Level 1	30	Medium meeting room - 10 pax. Possible to use as medium community meeting room
	Meeting Room 2	Ground	20	Small meeting room - 6 pax.
	Meeting Room 3	Ground	20	Small meeting room - 6 pax.
	Meeting Room Chair/Table Store	Ground	10	Adjacent to all 3 meeting rooms.
	Council Services Meeting Rooms	Ground	80	Assumes 4 no. @ 20m2
	Refuge	Ground	15	Space for reflection, prayer and refuge
	Subtotal		225	
Public Amenities/Toilets	End of trip facilities	Ground	40	Locate to enable dual access from library/council/community
	Parenting Room	Ground	20	Kitchenette/sink/microwave
	Toilets - Male & Female/Unisex	Ground	50	Male: 2 x toilets & 2 urinals. 1 x toilet W/C accessible: Female 3 x toilets. 1 x toilet W/C accessible.
	Toilets - Family Room	Ground	10	1 x toilet in vicinity of parenting room.
	Cleaners store/sink	Ground	6	
	Toilets - Male/Unisex	Level 1	40	Male: 2 x toilets & 2 urinals. 1 x toilet W/C accessible: Female 3 x toilets. 1 x toilet W/C accessible.
	Cleaners store/sink	Level 1	6	
	Subtotal		172	
	Total		1027	
	Nett to GFA (wall thickness) 3%	0.03	31	
	Rounding		2	
B. Community GFA total			1060	
C. DEMOCRACY (COUNCIL - 'PUBLIC FACE')				
Function		Location	Area (m2)	Notes
Democratic Facilities	Council Welcome/Arrival Space	Ground	65	Wind lobby/arrival zone. Additional lounge space for Library
	Council Chambers	Ground	150	Additional lounge space for Library
	Public Toilets - Council Chambers	Ground	50	Dedicated/adjacent to council public chambers
	Chambers Kitchenette	Ground	15	Galley kitchen function/servery to Chambers / Community Room
	Chambers Workroom/Breakout	Ground	50	For public/councillors prep/breakout from chambers with kitchenette facilities
	Chambers Store Room/Amenities	Ground	20	Storage/furniture/seating/IT/AV
	Subtotal		350	
Mayoral Suite	Mayoral reception/arrival	Ground	30	Controlled Access
	Mayoral office	Ground	30	Non-public space
	Mayoral amenities	Ground	20	Non-public space
	Staff/PA office	Ground	20	Non-public space
	Subtotal		100	
	Total		450	
	Nett to GFA (wall thickness) 3%	0.03	14	
	Rounding		1	
C. Council 'Public Face' GFA total			465	
BACK OF HOUSE				
Function		Location	Area (m2)	Notes
	BOH - Workroom	Ground	70	Assumes Hotdesking, Schedule based on 6 workstations, plus returns processing/repairs
	BOH - Toilets	Ground	20	Assumed 1 x Unisex toilet, and 1 x W/C accessible.
	BOH - Shower/lockers	Ground	15	
	BOH - Breakroom	Ground	30	
	BOH - Outreach staging	Ground	30	
	BOH - General storage	Ground	20	
	BOH - Resources storage	Ground	20	
	BOH - Rubbish/recycling room	Ground	15	
	BOH - Loading/Deliveries	Ground	50	Schedule based on large van in 5m wide x 6m bay, plus loading space
	Subtotal		270	
	Building Core	Ground	90	Assumes 2 x lift cars, main circulation stair with hydrant riser space. Minimum width egress stair.
	Building Core	Level 1	90	
Building Services - Data/Comms	Ground	47	Data/Comms, Security, Sprinklers, MSB. Assumes no sprinkler booster pump or transformer req'd	
Public stair/lift access to L1	Ground / Lev	60	May need additional access/egress stairs/lift, depending on level the chambers/public face is located	
	Subtotal		287	
Building Plant Room (Interior)	Level 2/Roof	150	Internal plant room. Note could be on level 1 depending on services strategy.	
Building Plant (Exterior)	Level 2/Roof	100	External plant deck for building services/chillers/AHU's/ballast tanks	
	Subtotal		250	
	Total		807	
	Nett to GFA (wall thickness) 3%	0.03	24	
	Rounding		4	
Back of House GFA total			835	
FACILITY TOTAL m2			3860	

APPENDIX

TESTING - TARADALE LIBRARY

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Taradale offers the best opportunity for testing ideas because this library has spatial arrangements closer to a contemporary library and the anticipated Station Street Facility than the MTG (views to exterior, connection to parkland, single large space). And it also desperately needs help....

New Collections

- AV recording equipment
- Oral History engagement (suitable spaces to utilise)
- Human Library (Shoe box?)
- Tools
 - o bike pumps?
 - o Brooms to sweep skateboard area?
 - o Taradale Community Garden?
- ?

Service Model

- Provide Council Services in the Library
- Kids Area – test narrative, opportunity for ‘feature’ (think Te Manawa, Auckland Central) and delineation as a unique space within library, Taradale and Napier
- Modulate shelving in the space. Consider a large stacker (like Turanga) where the DVD’s currently are – can test use, operation, oversight and safety. If unsuccessful, space / shelving could be enclosed (i.e storage)
- Use shelving to create ‘rooms’ (precedent = Almere). Break up monotony of shelving, create smaller spaces (like current magazine arrangement) within larger volume. Opportunity to test with suppliers what affordable and reasonable adjustments can be made to standard shelving.
- Test moving ‘collect and go’ to the back (it is not a great shopfront display)
- Use ‘pods’ on the floor for staff service points. Close the current reception desk (or consider alternative use in case reversion is required – public computer desks? Test of Council Service counter?)
- Library event programming in the landscape
- Provide communal tables rather than carousels



The interior of the Taradale library viewed from the entrance. Simple, cost effective changes could be made to greatly improve the current service and also test possibilities for the Station Street facility.

Capital Investment / Improvement:

- Relight the space. Opportunity to replace outdated fluorescent bulbs with LED (possible NZGBC funding?), lift height of lights (creates an impression of a low space) and vary light levels across space, which is appropriate for a modern lending library.
- Tidy up entry – return bins within building envelope, add an external deck
- Open second entry – library becomes through route into park, tests multiple entries, connects library users and activities more directly to park
- Test roofing insulation and determin cause of overheating
- Install PV's to roof, will reducing operating costs and may shade roof
- Repaint interior – Graphics / map (Precedent - Takanini, Massey Library Wellington)
- Repaint Exterior – perhaps red to standout in the landscape

APPENDIX TESTING - MTG

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New Collections

- AV recording equipment (connection with audio guides for MTG?)
- Oral History engagement (suitable spaces to utilise)
- Human Library (Shoe box?)
- Tools
 - o bike pumps?
 - o Deck Chairs, Park or Beach equipment
- ?

Service Model

- Provide Council Services in the Library
- Open the second Entrance
- Reach out to street, make sense of or 'turn off' the weird bits of museum stuff wedged in corners of the MTG foyer
- 'Warm up' MTG foyer – make doors to carpark opaque?
- 'Wheelbarrows' into foyer – could this be the mobile making space equipment?
- Reduce / modulate Shelf Heights
- Communal tables rather than carousels
- Differentiate the rooms more – play music in some of them? “5 really good rooms”, that are different, John Peel style....like a really good house party.....
- Possibly the rearmost room (with the window to the outside) could have the lowest shelving and have 'new collection' within it – in this location it is visible from the street and also on axis when entering from the MTG foyer.
- Test the 'Living Room' concept with Museum items amongst the collection?



The foyer of the MTG building viewed from the entrance with the library hidden. Simple, cost effective changes could be made to greatly improve the current library service and also test possibilities for the Station Street facility.



Children's area of the MTG library