

Asset Management Plan Summary

Libraries

Asset management plans

Together, our 14 asset management plans present a detailed description of all the things – roads, cycleways, footpaths, pipes, buildings, vehicles, parks and so on – that the Christchurch City Council owns, across all areas of work, and how these ‘assets’ are planned, managed, operated and funded.

All our assets, collectively worth \$16.8 billion, belong to ratepayers and are managed and operated on their behalf. Ensuring our assets are appropriate for the city’s needs

enables us to deliver the services that make Christchurch and Banks Peninsula a great place to live, work and visit.

Asset management plans are technical documents. The summary documents give an overview of how we manage our assets through their lifecycles to ensure we deliver services in cost-effective ways.

For the first time, we have published these documents online as part of our commitment to transparency.

What we do

We are responsible for the city’s library assets and services, providing direct support and assistance to residents of and visitors to Christchurch when they visit our facilities in person or access our services online. We provide:



Collections – general, specialist, heritage and digital content to meet the needs of the community, across a network of 18 libraries, including the mobile library and our digital channels. (The collections are not included in this asset management plan.)



Community spaces – a wide variety of spaces across our network of 18 libraries, including the mobile library and our digital channels.



Access to information – equitable access to relevant, timely information and professional services.



Programmes and events – designed to meet customers’ cultural, creative, learning and recreational needs.

Why we do it

Through our work we enable communities, by helping to build cohesion, connectedness, resilience, wellbeing and self-sufficiency.

Christchurch comprises many different communities. These communities may be based on location, interests, differences, strengths or identities. The diversity of these groups and their collective strengths and differences make Christchurch an interesting, attractive place to live, work, play and visit.

We also enhance connections and cohesion within and between communities, and play an important role in facilitating the ability of individuals and groups to contribute to local decision making and community action.

Where we've come from

Christchurch has a long history of library provision, dating back to 1859. The Mechanics Institute library was later managed by Canterbury College before being adopted by the City Council in 1948. A travelling library service to rural areas was introduced in 1920 and branch libraries were established throughout the city, under different local authorities prior to amalgamation with Christchurch City Council. A computerised lending system was introduced in 1975.

Our library network and services are now renowned nationally and internationally for excellence in buildings and services, and for digital development. Several of our libraries have received architectural awards and

recognition, with our flagship new central city library, Tūranga, being nominated for several awards in 2019.

The past 20 years have brought significant change to library provision in Christchurch, in response to changing service demand and the rapid advances in new technology.

Many of our libraries were damaged in the Canterbury earthquakes of 2010 and 2011, with a significant number of rebuilds and refurbishments being completed across the district since the opening of the new Aranui Library in 2012.

Our assets

We own, plan and manage the city's network of 18 libraries (including leased sites in Linwood and Akaroa), a mobile library service and a digital library platform, and the furniture and equipment they hold.

Diamond Harbour and Little River libraries are operated by us but are managed under the Community Facilities and Corporate Accommodation asset management plans. Voluntary Libraries are also managed under the Community Facilities Asset Management Plan.

Within the assets managed under the Libraries AMP we manage and operate \$174 million of assets and land (excluding collections) on behalf of the community (asset book value at 30 November 2020).

Libraries asset portfolio

Asset description	Book value (30/11/2020)
Libraries	137,714,858
Furniture and fittings	5,919,912
Land and land improvements	30,500,124
TOTAL	174,137,644

Our issues and risks

In this asset management plan we provide a snapshot of the greatest risks recorded for Libraries and summarise the main mitigations.

Our libraries network is vulnerable to a wide range of risks, from issues such as climate change through to inherent operational risks, such a workplace accident. These are outlined in the asset management plan, along with the mitigations we've planned.

Risk description	Residual risk rating
The condition of some facilities is progressively deteriorating.	Medium
Deteriorating condition of some libraries is exacerbated by further reductions in maintenance budgets, with a consequent impact on ability to achieve levels of service.	Medium
Library staff or contractors are injured in the workplace or visitors are injured while in library spaces.	Low



What it costs

Our proposed budget for the activity that uses these assets in Year 1 of the LTP is \$54.82 million (total activity net cost of service plus capital spend for 21/22), with the net operational expenditure projected at \$46.68 million (net cost of service) and capital expenditure at \$8.14 million (total capital spend). Tables for each area of spending are included in our activity plan.

**The proposed operational and capital programme is indicative only. It will be updated through the LTP 2021-31 capital prioritisation process.*

How we're funded

We receive funding mainly from rates (95 percent), with a small amount of revenue coming from fees and charges for the use of library services and leases. We also receive a small amount of grants funding.

How it's delivered

Delivery is via a combination of Council staff and tendered contracts with private providers.

Staff deliver:

- Organisational management, asset management, asset planning, operational management
- Contract management
- Repairs and maintenance
- Information technology
- Legal advice
- Financial advice

Contractors deliver:

- Facilities management
- Building IQP inspections
- Security services
- Caretaking and cleaning

Key delivery partners:

- Community groups deliver small community libraries
- Ministry of Education

Asset maturity assessment

The 2020 maturity assessment for all our Facilities assets shows we are performing at an intermediate level in most areas. The average score rose from 68 percent to 72 percent in the past two years, with the target being 87 percent. More detailed information about this is included in our asset management plan.

The assessment showed we are close to achieving our targets in the areas of risk management, maintenance planning and operational planning and reporting.

However there are significant gaps between current performance and target in the areas of improvement planning, demand forecasting and asset management data.

Our functions and services

Christchurch public libraries are vibrant and welcoming community hubs, at the heart of local communities. They provide vital connections to the world of knowledge, ideas and imagination and foster literacy and learning from an early age.

By ensuring free and equitable access for all, libraries enable people to participate as citizens and strengthen their communities, culturally, socially and economically. Libraries are an agent for community building, social inclusion and engagement.

Cultural services are provided, often in partnership, to meet the needs of specific user groups, such as Māori, Pasifika and people of other ethnicities.

We promote literacy and lifelong learning by providing equitable access to knowledge, ideas and new perspectives. This includes providing access to a variety of resources for information, leisure and community connection, and outreach services to communities with specific needs.

Our libraries also help citizens actively participate in their community and wider society, by providing access to civic and government information.

The network of libraries delivers modern and robust fit-for-purpose assets in local neighbourhoods, enabling people to connect, engage and communicate. We provide spaces for people to relax, to access free internet and to meet others, contributing to thriving suburban and rural centres and a vibrant city centre.

Through the collection, creation and curation of local content and history, we help strengthen community identity and preserve community memory, for current and future generations.

Two of our libraries – Te Hapua: Halswell Community Centre and Orauwhata: Bishopdale Community Centre are civil defence disaster recovery assets that provide shelter and other assistance during emergencies. Papanui Library is the backup to the Council's call centre.

While managing our assets to meet agreed levels of service, financial prudence demands that we optimise asset lifecycle costs, so our management planning also aligns to the stages of an asset's lifecycle. Our renewals programme considers the condition of assets, not just their age.

Libraries Asset Management Plan

December 2020

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Document Control



Version Control

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Document Acceptance and Release Notice

This is a managed document. For identification of amendments each page contains a release number and a page number. Changes will only be issued as a complete replacement document. Recipients should remove superseded versions from circulation. This document is authorised for release once all signatures have been obtained.

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Carolyn Robertson	Head of Libraries & Information, Libraries & Information Unit		15 Dec 2020
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1 Summary of the Activity

1.1 Activity Description

Christchurch public libraries are vibrant and welcoming community hubs, at the heart of local communities. They provide vital connections to the world of knowledge, ideas and imagination and foster literacy and learning from an early age. By ensuring free and equitable access for all, libraries enable people to participate as citizens and strengthen their communities, culturally, socially and economically. Libraries are an agent for community building, social inclusion and engagement. Cultural services are provided, often in partnership, to meet the needs of specific user groups, such as Māori, Pasifika and people of other ethnicities.

1.1.1 What do we do?

Christchurch is made-up of many different communities, whether based on location, interests, differences, strengths or identities. The diversity of these groups and their collective strengths and differences make Christchurch an interesting, attractive place in which to live, work, play and visit. It is persons from these varied communities that use Libraries services and assets.

This activity provides direct Council support and assistance to these many different types of communities, with a goal of developing their capabilities and capacity in order to not only realise local aspirations, but to also enable them to provide community services beyond those offered directly by the Council. This activity enhances connections and cohesion within and between communities, and plays an important role in facilitating their ability to contribute to all forms of local decision-making and community action.

By enabling communities, this activity helps build cohesion, connectedness, resilience, wellbeing and increased self-sufficiency into our city.

This activity includes the following services:

- **Collections** – including general, specialist, heritage and digital content, are available to meet the needs of the community. These are housed in Libraries building assets but are not included in this AMP
- **Community spaces** - through a comprehensive network of libraries buildings, the mobile service and digital channels.
- **Access to information** - equitable access to relevant, timely information and professional services.
- **Programmes and events** - designed to meet customers' cultural, creative, learning and recreational needs.

1.1.2 Why do we do it?

Christchurch City Council provides Libraries to meet the following Community Outcomes:

Table 1-1: Why we undertake this activity

Community Outcomes	How does the activity effect the Community Outcome
Strong Sense of Community	<ul style="list-style-type: none"> • Citizens’ literacy and lifelong learning are promoted through equitable access to knowledge, ideas and new perspectives. These foster the joys and benefits of reading for recreation and discovery. • Libraries provide residents and visitors access to a variety of resources for information, leisure and community connection. • Libraries provide outreach services to communities with specific needs.
Active Participation in Civic Life	<ul style="list-style-type: none"> • Citizens can actively participate in their community and wider society through access to civic and government information. Together, we co-create programmes and events to strengthen community connection.
Safe & Healthy Communities	<ul style="list-style-type: none"> • Promotes connectivity and inclusion with neighbourhoods, including through Libraries provision. • Council owned library facilities comply with all relevant safety standards. • Promotes physical exercise through the likes of social connections, passive exercise classes and promotes mental health through community socialisation.
Modern & Robust City Infrastructure and Community Facilities	<ul style="list-style-type: none"> • The network of library assets delivers modern and robust fit-for-purpose assets within available resource limits.
Celebration of our identity through arts, culture, heritage and sport	<ul style="list-style-type: none"> • Libraries provide free access to knowledge, ideas and new perspectives. Current, accurate and factual information is available to everyone, to support employment opportunities. • Libraries provide information, technology and skills development to support start-ups and small businesses. • Libraries are the stewards of our knowledge and collections for future generations.
Vibrant and thriving city centre	<ul style="list-style-type: none"> • Libraries are free, attractive destinations for leisure, learning and social connection. • Citizens connect, engage and communicate, in a future-focused citywide network of libraries which are community hubs. We offer spaces to relax, to access free internet and to meet. This contributes to thriving suburban and rural centres and a vibrant central city. • Libraries add to the amenity value of neighbourhoods across Christchurch. They attract people to the central city and suburbs, enhancing use of adjacent facilities and businesses.
Sustainable suburban & rural centres	<ul style="list-style-type: none"> • Libraries are free, attractive destinations for leisure, learning and social connection. • Citizens connect, engage and communicate, in a future-focused citywide network of libraries which are community hubs. We offer spaces to relax, to access free internet and to meet. This contributes to thriving suburban and rural centres and a vibrant central city.

1.1.3 The Impacts of COVID-19

Early forecasting advice from economic commentators (e.g. The Treasury, ChristchurchNZ and financial institutions) signals significant economic impacts locally, nationally and internationally. This advice is being updated regularly and is likely to change over time (The Treasury’s economic scenarios released on 14 April 2020 caution that economic impacts are “highly uncertain”).

What does this mean for Libraries?

- The shortage of maintenance and operational allocations post-earthquakes will be exacerbated by additional times of financial constraint.

- An **initial** focus on infrastructure that supports COVID-19 recovery and delivers the remaining post-earthquake anchor and regeneration projects.
- **Short-term** (now, and LTP years 1-3): delays in scheduled capital programme works, potential issues with workforce availability/contractor viability following lifting of restrictions; uncertainty about materials supplies; changing priorities for work programming (e.g. accommodating the norm of social distancing); opportunities for bringing forward 'shovel ready' work; increased financial pressure on Council budgets.
- **Medium term** (LTP years 4-6): Re-prioritisation of capital works programme; changed programme priorities (as above); continued financial pressure on Council budgets.
- **Longer term** (LTP years 6 – onwards): Uncertain at this stage; potential bow-wave effect of deferred operational spend due to above factors.

Various scenarios will need to be investigated to determine the ongoing future of the Community Facilities network of assets.

1.1.4 How much does it cost?

Capital costs for libraries are identified as follows, based on 2 programmes of works, 1 programme for overall Building assets renewals and replacements (R&R) and 1 programme for Furniture and Fittings R&R.

30 Year capex may appear lumpy, this is due to the bundling together of renewal works into specific site by site projects in order to minimise business interruptions. Turanga also has a contribution to annual variations when renewal cycles begin to land for large facility.

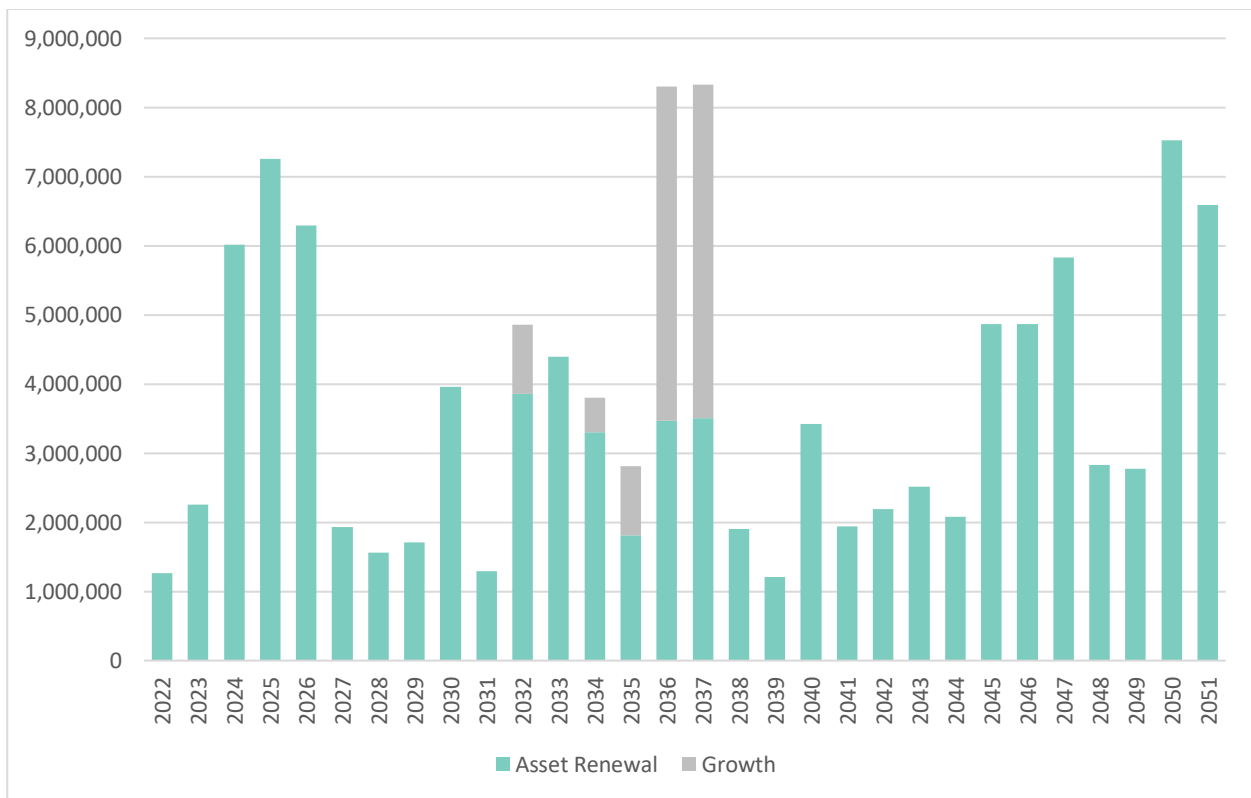


Figure 1-1: 30 year Forecast for the CAPEX for Libraries (Uninflated)

The 30 year forecast above includes the library built asset renewals and replacements programme, south library and service centre earthquake repairs, and furniture and equipment renewal programme.

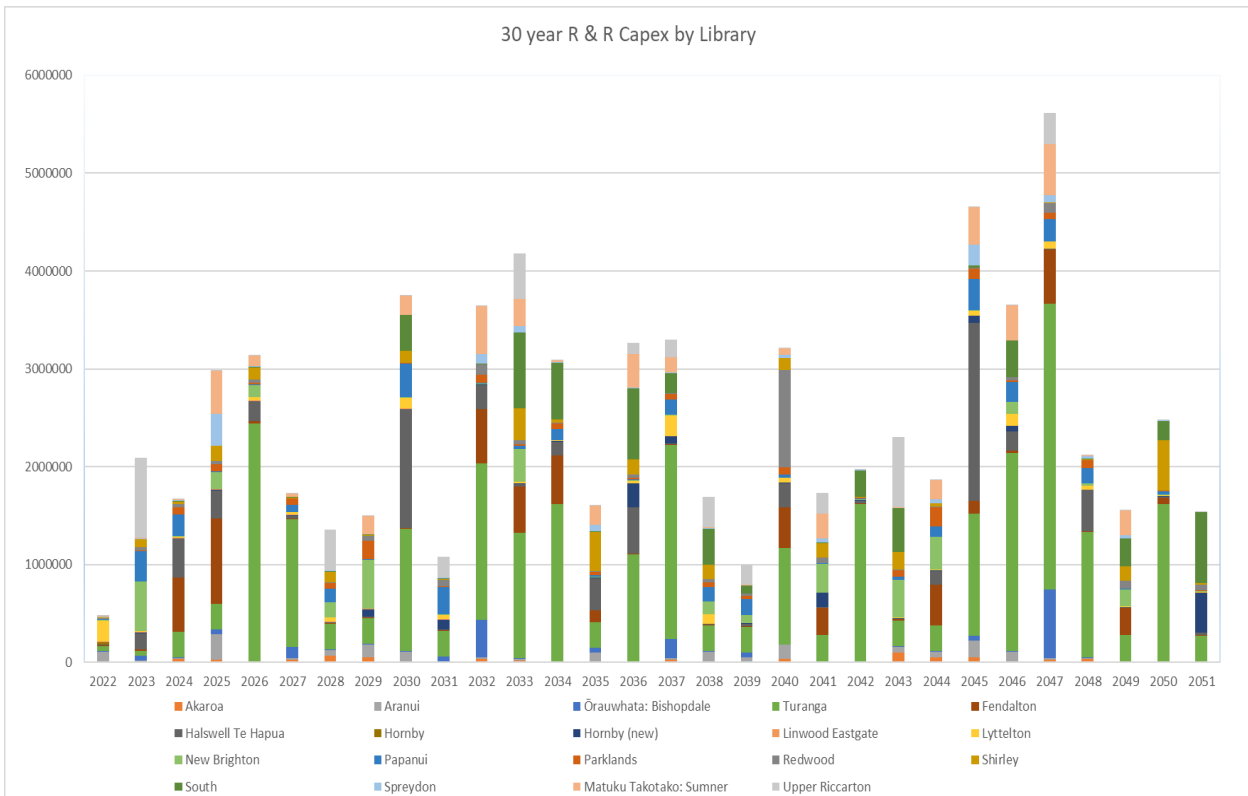


Figure 1-2: Capital Replacement and Renewal Costs for Libraries Assets (Uninflated)

Figure 1-2 above shows the breakdown of the library built assets renewal and replacements programme only.

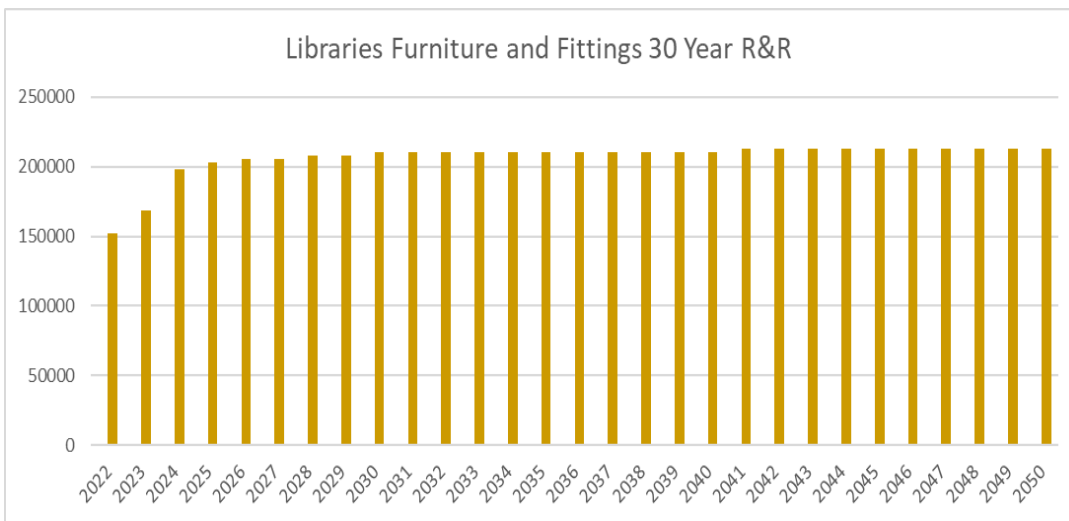


Figure 1-3: Furniture and Fittings Capital costs for libraries assets (Uninflated)

The total cost of delivering the Libraries activity is summarised as follows:

Table 1-2: Libraries Service Plan Table (Inflated)

Libraries											
000's	Annual Plan 2020/21	LTP 2021/22	LTP 2022/23	LTP 2023/24	LTP 2024/25	LTP 2025/26	LTP 2026/27	LTP 2027/28	LTP 2028/29	LTP 2029/30	LTP 2030/31
<i>Activity Costs before Overheads by Service</i>											
Access to Information	23,688	24,237	25,177	25,543	26,326	27,031	27,774	28,454	29,102	29,770	30,450
Collections	6,173	6,286	6,329	6,425	6,618	6,794	6,978	7,150	7,315	7,485	7,658
Programmes and Events	1,221	1,405	1,412	1,431	1,471	1,511	1,549	1,584	1,621	1,655	1,690
Community Spaces	3,748	3,754	3,840	3,861	4,126	4,069	4,167	4,270	4,385	4,503	4,620
	34,828	35,681	36,759	37,260	38,542	39,404	40,468	41,458	42,423	43,414	44,418
<i>Activity Costs by Cost type</i>											
Direct Operating Costs	3,685	3,761	3,840	3,935	4,157	4,102	4,197	4,299	4,415	4,530	4,644
Direct Maintenance Costs	888	912	1,248	1,270	1,338	1,371	1,403	1,439	1,477	1,517	1,557
Staff and Contract Personnel Costs	30,040	30,792	31,450	31,830	32,815	33,696	34,626	35,473	36,276	37,105	37,949
Other Activity Costs	215	216	220	225	231	236	242	248	254	261	268
	34,828	35,681	36,759	37,260	38,542	39,404	40,468	41,458	42,423	43,414	44,418
Activity Costs before Overheads	34,828	35,681	36,759	37,260	38,542	39,404	40,468	41,458	42,423	43,414	44,418
Overheads, Indirect and Other Costs	1,710	1,622	1,736	1,636	1,614	1,753	1,616	1,627	1,748	1,613	1,620
Depreciation	10,735	10,765	11,090	11,361	12,383	13,455	13,980	14,100	14,735	15,521	16,305
Debt Servicing and Interest	939	866	860	902	1,062	1,225	1,371	1,367	1,463	1,510	1,616
Total Activity Cost	48,213	48,934	50,445	51,158	53,600	55,836	57,436	58,552	60,369	62,057	63,960
Funded By:											
Fees and Charges	1,490	1,673	1,734	1,772	1,783	1,807	1,851	1,897	1,948	2,001	2,053
Grants and Subsidies	477	470	470	270	270	270	270	270	120	120	120
Cost Recoveries	104	107	109	111	114	116	119	122	126	129	132
Total Operational Revenue	2,071	2,250	2,313	2,153	2,167	2,194	2,240	2,289	2,194	2,250	2,305
Net Cost of Service	46,142	46,684	48,132	49,005	51,434	53,643	55,196	56,263	58,176	59,807	61,655
Funding Percentages:											
Rates	95.7%	95.4%	95.4%	95.8%	96.0%	96.1%	96.1%	96.1%	96.4%	96.4%	96.4%
Fees and Charges	3.1%	3.4%	3.4%	3.5%	3.3%	3.2%	3.2%	3.2%	3.2%	3.2%	3.2%
Grants and Subsidies	1.0%	1.0%	0.9%	0.5%	0.5%	0.5%	0.5%	0.5%	0.2%	0.2%	0.2%
Cost Recoveries	0.2%	0.2%	0.2%	0.2%	0.2%	0.2%	0.2%	0.2%	0.2%	0.2%	0.2%
Capital Expenditure											
Replace Existing Assets	6,309	8,139	9,120	14,397	15,020	15,314	10,944	11,087	11,809	15,146	11,880
Total Activity Capital	6,309	8,139	9,120	14,397	15,020	15,314	10,944	11,087	11,809	15,146	11,880

1.1.5 How is it funded?

Funding for Library Facilities is predominantly sourced from rates (95% +) with low partial contribution from revenue received from fees and charges for the use of library services (3%). As outlined in the Activity Management Plan there is also a low funding mechanism from Community Grants and Others (approx. 1%).

1.1.6 How is it delivered?

A snapshot of service provision and use for 2018/19 outlines how we deliver the libraries activity:

- 18 libraries (including leased sites at Linwood and Akaroa), a mobile service, and a digital library platform. Note, Libraries also operate 2 other sites, Diamond Harbour and Little River, but these buildings are managed under the Community Facilities and Corporate Accommodation AMPs respectively.
- Library website and growth in digital content
- 4.1 million visitors
- 4.6 million issues, including 15% digital downloads
- 812,058 enquiries answered
- 145,468 programme attendees
- 198,088 registered members

1.2 Where have we come from and where are we heading

1.2.1 Background

Christchurch has long enjoyed a strong library tradition. From its origin in 1859 as the Mechanics Institute subsequent management by the then Canterbury College to its eventual adoption by the City Council in 1948 it has been a significant presence in the city and surrounding area. A travelling library service to country districts began in 1920, the first branch library was opening in Spreydon in 1971 and in 1975 Christchurch became the first library to use a computerised lending system. Today's library network is nationally and internationally renowned for its excellence in buildings, services and digital development with several of the current facilities receiving architectural awards and recognition.

This had culmination in 2019 with the flagship new central city facility Tūranga being nominated for a number of prestigious awards and has in its first year of operation has become a shining example of the post-earthquake central city rebuild.

The last 20 years has seen rapid change to the provision of libraries in Christchurch, in response to demand and service provision, technology, and in particular for asset renewal since the earthquakes of 2010/11. This has refreshed the age profile of the portfolio in general to a much newer range in terms of built assets, which has operational and financial implications as described in this AMP.

1.2.2 Looking Forward

The Libraries strategy document "Libraries 2025 Facilities Plan - Updated 2014" should be read in conjunction with this AMP as it sets the long-term strategic directions for the activity. (TRIM Link 17/624290)

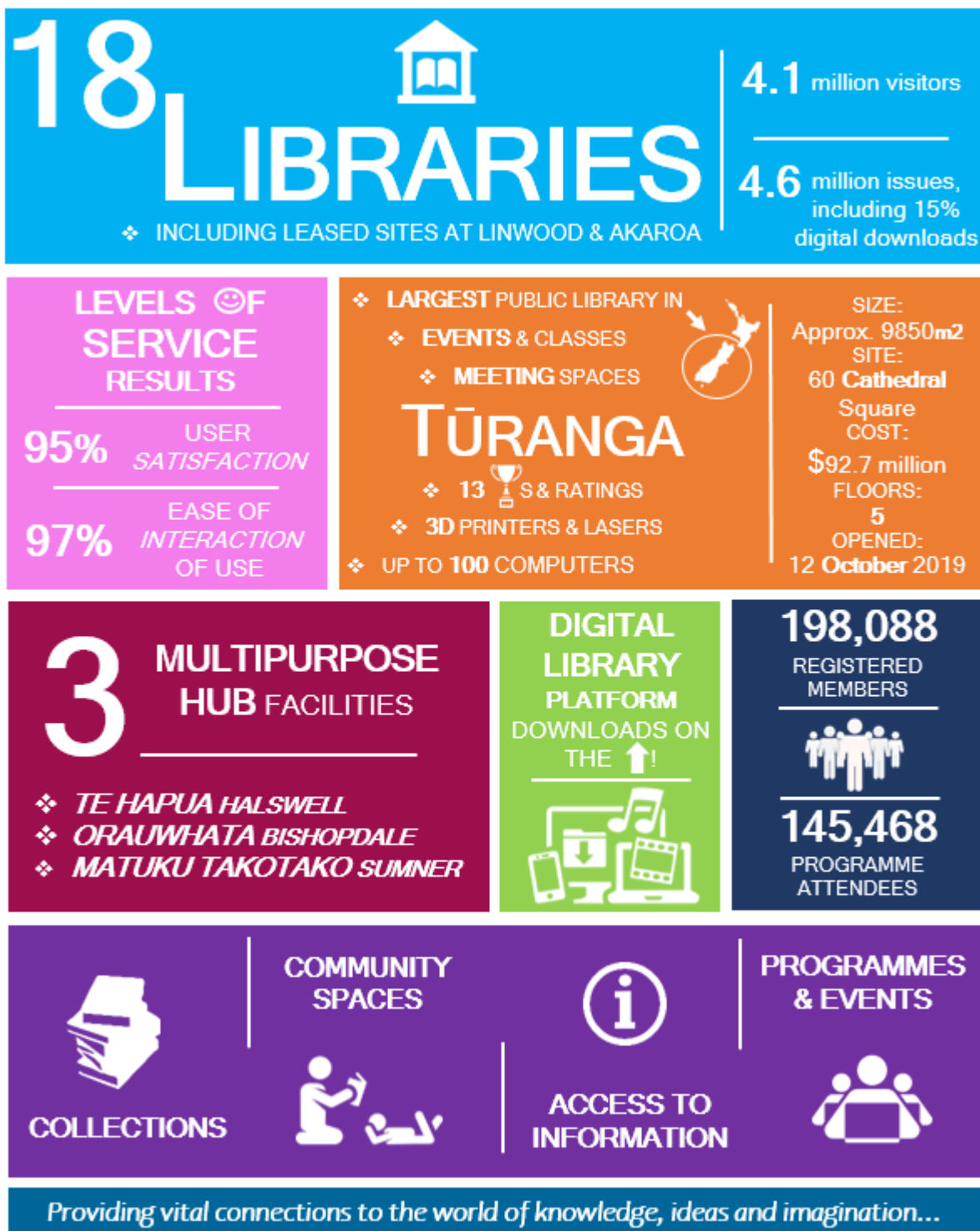


Figure 1-4: Summary of Assets for the Library Activity

1.3 Successes, Issues, Opportunities and Risks

1.3.1 Success Factors

The Christchurch City Council Residents Survey outlines excellent results in general for library services, with the 2019/20 survey indicating 95% satisfaction with the Libraries activity. Libraries scored in second place across all CCC activities in the Best and Worst of Services with only Waste Management ahead.

Table 1-3: Success Factors

Measure/ Success Factor	Result
Residents have access to a physical and digital library relevant to local community need or profile – provide weekly opening hours for existing libraries	Metropolitan & Suburban (Hours): 2019/20: 52-74* 2018/19: 52-74 2017/18: 52-59 2016/17: Achieved 2015/16: 40 2014/15: 40 2013/14: Minimum of 40
Residents have access to a physical and digital library relevant to local community need or profile – provide weekly opening hours for existing libraries	Suburban Medium (Hours): 2019/20: 48-51* 2018/19: 48-57 2017/18: 67 Metropolitan & Suburban (Hours): 2016/17: Achieved 2015/16: 40 2014/15: 40 2013/14: Minimum of 40
Residents have access to a physical and digital library relevant to local community need or profile – provide weekly opening hours for existing libraries	Neighbourhood (Hours): 2019/20: 36-46* 2018/19: 36-57 2017/18: 48 2016/17: Achieved 2015/16: 40 2014/15: 40 2013/14: Minimum of 40
Residents have access to a physical and digital library relevant to local community need or profile.	Target Visits per capita of 10.77 per annum 2019/20: 9.03* 2018/19: 10.66 2017/18: 10.22
Library user satisfaction with library service at Metro, Suburban and Neighbourhood libraries	User Satisfaction % 2019/20: 95% 2018/19: 94% 2017/18: 95% 2015/16: 93% 2014/15: 93% 2013/14: 96% 2012/13: 96% 2011/12: 97% 2010/11: 99.3% 2009/10: 98%

*Impacted by COVID-19 Lockdown

1.3.2 Strategic Issues and Risks

The key strategic issues and risks facing the activity are:

- Optimising the network of Library Facility assets required to successfully meet customer demands and agreed Levels of Service.
- Remaining accurate in the digital age
- Building and managing sustainable libraries with declining funding/ revenue.
- Optimising utilisation of the network of assets.

- Adequate financial resourcing to adequately maintain the network of assets.

The responses to those issues and risks are:

- Operational and capital budget bids through a Long Term Plan or Annual Plan process in order to maintain assets in a fit-for-purpose state.
- Use of the Libraries 2025 Facilities Plan - Updated 2014 (TRIM 17/624290) document to provide a reference point to inform decision making on the provision and operation of Library assets.

2 Introduction

This section provides the context, purpose and objectives of the AMP and described the development and review process.

2.1 Background

This asset and activity management plan (AMP) is the basis for Libraries activity planning. The purpose of this plan is to demonstrate responsive management of assets (and services provided from assets), compliance with regulatory requirements, and to communicate funding needed to provide the required levels of service over a 30-year planning period.

The objective of asset management is to:

“Deliver the required level of service to existing and future customers in the most cost-effective way.”

In this context the specific objectives for this AMP are:

- To define the services to be provided, the target service standards that Council aims to achieve, and the measures used to monitor the performance of the Libraries activity.
- To translate Council’s Strategic Vision and Goals into activity strategies and action plans. The plan identifies forward works programmes based on strategic outcomes sought and financial forecasts required to meet agreed service levels and cater for growth.
- To demonstrate responsible management of the Libraries activity infrastructure to stakeholders, ensuring that public funds are optimally applied to deliver cost effective services to meet customer expectations.
- To document current asset management practices used by CCC based on clear evidence as part of a sustainable and optimised lifecycle management strategy for the Libraries infrastructure, and identify actions planned to enhance management performance.
- To comply with the requirements of relevant legislation.

The key outputs of this AMP are inputs into the 2021-2032 10 Year Plan process, which will be the subject of a special public consultative procedure. The intention of this AMP is to set out how Council manages Libraries assets and services in a way that is appropriate for a readership including elected members of the Council, executive management, interest groups and business partners associated with the management of the Libraries activity along with interested members of the community. It covers the services that are provided from ownership and management of the associated assets.

This AMP covers a period of 30 years commencing 1 July 2021. Operational, maintenance and renewal programmes for the first 3 years are generally well defined with reasonable certainty of being implemented to budget as planned. Beyond this period, work programmes are generally based on projected trends and demands and there is less certainty with respect to scope and timing of the projects. All expenditure forecasts are based on unit costs as at 1 July 2021.

2.2 Scope of the Assets and Services Covered

The following assets and services are covered in this AMP:

Table 2-1: Scope of Assets and Services Covered in this Plan

In Scope	Out of Scope
<ul style="list-style-type: none"> Libraries Information Unit owned buildings, systems and grounds/ carparking areas Libraries Furniture and Equipment 	<ul style="list-style-type: none"> Library collections Lease storage facilities Volunteer Libraries Buildings managed under the Community Facilities portfolio and Corporate Assets portfolio (Diamond Harbour and Little River libraries) Mobile Library and outreach vehicles Information technology

2.3 Relationship with other plans

Many of the assets planning activities undertaken by Council are applied to all infrastructure assets. For this reason, Council has developed asset management plans in two parts. A Strategic Asset Management Plan (SAMP) document which provides an overview of asset management planning at the Council, and an AMP document for each asset group which describes the assets and how the principles contained within the SAMP are applied to the management of the assets.

Error! Reference source not found. depicts the relationship between the various processes and levels of planning within the Council required to deliver on Council’s vision and goals.

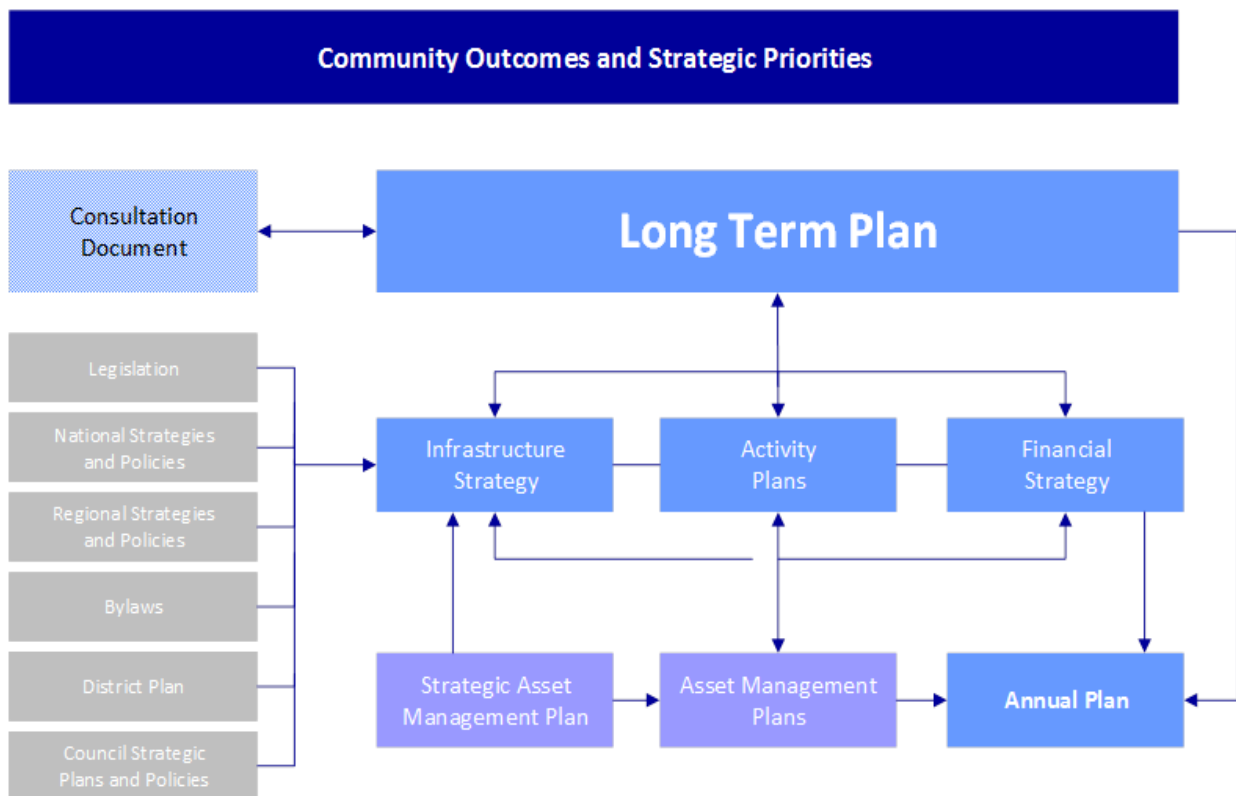


Figure 2-1: Council’s Planning Framework

The SAMP provides an overview of the linkages between Asset Management planning and the other business processes of Council, such as strategic planning, risk management, financial management and compliance. Throughout this AMP references to the SAMP are frequently made.

The SAMP also describes the linkages between AMPs and other corporate plans and documents. In addition to these corporate documents, the following documents are specifically relevant to this AMP:

- **2018 Strategic Framework:** strong community with active participation in civic life, the overarching principle of partnership and supporting principles of collaboration, agility and trust.
- **2025 Libraries Facilities Plan (updated 2014):** The 2025 Libraries Facilities Plan informs Council’s provision of libraries in terms of services, functionality, and accessibility and management arrangements.
- **Citizen Hub Strategy 2015:** Since the earthquakes Council has moved to develop community hubs where multiple services are provided from joint locations
- **Libraries Activity Plan**
- **Infrastructure Strategy**

It is envisaged that Council will make decisions on libraries on a case by case basis using the 2025 Libraries Strategy -Updated 2014 (and other relevant information) to evaluate, inform and guide Council’s decision making processes for current and future facilities.

2.4 Delivering on Council’s Strategic Framework

2.4.1 Alignment of Outcomes, Priorities and Activity Objectives

Council’s strategic framework and general implications for the activities are presented in Council’s Strategic Asset Management Plan. The table below summarises key responses by the activity to contribute to the community outcomes and strategic priorities.

Table 2-2: Alignment of Outcomes, Priorities and Activity Objectives

	Relevant Community Outcomes for Community Facilities	How the activity effects the Community Outcomes
Primary Outcome	Strong Sense of Community	Citizens’ literacy and lifelong learning are promoted through equitable access to knowledge, ideas and new perspectives. These foster the joys and benefits of reading for recreation and discovery. Libraries provide residents and visitors access to a variety of resources for information and leisure.
	An inclusive, equitable economy with broad-based prosperity for all	Libraries provide free access to knowledge, ideas and new perspectives. Current, accurate and factual information is available to everyone, to support employment opportunities. Libraries provide information, technology and skills development to support start-ups and small businesses.
	Celebration of our identity through arts, culture, heritage and sport	Community identity and memory is strengthened and preserved for current and future generations through the collection, creation and curation of local content and history. This celebrates our arts, heritage and culture.
Secondary Outcome	Vibrant thriving central city, suburban and rural centres	Libraries are free, attractive destinations for leisure, learning and social connection. Citizens connect, engage and communicate, in a future-focused citywide network of libraries which are community hubs. We offer spaces to relax, to access free internet and to meet. This contributes to thriving suburban and rural centres and a vibrant central city. Libraries add to the amenity value of neighbourhoods across Christchurch. They attract people to the central city and suburbs, enhancing use of adjacent facilities and businesses.

2.4.2 Activity Responses to Strategic Priorities

Council has confirmed the following strategic priorities requiring specific focus for the next LTP. In response to these priorities, this AMP includes a number of responses as tabulated below, with reference to the relevant section in the AMP where further detail on responses is provided. Responses to natural hazard risks and building resilience are dealt with in Chapter 5.

Table 2-3: Contribution of the Activity to the Strategic Priorities

Strategic Priorities	Possible activity responses
Climate change leadership	<ul style="list-style-type: none"> • Location and design of libraries, in terms of flooding, sea level rise and access to active and shared transport options and staff travel plans. • Use of libraries during CDEM events. • Provision of climate change-related information through collections and events. • Sustainable (i.e. energy-efficient) design of libraries. • Skype meeting options reduce need for staff travel. • Host for providers of climate change and sustainability events and workshops.
Safe and sustainable water supply and improved waterways	<ul style="list-style-type: none"> • Sustainable (i.e. water-efficient) design of libraries. • Provision of water-related information through collections and events. • Review operability and efficiency of the anti-graffiti water wall solution at Aranui library.
Enabling active citizenship and connected communities	<ul style="list-style-type: none"> • Provides venues for LTP-related community engagement and consultation events. • Physical and digital promotion of access to democratic processes for local and central government. • Cultural services provided to meet the needs of Māori, Pasifika and diverse communities, in line with Council’s Multi-cultural Strategy and Toi Ō Tautahi Arts and Creativity Strategy. • Provide opportunities for citizens to add to and interact with the Libraries heritage collections, in line with Council’s Heritage Strategy. • Community engagement and input into design of libraries. • Opportunities for partnerships with communities for facilities management, etc. • Provides venues and events for use by and promotion of active citizens and connected communities. • Communication about opportunities for citizen engagement. • Contributes to connecting communities physically and socially through provision of meeting spaces, a diverse range of public programmes, outreach services and events, in line with Council’s Events Strategy and Strengthening Communities Strategy Co-design opportunities for service development priorities. • Citizen views are captured through Christchurch Residents survey, Hybris feedback and Library programme evaluations.

Strategic Priorities	Possible activity responses
Maximising opportunities to develop a vibrant, prosperous and sustainable 21st century city	<ul style="list-style-type: none"> • Provision of libraries as an attractor. • Provides venues for activation opportunities through programmes, events and exhibitions. • Provide and host inclusive events. • Provide unique heritage and cultural collections, of local and national significance. • Activation of the cultural precinct through partnerships and collaborations. • Access to multi-media, creative and emerging technologies.
Informed and proactive approaches to natural hazard risks	<ul style="list-style-type: none"> • CDEM-related information is available for citizens through libraries. • Provision and promotion of natural hazard-related information. • Library buildings are reassessed post-hazard events to ensure suitability for re-occupation, or repaired and strengthened to within code. • Plan for suitable risk mitigation for South Library from flooding, New Brighton Library from Tsunami and all coastal libraries from potential sea-level rise.
Increasing active, public and shared transport opportunities and use	<ul style="list-style-type: none"> • Libraries encourage and promote active transport, e.g. walking and cycling. • Incorporation of active transport into design of libraries and event planning, e.g. provision of cycle parks, and staff travel plans. • Provision of cycle stands, and access for mobility scooters and buggies. • Provision of metro cards in libraries in partnership with Ecan. • Bus timetables accessible in libraries. • Plan to provide new technologies to support active transport options: e.g. e-bike or e-scooter charging stations.

2.5 AMP Development Process

This AMP review was carried out during 2019 by asset managers, led by the Asset Management Unit (AMU) and covering all Christchurch City Council (CCC) AMPs. The broad timeline is shown below.

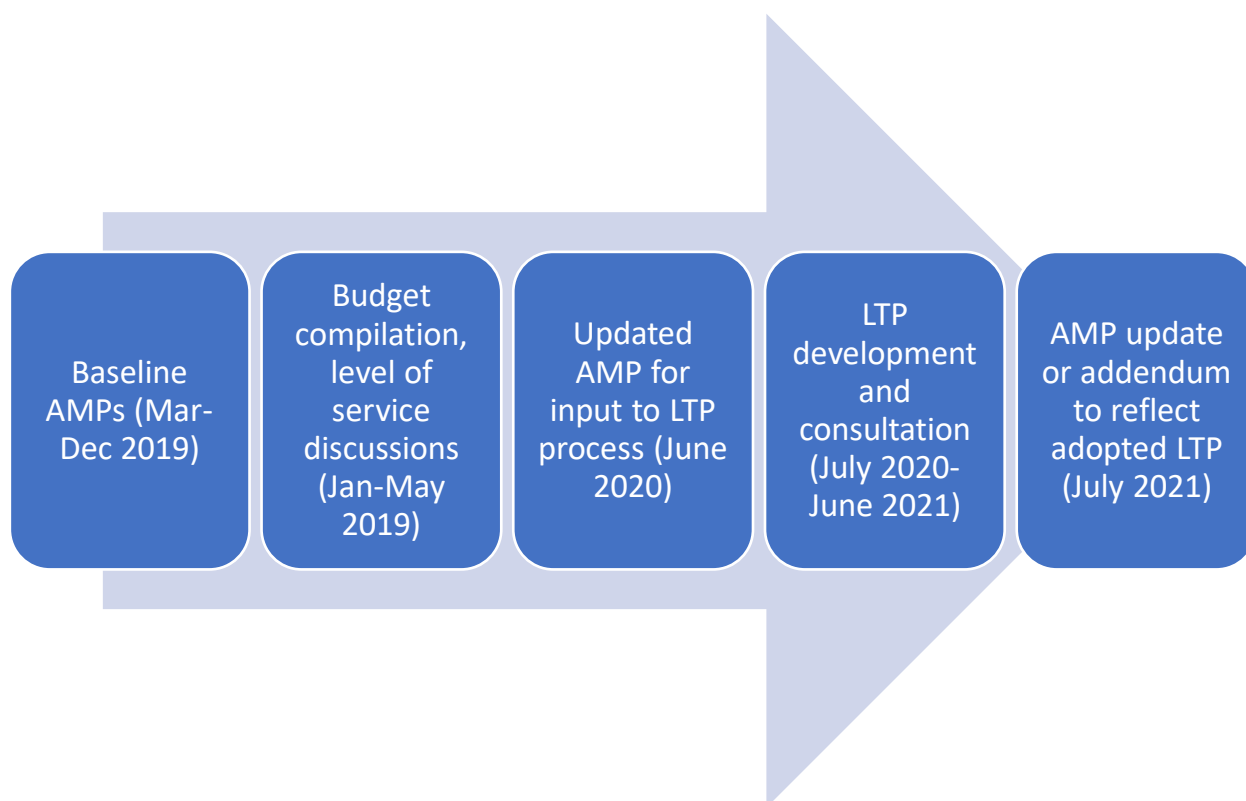


Figure 2-2: AMP Development Timeline

This AMP has been prepared as a team effort by officers dedicated to and trained in AM planning. This team has been supervised and the AMP internally reviewed by professional Council staff having over 10 years' experience in preparing AMPs with guidance from an external asset management specialist.

2.6 Changes to the AMP since 2018

As an exercise in standardisation and completeness this AMP has been completed by way of a standardised template designed by the Asset Management Unit. Each Section has been the subject of a facilitated workshop with interested parties after which the Section has been written by Asset Management planners and reviewed by Libraries staff and other appropriate staff.

This AMP is more refined and precise than previous versions, and is a living document that provides for electronic links to appropriate documents and websites.

2.7 Navigating the AMP

The AMP follows the general format for Asset Management Plans recommended in Section 4.2.6 of the International Infrastructure Management Manual. It comprises a series of logical steps that sequentially and collectively build the framework for sustainable asset management for the activity it serves.

Key elements of the plan are

- Levels of service – specifies the services and levels of service to be provided by the organisation,
- Future demand – how this will impact on future service delivery and how this is to be met,

- Life cycle management – how Council will manage its existing and future assets to provide defined levels of service,
- Financial summary – what funds are required to provide the defined services,
- Asset management improvement plan – the current and desired state of asset management practices and how the plan will be monitored to ensure it is meeting organisation’s objectives.

3 The Services We Provide

This section outlines the drivers for the LoS requirements, sets out the proposed LoS and performance measures, provides information on how Council has been performing in recent years against those requirements and identifies projects and programmes aimed at addressing any LoS gaps. (LoS gaps are where performance results achieved are consistently different from performance targets).

The levels of service are detailed in the Activity Plan for Libraries LTP 2021 (Trim Ref. 19/821456)

3.1 Level of Service Drivers

3.1.1 Customers and Stakeholders

Understanding service expectations from customers and stakeholders helps to inform what is important to customers and therefore what aspects of performance should be measured.

Christchurch is made-up of many different communities, whether based on location, interests, differences, strengths or identities. The diversity of these groups and their collective strengths and differences make Christchurch an interesting, attractive place in which to live, work, play and visit. It is persons from these varied communities that use Libraries services and assets.

This activity provides direct Council support and assistance to these many different types of communities, with a goal of developing their capabilities and capacity in order to not only realise local aspirations, but to also enable them to provide community services beyond those offered directly by the Council. This activity enhances connections and cohesion within and between communities through the provision of physical and digital learning resources, and plays an important role in facilitating their ability to contribute to all forms of local decision-making and community action.

By enabling communities, this activity helps build cohesion, connectedness, resilience, wellbeing and increased self-sufficiency into our city.

Customers of Library facilities fall into the following groups with related themes for use:

- **Facility and Service Users**
 - Fit for purpose spaces
 - Adequate provision and quality of affordability facilities
 - Access, safety and accessibility
- **Affected parties**
 - Digital and physical learning resources
 - A place to meet
- **Internal Customers**
 - Communication
- **Affected Parties**
 - Funded
 - Managed well
- **External Organisations**
 - Planned
 - Collaboration
 - Benchmarking

Table 3-1: Customer Expectations

Category	Stakeholders	General Needs and Expectations
Facility and Service Users	Groups and individuals	Information about and access to a range of library information and event opportunities.
	Clubs and associations	Access to quality spaces within facilities. Good communications regarding the availability of libraries.
	Volunteer groups e.g. rotary clubs, youth groups	Opportunities to contribute to development of facilities and events.
	Community agencies	A safe, attractive & affordable place to undertake their activities.
	Education organisations, e.g. schools & tertiary institutions	Access to facilities for school and public meetings, performance, events and learning activities.
	Business operators, e.g. concessionaires, tourist operators	Potential to set up / operate other business activities eg cafes. Sound / fair tender process. Good communication.
	Event organisers	Access to a range of suitable locations serviced for a variety of events. Good communication.
	Facility Users	A fit for purpose space to undertake their activity. Good communication. Up-holding owners' responsibilities in a fair and timely manner.
The Community	Residents and ratepayers	Safe, well-maintained, conveniently located libraries with diverse range of opportunities that contribute to their quality of life and enhance the neighbourhood.
	Visitors	Information about and access to a diverse range of community opportunities, an attractive city.
	Christchurch businesses	A city that attracts people to live, work, and visit and is conducive to good business.
	Iwi	Protection and enhancement of cultural values and places. Opportunities for cultural activities.
	Cultural and heritage interest groups	Protection and enhancement of cultural and heritage values
Affected Parties	Contractors / Consultants / Equipment suppliers	Well planned and scoped works programmes to bid for. Fair processes and good contract management. Fair and transparent opportunities to supply equipment for development.
	Customers with specific interactions e.g. adjacent resident	Opening hours, noise, onsite and offsite parking, access and traffic issues.

Category	Stakeholders	General Needs and Expectations
Internal Customers	Council staff (Asset Managers/Planners/Project Managers/Operations)	Good quality data and asset information, work programmes, planning documents, and advice.
	Elected Representatives, Councillors & Community Boards	Cost effective & well managed range of assets. Good quality communications to keep them informed of significant events. Open and helpful staff that provide good quality, well-reasoned and timely advice.
	Units that share or utilise spaces from time to time	A fit for purpose space to undertake their activity. Sound and fair process. Good communication.
External organisations	Regulators, e.g. Council BC & RA staff / ECan	Good quality information to allow adherence to statutory requirements. Open and helpful staff that provide good quality, well-reasoned and timely advice.
	Central Government, Office of the Auditor General, Ministry for the Environment, Department of Conservation	Good quality information to allow adherence to statutory requirements. Open and helpful staff that provide good quality, well-reasoned and timely advice.
	Local authorities neighbouring Christchurch City Council; Selwyn and Waimakariri District Councils	Informed joint strategic planning and collaboration on all levels to ensure synergy in service provision and future proof greater district interaction.
	Emergency Services	Convenient access to facilities when required during emergency e.g. firefighting / ambulance services. Access to suitable spaces during civil emergencies, e.g. earthquakes. Open & helpful staff that provide good quality, well-reasoned & timely advice.

Customers are residents and ratepayers of the community

- Customers include tourists and people from outside municipal boundaries
- Libraries are a meeting point and hive of information for all. A diagram of Stakeholders is pictured below:

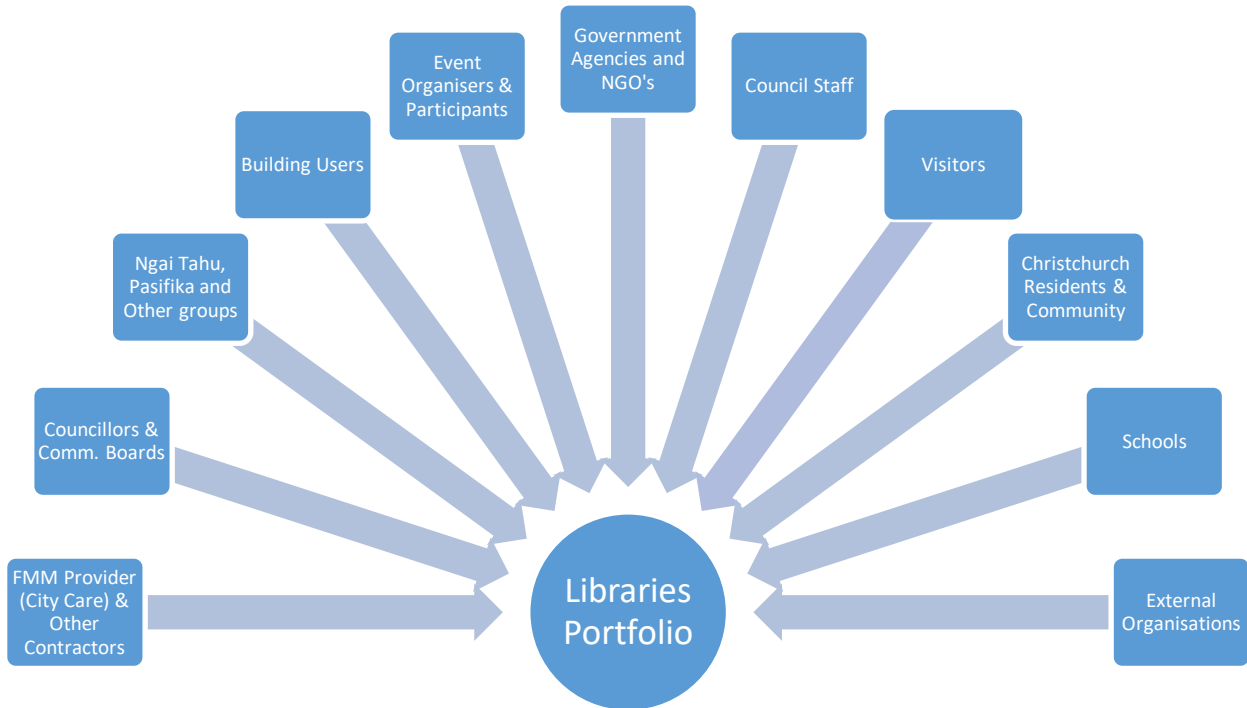


Figure 3-1: Key Stakeholders

3.1.2 Legislation/Regulation

Alongside customer expectations, we consider legislation, regulation and standards that impose level of service standards for Libraries.

Table 3-2: Legislative and Regulatory Level of Service Drivers

Acts of Parliament	Content / Purpose
Building Act 2004	Compliance with building consents and warrant of fitness issued under the act and relevant regulations and standards
Health Act 1956	Regulation and protection of public health in the district Requirement to provide sanitary works
Health & Safety in Employment Act 1992 / 2003	Ensure the safety of the public and all workers (including contractors) when carrying out works Allows employees an opportunity to participate in the improvement of health and safety at work
Health & Safety at Work Act 2015	The main purpose of this Act is to provide for a balanced framework to secure the health and safety of workers and workplaces.
Local Government Act 2002	Requires Council's to produce statements of the intended LoS provisions, including the performance targets and other measures by which actual LoS provision may be meaningfully assessed. This is required in detail for each of the first three years and in outline for the subsequent years of the Long Term Plan (LTP).
Local Government (Rating) Act 2002	The funding companion to the LGA 2002

Acts of Parliament	Content / Purpose
	Permits councils to strike a rate or charge for any activity they choose to get involved in.
Resource Management Act 1991	Sustainability of natural and physical resources Avoid, remedy or mitigate adverse effects on the environment Compliance with district and regional plans Take into account the principles of the Treaty of Waitangi Compliance with resource consents issued by the ECan.

The main legislations relevant to the provision of libraries are the Local Government Act (2002) the Building Act (2004) and the Building Code.

There is no law that stipulates councils are required to provide a library service, however if a library is provided, it should be free to join as a member. Generally content issues are free but there are some charges for specific requests such as holds and public programmes.

Local Government Act 2002

The Local Government Act 2002 outlines minimum expectations that councils have when providing a library service. Christchurch City Council typically meets these minimum requirements.

11A Core services to be considered in performing role

In performing its role, a local authority must have particular regard to the contribution that the following core services make to its communities:

(e) Libraries, museums, reserves, and other recreational facilities and community amenities

17A Review of service delivery

Review the cost effectiveness of current arrangements for providing local infrastructure, services and regulatory functions at regular intervals. Reviews must be undertaken when service levels are significantly changed, before current contracts expire, and in any case not more than 6 years after the last review

123 Outline of Part

This Part contains provisions that set out specific obligations and restrictions on local authorities and other persons as follows:

(d) a requirement that, if a public library is provided, the residents of the district must be entitled to free membership

142 Obligation to provide free membership of libraries

If a local authority or a council-controlled organisation provides a library for public use, the residents in the district or region are entitled to join the library free of charge.

Building Act 2004

The Building Act sets out the law on building work, primarily the person(s) responsible to ensure the building complies with the law.

14B Responsibilities of owner

An owner is responsible for:

(a) Obtaining any necessary consents, approvals, and certificates:

(b) Ensuring that building work carried out by the owner complies with the building consent or, if there is no building consent, with the building code:

(c) Ensuring compliance with any notices to fix.

3.1.3 Industry Guidance

Building Regulations 1992 (the code)

The Building Code sets out performance standards that all building work must meet. It covers aspects such as structural stability, fire safety, access, moisture control, durability, services and facilities. All building work must comply with the building code.

Building Importance Level

The Building code sets out a framework for Building Importance levels. A building is given an importance level (1-5) determined by risk to human life, the environment, economic cost and other risk factors in relation to its use.

- **Category 1:** Structures presenting a low degree of hazard to life or property.
- **Category 2a:** Residential timber-framed construction
- **Category 2b:** Normal structures and structures not in other categories.
- **Category 3:** Structures that, as a whole, may contain people in crowds or have contents of high value to the community, or pose a risk to large numbers of people in close proximity.
- **Category 4:** Structures with special post-disaster functions.

Civil defence also consider libraries and community facilities as possible refuge centres for welfare and support during a civil emergency. After the earthquakes 2010-2011, Fendalton library was used for council offices. During the 2017 Port Hills fires Te Hāpua: Halswell was used as a welfare centre.

After a civil disaster it is important for the community to have a focal point and a place to gather. Libraries provide this space and have kept the community together, according to Gawith¹ significant social resilience has been observed when communities are able to interact and support each other. O'Connor (2011)² also has found recovery efforts and needs require physical locations, information, relationships and attitudes. From an asset perspective this also leads to increased functionality requirements for designated buildings in terms of resilience, wiring, and capacity.

For these reasons libraries have an importance level of 3, unless they are designated as a Civil Defence post disaster facility as outlined above, in which case they are importance level 4.

3.1.4 Strategic Framework

Measures to monitor progress towards those priorities are included in the following section.

This AMP covers a period of 30 years commencing 1 July 2019. Operational, maintenance and renewal programmes for the first 3 years are generally well defined with reasonable certainty of being implemented to budget as planned. Beyond this period, work programmes are generally based on projected trends and demands and there is less certainty with respect to scope and timing of the projects. All expenditure forecasts are based on unit costs as at 1 July 2019.

A 30 year capital expenditure programme has been prepared. A Level of Service gap, being the difference between the current and target performance, is to be recorded along with actions proposed to move to reduce the gap.

The strategic directions that council wish to lead the city all require good quality information and library services. The library is a meeting point and helps to connect communities. By meeting and sharing ideas people are more vibrant, information also helps to sustain the city. Innovation means success with new ideas that may result from the library service. Climate

¹ How Communities in Christchurch have been coping, Gawith 2011

² Lubricating Civic reconstruction, O'Connor 2011

change mitigation may occur when people are well informed. Natural hazard risk mitigation also requires good knowledge in terms of library provision and location.

Councils 2020 Strategic Framework is outlined below:



Figure 3-2: Council’s Strategic Directions

In terms of the Libraries Strategic direction the key strategy document is the Libraries Facilities 2025 plan which was updated in 2014. The key statement from this document is:

To have a sustainable library service that is one step ahead of customer preferences.

Sustainable means that the service is able to provide for current and future customers. Recent operational financial constraints (partly due to earthquake recovery) have created limitations of the service provision.

The service of libraries is changing and evolving. Print material is a key offering but also now digital information, programmes and events, learning classes and computers are now expected to be delivered as a library service. In order to keep these services and to be one step ahead and to maintain a high level of customer satisfaction, the service needs to be sufficiently funded in order to deliver the promised outcomes.

The library as place – a community hub, a business hub, a space for innovation and creativity – is becoming more important even as libraries become more digital and virtual.

The library is changing from being a place where people came to get ideas and information, to an experiential place where people meet with others to create, share and learn about new ideas in a social context. Libraries are about sharing and sustainability – sharing resources, and reusing content and facilities over and over to gain competitive advantage for individuals and communities. The roles of public libraries for the foreseeable future are:

- Collecting, curating and providing access to knowledge ideas and works of the imagination
- Fostering the joy of reading and supporting the development of literacy in all its forms
- Enabling independent lifelong learning, research and innovation
- Providing community-based services for all in places that are at the heart of their community
- Collecting, creating and making available local content and history

Table 3-3: Policies and Strategies

Policies and Strategies
Libraries Activity Plan, Long Term Plan 2021-2031
Asset Management Policy 2019
Asset Management Strategy 2019
2021 Infrastructure Strategy (30 year horizon)
Libraries 2025 Facilities Plan - Updated 2014 (Trim 17/624290)
Climate Smart Strategy
Corporate Environmental Policy
Social Wellbeing Policy
Safer Christchurch Strategy
Christchurch Economic Development Strategy
Resilient Greater Christchurch
Citizen Hub Strategy (2015)
CCC Sustainable Energy Strategy 2008

3.2 Defining and Measuring Levels of Service

3.2.1 Measuring our Levels of Service

Levels of service are a way of documenting and measuring an outcome to the community. For libraries a level of service may be as simple as how many libraries exist and their opening times.

Levels of service are explained as: *“Defined service quality for an activity or service area against which service performance may be measured”*.

Levels of Service are typically statements. Whether these statements are being achieved is assessed by measuring and monitoring performance against those defined Levels of Service on a regular basis.

Libraries are a non-mandatory service the council provides to the community, water and essential services for example are mandatory. However the libraries service is an agreed service that is funded mostly by rates. As part of an agreed service the libraries are required to deliver these promises.

Based on the activity objectives defined in Section 2, the following levels of service objectives have been defined:

Table 3-4: Alignment of (level of service) objectives and performance measures

Level of Service Objective	Performance Measure	Type of Measure
<p>Collections – including general, specialist, heritage and digital content, are available to meet the needs of the community.</p>	<ul style="list-style-type: none"> • Collections in a variety of formats are maintained, managed and available to library customers as per Content Development Policy • Collections and content including general, specialist, heritage and digital are available to meet the needs of the community. • Collections are maintained at 80% floating across the network to refresh, enable choice and deliver efficiency in use of collections • Heritage material available digitally through the Discovery Wall and Canterbury Stories (Digital Heritage Repository) increases as communities continue to contribute • Collections in a number of languages are available in a range of formats 	<ul style="list-style-type: none"> • The number of items per capita is maintained between 3 – 3.5 items • The number of items issued per capita is at national average or better (excluding periods of closure) • Number of images added each year • Number of languages offered and refreshed.
<p>Community spaces through a comprehensive network of libraries, the mobile service and digitally</p>	<ul style="list-style-type: none"> • Residents have access to a physical and digital library relevant to local community need or profile – provide weekly opening hours for existing libraries • Provide a mobile library service to extend the library reach in order to increase community participation and reduce isolation • Residents have access to a physical and digital library relevant to local community need or profile • Library user satisfaction with library service at Metro, Suburban and Neighbourhood libraries 	<ul style="list-style-type: none"> • Provision of a citywide network of libraries inclusive of 19 community libraries (suburban and neighbourhood) and one metropolitan library, a Digital Library and mobile service (excluding periods of closure). • Provision of a citywide network of libraries inclusive of 19 community libraries (suburban and neighbourhood) and one metropolitan library, a Digital Library and mobile service (excluding periods of closure). • Visits are measured by foot count for physical access to library facilities • The annual customer satisfaction survey is used to monitor, evaluate and respond to the effectiveness and benefits of library services (Does not include voluntary libraries)

Level of Service Objective	Performance Measure	Type of Measure
Equitable access to relevant, timely information and professional services	<ul style="list-style-type: none"> • Access to information via walk-in, library website, phone, email, professional assistance and digital access to library services. • Residents have access to the internet, online information and the digital library, including public computing devices, mainstream and new technologies. 	<ul style="list-style-type: none"> • Maintain the number of reference and research enquiries at national average or better (excluding periods of closure) • Free 24/7 WIFI access is available at all libraries. Public computing devices are provided for those without their own device. Digital Library access is measured by 24/7 access to online library services. The ratio of public internet devices is maintained as at least 4 per 5000 of population.
Programmes and events designed to meet customers' diverse lifelong learning needs	<ul style="list-style-type: none"> • Provide public programmes and events to meet customers' cultural, creative, learning and recreational needs. • Residents have access to spaces, services and leading edge technology resources to improve their quality of life. • Collaborations and partnerships enable a sustainable diversity of programmes and events offerings • Customer satisfaction with programmes and events 	<ul style="list-style-type: none"> • Maintain participation rates at programmes, exhibitions and library literacy events (excluding periods of closure) • Capture and share 12 to 16 stories reflecting the impact against the Community Wellbeing indicators. • Participation in co-created and/or delivered programmes

A key objective of asset management is to match customer expectations with the level of service requirements specific to the asset. Levels of service drive the creation, acquisition, maintenance, renewal, and disposal programmes based on life-cycle management philosophies.

Customer needs and preferences used for the writing of this plan have been determined from the outcomes derived from the Annual Survey of Residents.

3.2.2 How are we/ should we be performing?

The 2019/20 Point of Contact survey shows Libraries met the required performance standard of at least 90% Library user satisfaction with library services at Metro, Suburban and Neighbourhood libraries. The result was 95%, up 1% from the 2018/19 result.

Overall Libraries are constantly meeting performance targets over the past decade, although the measures for the 19/20 financial year were impacted by COVID-19 lockdown

Section 3.2.3 below outlines performance trends and results.

3.2.3 Performance Framework 2021-2031

The Draft Activity Plan summarises the performance measures proposed as at February 2020 to be included in the LTP. Refer to the [Libraries Draft Activity Plan](#) for details.

3.3 Level of Service Projects and Programmes

These are the projects or programmes that are planned to close the gap between the current and target level of service.

Table 3-5: LOS Programmes and Projects

Major Initiatives to address level of service gaps	Strategic and Level of Service Drivers	Indicative \$	Year (if in existing budget)	Comments
South Library Earthquake repair	To repair the facility to and apply seismic standards requirements	CAPEX < \$10M,	2022-23	Currently being updated for scope and costings
Hornby Centre	Construction of an integrated library, service centre, and swimming pool complex on Kyle Park, including associated parking to meet the shifting demographic since the earthquakes (ie the so-called "South West drift". Anchor Projects and major facilities project, to be owned by RSE	\$36M	2020-22	To provide a significant facility that caters for the current and expected further growth in the Hornby/South west area. To provide swimming pool, fitness, library, customer services and governance facilities.
Condition data	Sustainable network of assets	TBD	2020/21	Provision of asset condition data drives capital works programming and drives budgets in future LTPs. Improvement plan task- see Chapter 10.
Utilisation Data	Sustainable network of assets	Internal Cost	2020/21	Ascertain that the network of assets is a needs driven and fit for purpose configuration. Improvement Plan task – see Chapter 10.

4 Demand for our Services

This section provides details of growth and demand forecasts that affect the management, provision and utilisation of services and assets. New works or renewals will be in part based on the information outlined in this section.

At the time of writing the COVID-19 pandemic has impacted all areas of the world economy. The flow on effects are yet to be fully understood and through the remainder of 2020 significant reviews and revisions of council programmes are being undertaken.

Section 2.4 of the SAMP provides detailed population and demographic information that is referenced and summarised in this section of the AMP.

4.1 Demand Drivers

There are various factors influencing current and future demand for Council library facilities. The more prominent ones are detailed below:

4.1.1 Demographics

- Population numbers in Christchurch have surpassed pre earthquake levels
- Further future population growth is predicated

In the two years following the 2010/2011 earthquakes, the overall population of Christchurch City decreased by 21,200 (-6%) to 355,100.

By 2017, the population had stabilised and surpassed the pre-earthquake population figure for the first time and as at June 2018 Christchurch's population was estimated to be 388,000.

By 2028, Christchurch City's population is projected to reach 424,000 (recommended [medium projection](#)) as detailed in the figure below. This is a population increase for the city of 36,000 (9%) over the next decade (2018-2028). Existing library facilities will need to be cyclically upgraded and maintained to ensure their longevity, and new facilities are planned to address shifting demographic/ locational needs.

By 2043, medium projections suggest the population of Christchurch will be around 459,000. As a result, greater Christchurch is set to overtake Wellington and become New Zealand's second largest city region.

The majority of Christchurch household growth will take place in priority Greenfield areas identified in the Land Use Recovery Plan (LURP) a statutory document which was prepared under the Canterbury Earthquake Recovery Act 2011 (CER Act). Growth is projected predominantly in the following locations:

- **Southwest Christchurch including Halswell and Wigram** - Post earthquake population movement saw an extension of an existing drift to the south west. Red zoned land in the east saw a population movement to areas of readily available subdivided sections. The drift of business activity towards the west of the city is combining with development of the Christchurch Southern Motorway making south west Christchurch a popular location.
- **The northern suburbs of Christchurch includes Belfast, Prestons and Sawyers Arms** –existing residential land is available with planning approvals, infrastructure and services in place across the northern portion of the city. The Christchurch Northern Corridor Project is facilitating more efficient transport links to the northern areas of Christchurch City.
- **Riccarton, Belfast and Linwood** – areas will see increased residential density due to infill housing.

The demographic projections show the locations of existing and planned Council library facilities need to align with the anticipated population expansion in the north eastern and south western sectors of Christchurch. Council library and related community facilities are located to cater for that growth in combination with existing population concentrations.

It is Council's aim to ensure the spatial location of new and existing library facilities allows for ease of accessibility to existing and future populations. Further suburban demand will be addressed in the next 2-3 years by new buildings aligned with demand shifts, along with the project to remediate South Library.

The Central City is re-establishing itself and predictions are for further growth

As at June 2010, before the 2010–2011 Canterbury earthquake sequence, the estimated central Christchurch population within the Four Avenues surrounding central Christchurch was 8280.

One effect of the earthquakes was a sharp drop in central Christchurch's population as many older dwellings near the CBD were uninhabitable or destroyed and the shops and facilities that serviced this population were depleted. The impact of the earthquakes resulted in the population declining to a low point in 2014 of 5050 people. Since 2014, the central city population has increased by 1100 people to an estimated 6160 people at June 2018.

Local and central government strategies call for continued growth of the central city as central city businesses re-establish themselves and housing stock increases.

The 2018 opening of Tūranga catered for continued demand for a large scale centrally located library to replace the function previously provided by the Central Library in Gloucester Street.

Surrounding Canterbury Districts are expanding

Both the Selwyn and Waimakariri districts had each been experiencing much higher growth rates than Christchurch in the two decades prior to the earthquakes, and these higher rates of growth have continued post-earthquakes.

Between 2017 and 2018, Selwyn and Waimakariri experienced the third and fourteenth fastest growth in the country respectively (out of 67 territorial authorities). Selwyn district's annual increase was 4.8% while Waimakariri district's was 2.4%.

The population of Selwyn and Waimakariri areas deserve consideration as post-earthquake analysis suggests 41% of workers who lived in Waimakariri and 45% of workers who live in Selwyn District travel to Christchurch for work and would potentially make use of facilities such as libraries in the city

Christchurch's population is ageing

Demographic trends, the decline in fertility and mortality, better medical and health care and improvements in the overall quality of people's life has determined, moving forward a greater proportion of Christchurch's population will exceed 75 years of age.

The number of older people in Christchurch aged over 65 years is projected to more than double between 2013 and 2043, increasing from 52,100 to 105,700.

Meanwhile, as a proportion of the total population, the 65 years and over age group will increase from 15% to 23%.

Longer term, the number and proportion of children in the population is expected to decline while the elderly population will grow.

The aged will become a significant group seeking library and related community facility provision. Council will need to be cognisant of their requirements such as accessibility, affordability, ease of use, age appropriate access, equipment and programs and plan for the provision of such within its facilities.

There will be increased ethnic diversity in Christchurch

Christchurch will become more ethnically diverse with the ratio of Maori, Pacific and Asian peoples to European projected to increase.

Over the next 20 years, through 2038 the percentage of Christchurch's community recognised as 'European' or 'other' is predicted to fall 8% to 76%, whilst populations of Pacific, Maori and Asian peoples are predicted to increase.

Cultural/religious factors, issues of social relationships, socioeconomic challenges, and environmental factors are potential barriers to physical activity among various ethnic groups.

Council will need to be familiar with the needs of a more culturally diverse population. Council may see an increased demand for library facilities as a hub for social networks and communities, along with access to technology, collections and information.

New Zealand family structures are changing

The "nuclear family" is becoming a thing of the past, replaced by a diverse range of households.

Sole parenthood rates have risen significantly and 'Blended Families' are increasing.

Couples without children are increasing as a proportion of all families and families with adult children are increasing. This restructuring of the typical family has implications on participation, time constraints and the affordability of leisure time, which in turn has implications for access needs to libraries, information and related community facilities.

4.1.2 Customer Needs

Accessibility

As the Christchurch community continues to change, we need to change to keep pace with people's changing needs and preferences, and to remain relevant. Customer expectations are many and varied and can be contradictory. To cater for the widest possible range of expectations, preferences and the greatest number of people, a targeted network of different types of facilities, programmes and events are required that matches opportunities to expectations. Successful library facilities are deemed to be those that can be accessed easily, through vehicle use and by more active modes of transport such as cycling and walking.

Council has looked to locate its new facilities within close proximity to concentrated populations of people and alongside main arterial links and recognised public transport routes to give people equitable access to library facilities city wide. The libraries network across Christchurch allows for interchangeable borrowing between sites and the provision of a mobile library supplements the network.

It is also important to note that the world is changing rapidly as digital technology advances. While most people have access to the various forms of digital media, libraries are a vital conduit for those people of have barriers to access. This digital divide can be at least in part be offset by providing access to forms of digital media in our libraries.

Ability to pay

One of the six principles of Asset Management, as outlined in the Council's Asset Management Policy adopted by the Executive Team in February 2016 was that Levels of Service will match customer expectations alongside their ability to pay. Determining the level of library activity options that are financially accessible to citizens of Christchurch is an important consideration for Council.

Price is often a barrier to accessing facilities. Council needs to fund the cost/revenue differential and ensure libraries any costs to the public are set at affordable levels, and that libraries are a trusted brand.

Reliability

The public will look for consistent delivery of an agreed LoS. Council needs to be dependable and accurate in its service provision and reliably produce a clean, safe and accessible library experience.

Consistency, reliability and predictability will be the cornerstones of creating long term relationships with customers, and customer retention and customer loyalty.

Availability

Customers will look for libraries that suits their lifestyle. Facilities hours of operation and timing of activities and operations are important. Site and space capacity need to be sufficient to meet demand for customers to access a range of libraries, and the opportunities these provide.

User Expectations

Use of Council library facilities depends to a large degree on whether those facilities meet user expectations. To assess this we monitor the performance of assets and user satisfaction. The growth of the digital age from the mid 1990's has been

exponential. Christchurch City Libraries have been providing free internet from 2009 and free Wi-Fi services from 2007, which has led to an increase in visitors. Customer demands are constantly evolving and changing it is vitally important to continue research into changing demands and to continue the customer surveys.

4.1.3 Technology

The advancement of technology has impacted libraries in a variety of direct and indirect ways. While Digital technology has been growing for information related topics for example business purposes, recreational reading for example novels remains high with both printed material and downloadable digital offerings.

BIM (Building Information Modelling) the digital representation of the complete physical and functional characteristics of a built asset is being adopted as a design and asset management tool within Council for larger new builds. A sophisticated BIM model is held for Tūranga, and is currently being integrated into Council’s asset information systems. BIM will be a key feature for new builds, and is likely to be increasingly be used as a tool to capture information for existing Council facilities.

Communication is the area experiencing the fastest technological growth. People use the internet to appraise various library facilities available in terms of opening hours, user reviews and the like and therefore there is more awareness of options. In addition to this, use of mobile devices in more recent years has added demand for use of extensive WiFi provision.

For all the positives there are some challenges created through rapid technological advancement. Increased use of technology blurs work and leisure time, and the ability to consume technical asset data is increasingly evolving into more specialist areas. At the other end of the social spectrum there is a digital divide, whereby access to technology is limited. As mentioned in the above sections, libraries have a vital role to play in the provision of both printed, digital and technological materials.

4.1.4 Economic

At the time of writing the COVID-19 pandemic has impacted all areas of the world economy. The impacts and low on effects are yet to be fully understood and through the remainder of 2020 significant revisions of council programmes are to be expected.

Prior to COVID-19 the New Zealand economy was steady with previous growth drivers including construction, migration, housing and tourism either peaking or beginning to wane from peaks.

Table 4-1: Performance of the New Zealand economy over the previous 12 to 18 months

Economic Indicator	Period	Rate	Forecast Trend
GDP	June 2020	-2%	↓
CPI	October 2020	1.4%	↔
OCR	October 2020	0.25%	↔
Unemployment Rate	November 2020	5.3%	↑
10 Year Bond Rate	October 2020	Circa 0.53%	↔
Net Migration	August 2020	71,500	↓

Income

Income is a key indicator of individual, family and Community wellbeing, determining the ability of people to meet their basic and non-essential household needs. Income is a central determinant of health and education outcomes and quality of life in general.

Household and Personal income at lower levels may be largely consumed by providing for the basics of food and shelter. This can clearly restrict activities outside work and therefore have a significant effect on activities and resources provided by Libraries or other providers of Community providers.

According to data from the 2013 Census for persons 15 years and over, the median annual income in Canterbury is \$29,800, compared with a median of \$28,500 across all New Zealand. Of these people 27.1% have an annual income of more than 50k compared with 26.7 percent of people in NZ.

PwC's report 'Competitive Cities: A Decade of Shifting Fortunes', noted Christchurch experienced a weekly increase in income after tax and other basics grew \$124 between 2008 and 2018. This was reportedly due to increasing income and relatively low housing costs. This increase in discretionary income opens up an individual's ability to finance additional learning and recreational pursuits.

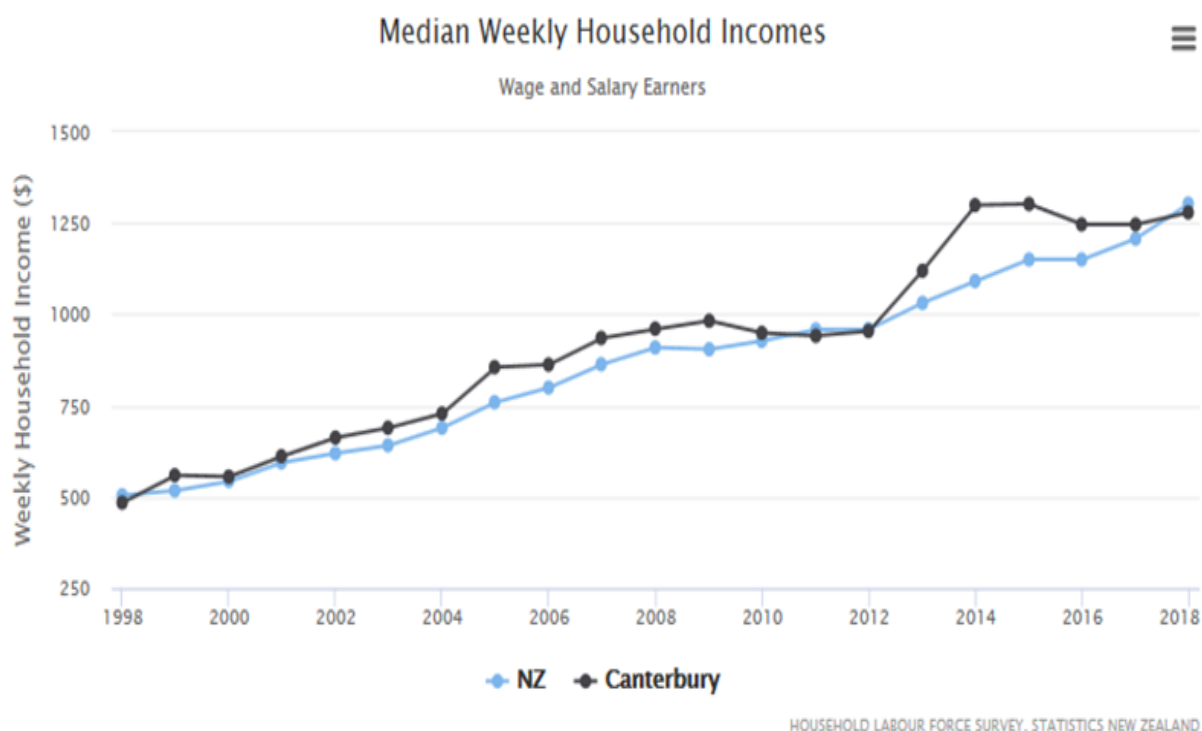


Figure 4-1: Median Weekly Incomes

4.1.5 Impact of Demand Drivers

Demand impacts the business drivers. Ascertaining the demand is where through detailed research the libraries activity can allow customers new experiences through physical interaction with new technology and devices.

As explored in earlier in this section, the digital revolution has been well entrenched, however with this change it appears that customers still enjoy reading paper literature and accessing electronic material through the library locations and remotely. With this in mind, it can be argued that the library spaces will still be in high demand regardless of the digital technology available.

Libraries must retain the timeless service values of equity of access, personal service, and services tailored to the needs of individuals while exploring new values such as integrating technologies, maintaining holistic computing environments, delivering core services through the network, making technology work for all, and collaborating across administrative lines.

Table 4-2: Potential impact of demand drivers on services

Demand Driver	Impact on services
Customer Expectations	The growth of the digital age from the mid 1990's has been exponential. Christchurch City Libraries have been providing free internet from 2009 and WiFi services from 2007 which led to an increase in visitors. Customer demands along with technology are constantly evolving and changing. It is important to continue research into changing demands and to continue the customer surveys.
Improvements in technology	A high percentage of the population now have access to digital technology, with devices rapidly advancing in capability and use. Increasingly customers expect Libraries to supplement access to such technology. However despite this there are also parts of the community who have barriers to access to digital technology, ie the digital divide. Libraries play a vital role in bridging this gap.

Energy efficiency and carbon emissions	Energy management and sustainability need to be factored into building improvements, to reduce cost and to provide a more comfortable environment. In the last decade the improvements to options around heating and ventilation have been favourable.
Population Shifts	Refer to 4.1 for population demographics and growth

Table 4-3: Demand Drivers

Demand Driver	Present Position	Projection	Impact on services
Population increases and post-earthquake population redistribution and therefore recreational need recognised in north and south west Christchurch.	Rebuilds in Sumner, Halswell and Bishopdale since the earthquake have addressed some of the needs.	Increased demand for library usage with specific areas to the north and south west highlighted as areas of population growth. New builds are planned for Hornby.	Heavy use of facilities, particularly at peak times with possible maintenance implications. Facilities reaching capacity and therefore facility restrictions or demand unable to be adequately satisfied.
An aging population.	Facilities and programmes may not be optimally designed with an ever increasing elderly population in mind	The elderly will demand a lower impact, more readily accessible, library experience.	Existing facilities may need to be retrofitted with the elderly in mind. Programmes for library activities designed specifically for the elderly.
There will be an increasing central city population of residents and workers as business relocate back to the CBD, the central city grows and the residential population expands within the four avenues bounding the city.	The central city is being revitalised post-earthquake.	Christchurch planners have set a target of 20,000 inner city residents by the year 2024. The city will continue to expand as business re-establish and, housing stock increases and larger construction projects are complete e.g. Christchurch Convention Centre opening 2020.	An increased demand for central city library facilities.
Increased demand for library and information access from non- Christchurch residents	Waimakariri and Selwyn Districts are rapidly growing as outlined in the demographic projections Demand for services could be expected to increase from people outside Christchurch City who commute to Christchurch for work, etc.	Yet to be assessed, note that non-residents cannot join Christchurch libraries, and demand is potentially balanced by our changes for membership.	An increased demand for Christchurch City library facilities.

4.2 Demand Forecasts

At the time of writing the impacts of the COVID-19 pandemic are beginning to impact all areas of the world economy. The impacts and low on effects are yet to be fully understood and through the remainder of 2020 significant revisions of council programmes are to be expected.

Demand forecasting is a critical piece of work in ascertaining the future requirements of an asset and activity. The libraries asset will change through evolution rather than revolution, so this may take years to develop a significant trend. Digital library offerings and needs have increased dramatically but the current research suggests that the printed text is here to stay. Forecasting involves looking at growth, demand for service and competition, non-asset based solutions and changing ways of access information and material.

The economic outlook is subject to a range of risks and uncertainties, with global risks skewed to the downside while domestic risks are more balanced. The fiscal outlook will be impacted if risks were to eventuate and have a material impact on the economy.

With regards to Christchurch demographic shifts, particularly since the earthquakes, the decrease in population in the Avon River red zone areas is offset by the developments in adjacent areas of Waimairi Beach, Preston's and Highfield and Mairehau, suburbs that are serviced by New Brighton, Shirley and Parklands libraries. The areas of growth in Belfast, Wigram and Halswell are supported by proposed new build options.

Growth in the neighbouring districts, although rapid, is in keeping with planned and expected activity post the 2010/11 earthquakes.

4.2.1 Historic Demand Changes

Libraries usage data is collected comprehensively by site on a monthly basis and captures trends around foot counts vs days open. This provides the most direct link to building asset management in terms of direct visitor number trends and the related impacts on wear and tear of assets within the libraries.

Most libraries collect usage data such as volumes of holdings, opening hours, registered users, visits and issues. Whilst not directly affecting building asset management, these statistics assist libraries by showing trends in demand for library offerings and give an indirect indication of the relative value placed on these by communities of users

Overall statistics have seen an increase with the opening of Tūranga, which has been tracking within the 2000-3000 persons per pay- along the lines of expectation prior to opening.

4.2.2 Forecast Future Demand

Being able to predict what happens in the future is not possible, but we can ascertain from the estimates and growing population that there will be higher demand in the future. The specific configuration of the libraries could be changed reasonably quickly by altering internal partitions. The exterior shell of the libraries would be harder to change, therefore we need to assume a good external shell size is required moving into the future.

4.3 Impact of Changing Demand on Existing Assets

Any change in demand could have an impact on the level of service and condition of each asset involved, potentially leading to differing maintenance requirements and/or the need for non-asset solutions.

- Asset utilisation will need to be monitored more effectively so that trends, issues and solutions can be identified to respond to demand changes.
- Social media may mitigate the need for the provision of face to face meeting spaces, and as technology provides more communication options which may reduce the desire for the use of existing spaces

- COVID-19 could reduce demand for facilities as people are more wary of gatherings and potential health implications.
- COVID-19 implications could put increasing pressures on the ability of Council to finance operations effectively.

Non-asset solutions focus on providing the required service without the need for the organisation to own the assets (buildings) and management actions including altering demand for the service, altering the level of service (allowing some assets to deteriorate beyond current service levels) or educating customers to accept appropriate asset failures. For libraries a non-asset solution would be to lease space rather than own the assets- currently the case for Linwood Library. Mobile libraries and digital services are other examples.

4.4 Demand Management Plan

Demand for new services will be managed through a combination of managing existing assets, upgrading of assets, providing new assets to meet demand management. Demand management practices include non-asset solutions, insuring against risks and managing failures.

The council libraries are popular community spaces with excellent content and resources available. Approximately 50% of residents are registered users of Christchurch libraries. Annual Satisfaction surveys indicate over 85% of library customers are happy with the service. ([Christchurch Residents Survey 2018-19](#)). The Library service continues to be a top performer in terms of Facilities Amenity, Accessibility and Staffing. 11% of respondents to this survey indicated Libraries as the things the council does best, second only to waste management.

In order to keep the libraries performing at this level future demand must be taken into context with changing technologies, ageing and growth of the population, increased diversity, increased expectations (such as longer opening hours) and other events. Christchurch City Libraries strategically plan to be as accessible as possible.

Demand management initiatives may increase or decrease the demand for a Council service. This could have an impact on the need for assets and their management. Demand management are activities that are undertaken by the activity provider (Council) to alter demand. It is not related to external factors that influence demand – these are the demand drivers, discussed earlier in Section 4.1.

In many instances, demand management is understood as trying to limit the need for a service. However, demand for a service can also be increased by initiatives undertaken. In the case of libraries, this is best reflected in the increasing trend towards multi-use collaboration sites or multi use hubs providing a variety of joint-use Council services. Examples developed since the earthquakes include Halswell, Sumner and Bishopdale. The upcoming project to be delivered at Hornby will embed this initiative.

Non-asset solutions focus on providing the required service without the need for the organisation to own the assets and management actions including altering demand for the service, altering the level of service (allowing some assets to deteriorate beyond current service levels) or educating customers to accept appropriate asset failures. These actions may become more prevalent given the COVID-19 environment.

Table 4-4: Demand Management Initiatives and Impacts

Current initiatives			
Initiative that influences demand	Effect of initiative on demand (↑, ↓, ↔)	Can this effect be quantified – what assumptions have we made about the effect of the initiative	Potential impact on asset planning (operation / maintenance / revenue / renewal / capex) etc
Multi Use Hubs	↑, ↔	Co-location of services including external joint-use libraries that partner with (for eg) NZ Post or Citizens advice	Reduced building costs through efficiency
Opening hours	↑, ↓, ↔	Level of service for opening hours can be adjusted to fit demand changes at specific library sites.	Alters building costs
Online access	↑, ↔	Increased or changed format of demand through digital content provision- notable upswing during COVID-19 pandemic	Potentially reduced building costs through alternate access to content remotely
Future planned initiatives			
Initiative that influences demand	Effect of initiative on demand (↑, ↓, ↔)	Can this effect be quantified – what assumptions have we made about the effect of the initiative	Potential impact on asset planning (operation / maintenance / revenue / renewal / capex) etc
Upgrading online system	↑	Facilitating a more efficient and effective internet based digital content provision system and making customers more aware of available content options should increase usage.	Increased revenue and a more advanced data set allowing for easier analysis of site by site usage and potential optimisation.

4.5 Growth Related Projects and Programmes

The new assets required to meet growth will be acquired free of cost from land developments and constructed/acquired by the Council. New assets constructed/acquired by the Council are discussed in Section 5. The cumulative value of new contributed and constructed assets are summarised below.

The main new projects are:

Table 4-5: Growth Projects

Project	Timeframe	CAPEX
Hornby Centre: A new Hornby library, customer services, and recreation and sport centre is planned for the growing south-west community. Project led by RSE.	Late 2022	\$35.7M

Major projects, acquisitions and values – detail will be in section 6 and 7, noting the impacts of COVID-19 will require careful review and consideration.

Further projects may be added as the Infrastructure Strategy develops.

Acquiring new assets will commit the Council to fund ongoing operations, maintenance and renewal costs for the period that the service provided from the assets is required. These future costs are identified and considered in developing forecasts of future operations, maintenance and renewal costs in Section 6 and 7.

5 Managing Risk and Investing in Resilience

This section outlines Council’s approach to managing risk and investing in resilience. It includes responses by the activity to build resilience across a number of identified ‘disruptors’. A risk register and schedule of proposed risk mitigation actions are also included.

5.1 Council’s Approach

Investing in Resilience

The Resilience Greater Christchurch Plan (RGCP) provides a framework and multi-agency actions towards a more resilience City. All Council’s activities play a role in contributing to this Plan by becoming more resilient to ‘disruptors’.

To build resilience in our asset networks, we need to firstly understand the potential disruptors and the impacts on our assets and services. These are outlined in Section 5.2.1.

Key projects or activities to improve resilience, that we have identified and defined sufficiently to be included in this AMP programme, are included in Section 5.2.2.

Where further investigation is required to understand the impacts of disruptors and ways to be more resilient, opportunities are identified in Section 5.2.3.

Risk Management

Council’s corporate approach to managing risk is defined in its Risk Policy and assessment framework. The framework provides a means for consistently identifying, recording and assessing risks such that risk mitigations can be prioritised across Council. The risk management framework and application to AMPs is summarised in Section 4.3.3 of the SAMP.

Whilst the resilience programme focusses on the big, strategic challenges such as natural hazards and globalisation, Council’s risk register (recorded in ProMapp) is also intended to be used to manage higher frequency, lower probability events. For example, while another major earthquake would have very high consequences for many of Council assets, lower consequence risks such as third-party damage may be so frequent as to also warrant attention.

In Section 5.3.1 we provide a snapshot of the highest risks recorded for this activity and in 5.3.2 summarise the major mitigation actions that have been included in this AMP.

Resilience Definitions

Acute Shocks: Sudden, sharp events that threaten us e.g. the Canterbury earthquakes represent one of the most significant types of shock any place can endure.

Chronic stresses: Activity that weakens the fabric and functioning of a city on a day-to-day or cyclical basis.

Resilience is the capacity of individuals, communities, businesses, and systems to survive, adapt and grow, no matter what chronic stresses and acute shocks they experience. (100 Resilient Cities)

The Resilience Dividend: The practice of designing projects and policies to address multiple challenges at one time, improving services and/or saving resources i.e. the net social, economic and physical benefits achieved when designing initiatives and projects. (100 Resilient Cities).

Multiple Dividends accrue from investment in disaster risk reduction and can: (1) Avoid or minimise losses when disasters strike. (2) Stimulate economic activity in a zone as a result of reduced disaster risk; and (3) develop co-benefits, or uses, of a specific investment.

Absorption is the ability to absorb shocks or stresses without triggering non-linear, abrupt environmental change (in the wider sense of ‘environment’ not just the natural environment). *New Zealand Treasury Resilience and Future Wellbeing 2018.*

Adaptation changing something in order to make it suitable for a new use or situation. In a climate change context, the UN Development Program calls it a process by which strategies to moderate, cope with and take advantage of the consequences of climatic events are enhanced, developed, and implemented. (*Oxford Dictionary*).

Mitigation is the action of reducing or minimising the severity and seriousness of any harmful impact (*Oxford Dictionary*).

Resilient Qualities are the characteristics of resilient projects and systems. The 100 Resilient Cities define these characteristics as reflective, resourceful, robust, redundant, flexible, inclusive, and integrated.

5.2 Investing in Resilience

5.2.1 Understanding our Resilience Challenges

Section 4.3 of the SAMP detailed the ‘shocks and stresses’ (disruptors) that provide resilience challenges for Christchurch.

Below Table 5-1 summarises how each of these has the potential to negatively impact our assets and services:

Table 5-1: Potential Impacts of Resilience Disruptors

	Disruptors	Potential Impacts on our Assets and Services
Chronic Stressors	Climate Change	<p>Sea levels Sea level rises could affect coastal assets. For Libraries this includes New Brighton and Matuku Takotako/ Sumner as potential risks in the 50 year time horizon.</p> <p>Some coastal assets may have to be self-insured and coastal assets will be vulnerable to coastal hazards such as coastal erosion and flooding. Reference 2017 Coastal Hazard Assessment for Christchurch and BP (Tonkin & Taylor) 50 and 100 year scenarios.</p> <p>Some coastal assets may incur increased insurance premiums or even the retreat of insurance provision, requiring Council to self-insure some assets. Increased construction costs to reengineer assets and their surrounds in order to adapt to and mitigate climate change effects e.g. flood walls, wetland restoration, pumps.</p> <p>New build design and build costs will increase and more thought will go into locational factors such as flood prone areas as well as building methodologies e.g. exceeding minimum above ground levels and the use of modern weather reliant materials. All leading to a potential increase in total build costs.</p> <p>Predicting the outcome of climate change is an uncertain and iterative process, no one model can provide a definitive answer. Guidance has been published in August 2020 by the Ministry for the Environment in the “National Climate Change Risk Assessment for New Zealand”, which identifies risks to built environments from ongoing sea level rise and extreme weather events in the 10 most significant risks</p> <p>Weather patterns Average warmer temperatures could lead to increased demand for air-conditioned libraries over a longer period and similarly cooler temperatures could lead to increased demand for warmer libraries as the population aim to seek access to assets to manage these temperature changes.</p> <p>Changing & extreme weather patterns (more frequent strong winds, increased heat, floods & wildfires) may lead to more and sustained weather damage to vulnerable library buildings. A prime example in the Libraries portfolio is South Library, which is adjacent to the Heathcote River.</p>
	Globalisation	<p>Population movement There may be an increased population as it becomes easier and more desirable to relocate to New Zealand for lifestyle reasons. This can lead to pressure on current resources & libraries.</p> <p>Indirect links also include transport and community networks that utilise community spaces and libraries.</p>
	Demographic Changes	<p>Increased & ethnically diverse population Immigration rates may lead to an increased and more diverse population, consequently there may be added pressure on current resources to meet demands (space) and cultural diversification (culturally aware books, magazines, news and technology changes).</p>

Wide-ranging population

Ageing population needs differ to younger generation needs and this may become apparent in libraries where the types of resources & access to resources is to be considered. For the ageing population there may be accessibility issues (ramps, handrails etc.) as well as education needs to be met (learning how to use technology) and for the younger generation, access to wide range of cutting edge technology may be what leads uptake of library visits.

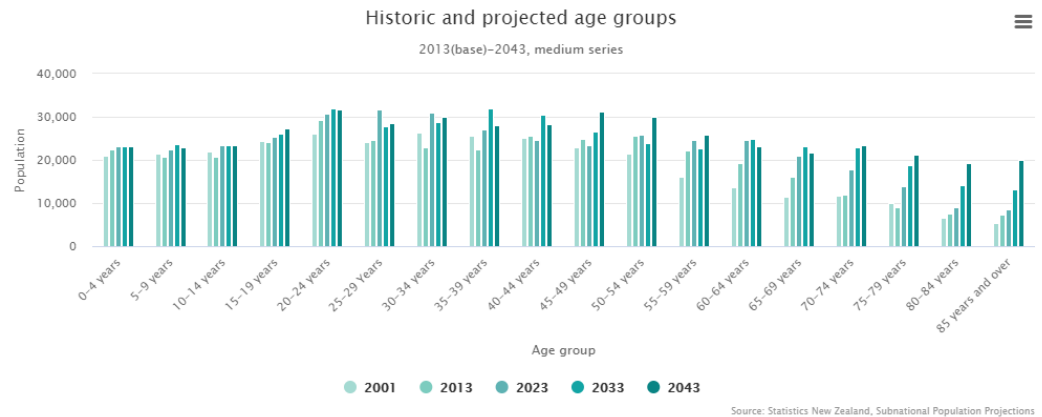


Figure 5-1: Age group projections

Education

Education via devices and technology is a popular pastime as well as learning and awareness through libraries & its resources. Digital literacy sits alongside printed media literacy.

Population Health

Transport

An ageing generation usually has higher reports of health and mobility issues, limiting access and motivation to access local and central libraries. Elderly people may not be able to drive, nor be physically capable of using a bus and find it hard to overcome these health challenges.

1 in 5 elderly in NZ describe themselves as lonely. Social isolation loneliness can make many health conditions worse, including pain depression, anxiety and respiratory conditions. Libraries are a focal point to provide opportunities to assist with these issues.

What do the elderly need in a building – accessibility, warmth, lighting, clean accessible toilets, safe, mobility, video monitoring, and colours, involve the elderly in the design process.

Housing and Social Inequity

Low income status

An individual’s education, income levels and occupational status has considerable influence on library participation. A low income in particular keeps many people from being able to allocate the necessary financial resources required for participation in further learning and recreational activities. The extra outlay of a bus cost may be cost prohibitive of a day out at the library. The response is free membership to the provision of collections and services, along with access to technology for those lacking their own devices.

Acute Shocks

Seismicity

Alpine fault

Our primary seismic threat is the Alpine Fault which extends down the spine of the South Island with experts believing there is roughly a 30% to 65% chance there could be a magnitude 8 earthquake on this fault in the next 50 years.

Protection

Due to Canterbury earthquakes, Council assets have been inspected by engineers and necessary strengthening undertaken and / or new builds built to current earthquake specifications. New libraries and repair projects design to enable rapid reopening. **South Library** is the remaining project to achieve strengthening post the quakes

Tsunami

Exposure

Canterbury’s low lying and flat areas make the region exposed to tsunami threats. Various coastal zones have been identified as potentially affected by a tsunami.

	Two library buildings are in Red vulnerable zones- New Brighton and Matuku Takatoko /Sumner. Aranui and Parklands are in the orange or yellow zone.
Flooding	<p>High Flood Hazard Management Area (HFMA) means an area subject to inundation events where the water depth (metres) x velocity (metres per second) is greater than or equal to 1, or where depths are greater than 1 metre, in a 0.2% AEP (1 in 500-year) flood event (as identified in the Canterbury Regional Policy Statement, Chapter 11). As at November 2020 the only library affected by this zone is South Library (grounds towards river, not building itself)</p> <p>Flood Management Area (FMA) means an area identified on the CCC planning maps which is at risk of flooding in a major flood event, where specific minimum floor level rules and earthworks rules apply. Matuku Takotako /Sumner, New Brighton, Shirley, Redwood, Fendalton and Orauwata/ Bishopdale Libraries lie within the FMA Planning rules affecting these areas are specific to sites and the District Plan should be consulted before any construction works are undertaken at these complexes.</p>

5.2.2 Resilient Projects or Activities in this Plan

The following projects and programmes to build the resilience of our assets are already underway and/or are included in this AMP programme. These projects will position Christchurch to be better prepared for, and more resilient to, the disruptions identified in the Resilient Greater Christchurch Plan as most likely to impact community wellbeing.

Table 5-2: Post Earthquake Asset Strengthening

Project Description	Post-earthquake strengthening. Get all buildings to 67% of NBS. Engineering inspections and reports undertaken to highlight any structural concerns, suggest remediation's, and undertake works. All completed expect South Library.
Scope and Expected Impact	Engineering inspections, review of structural design – strengthening. The Detailed Engineering Evaluation (DEE) reports provided a detailed picture of a building's structure, earthquake damage and assesses its ability to withstand future aftershocks. A full damage assessment comes after the DEE is completed, and details the damage to the building and what steps need to be taken to repair it.
The Case for Change	A detailed structural engineering review and analysis on each asset. Validation of structural building strength across the portfolio of assets has been carried out and works undertaken to remediate.
The Resilience Dividend	<p>Increase in asset data integrity.</p> <p>Validation of existence of architectural and engineering drawings for assets.</p> <p>Increased structural preparedness for future seismic events.</p> <p>Increased confidence in public use of facilities.</p> <p>An increase in the average remaining life of assets due to replacement and refurbishment of assets.</p>
Further Opportunities	Develop a system where individual DEE's can be readily obtained, along with appropriate architectural and structural drawings. Establish an ongoing relationship with appropriate engineering practices where we can readily secure their services in any future associated event. Use an engineering resource to validate strengths of Civil Defence assets in conjunction with building importance ratings.

Table 5-3: Advancement of Asset Data

Project Description	Advance the capture of asset information
Scope and Expected Impact	Initiate the capture of appropriate asset data, its storage and manipulation.
The Case for Change	A vital element of effective Asset Management is decision-making that is evidence-based and data-driven. In addition, sufficient, accurate data and documentation must be collected in order to meet legal and statutory requirements and permit effective asset based communication with stakeholders. Data, information and knowledge needs to be treated as an asset and resourced appropriately.
The Resilience Dividend	Better decision making. More accuracy and timeliness and consistency in decision making. Reducing risks. Better capital investment decisions.
Further Opportunities	Continued investment in data capture, storage and manipulation.

Table 5-4: Technology Advancement – Geospatial and BIM

Project Description	Increased use of technology especially geospatial solutions to capture, measure, analyse, monitor, and share built and environmental information to help accomplish resiliency goals and objectives. More effective use of BIM data to undertake asset assessment, decision making, operational efficiencies, disaster recovery/business continuity. We have BIM Data for Tūranga, and Council’s Asset Systems team is currently implementing a project to develop the ability to best consume this data. Future work may include retrospective capture of BIM data for existing facilities, currently being trialled with selected Community Facilities
Scope and Expected Impact	Use of CCC geospatial data to more effectively and efficiently manage Libraries assets, such as the project initiating the monitoring of sensors at various locations to provide real time seismic data on EQ strength - these can be viewed spatially against Libraries and other CCC assets.
The Case for Change	Allow quicker information as to potential damage to Libraries assets – which can be used. Identify which areas may have incurred increased asset damage.
The Resilience Dividend	More effective scheduling of asset maintenance and replacement, accurately forecasting opex and capex, energy use and building performance, managing hazards and disaster recovery, maintaining and updating records – more effective strategic planning.
Further Opportunities	Continuation of expansion of the use of technology to advance asset management pursuits. Look at the feasibility of retrospective generation of BIM files on existing Libraries assets.

5.2.3 Building the case for Resilience Investment - 2021 LTP and beyond

Often, we will need to do further work to build a case for future investment in resilience e.g. information/data, policy directions, guidelines, modelling, etc. These opportunities are the basis for a potential investigatory programme of work to inform the 2024 and 2027 LTP’s and are summarised in Table 5-5

Table 5-5: Opportunities to Improve Resilience

Disruptor	Opportunities	Timeframe	Resources
An aging asset base, having an average age exceeding 50 years. Post-earthquake rebuilds and repair programmes have addressed a significant element of the Libraries age profile. Further attention is needed to assess remaining assets as they move towards the end of their economic lives of 70-80 years.	Better understand our assets by way of regular asset condition assessment and accurate data collection and analysis.	In time for establishing more accurate repairs maintenance and capital budgets moving forward-annually.	Funding required for an internal or external resource for data collection. Confirmation of systems to allow for holding and reporting on asset data.
Additional financial investment required in assets to alleviate post-earthquake under investment and to continue to keep asset base functioning as it moves through the asset lifecycle.	Use in-depth asset investigation data as collected by CCC and contractors to undertake asset feasibility and substantiate forward budgeting projections.	Site inspections 2019/ 2020 informing maintenance and capital budgeting for the 2021-31 LTP.	Funding required for an internal or external resource for data collection. Confirmation of systems to allow for holding and reporting on asset data.

5.3 Managing Risks

Council’s approach to managing risk is detailed in its Risk Management Policy (including a risk assessment framework) which is summarised in Section 4.3 of the SAMP as a background to the content in this Section.

The corporate risk assessment process is used to identify credible risks, and the likelihood and consequences should the risk event occur. The process enables the development of a risk rating and a risk treatment plan for risks that are deemed to be non-acceptable.

The general corporate risk subcategory identified for the management of assets is:

Properly manage/ maintain assets.

This subcategory is further broken down in the asset management planning process to identify risks with respect to:

- Inability to provide services to stakeholders following damage to assets
- Adverse impact from failure to assess risks to assets
- Poor asset design/maintenance resulting in potential safety and/or environmental issues
- Reduced management of assets

The management of assets is only one of the areas of risk the activity may face that would result in a loss or reduction in service, or a ‘financial shock’ to the organisation.

The five sources of risk impacting on the activity are operational failure, asset failure, natural disasters, events and incidents and project/ programme risks. The key risks largely based on criticality are summarised in this section.

It should be noted that from these sources there may be consequences in the following areas:

- Legal
- Environmental
- Corporate Image

- Service delivery
- Financial
- Community Health and Safety

These have been considered in identifying the key risks for this activity.

5.3.1 Strategic Risks

Business unit leads have the responsibility for identifying, recording and monitoring business risks using 'Promapp' that are rated as high or very high. The reporting within Promapp ensures that there is visibility of the risks Council is managing. The Council risk framework sets out the levels at which residual risks are escalated, reported and governed.

Libraries risks are defined in Promapp. The majority of these risks relate to Library specific activities, however those risks that relate to the assets are captured in the table below. The strategic risks identified in Promapp in relation to this activity include:

Table 5-6: Strategic Risks for this Activity

Description of Risk	Risk Rating
<p>Fit for purpose assets/ asset condition Non provision of agreed levels of service</p> <p>The individual assets usability, utilisation levels, and functionality need to meet the needs of the community or these service restrictions could lead to a failure to deliver on levels of service. Asset condition needs to be optimised or there is an increased risk of amplified operational maintenance spend beyond budgets and the potential risk of asset legislative noncompliance.</p>	Medium
<p>Capital funding limitations</p> <p>Tight capital budgeting will increase the reliance on operational maintenance to keep the assets functioning.</p>	Medium
<p>Operational funding</p> <p>A historic lack of ability to allocate all financial costs to individual assets has meant challenges in establishing accurate operational budgets by way of extrapolating past spend. In post-earthquake and now COVID-19 times of financial prudence, pressure has been applied to operational budgets. There remains a risk that there is limited financial resourcing made available to allow for efficiently and effectively managing the Library assets into the future.</p>	Medium
<p>Health, safety and wellbeing Harm to employees, contractors, or the public arising from service delivery activities</p> <ul style="list-style-type: none"> • Harm due to exposure to incidentally discovered contaminants (asbestos, heavy metals etc.) • damage to people or property due to failure to renew/replace assets when they reach the end of their useful life or failure to perform at minimum safety standards due to their condition 	Low
<p>Legal Compliance</p> <p>Non-compliance with regulatory requirements pertaining to buildings managed by Libraries</p>	Low

5.3.2 Asset Risks

The Libraries and Information Unit also identifies and records risks at a more detailed level, as shown in Table 5.4 on the following page.

Table 5-7: High and very high inherent risk items

ID	Risk Description	Inherent rating	Treatments in place (today)	Residual impact	Residual likelihood	Residual rating	Proposed additional treatments
TBC	The condition of some facilities is progressively deteriorating. There is a risk that continued reduction in maintenance budgets sees a further reduction in asset condition to the point of a reduction in achievable LOS.	High	Continued undertaking to obtain data in order to better understand asset condition and allow an increase in scope and accurate validation of maintenance funding requirements	Medium	Medium	Medium	<ul style="list-style-type: none"> Libraries to give strategic direction 2019/20 data collection to assist Develop business tools to extract and manipulate asset data
TBC	Health and Safety There is a risk that: people (staff, public, contractors, tenants) get injured (physical, psychosocial) in our workplace or facilities.	High	Various treatments from training to registers and procedures	Moderate	Possible	Low	<ul style="list-style-type: none"> FM and AM teams to continue to monitor and implement relevant management plans and controls alongside library operational teams
	Insufficient funding available to cover commitments.	High	Collection of condition data to better substantiate current position of assets and allow for a more detailed maintenance works programme budget	Medium	Medium	Medium	<ul style="list-style-type: none"> Libraries to give strategic direction 2019/20 data collection to assist Develop business tools to extract and manipulate asset data
TBC	Facilities and Land Hazards - There is a risk that the health and safety of users, tenants, staff, contractors and others will be affected by hazards found in facilities or in contaminated land. These hazards include chemicals, electrical systems, hazardous substances, noxious organisms, fire, earthquake damage, or contaminants. Caused by hazards in the work place or contaminants in facilities and grounds, including but not limited to: asbestos, heavy metals, electromagnetic radiation, electricity, VOCs, legionella,	Very High	Asbestos management- Development, ongoing review and implementation of an asbestos management framework Application of management plans to identified HAIL sites to ensure mitigation of risk Legionella controls- Testing, Dosing, Cleaning and Temp treatment processes in place for high risk areas.	Major	Likely	Medium	<ul style="list-style-type: none"> FM and AM teams to continue to monitor and implement relevant management plans and controls alongside library operational teams

ID	Risk Description	Inherent rating	Treatments in place (today)	Residual impact	Residual likelihood	Residual rating	Proposed additional treatments
	<p>PAHs, pesticides, methamphetamine, chemicals, mould, landfill gases, earthquake prone buildings.</p> <p>This may result in adverse effects to people's long-term health, non-compliance with legislative requirements, facility remediation costs or facility closures with the associated reduction in revenue, adverse media and stakeholder scrutiny, reduction in value, costs including business interruption, initial and on-going testing, and procedural ambiguity.</p>		<p>Training in place Awareness activities undertaken</p> <p>Improve Hazardous Substances Management- Inventory of substances held Certification in place Works in place (signs, extinguishers etc) Training in place Awareness activities undertaken</p> <p>Develop improved electrical safety management framework including- Electrical safety policy; Tag out procedures; Proactive electrical safety tasks in contracts including switchboard thermal scanning; Testing and tagging of appliances; and Education.</p> <p>Develop improved gas safety management framework including- register of all gas installations (supply, internal reticulation and appliances). This can be linked to hazardous substances registers; regular inspections of all installations; AND</p>				

ID	Risk Description	Inherent rating	Treatments in place (today)	Residual impact	Residual likelihood	Residual rating	Proposed additional treatments
			<p>servicing of appliances (if appropriate).</p> <p>Manage earthquake prone buildings by-Regular inspections of onsite notices (and replace if necessary); incorporating or advocating for the incorporation of upgrade or replacement works in planning; and Regular inspection (and if necessary servicing) of temporary structural bracing.</p>				

5.3.3 Risk Mitigation Strategies

The Council's risk management strategy is to;

- Identify all risks associated with each group of assets;
- Allocate responsibility for the management of each risk;
- Prioritise the risks so that the highest are addressed first; and
- Take action to eliminate, isolate or minimise each risk.

Risk management is inherent in all of Council's asset management processes. Significant risk management strategies for this activity include:

Asset Design

Engineering design legislation post-earthquakes has increased minimum standards for a buildings structural strength. Both new builds and additional strengthening works on Libraries assets have attributed to an asset base that is increasingly more resilient to potential future seismic events.

The Council's Infrastructure Design Standards (IDS) sets out design requirements for assets constructed by Council. These standards include approved materials and design solutions to deliver resilient assets. During construction, quality assurance processes are in place to confirm that the works are built in accordance with expectations and are fit for purpose.

There is an increasing awareness of sustainable design in order to reduce negative environmental impacts and provide benefit such as optimising site potential, minimising non-renewable energy consumption, use of environmentally preferable products, protecting and conserving water, enhancing indoor environmental quality, optimising operational and maintenance practices.

Council is looking to advance asset management and the use of asset lifecycle assessments being a business approach that aims to maximise the efficiency and cost-effectiveness of the Library assets throughout their lifespan. Advancing asset management maturity is a pertinent risk mitigation strategy as it forms a basis for responsible decisions, optimises economic building decisions based on long term scenarios and allows for the management of assets in a proactive rather than reactive way.

Council looks to incorporate end user input into asset design and this is considered in planning for new buildings and evaluating existing assets. Recent user input has highlighted the importance of access, functionality, adaptability and usability as being important considerations for end users of the Library assets.

Insurance

Increased insurance risk has led to higher insurance costs in general, and insurers have also introduced limits on what is insurable. Insurance cover is seen as an important risk tool Council uses to prepare and account for expenses incurred as a result of unexpected major events.

Library assets are insured for their replacement value as deemed appropriate to levels of cover backed by professional valuation advice which is updated three yearly.

Due to the increased costs of insurance cover post-earthquakes and the reduced number of insurance options there may be advantages to self-insurance by way of a sinking fund allowance per asset grouped across Council network of assets to provide cover or a reliance on borrowing to fund reinstatement works.

Business Continuity and Emergency Response Planning

The following draft Business Continuity Plans (BCP) are in place:

- Corporate Services Group BCP TRIM 19/687146
- Facilities Property and Planning BCP TRIM 19/724334
- Asset Management Team BCP TRIM 19/721676
- Libraries Information Unit BCP TRIM 14/1314151
- Facilities Management BCP TRIM 18/724509

Other specific initiatives:

Libraries should implement options that design for resilience when renewing or constructing new assets. In order to make library and other community assets more resilient, they should be designed to be more durable with potential risks in mind (for example, coastal or riverside complexes are likely to have increased risk of flooding due to climate change and sea level rise). Materials and design details should be chosen to minimise risk.

5.4 Summary of Risk and Resilience Projects

The following risk and resilience improvement projects or activities are included in the AMP programme and budgets.

Improvement or Mitigation	Where is this recorded (eg: a CAPEX project or AMP improvement project).	Cost
Facilities IDS project	Continuous improvement plan task	Both CAPEX and OPEX
Risk Register	Continuous development of the risk register	OPEX
Review portfolio with regards to Alpine Fault AF8 readiness	Create options for decreasing risk	Both CAPEX and OPEX
Asset Data project	Continuous improvement plan task	Both CAPEX and OPEX

6 How we Deliver our Services

This section explains how Council delivers the activity through its organisational structure, contracting partners and other agencies involved in service delivery.

6.1 Historical Context

The Libraries 2025 Facilities Plan - Updated 2014 (Trim 17/624290) describes the historical context:

“Public libraries fulfil a significant role in local communities. As part of local government, public libraries make an important contribution to New Zealand society. Public libraries strengthen the communities in which they are situated; helping to build community unity, identity and developing citizenship; providing people with the information they need to enrich and excite them; supporting and facilitating lifelong learning and fostering literacy; and encouraging a love of reading. Public libraries assist in drawing people out of social exclusion and contribute to the economic development and cultural wellbeing of their communities.”

“Christchurch has long enjoyed a strong library tradition. From its origin in 1859 as the Mechanics Institute subsequent management by the then Canterbury College to its eventual adoption by the City Council in 1948 it has been a significant presence in the city and surrounding area. A travelling library service to country districts began in 1920, the first branch library was opening in Spreydon in 1971 and in 1975 Christchurch became the first library to use a computerised lending system. Today’s library network is nationally and internationally renowned for its excellence in buildings, services and digital development with several of the current facilities receiving architectural awards and recognition.”

This had culmination in 2019 with the flagship new central city facility Tūranga being nominated for a number of prestigious awards and has in its first year of operation has become a shining example of the post-earthquake central city rebuild.

The last 20 years has seen rapid change to the provision of libraries in Christchurch, in response to demand and service provision, technology, and in particular since the earthquakes of 2010/11. In that time the following milestones have been reached across the libraries portfolio:

Table 6-1: Libraries Timeline

2000	July	Fendalton Library and Service Centre opened
2003	August	South Christchurch Library, Service and Learning Centre opened
2005	August	Parklands Library opened
2006	January	Upper Riccarton Community and School Library opened
	March	Non-city membership fees are dropped for Banks Peninsula residents due to local government merger: Akaroa, Diamond Harbour, Little River and Lyttelton Libraries join the network
2009	August	Christchurch City Libraries celebrates 150 years of Christchurch libraries. Internet access become free.
2011	July	After the earthquakes and the closure of Central Library, Christchurch City Libraries opens temporary library at Central South City.
	December	Temporary library Central Library Peterborough opens.
2012	July	South Library and Beckenham Service Centre closes due to earthquake damage.
	September	New library at Aranui opens.
	December	Mobile "Library to Go" vans start service replacing the old bus
	December	South Library and Beckenham Service Centre re-opens with temporary repairs.
2013	January	Demolition of Sumner Library due to earthquake damage begins.
2013	April	Linwood Library and Service Centre at Eastgate opens.

	November	Central Library Tuam closes.
2014	January	A temporary Central Library Manchester opens.
2015	November	Te Hāpua: Halswell Centre opens.
2016	January	Lyttelton Library closes for earthquake repairs.
	February	Temporary Lyttelton Library opens at Trinity Hall in the Lyttelton Recreation Centre.
	February	Ground works begin on the Tūranga New Central Library site.
	July	Construction work begins on new combined library, community centre and museum at Sumner.
	August	New Brighton Library closes for earthquake repairs. Temporary replacement established in New Brighton.
2017	March	Both New Brighton and Lyttelton have reopened after refurbishments
	July/August	Ōrauwahata: Bishopdale Library and Community Centre and Matuku Takotako: Sumner Centre are open for business
2018	October	Tūranga new Central Library open for business

The Libraries strategy document “Libraries 2025 Facilities Plan - Updated 2014 (Trim 17/624290)” should be read in conjunction with this AMP as it sets the long-term strategic directions for the activity.

6.2 Internal Business Structure

The libraries have a significant impact on the residents and ratepayers of the community (customers). They are a meeting point and hive of information for all. Including tourists and people from outside the municipal boundaries.

The Chief Executive officer (CEO) of Council has a number of executive leaders providing leadership across the organisation, including city services, finance, strategy etc. The key lead for the libraries is the General Manager Customer and Community as shown in this figure.

Strategic Property Analysts, as a shared service through corporate services, another division of Christchurch City Council, provide strategic asset advice given to the libraries management.

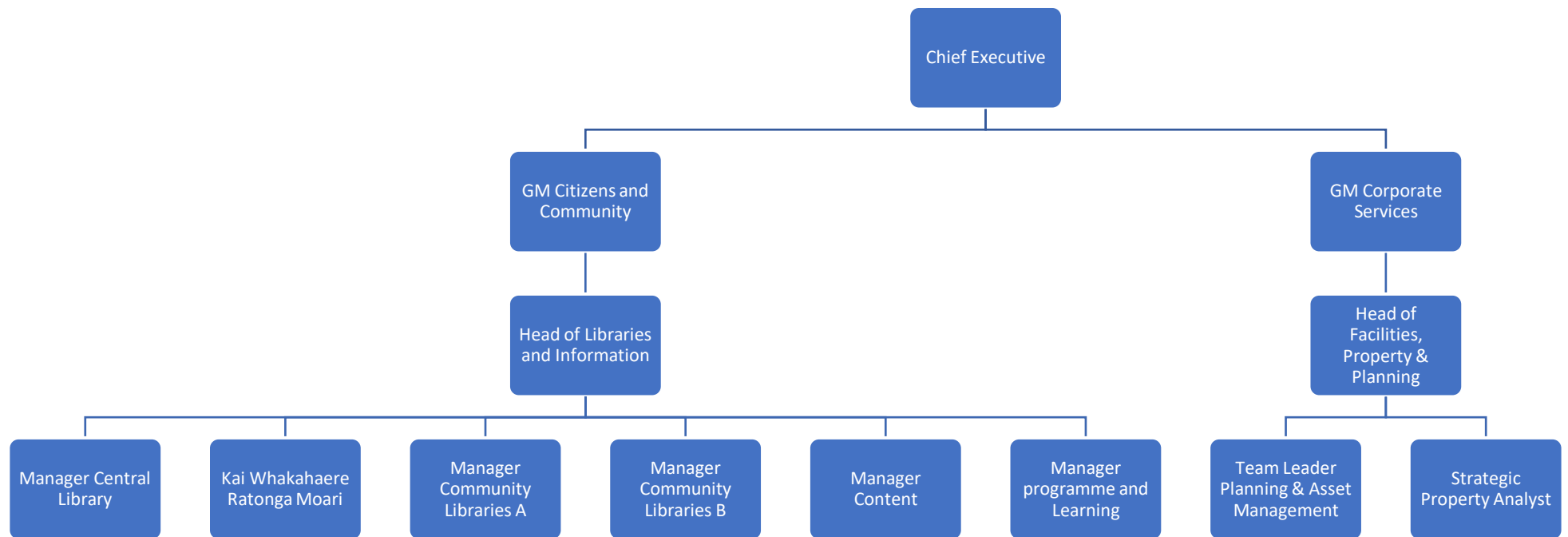


Figure 6-1: Internal Business Structure

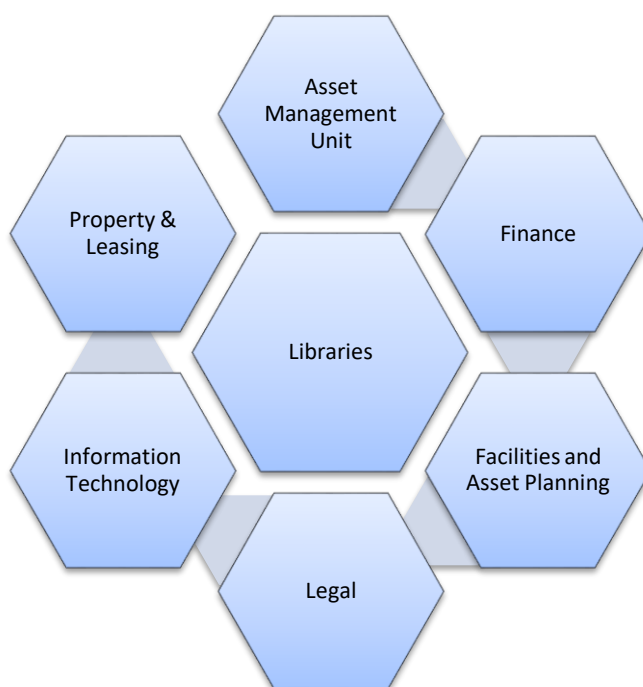


Figure 6-2: Key Stakeholders

6.3 External Contracts and Partners

Council engages a number of contractors to help deliver library services. The use of external services takes advantage of provider economies of scale, cost control, area expertise, and breadth of experience.

Libraries staff combine with the Facilities Team in the Facilities, Property & Planning Unit to coordinate and deliver repairs and maintenance services to library assets.

Council's main Facilities Maintenance contract is with City Care Limited (CCL). The current maintenance contract was renewed in June 2019 for a two-year period plus one at which stage it will be tendered on the open market. The contract includes an element of asset data collection to help facilitate this tender process. The main contracts are summarised in Table 6-2

Table 6-2: Major Contracts for Service Delivery

Service Type	Contractor	Type	Contract Management Approach
Planned & Reactive Unplanned expenditure	Citycare	Main Facilities Maintenance service provision. Covers pool water services, electrical, HVAC, plumbing and drainage, carpentry. Citycare undertake work internally or use nominated sub-contractors.	The contract contains a lump sum per annum, a schedule of rates for reactive works and a mechanism for providing quotes for planned works.
Scheduled maintenance programme (SMP)	Citycare	Includes clearing guttering, wash-downs, BWOFF and HVAC checks. Safety inspections carried out as part of contractual obligations and further as requested.	Annually priced to a specific scope of works, regularly undertaken, scheduled maintenance works.

Reactive maintenance and repair work, Minor Capital works	Various Contractors (some specialised contractors as detailed in Table 6-2 below.)	Ongoing	Fixed pricing or job estimates where appropriate or labour and materials basis.
Major Capital Works - Renewals/New work of a high cost or specialised nature.	Various Contractors	Ongoing	Contracts initiated predominantly by way of Competitive tender for large scale renewal and new projects as per the capital programme. In some instances a negotiated contract is adopted. Mostly managed by Council's Capital Delivery Team.
Security Services	VIP/ADT Armourguard		Security lockup, alarm monitoring and patrols
Building automation and energy management solutions	Setpoint		
Commercial Cleaning	OCS		
Building IQP Inspections	Plant & Building Safety		An independent inspection body holding IQP (Independent Qualified Person) certification for inspection of all systems under the Building Act and building regulatory systems.

6.4 Other Service Delivery Partners

Across Christchurch, a number of community groups operate volunteer libraries. These assets are part of the Community Facilities activity and are described in the Community Facilities AMP.

In addition, libraries are present in schools across the region. Council partners with the Ministry of Education with 2 joint care facilities with schools at Upper Riccarton and Akaroa.

6.5 Business Reviews Undertaken

Describe any reviews undertaken, with the rationale for the review, including but not limited to:

- **Activity Management Plan (Act MP)** the Act MP summarises key information about each of Councils Activities for the upcoming 10 year LTP period as required by the Local Government Act 2002 (LGA). Aspects of the plan are described or referenced in this section
- Libraries 2025 Facilities Plan - Updated 2014 (Trim 17/624290) is *the* key strategy leading the Libraries Activity (TRIM Link 17/624290). The objective of this strategic plan is to have a sustainable library service that is one step ahead of customer preferences, meeting and anticipating the needs of its citizens. Sustainable means that the service is able to provide for current and future customers. Recent operational financial constraints (partly due to earthquake recovery) have created limitations of the service provision. The service of libraries is changing and evolving. Print material is a key offering but also now digital information, programmes and events, learning classes and computers are expected to be delivered as a library service. Libraries are also a place for people to meet and relax. In order to keep these services and to be one step ahead and to maintain a high level of customer satisfaction, the service needs to be sufficiently funded in order to deliver the promised outcomes.

6.6 Significant changes planned for the activity

Considerable effort and resource has been utilised in the past several years to deliver library services at a level that returns to the pre earthquake service provision. As such, most of the significant changes have already occurred through the rebuild programme, most notably with Halswell, Sumner, Bishopdale and Tūranga opening.

The major developments to follow are with the South West / Hornby potential demand related new build, and the repair and seismic strengthening of South Library in the coming 2-3 years.

In addition some consideration may be given to future funding mechanisms where future growth may be identified, for example public private partnerships, or the application of particular development contributions.

7 Portfolio Lifecycle Management Plan

The lifecycle management plans detail how the Council plans to manage the network of assets at the agreed levels of service (defined in Section 3) while optimising life cycle costs.

A key issue for Libraries with regard to lifecycle management is to continue focus on robust Capital Asset Planning and appropriate budget provision, with support from sound analysis and decision-making, along with sufficient budget secured in the LTP process.

Libraries are managed by a combination of council strategies and libraries forward planning through the Libraries 2025 Facilities Plan - Updated 2014 (Trim 17/624290). Decisions are made on a regular basis in relation to the current state of an asset. These decisions look at each site and decide if a building is to be renewed, replaced, upgraded or disposed of.

For quality decisions to be made the condition of the asset must be well known and clearly documented. This area has been identified as needing improvement over the past 2 years. The Facilities Better Business Management project (FBBM) delivered an agreed system structure, hierarchy and set of defined business rules. An implementation project is now underway to help increase the data confidence of Christchurch facilities by collecting asset and condition information against the agreed post FBBM structures.

7.1 Asset Lifecycle Approach

Council has established a lifecycle management framework, aligned to the *International Infrastructure Management Manual* as illustrated in Figure 7-1. Section 7 and 8 are structured to align to the lifecycle stages.

Asset Lifecycle Management

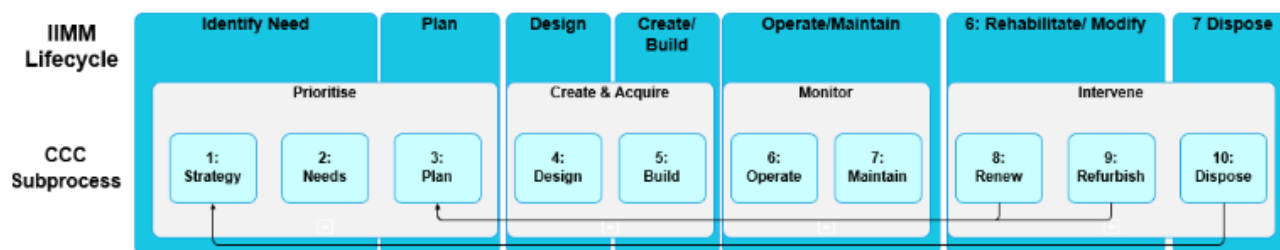


Figure 7-1: Asset Lifecycle Categories

In the years since the earthquakes Council has increased focus on business cases to focus on new capital builds (for example, using the Treasury Better Business Case model for Turanga). The libraries portfolio has seen a particular cluster of activity in this space with new builds at Halswell, Sumner, Bishopdale and in the Central City, as outlined elsewhere in this document.

In addition the Facilities Property and Planning teams are focused on optimising planning, repair and renewals in order to best allocate operational and capital expenditure on assets.

Table 7-1: Lifecycle Management Criteria

Priority Capacity and Performance	Condition	Asset Holding, Acquisition or Divestment
Holding renewals, Required to maintain levels of service	Condition survey for all facilities, annually but in detail at least every three years (Library resources & existing buildings)	Annual customer surveys providing positive performance or service levels Evidence based gaps in provision augmented by community feedback
In construction, Repairs and replacements	New or refurbished Tūranga New Central Library, Matuku Takotako Sunmer, Te Hapua Halswell, Orauwata Bishopdale	Already built or Business case already tabled, these assets are a replacement project completed as a result of earthquake legacy
Contractually & or Community committed	A specific need is required and supported by the community board	Business case tabled
Growth – critical & desirable Future Demand	Identifying trends and demand led pressures alongside previously identified as a growth need	A business case outlining whole of life investment costs and benefits is required
Divestment	Poor condition, an asset beyond serviceable life.	Once a new project is built an older asset may be divested or its purpose changed

7.2 Our Asset Portfolio

7.2.1 Location and Value

In June 2019, Assets under direct Council Control carried a book value of \$10 billion dollars. Note, Libraries also operate 2 other sites, Diamond Harbour and Little River, but these buildings are managed under the Community Facilities and Corporate Accommodation AMPs respectively. Libraries included in this AMP as at November 2020 are valued at:

Table 7-2: Portfolio Book Values

Libraries	Book Value	Replacement Cost
Libraries - Buildings	135,727,084	176,063,652
Libraries - Land	24,972,000	0
Libraries - Land Improvements	3,806,033	0
Libraries Total	164,505,116	176,063,652

Table 7-3: Asset Portfolio Value

RE Object	Asset Description	Book Value	Replacement Cost
BU CCC1/1330/4 Total	New Brighton Library & Pier Terminus Building	6,770,957	11,722,000
BU CCC1/1466/3 Total	Matuku Takotako Sumner Centre	7,664,050	8,976,000
BU CCC1/1583/2 Total	Hornby Library	725,890	2,054,000
BU CCC1/1755/2 Total	South Library & Beckenham Service Centre	5,272,337	9,763,000
BU CCC1/1982/1 Total	Library - Linwood (Leased site)	26,833	16,651
BU CCC1/2120/1 Total	Spreydon Library	541,523	1,928,000
BU CCC1/2178/1 Total	Papanui Library & Service Centre	1,745,462	2,834,000
BU CCC1/2179/2 Total	Redwood Library & Creche	856,573	1,878,000
BU CCC1/2215/1 Total	Shirley Library & Service Centre	2,686,057	3,922,000
BU CCC1/2334/1 Total	Parklands Library Queenspark	1,660,398	2,573,000
BU CCC1/2691/1 Total	Aranui Library	3,488,674	4,590,000
BU CCC1/2776/1 Total	Te Hapua Halswell Centre (Library & Community Facility)	14,275,107	16,748,000
BU CCC1/3036/1 Total	Upper Riccarton Library	4,418,196	7,437,000
BU CCC1/323/4 Total	Orauwata Bishopdale Library & Community Centre	3,750,812	5,386,000
BU CCC1/3522/1 Total	Lyttelton Library & Customer Services	926,031	4,000,000
BU CCC1/450/1 Total	Fendalton Service Centre/Library	5,825,137	10,561,000
BU CCC1/546/1 Total	Tūranga (New Central Library)	75,005,278	81,675,000
BU CCC1/3689/1 Total	Akaroa Library (Leased Ministry of Education)	N/A	N/A
Grand Total		135,727,084	176,063,652

Over the past five years Council has constructed three large multipurpose hub facilities at Halswell, Sumner and Bishopdale. Libraries own these buildings, while sharing space with Community Facilities, Recreation Sports and Events, and Service Centres operating as an internal 'tenant'. These assets are detailed below:

Table 7-4: Hub Shared Facilities

Asset	Internal Asset Owner	Asset Description
Matuku Takotako Sumner Centre	Libraries	A two storey, 1300m2 building opened 2017, incorporating a library, community centre and museum.
Ōrauwata: Bishopdale Community Centre	Libraries	Opened July 2017 the facility includes a combined library and community hall joined by an atrium in the 800 square metre single-storey building. The main hall divides into two separate spaces which can be combined to give greater flexibility. Both areas open to a deck and have access to a kitchen.
Te Hāpua: Halswell Centre	Libraries	The building at almost 3000 m2 includes 1800 m2 of library space and 1000 m2 of community facilities. The facility has a café and an outdoor pool facility operating over the summer months.

As asset owner the Libraries Unit is responsible for building operational expenditure inclusive of maintenance, and also manages the budgeting and provision of capital renewal costs. As the hub or shared facility model is a relatively new one to Council it would benefit from additional business procedures being adopted to validate the likes of cost sharing across various interested parties as is typical of any building that might be subject to a landlord and tenant relationship where expenditure and revenue is shared appropriately.

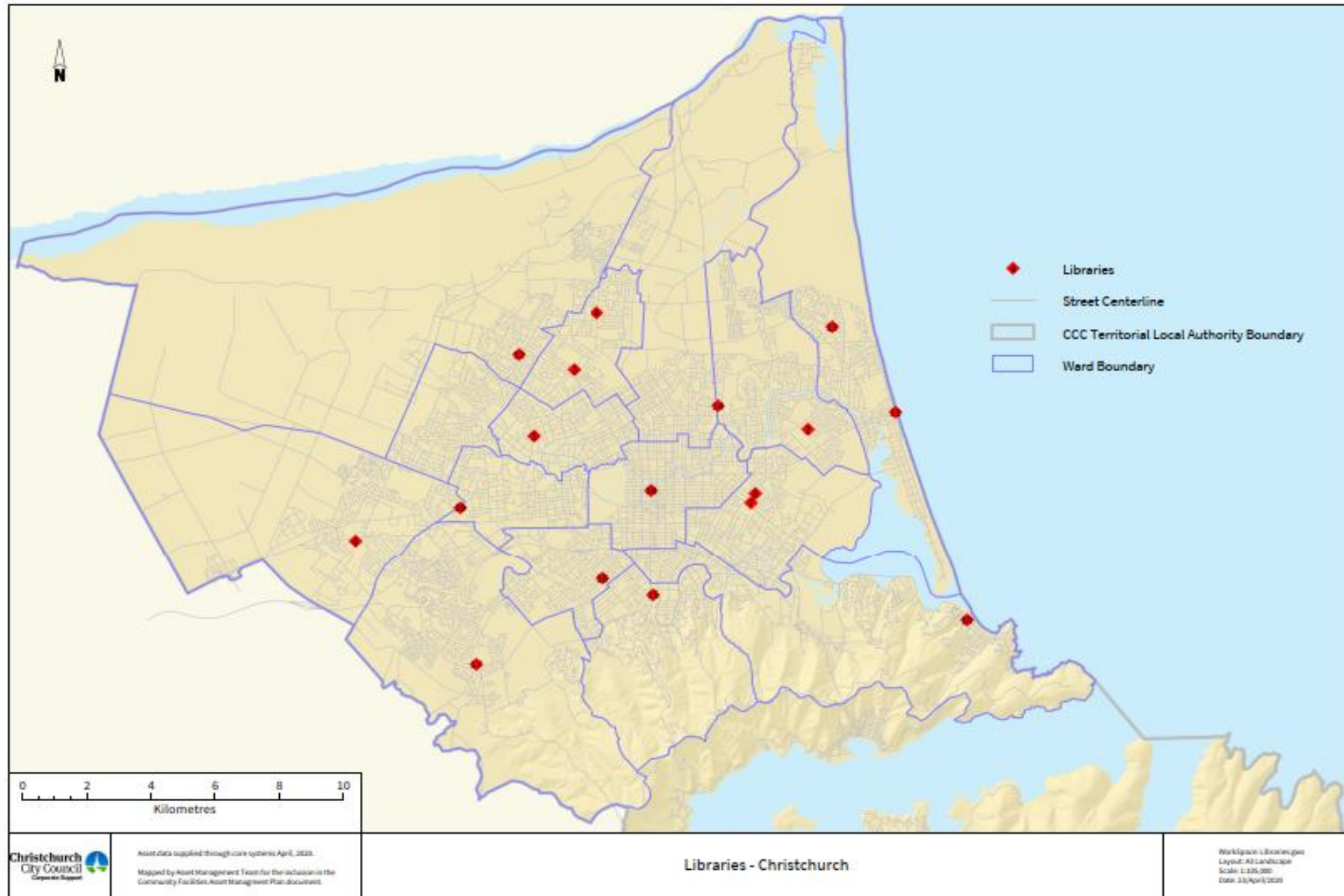


Figure 7-2: Map of Library Assets – Christchurch

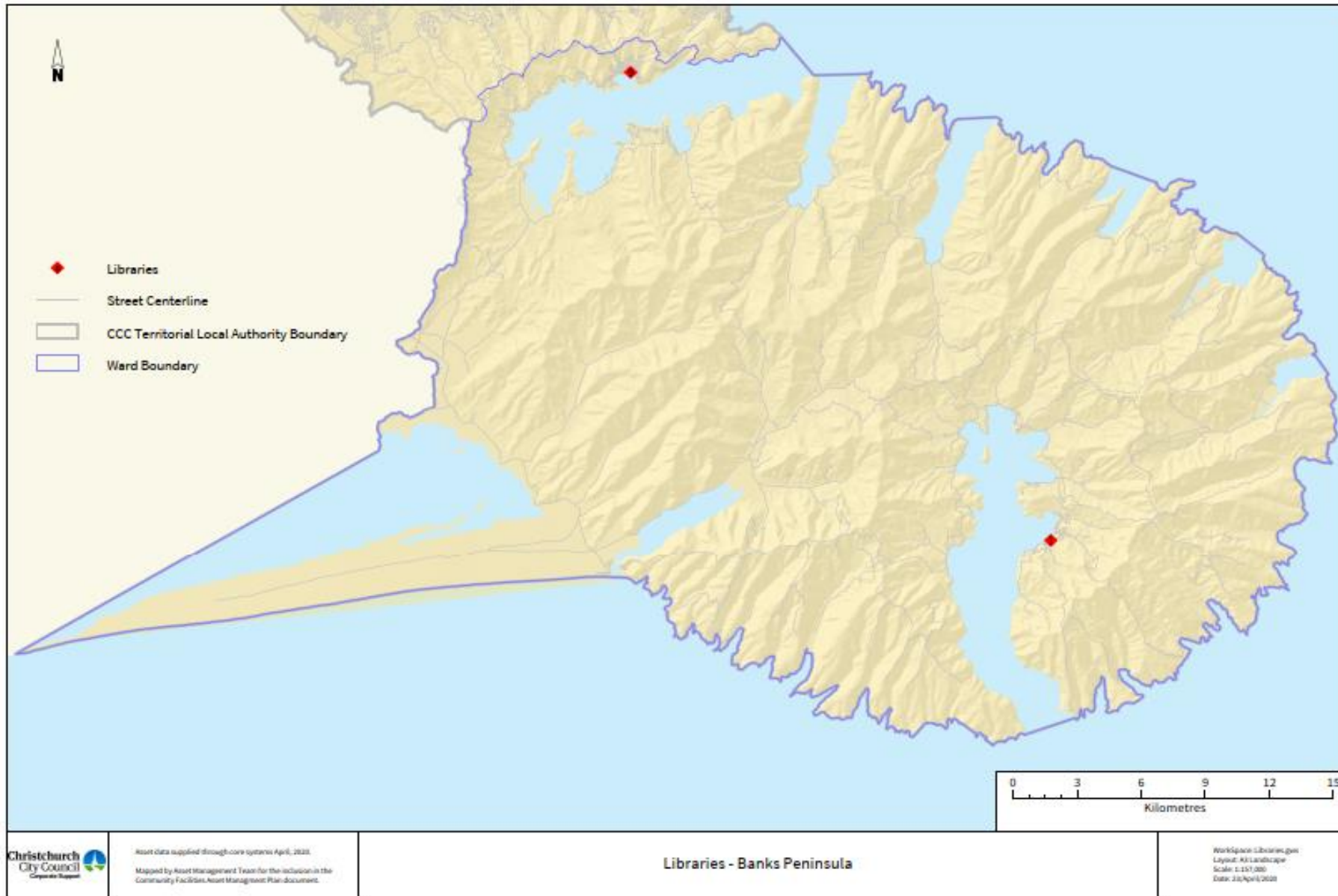


Figure 7-3: Map of Library Assets – Banks Peninsula

7.2.2 Critical Assets

Critical assets are those whose failure would likely result in a significant disruption in service and financial, environment and/or social cost, and therefore warrant a higher level of asset management.

The criteria used for assessing the criticality of Library assets are as follows.

- Are they critical lifeline / Civil Defence disaster recovery assets?
- Numbers of people adversely affected
- Significant business activity interrupted
- Consequential cost of failure

With regard to cost of failure, there are critical building related elements identified as follows:

- **Structural Integrity** - The safe design and assessment of components and structures under load has become increasingly important since the 2010/11 earthquakes.
- **Watertightness** - Ensuring assets are impervious to water ingress through the building envelope so as to mitigate any negative impact on materials, structure or health of occupants is of prime importance
- **Plant, Equipment and Systems** - Failure of these items may lead to unplanned downtime and business interruption.

For all libraries, there is a general social cost in the event that any closures occur. The risk and impact to business activity is greater the larger the site is. Single closures for repairs or business interruption can be catered for if well planned in advance, and alternate neighbouring or temporary options are made available.

Two library assets provide disaster recovery function as assets under the [Civil Defence Emergency Management Act 2002](#) and therefore potentially have higher Building Code importance levels – and consequently, are deemed critical. These type of assets provided essential function during the 2010/11 earthquakes where once they were deemed safe to occupy they acted as Civil Defence Centres providing accommodation and provisions for those in need.

Using the above framework, the critical assets for the Libraries portfolio are those assets that are nominated as Civil defence disaster recovery assets, where closure would affect this important function:

- Te Hapua: Halswell Community Centre- Civil Defence Level 4 - Disaster Recovery Asset. (Open 24 hours with capacity to sleep up to 250)
- Orauwata: Bishopdale Community Centre- Civil Defence Level 3 - Disaster Recovery Asset. (Open 24 hours with capacity to sleep up to 100)
- Papanui Library is the backup to the CCC call center

7.2.3 Network Age and Lifecycle Stage

The age profile of the assets include in this AMP is shown in Figure 7-4. As at 2050 there will be a number of libraries passing the 50 year mark as they were built in the mid- 1990s to 2000s. As an asset becomes aged, maintenance costs tend to increase until the useful life of the asset expires. This will be an increasing focus for resources further out in the 30 year horizon.

Facility	Year Built (Approx.)	Status	Owned	Service Centre	Bldg Area m2	Capacity	Pop Density /km2 est.	Dist to shops	Dist to Bus	Café
Akaroa	1989	Open	Leased	No	250	50	367	130	130	Yes
Aranui	2012	Open	Owned	No	700	75	1750	300	300	No
Ōrauwahata: Bishopdale	2017	Open	Owned	No	799	160	2500	50	100	No
Turanga	2017	Open	Owned	Yes	9850	1300	887	100	200	Yes
Fendalton	2000	Open	Owned	Yes	2000	300	1800	500	100	No
Te Hapua Halswell	2015	Open	Owned	Yes	3500	900	750	150	50	Yes
Hornby	1978	Open	½ Share	No	270	50	1600	120	150	No
Linwood Eastgate	0	Open	Leased	Yes	1150	230	1500	100	100	No
Lyttelton	1999	Open	Owned	Yes	388	70	300	50	100	No
New Brighton	1999	Open	Owned	No	1000	200	880	100	175	Yes
Papanui	1995	Open	Owned	Yes	1200	200	2300	200	170	No
Parklands	2004	Open	Owned	No	500	100	1800	120	50	Yes
Redwood	1970	Open	Owned	No	200	50	1800	60	30	No
Shirley	1995	Open	Owned	Yes	1060	200	2300	150	50	No
South	2003	Open	Owned	Yes	2650	600	2000	450	60	Yes
Spreydon	1972	Open	Owned	No	250	50	2900	130	130	No
Matuku Takotako: Sumner	2017	Open	Owned	yes	1800	360	430	15	15	No
Upper Riccarton	2006	Open Shared Use	Leased Land Buil	No	1500	300	2800	700	130	Yes

Figure 7-4: Libraries Sites

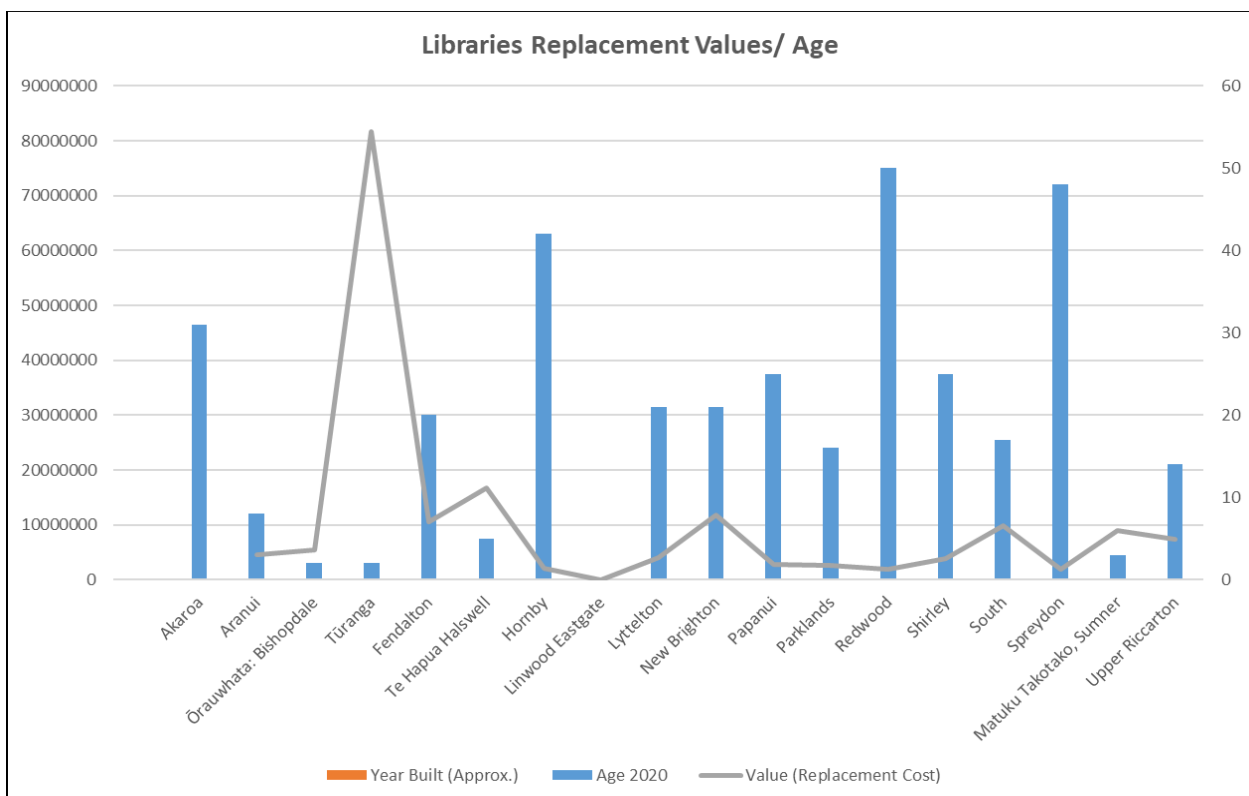


Figure 7-5: Asset Age Profile as at 2050 (Note: Akaroa/Linwood sits and building is leased)

As described elsewhere in this document, post-earthquake there has been an accelerated renewal of parts of the portfolio in particular at Halswell, Sumner and Bishopdale, with Hornby soon to follow as part of the new shared hub development by 2022. In addition to this relatively new assets at South Library are due for a major EQ repair/ renewal after only 15 years of asset life. Elsewhere in the portfolio, strengthening work has altered condition and potentially extended remaining lifecycles for some sites (eg Fendalton, Lyttelton and New Brighton). The overall financial impacts of this revised age /

remaining life profile will be captured in the development of capital planning programmes in the LTP 2021-31 and Infrastructure Strategy, and indicate a bow wave of capital R&R requirements in years 20-30 and beyond.

7.2.4 Asset Data Confidence

Planning for library assets is based on experience and typical utilisation of the facilities. If for example high demand occurs in one facility, equipment or furnishing then the condition may deteriorate quickly, and may need to be planned for refurbishment earlier. One such example is Turanga, where in the first year of operations the daily visitor average has been in line with expectations at around 3,000 per day.

Condition assessment captures and assesses asset information so that an estimate can be made of where the asset sits in its lifecycle. The output is a 'snap shot' of the asset condition at a point in time. Condition however is not static and the 'snap shot' can quite quickly become out of date and therefore unreliable.

Hard data on the condition of library buildings is currently in an immature state in SAP. Current condition data is being assessed in late 2019/ early 2020 as part of a contracted data collection project led by City Care Ltd (CCL). According to the maintenance contract specification CCL is to carry out inspections and supply Council with asset information and condition of the assets. This will be invaluable information in identifying what is required to keep the assets up to an acceptable standard in future works programmes.

The Facilities Management Team also inspect all properties on a regular basis. They also inspect work carried out after contractors are finished with their work.

The condition information once updated takes precedence over developing the planned works. As data collection moves forward it will provide more robust asset and condition data in SAP, which will assist the development of forward works plans based on more mature asset understandings. Data is collected using a data collection app (FULCRUM) which is aligned with the agreed Asset Management system structures and hierarchies in SAP.

Confidence Grade	Description
A Highly reliable.	Data based on sound records, procedure, investigations and analysis, documented properly and recognised as the best method of assessment. Dataset is complete and estimated to be accurate \pm 2%.
B Reliable.	Data based on sound records, procedures, investigations and analysis, documented properly but has minor shortcomings, for example some data is old, some documentation is missing and/or reliance is placed on unconfirmed reports or some extrapolation. Dataset is complete and estimated to be accurate \pm 10%.
C Uncertain.	Data based on sound records, procedures, investigations and analysis which is incomplete or unsupported, or extrapolated from a limited sample for which grade A or B data are available. Dataset is substantially complete but up to 50% is extrapolated data and accuracy estimated \pm 25%.
D Very uncertain.	Data based on unconfirmed verbal reports and/or cursory inspection and analysis. Dataset may not be fully complete and most data is estimated or extrapolated. Accuracy \pm 40%.
E Unknown.	None or very little data held.

Figure 7-6: Data Confidence Grading System

Table 7-5: Data Confidence

Asset Category	Material / Size/type	Asset Value	Asset Age	Asset Condition	Asset Criticality	Asset Capacity
Libraries	50%/C	100% / A	100% / B	50%/ C	100% / A	100% / B

7.2.5 Asset Data Improvements

Asset and Condition data that is collected will be used by the Strategic Property Analysts alongside key asset stakeholders in order plan the timing of refurbishments and replacements. Condition assessments undertaken when the lifecycle of the component is nearing its end are of particular benefit. Depending on the condition the cycles can then be moved forward or pushed back. The condition assessments will help improve the lifecycles of the different maintenance components making them more accurate.

Implementation works stemming from the outcomes of the Facilities Better Business Management Project are addressing gaps in asset and system knowledge. There has been increased importance placed on resourcing Asset Management function and data collation within Council after a review of Asset Management maturity at Council was completed by Consultant Kathy Dever-Tod in 2018. This review reiterated the importance of data to the Asset Management process and

was part driver in the establishment of the Asset Management Unit and the Asset Systems & Information Team whose responsibilities are for capture, integrity, retention and reporting on asset data.

In late 2019/early 2020 Citycare began to undertake a site visit to each Library asset in order to capture condition and maintenance data which will be stored in SAP. This will allow for more advanced analysis in the establishment of future maintenance works programming. It would be considered advantageous if at the re tendering of Council’s main Facilities Maintenance contract there has increased scope and budgetary allowance for contractors to obtain asset condition data and allow for that to readily update Councils computerised asset management systems.

The following improvements to data quality are included in the AM Improvement Plan in Section 10.

- Ongoing condition assessment of assets predominantly building condition
- Betterment of SAP and data storage applications
- Solutions as to how maintenance works completion updates asset condition
- Facilitate more advanced data analysis as data is captured

7.3 Asset and Network Planning

7.3.1 Asset planning strategies

The Libraries 2025 Facilities Plan - Updated 2014 (Trim 17/624290) states that “Libraries will adhere to sustainable, long lasting design and ensure good return on investment”. These recommendations align efficiency measures, industry best practice and cost effectiveness of new and existing buildings. All planning will maximise the potential capacity of existing facilities, and take into consideration life cycle cost of new and existing buildings.

The renewal cycles of Library assets are important from a maintenance planning perspective. The table below indicates the preferred cycles. These have been checked with stakeholders to ensure they renewals are in line with industry standards.

Services such as electrical and sanitary are based on best practice renewals for building compliance.

Table 7-6: Preferred cycles

Cycle	Component
10	Wall finish
40	Wall lining
30	Windows Doors
20	Ceilings
10	Floor Carpet
20	Floor Vinyl
20	Bamboo floor
20	Roof Membrane
25	Roof shingles
25	Spouting
15	HVAC
8	HVAC components
20	Fixtures & Fittings
10	Ext Paint
25	Carpark surface
30	Electrical

20	Lift
30	Sanitary services
10	Appliances
20	Bathroom remodel
20	Kitchen remodel
20	Shelving

Planning of refurbishments indicates we will partially refurbish interior surfaces in libraries on a ten year cycle and remodel wet areas and hard flooring every twenty years. This allows for continued levels of service without major disruption.

The majority of refurbishment tasks are in general grouped together to create a mini project that the capital delivery team may help with on a building by building basis to ensure renewal works are optimised. Updates to the Capital Planning programme in early 2020 will set the timelines and budgets for individual works programmes across the assets.

Table 7-7: Planning Framework

Plan, Strategy, Model	Content	Next review
Libraries 2025 Facilities Plan - Updated 2014 (Trim 17/624290)	A framework to guide the future development of the Christchurch City Libraries network through to 2025	Was updated to reflect post EQ situation in 2014.
Strategic Asset Management Plan (SAMP) – Dec 2019	The SAMP sets out the organisations asset management objectives, alignment to Councils strategies and the role of the asset management system in meeting these objectives. The SAMP also documents the Council wide approach for developing AMPS and is intended to provide the ‘ front end’ corporate information to minimise duplication across all AMP’s.	DRAFT 2019, completion July 2020
Libraries AMP	A tactical plan for managing the Council’s Library assets in order to optimise the effectiveness and efficiencies of delivering the agreed levels of Service.	DRAFT 2019, document completion July 2020.
LTP 2021-2031	Every three years there is a review of the 10-year plan. As part of this process Library activity priorities, projects and finances are outlined. Christchurch City Council adopted the 2018-2028 Long Term Plan on 26 June 2018.	LTP 2021-2031

7.3.2 Planning Design Phase

As outlined earlier in this chapter, in the past decade Council has moved towards to a Hub environment where newly constructed facilities provide various spaces to facilitate a number of different uses. An example being Te Hāpua: Halswell Centre accommodating a library, a multiplicity of meeting spaces and an outdoor area containing a summer pool. The benefits of a hub location are easier access to a variety of services and facilities, economies of scale and cost benefit implications to Council allowing for optimisation across the asset lifecycle. The hub model has been replicated at Orauwhata: Bishopdale and Matuku Takotako: Sumner in 2017 and will be a factor for new builds in the future, starting with Hornby.

The concept and design phase is acknowledged by Council as being the most time and cost effective period with which to reduce risk exposure and optimise potential over the assets operating life. There is an increasing requirement for design tools such as Building Information Modelling (BIM) decision support instruments which would enable simulation and optimization of Lifecycle Costs.

Additional work is required in producing new build and upgrade specifications and documentation that details Councils requirements from an asset owner and AM perspective. This work would detail aspects such as building design, building materials and elements, fit out and upgrade work.

7.3.3 Asset Planning Improvements

The following improvements to asset planning processes are included in the AM Improvement Plan in Section 10.

- Interpretation of asset data to inform advanced and prioritised works programmes
- Prioritisation based on age and condition of assets, alongside demand, demographic and locational factors.
- Facilities Infrastructure Design Project to assist building specifications
- Planning for resilience to climate change, sea level rise and natural disaster events
- Investigate retrospective BIM data capture on existing Libraries
- Energy audits, especially upon commissioning of new buildings to identify operational savings and efficiencies

7.4 Asset Creation (Design and Build) and Acquisition

7.4.1 Identifying and recording capital projects

New works are those works that create a new asset that did not previously exist or works that upgrade or improve an existing asset beyond its existing capacity. With regards to the library portfolio of assets, the key driver post-earthquake had been building back to replace service provision for that lost to business interruption. The earthquakes have given some capacity to improve assets by combining routine R&R with insurance funding. This has been facilitated as best possible within fiscal envelopes (insurance and capital budgets).

In this AMP, a number of projects have been identified through consideration of:

- Level of service requirements (Section 3).
- Growth and demand requirements (Section 4).
- Investment in network resilience (Section 5).
- Other asset planning initiatives described in Section 7.2.

The Capital Delivery activity at Christchurch City Council is managed within the Capital Programme Management System (CPMS) details how projects are initiated and managed to deliver the benefits outlined in the Councils approved Long Term Plan (LTP) and Annual Plans (AP).

7.4.2 Selection criteria

The past decade has seen a majority of new construction completed as a direct result of earthquake asset loss. Councils' Libraries portfolio has provided no exception to this situation. The general criteria around determination of the feasibility of these works has been to replicate, renew or redevelop previous service provision by way of replacement of lost assets at the existing location. For Libraries projects these works were financed by way of a combination of insurance funding and Council funding through rates.

As with other Council Facilities the following criteria are important in aligning with projects, noting that the Libraries 2025 Facilities Plan - Updated 2014 (Trim 17/624290) sets the high level directions for the portfolio:

- **A proven identified need:** Analysis that is evidence based detailing demand, who the users are and their needs and what alternative options are available.
- **Alignment with community outcomes and strategic priorities:** Demonstrate the works will contribute to achieving the community outcomes in a measureable way
- **Financial Sustainability:** Inclusive of the capital costs of provision of new facilities and the operational costs of ongoing management and maintenance. The 'whole of life' cost of the assets needs considering.
- **Environmental Considerations:** Consideration of energy efficient ,materials and operations, alongside carbon footprint, greenhouse gas emissions and resilience (see Chapter 5)

- **Social Sustainability:** Fairness, social justice and equity

7.4.3 Asset Design

The design phase is where a lot of value can be added to the project. The aim is to report whole-of life costing (CAPEX + OPEX) for the whole project when considering design options. We use today's dollars to report, for the purposes of simplicity.

The Council Project teams are responsible for managing new build assets evaluate construction projects by way of looking at the feasibility of employing alternative scenarios in order to evaluate different designs. These scenarios may consider the impact of material substitutions with various cost implications over the building life, the effectiveness of differing energy solutions as well as the staff, operating and maintenance costs over the duration of a buildings projected lifetime.

BIM (Building Information Modelling) is now being adopted by Council and used for digital representation of the design of new assets – Tūranga is a leading example of this and a Council exemplar in terms of data modelling. An implementation project is currently in place to integrate Tūranga BIM data into SAP.

This will assist project feasibility moving forward and the focus on whole-life cost could start from the business case by increasing the value in the operational aspect while keeping the maintenance as low as possible. Retrospectively applying BIM modelling to existing assets is also an option available to advance Asset Management.

7.4.4 Capital Investment Programme

Projected upgrade/new asset expenditures are summarised as:

Table 7-8: Capital Projects

Project name	Project funding source (Capital, Vesting, Other)	Whole of life estimated cost	Whole of life estimated time	Capex	Opex (Average Annual)	Expected start date	Expected delivery date
Hornby Center complex new build (project led with RSE who will own the building)	Capital	TBC	50 years	\$35.6M	TBC approx. at least \$100K for Libraries share	2020	2022

7.5 Operations and Maintenance

7.5.1 Portfolio-level O&M Strategies

Simple and lower cost planned works for Libraries are delivered via contracts the Facilities Maintenance (FM) contract with City Care Ltd. The FM contract provides for planned preventative and reactive maintenance for most of Council's building stock. This is administered by the Facility Management Team. Quality control of Citycare's maintenance operation is undertaken by conforming to ISO 9001:2015, which is assessed externally by Telarc and considers, worker and public safety, customer requirements are met or exceeded, compliance with legislative, regulatory and industry requirements, records are maintained and services and business processes are continually improved.

O&M Historic Trends

In the past few years operational expenditure at portfolio level has been led by significant post-earthquake works. A significant amount of work has been actioned in the post-earthquake environment in line with capital and repair programmes, which has also captured some elements of deferred maintenance. The earthquake insurance pay-out post-

quake added to normal funding streams, but did not fully fund for the repairs as the settlement was achieved as a lump sum.

Table 7-9: O&M Expenditure Trends

Year	Total
2016/17	\$1,595,280
2017/18	\$1,927,203
2018/19	\$2,689,980

Planned / Preventative Maintenance

The significant planned maintenance activities for this asset class are shown in **Error! Reference source not found.:**

Table 7-10: Libraries Planned Maintenance Activities

Activity	Purpose	Frequency
Painting	Prevent deterioration	10 yearly
Service Contracts	Identify deterioration/defects	Criticality based/Scheduled
Insurance	Overhead	Scheduled
Security	Asset Protection	Criticality based

Reactive Maintenance

The most common failures and causes for this asset class include:

- HVAC issues
- Mechanical Services
- Additional wear and tear from increased usage
- Graffiti/ vandalism
- Unreliable historic asset condition data
- Keeping old/ damaged facilities open longer than planned

Future operations and maintenance expenditure

Future operations and maintenance expenditure is forecast to remain in a steady state (in comparison to 2019/ post Tūranga opening) for the next few years, but then increase as the first wave of cyclical maintenance requirements for those new assets that have been completed since the earthquakes. Full assessment of this will be undertaken in the Financial section of this AMP. Service Levels and Finances are outlined in the Libraries Activity Plan, which inform the LTP.

7.5.2 Operations and Maintenance Improvements

The following improvements to operations and maintenance processes are included in the AM Improvement Plan in Section 10.

Our strategies for addressing these reactive maintenance issues are:

- Improved Asset data collection
- Robust condition data for buildings, systems and relevant component level
- Implementation of the Facilities Better Business Management project and related structures and business rules

7.6 Renewals

7.6.1 Portfolio Renewal Strategies

Renewal expenditure is major work which does not increase the asset's design capacity but restores, rehabilitates, replaces or renews an existing asset to its original or lesser required service potential. Work over and above restoring an asset to original service potential is upgrade/expansion or new works expenditure.

Where possible, renewals planning uses a risk based approach that considers the condition and criticality. For libraries it is somewhat difficult to effectively inform renewals planning and it has been necessary to make assumptions based on the data that is available and anecdotal information from staff involved with the day to day management of the assets.

The general renewal strategy is to either replace or rehabilitate assets when justified by:

- Age and condition – the age or condition of the asset is or will result in a condition based failure.
- Asset Performance – when it fails to meet the required Level of Service. The monitoring of asset reliability, capacity and efficiency during planned maintenance inspections and operational activity helps identify excessive maintenance requirements, ineffective and/or uneconomic operation or obsolescence

In the absence of condition information, the theoretical life expectancies and replacement costs of asset components are used for financial projections.

Table 7-11: Renewals Approach

Activity	Approach Used	Criteria
Renewal forecasts 1-30 years	Age / remaining life based.	
Renewal scheduling	Condition and Criticality	Condition and Criticality
Cost Estimation	Volumetric / standard rates applied / tailored for major project	

Summary of future renewal and replacement expenditure

Projected future renewal and replacement expenditures are forecast to increase over time as the asset stock begins to age and remaining life profiles shorten for assets. As the post-earthquake rebuild and repair programme has rejuvenated the Library portfolio the majority of larger renewal related spikes are in the medium to long term, particularly as Turanga moves through from new build into mid- life. The following graphics outline R&R renewals for libraries buildings for the next 30 years:

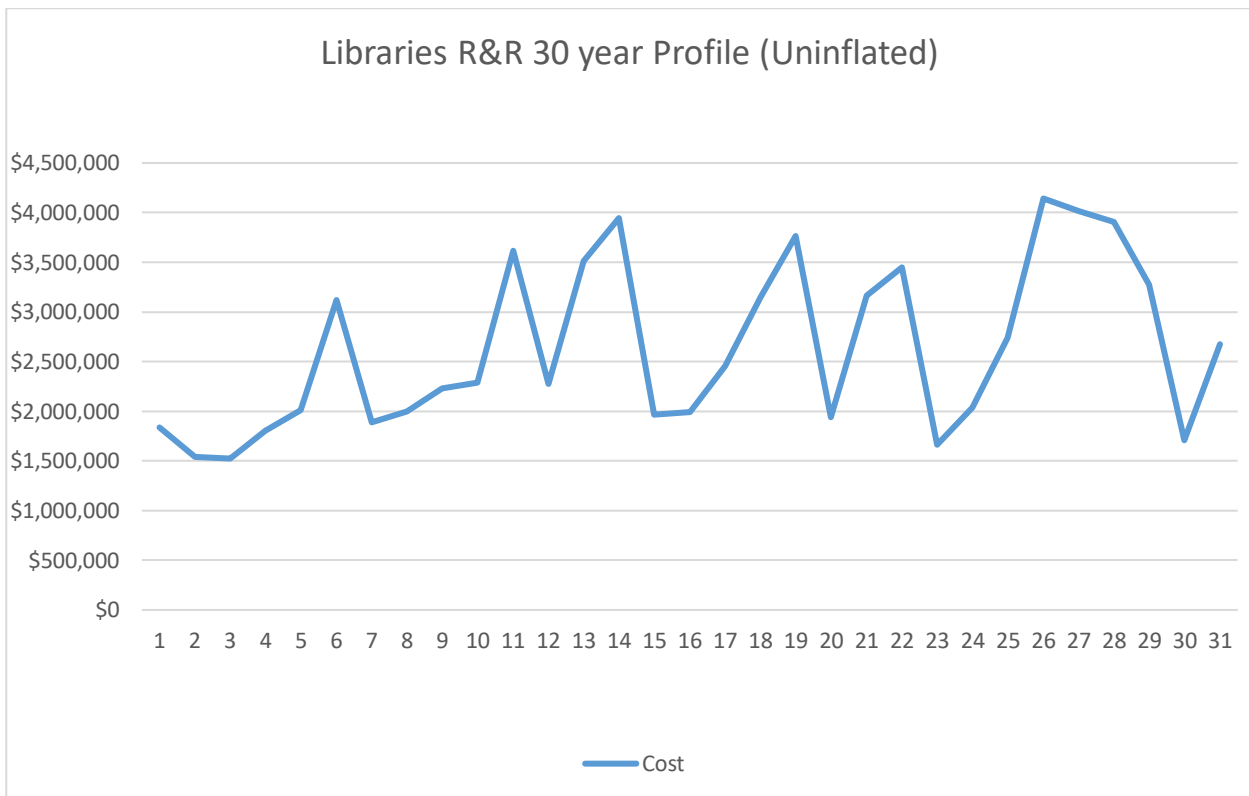


Figure 7-7: Projected Capital Renewal and Replacement Expenditure (Uninflated)

The Libraries capital budgets are also funded from a CPMS programme for renewal and replacement for fixtures and fittings. As new libraries builds have ramped up post-earthquake, so has the total floor space for the portfolio. This has a direct impact on the furniture and fittings requirements and budget quantum's, and is factored into the programme of works. For indicative purposes, there is now approximately 60% more floor space across the library portfolio than there was prior to the earthquakes.

In terms of cyclical background, the following assumptions are made for fixtures and fittings:

- Using IRD figures a useful life for chairs and loose furniture is assessed as 12.5 years, and tables are 15.5 years.
- Rawlinsons / QV Cost Builder data indicated a shelving fit out rate of \$355/m². With a replacement cycle of 20 years this suggests a furniture allowance could be \$500,000 or above. However, not all library space is shelving, and procurement of shelves is at a lower rate than the above figure.
- Industry estimates show that a reasonable replacement programme for library fixtures and fittings lies in the vicinity of \$10 per m² per annum.
- In the case of this portfolio we have further reduced the envelope by 1/3rd in reflection of the IT budget, which overlaps with Furniture and Fittings that would be typically in the above assessment criteria, and on this basis we assume there is no funding gap.

Therefore we take the view that on the basis of **30,437 m² total portfolio** floor space, using the above assumptions gives us \$200,000 per annum as an annual Furniture and Fittings R&R envelope, phased for when new facilities begin to hit their renewal cycles in upcoming years.

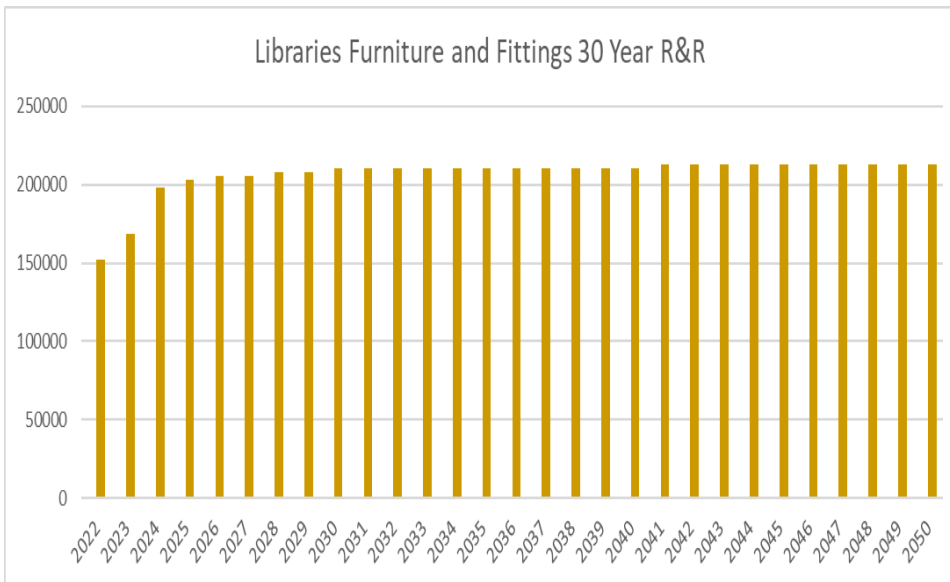


Figure 7-8: Projected Capital Renewal and Replacement Expenditure- Fixtures and Furniture (Uninflated)

7.6.2 Renewal Process Improvements

The following improvements to asset renewal processes are included in the AM Improvement Plan in Section 10.

- Collection, storage and manipulation of asset and condition data will be developed to better inform R&R requirements.
- Securing, storing and analysing more comprehensive asset condition data.
- Providing suitable SAP data storage capacity in order data can be securely and accurately stored and readily reported on.
- Using condition data alongside other factors such as utilisation and activation to provide the ability to measure and prioritise future renewals projections.
- Use of GIS / BIM technology could be considered to backfill gaps in asset information for existing buildings.

7.7 Asset Disposal

Disposal includes any activity associated with disposal of a decommissioned asset including sale, demolition or relocation. Any revenue gained from asset disposals is accommodated in Council’s long-term plan.

The [Asset, Equipment and Materials Disposal Policy](#) details Council strategy regards asset disposal. It governs how each applicable asset, including sub-assets, equipment and materials is valued and disposed of at the end of its useful life, whilst ensuring Council is acting in an impartial and transparent manner.

This policy does not make any determination on when (or if) assets should be disposed of - it merely guides decision-making once a decision to dispose has been taken by the appropriate asset owner, in accordance with any specific statutory or Council processes.

A process of improvement for asset disposals is being currently undertaken. Best practice lifecycle planning would include a disposal consideration in the project brief for new developments.

Assets identified for possible decommissioning and disposal are shown in Table 7-, together with estimated annual savings from not having to fund operations and maintenance of the assets. These assets will be further reinvestigated to determine the required levels of service and see what options are available for alternate service delivery, if any.

Table 7-12: Asset Disposals

Asset	Reason for Disposal	Timing	Disposal Expenditure	Operations & Maintenance Annual Savings
Hornby Library	Replacement under plan at Hornby Centre Complex in Kyle Park		TBC	Will fall into new facility

8 Financial projections and trends

This section outlines the long-term financial requirements for the activity based on the long-term strategies and tactics described earlier in the Plan.

8.1 Operating Forecasts

8.1.1 Financial Projections

In order to provide reasonable projections, it is useful to view maintenance and operational expenditure from a number of methods, taking into account key assumptions. The methods include:

- Financial and asset data in SAP. Detailed and sometimes difficult to extract, tools are currently being developed to better manipulate asset information and data for facilities.
- Independent quantity surveying – an exercise in the previous 2018 Libraries AMP development benchmarked and supported the figures in that AMP, which have provided the base for this revision.
- Rule of thumb- some asset owners use a model of 0.7% to 4% budget based on asset value. For libraries this would be reasonable to assess as 1.5% for Capex.
- Historic review of works can provide trend analysis and gives a non- strategic baseline for moving forward during times of financial constraint.

8.1.2 Key Assumptions

General assumptions in preparing this forecast include:

- No budget levelling has been undertaken.
- Inflation has been allowed for according to government projection.
- Increase in assets to provide for the activity have been allowed for as detailed in Section 7. Library assets have undergone significant renewals since the earthquakes.

Significant risks associated with these assumptions include:

- There is no allowance for financial constraints attributed to the economic impact of the COVID 19 crisis.
- Price increases of building materials and labour have increased at a higher rate than the consumer price index therefore there is a risk that continued increase of these building costs means future years budgets have less net useable value.
- A significant proportion of library assets are recent builds, and the new information feeds operational and maintenance spend as these buildings move through their early to mid-life cycle.

Impacts of Covid-19 – short and longer term

Early forecasting advice from economic commentators (e.g. The Treasury, ChristchurchNZ, financial institutions) signals significant economic impacts locally, nationally and internationally. This advice is being updated regularly and is likely to change over time (The Treasury's economic scenarios released on 14 April caution that economic impacts are "highly uncertain").

What does this mean for Libraries?

- An initial focus on infrastructure that supports Covid-19 recovery and delivers the remaining post-earthquake anchor and regeneration projects (e.g. progress 'shovel ready' infrastructure projects identified as part of central government stimulus package; complete committed projects).

- Short-term (now, and LTP years 1-3): some delays in scheduled capital programme works, potential issues with workforce availability/contractor viability following lifting of restrictions; uncertainty about materials supplies; changing priorities for work programming (e.g. accommodating the norm of social distancing); opportunities for bringing forward 'shovel ready' work; increased financial pressure on Council budgets.
- Medium term (LTP years 4-6): Possible re-prioritisation of capital works programme; changed programme priorities (as above); continued financial pressure on Council budgets.
- Longer term (LTP years 6 – onwards): Uncertain at this stage; potential bow-wave effect of deferred operational spend due to above factors.

8.1.3 Significant Changes

The significant changes in expenditure are shown in Table 8-1

Table 8-1: Activity Operating Costs – Significant Changes

Item	Movement	Rationale for change
Personnel	Increase ↑↔	Standard contracts allow for 2% increase pa
Contracts	Increase ↑↔	The retendering of maintenance contracts will take into consideration steady increases in construction costs reflected in the contracts lump sums, schedule of rates and quoting for planned works.
Construction Materials and Labour	Increase ↑	There have been steady increases in building material and labour rates as reflected in The Capital Goods Price Index. Construction costs have increased by 30% over the last decade. Acute labour shortages, growth in construction demand and capacity constraints suggest construction cost inflation is forecast to be in the vicinity of 3.5% annually over the next five years.
Energy	Increase ↑	Electricity prices are generally increasing to reflect the substantial cost to build, finance, maintain, and operate power plants and the accompanying electricity transmission and distribution lines. Council's commitment to investigating sustainable energy options means if adopted they could require substantial initial financial investment.
Insurance	Increase ↑	Post-earthquakes insurance costs have steadily increased to represent a move by insurers to more risk based pricing to reflect seismic, flooding and climate change risk. There is an awareness by entities that there was an historic element of underinsurance. Where assets are unable to be commercially insured Council will need to make financial allowances for self-insurance.

Table 8-2: Libraries Service Plan Table (Inflated)

Libraries	Annual Plan	LTP 2021/22	LTP 2022/23	LTP 2023/24	LTP 2024/25	LTP 2025/26	LTP 2026/27	LTP 2027/28	LTP 2028/29	LTP 2029/30	LTP 2030/31
000's	2020/21										
<i>Activity Costs before Overheads by Service</i>											
Access to Information	23,688	24,237	25,177	25,543	26,326	27,031	27,774	28,454	29,102	29,770	30,450
Collections	6,173	6,286	6,329	6,425	6,618	6,794	6,978	7,150	7,315	7,485	7,658
Programmes and Events	1,221	1,405	1,412	1,431	1,471	1,511	1,549	1,584	1,621	1,655	1,690
Community Spaces	3,748	3,754	3,840	3,861	4,126	4,069	4,167	4,270	4,385	4,503	4,620
	34,828	35,681	36,759	37,260	38,542	39,404	40,468	41,458	42,423	43,414	44,418
<i>Activity Costs by Cost type</i>											
Direct Operating Costs	3,685	3,761	3,840	3,935	4,157	4,102	4,197	4,299	4,415	4,530	4,644
Direct Maintenance Costs	888	912	1,248	1,270	1,338	1,371	1,403	1,439	1,477	1,517	1,557
Staff and Contract Personnel Costs	30,040	30,792	31,450	31,830	32,815	33,696	34,626	35,473	36,276	37,105	37,949
Other Activity Costs	215	216	220	225	231	236	242	248	254	261	268
	34,828	35,681	36,759	37,260	38,542	39,404	40,468	41,458	42,423	43,414	44,418
Activity Costs before Overheads	34,828	35,681	36,759	37,260	38,542	39,404	40,468	41,458	42,423	43,414	44,418
Overheads, Indirect and Other Costs	1,710	1,622	1,736	1,636	1,614	1,753	1,616	1,627	1,748	1,613	1,620
Depreciation	10,735	10,765	11,090	11,361	12,383	13,455	13,980	14,100	14,735	15,521	16,305
Debt Servicing and Interest	939	866	860	902	1,062	1,225	1,371	1,367	1,463	1,510	1,616
Total Activity Cost	48,213	48,934	50,445	51,158	53,600	55,836	57,436	58,552	60,369	62,057	63,960
Funded By:											
Fees and Charges	1,490	1,673	1,734	1,772	1,783	1,807	1,851	1,897	1,948	2,001	2,053
Grants and Subsidies	477	470	470	270	270	270	270	270	120	120	120
Cost Recoveries	104	107	109	111	114	116	119	122	126	129	132
Total Operational Revenue	2,071	2,250	2,313	2,153	2,167	2,194	2,240	2,289	2,194	2,250	2,305
Net Cost of Service	46,142	46,684	48,132	49,005	51,434	53,643	55,196	56,263	58,176	59,807	61,655
Funding Percentages:											
Rates	95.7%	95.4%	95.4%	95.8%	96.0%	96.1%	96.1%	96.1%	96.4%	96.4%	96.4%
Fees and Charges	3.1%	3.4%	3.4%	3.5%	3.3%	3.2%	3.2%	3.2%	3.2%	3.2%	3.2%
Grants and Subsidies	1.0%	1.0%	0.9%	0.5%	0.5%	0.5%	0.5%	0.5%	0.2%	0.2%	0.2%
Cost Recoveries	0.2%	0.2%	0.2%	0.2%	0.2%	0.2%	0.2%	0.2%	0.2%	0.2%	0.2%
Capital Expenditure											
Replace Existing Assets	6,309	8,139	9,120	14,397	15,020	15,314	10,944	11,087	11,809	15,146	11,880
Total Activity Capital	6,309	8,139	9,120	14,397	15,020	15,314	10,944	11,087	11,809	15,146	11,880

8.1.4 Financial Projections

Capital investment requirements to address renewal, level of service, growth and resilience requirements are detailed in the Lifecycle sections. These are compiled and presented in **Error! Reference source not found.4**.

The most significant projects and programmes include:

- **South Library- Earthquake Repair and renewal project \$10.1M:** Undertake replacement or repair of the library and service centre. Requires Improvement funding above budgeted insured amount. Current budget provision for this project is \$10.09 Million, but this is currently deemed insufficient to carry out the work. Updated costing and scope is being prepared at the time of writing and the project is scheduled to commence in FY22. This project will necessitate a lengthy closure of the facility, which is currently open on the basis of temporary bracing which has made the building safe for occupation. Any delays to the project are best avoided now as the ongoing maintenance costs of keeping the facility open in its current state will soon need to incur significant routine component cyclical maintenance.

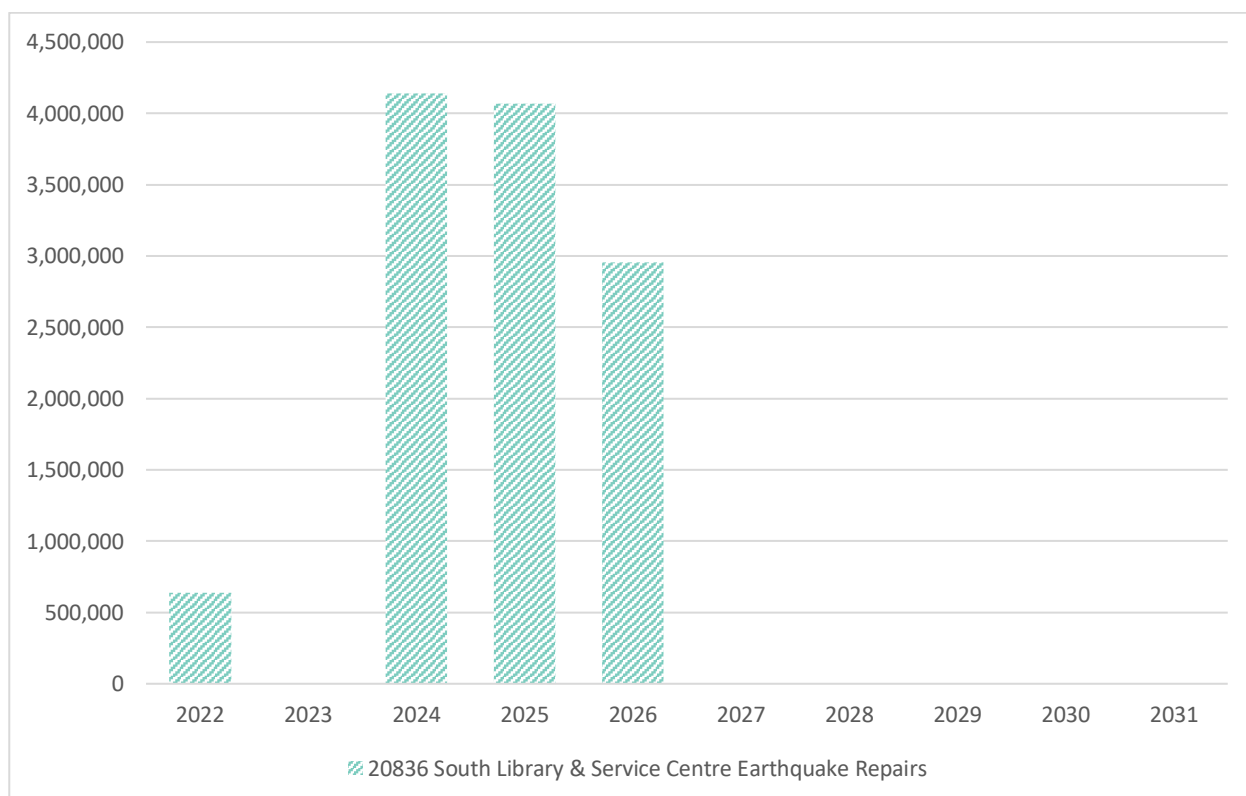


Figure 8-1: South Library & Service Centre Earthquake Repairs Capital Programme (Uninflated)

- **Turanga- R&R-** Given the scale of the Turanga building and its component parts, the 30 year budget provision is significant in the context of the Libraries portfolio. The value of Turanga is approximate to the entire remainder of the portfolio. Has the building moves through its life it will begin to incur routine R&R capital requirements that need to be well signalled. As such the current assessment of 30 year cyclical R&R for Turanga can be assessed as follows:

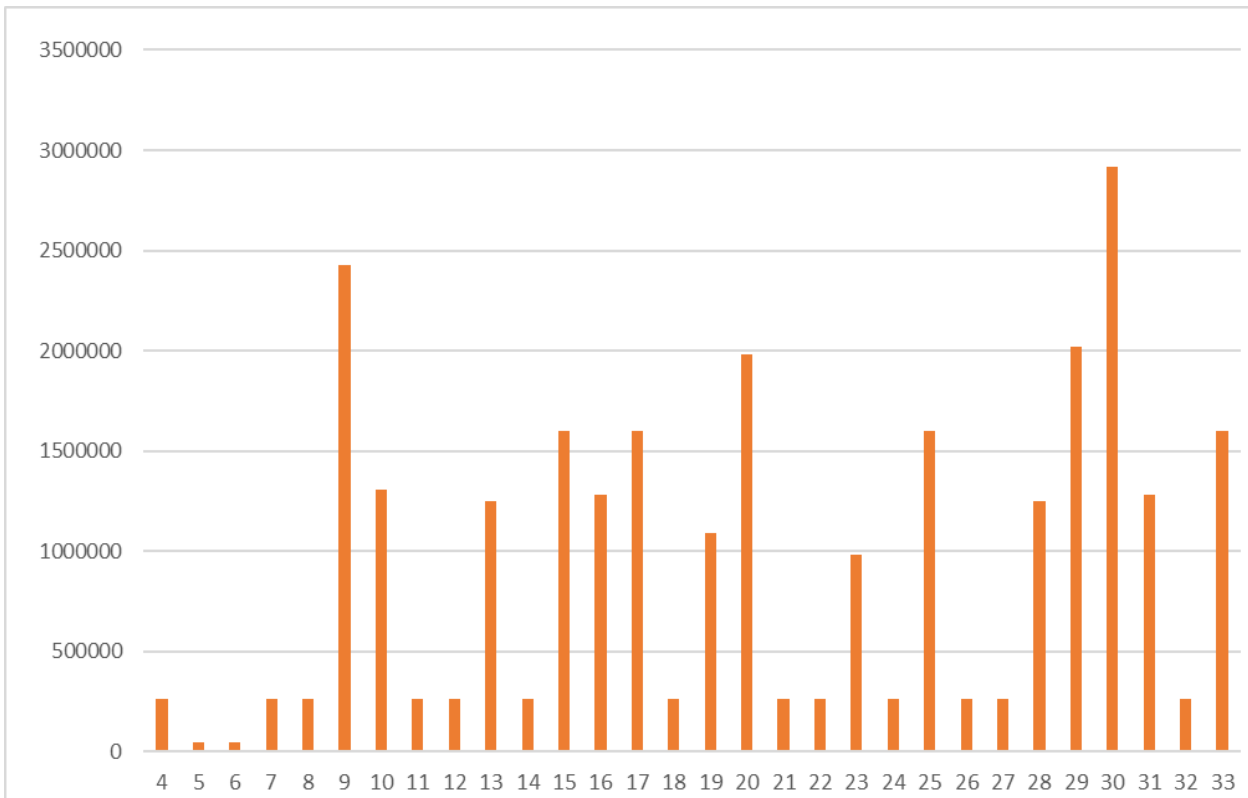


Figure 8-2: Turanga Capital R&R projection (Uninflated)

This represents a raw view based on industry guidelines around expected component asset life (Rawlinsons/ QV Costbuilder) and shows the first renewal spike of approx. \$4M is expected at Turanga for floor coverings, wall coverings, and HVAC components in FY26 and FY27. Smoothing and careful consideration of project timings with respect to business interruption will need to be applied as those programmes approach.

The remainder of the library buildings will approach routine capital replacement requirements over time and where relevant works will be bundled together into discrete projects in order to optimise workflow and minimise business interruption/ library shutdowns.

Table 8-3: 30 Year Capital Cost by site (Uninflated)

R&R Capital Allocation	Library Building
\$669,251	Akaroa
\$1,586,209	Aranui
\$1,831,267	Ōrauhata: Bishopdale
\$27,712,667	Turanga
\$5,351,180	Fendalton
\$6,481,548	Halswell Te Hapua
\$24,177	Hornby (existing)
\$1,316,737	Hornby (new)
\$64,000	Linwood Eastgate
\$1,228,025	Lyttelton
\$3,402,344	New Brighton
\$3,161,173	Papanui
\$1,488,130	Parklands
\$1,867,015	Redwood
\$2,896,878	Shirley
\$5,502,373	South
\$1,100,001	Spreydon
\$4,539,912	Matuku Takotako: Sumner
\$4,044,880	Upper Riccarton
\$74,267,766	Total 30 year bid

On an annualised site by site basis the Capital R&R programme is identified as follows:

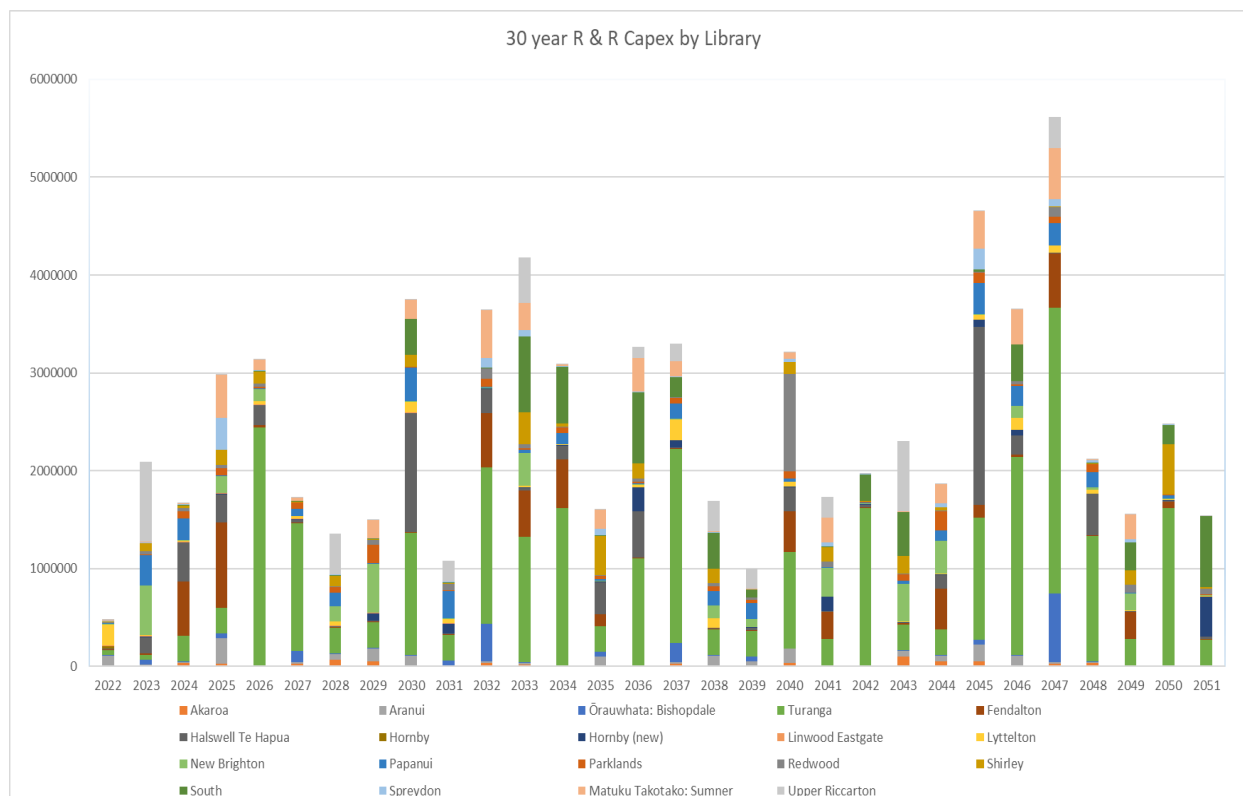


Figure 8-3: Activity Renewals and Replacement Capital Costs - Forecasts by site (uninflated)

8.1.5 Key Assumptions

General assumptions in preparing this forecast include:

- After the earthquakes of 2010/ 11 significant work has been actioned via a combination of insurance payouts and capital budgets. For the libraries portfolio of building assets this has resulted in a major renewal of a large part of the portfolio and has reset building replacement capital works into a later horizon than was previously identified.
- QV Cost Builder rates and cycles (formerly Rawlinsons) have been applied in building a model to assess site by site capital renewal budgets, down to component level. Cycles have then been adjusted to align with specific Library Level of Service and operational knowledge. This has been verified across workshops with Libraries Operational Team Leads, FM Team Lead and Asset Planning analysts. Condition assumptions for components and systems are factored in based on remaining useful life (RUL)
- Capital smoothing has been applied on a partial basis in terms of bundling renewals into project packages that minimise building shutdowns and business interruptions. This applies in particular to R&R requirements in the short to medium term (10 year horizon). Cashflow can be adjusted in the longer term by advancing or deferring works in order to maximise benefits and timelines.

Significant risks associated with these assumptions include:

- Operational costs are expected to track higher than historical levels, particularly with the impact of running Turanga. Careful planning is required to ensure levels of service are met, and costs are monitored with regards to the impacts of COVID-19 (for example higher cleaning costs with more deep cleans).
- Operational trends and budget envelopes for the 10 year horizon have been built with the assistance of Finance Business Partnership specialists and reflect a site by site analysis of past and current year trends. Specific asset knowledge is also applied from the Asset Planning team.
- Expenditure is primarily funded by rates. This funding source is not guaranteed, especially in the current COVID 19 environment, and each year the annual plan and will reassess funding options. Every three years the LTP update will take into account any changes to knowledge regarding 10 and 30 year projections.
- At the time of writing the economic and operation impacts of COVID-19 are under assessment. It is expected that changes to projections will ensue.

The following graph outlines the Capital envelopes for Libraries assets in the proposed LTP as at December 2020. This indicates R & R Capital, as well projects identified for long term growth, that are not yet scoped beyond 2030. The following graphic outlines rolled up capex including:

- Repair and renewal programme
- South Library repair approx. \$10.9M over the next 3 years
- Funding envelope as indicated in the Infrastructure Strategy for future growth in years 10-20 is subject to feasibility, planning and location assessment (\$12.5M)

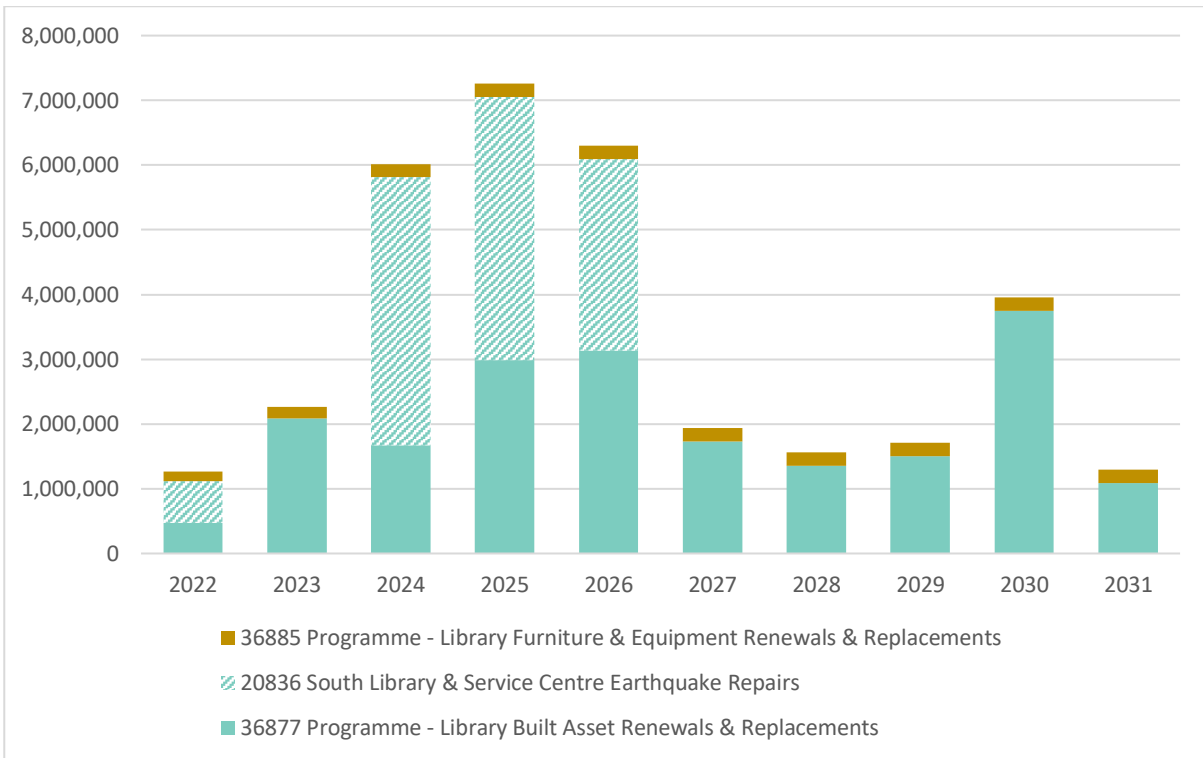


Figure 8-4: 10 year Forecast of Libraries Renewal Programme (Uninflated)

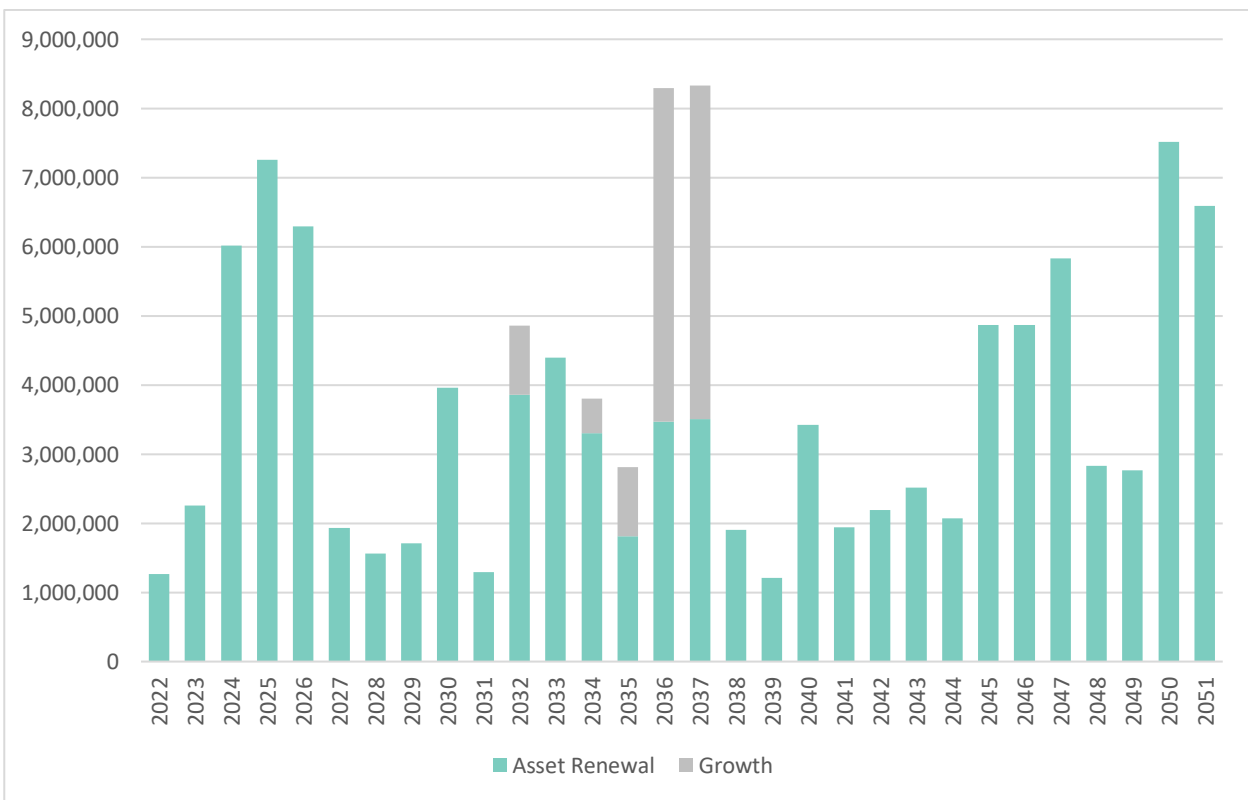


Figure 8-5: 30 year Forecast for the CAPEX for Libraries (Uninflated)

8.2 Input Data Confidence Levels

The expenditure and valuations projections in this AM Plan are based on best available data. Currency and accuracy of data is critical to effective asset and financial management. Data confidence is classified on a 5 level scale in accordance with Table 8-4

Table 8-4: Data Confidence Grading System

Confidence Grade	Description
A Highly reliable	Data based on sound records, procedures, investigations and analysis, documented properly and recognised as the best method of assessment. Dataset is complete and estimated to be accurate \pm 2%
B Reliable	Data based on sound records, procedures, investigations and analysis, documented properly but has minor shortcomings, for example some of the data is old, some documentation is missing and/or reliance is placed on unconfirmed reports or some extrapolation. Dataset is complete and estimated to be accurate \pm 10%
C Uncertain	Data based on sound records, procedures, investigations and analysis which is incomplete or unsupported, or extrapolated from a limited sample for which grade A or B data are available. Dataset is substantially complete but up to 50% is extrapolated data and accuracy estimated \pm 25%
D Very Uncertain	Data is based on unconfirmed verbal reports and/or cursory inspections and analysis. Dataset may not be fully complete and most data is estimated or extrapolated. Accuracy \pm 40%
E Unknown	None or very little data held.

The estimated confidence level for and reliability of data used in this AM Plan is shown in Table 8-5.

Table 8-5: Data Confidence Assessment for Data used in AMP

Data	Confidence Assessment	Comment on Reliability of Forecasts
Operations expenditure	B - Reliable	Forecasting is undertaken by the detailed analysis of current contracts, actual work invoices, SAP data and localised site knowledge, and examined by Finance Business partnership, AM/ FM Team analysts and business Team Leads
Maintenance expenditure	B- Reliable	Forecasting is undertaken by the analysis of previous years spend. Given the Library portfolio is relatively young since the raft of post EQ rebuilds and repairs we assume good current knowledge of condition and components. As more emphasis is placed on asset condition data moving forward there is an expectation that operational maintenance spend will level off or reduce as expenditure on planned works increases, particularly beyond the 5 year horizon.
Renewals (asset value, lives, condition, performance)	B -Reliable	Analysis of asset condition inspection data has been undertaken. Typical standardised cyclic renewal events have been built into a model using Rawlinsons/ QV Cost Builder guidance, costed and applied individual assets to gain an appreciation of anticipated renewals expenditure over a 30 year period for all library buildings.
Upgrade/New expenditures (level of service, demand, resilience projects)	B -Reliable	As per Renewals comments
Disposal expenditure	C- Uncertain	Due to lack of post-earthquake asset disposals there is a lack of suitable comparable costs for disposal expenditure. Such costs, if required can be readily estimated.

8.3 Valuation and Depreciation

8.3.1 Valuation Basis

Council's building portfolio was revalued as at 1 July 2020. The methodology below outlines the approach:

Replacement costs have been assessed with reference to actual construction costs where known, published quantity surveyor data, analysed building contracts and Bayleys construction cost database.

Indemnity values have been based on age of structures and physical condition where known, bearing in mind the requirement to produce values on a desktop basis without inspections.

Quantity surveyors, Rawlinsons, have produced replacement costs for specified structures.

Values have been calculated using the Council supplied information including description of buildings, addresses, floor areas, age and previous valuations

The Local Government Act 2002 and the Financial Reporting Act 2013 requires Council completes a full valuation of its assets every three years and a desktop valuation in each of the two years between these full valuations. These valuations are required to be completed by an independent registered valuer.

Valuations are assessed on the replacement cost valuation methodology being the cost to replace an item or structure at its existing condition at the time of appraisal. When the replacement cost, useful life, remaining useful life and residual value have been established as part of the valuation exercise, the depreciation for the asset is calculated. The asset is depreciated and a book value is established so that:

- Only the remaining service potential of the asset is reflected in its 'book value'
- To recognise the expense for financial accounting requirements

As the replacement cost valuation assessment is the amount of money required to replace an existing asset with an equally valued or similar asset at the current market price, in other words the cost of purchasing a substitute asset this amount will increase in line with building materials and construction labour rates. The most applicable indexes are the Producers Price Index and Capital Goods Price Index which suggest a forward moving increase in excess of 3% per year.

The following chart outlines the comparison between annual depreciation and capital expenditure on an annualised basis for Library assets. This capital expenditure includes:

- Libraries Assets Renewals and Replacements
- Libraries Furniture and Equipment renewals
- South Library Earthquake Repair Project

Figure 8-8 shows the proposed renewal forecast required to manage the Recreation, Sport and Events asset portfolio to the stated levels of service. Depreciation projections have been developed by calculating amounts using the current asset register, simulating amounts from proposed capex and applying future assumptions of assets additions and disposals. These forecasts are subject to change as the LTP moves towards adoption

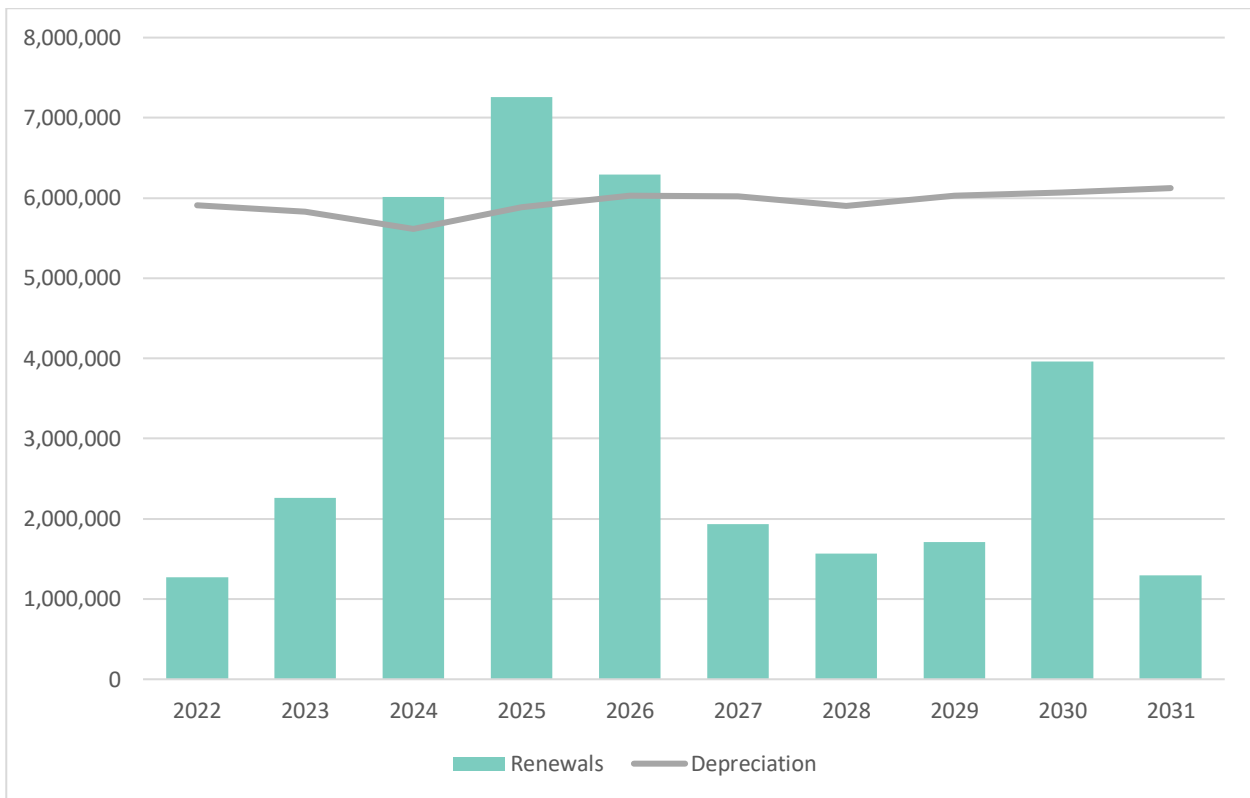


Figure 8-6: Depreciation/ Capital Renewals comparison for Libraries Buildings 2021 – 2031 (Uninflated)

8.4 Implications of approved ten-year budget

This to be completed once LTP adopted.

8.4.1 What we cannot do

The Council has prioritised decisions made in adopting the 2021 LTP to obtain the optimum benefits from its available resources.

There are some operations and maintenance activities and capital projects included identified in this AMP that are unable to be undertaken within the next 30 years. These include:

- Budget constraints could limit the work that can be undertaken, especially in the context of the COVID-19 pandemic. The building renewal planned lifespan is 70 years for libraries and there are some areas where demographic shifts have altered the population bases for some locations, especially since the earthquakes

Service consequences

Operations and maintenance activities and capital projects that cannot be undertaken may maintain or create service consequences for users. These include:

- Potential for reduction in LOS i.e. challenging the provision of opening hours or similar service level, that may lengthen component asset lifecycles.
- Reduction in upgraded/ best located facilities where population growth is strong.

Risk Consequences

The operations and maintenance activities and capital projects that cannot be undertaken may maintain or create risk consequences for the organisation. These include:

- Potential for reduction in LOS i.e. challenging the provision of a sustainable network of libraries facilities to support the development of strong, connected and resilient communities. Facilities may have to close or change in scale.

- Inability to maintain assets to a level they are fit for purpose and suitably maintained so as to provide an appropriate level of health and safety in operation.
- Increased financial constraint will be put onto future generations as the bow wave of deferred maintenance works continues to build year to year, generation to generation.
- Reduced corporate image as buildings assets deteriorate.
- 'Front page test' of the Press – negative publicity.

9 Continuous Improvement

9.1 Overview of the Improvement Programme

Council has made a strong commitment to the improvement of asset management practices and seeks to further improve the approach. Council acknowledges the need to focus efforts to further asset management practices over the next 2-3 years to an appropriate level of capability.

Council's overall Asset Management improvement process is outlined in the SAMP. This section details the Library improvement programme.

9.2 Current Asset Management Maturity

An independent assessment of current Asset Management practice was undertaken first in 2016 and then refreshed internally in 2018. This was completed at a high level encompassing all Facilities (Libraries, Community Facilities, Recreation & Sport, Art Gallery, and Social Housing.)

The baseline maturity assessment was predominantly achieved through onsite workshops and interviews, with a good cross-section of participants including representatives of asset owning groups, the respective Facilities leads and Strategic Property Analyst representatives. Future maturity level was also set based on appropriate best practice and considering the agreed business drivers. Future maturity level was set as aspirational targets which combined the desire to achieve appropriate best practice and considering the agreed business drivers. It should be noted that the approach taken for the Facilities portfolios in rating Future or aspirational levels was determined as those that could realistically be achieved with available resources over the three year life of the AMP. Strengths and opportunities for improvement are summarised alongside the results to acknowledge the baseline achievements.

The appropriate level of Asset Management practice for this Activity has been defined in our Asset Management Policy as 'Core'.

A summary of the assessment results for this activity in the context of the other Facilities portfolios can be found at TRIM ref. 19/1391230.

The AM maturity assessment presented as a 'spider web' diagram is included below in Figure 9.1. This highlights a number of key issues:

- Significant gaps between Current and Target (Future) in several areas including:
 - Improvement Planning – largely due to no specific resources (people and budget) being identified to progress identified Improvement tasks;
 - Demand Forecasting – largely due to difficulty in assessing demand in a changed city given the relatively short period following post-earthquake closures; and
 - AM Plans – at the time of review, the AMP preparation process was under pressure but this has been improved significantly with a more integrated and consistent approach followed in 2019.
- We are close to achieving our target in several areas including:
 - Risk Management – largely through the adoption and application of ProMapp;
 - Maintenance Planning – largely due to the progress made in FBBM (although this has not been without its own challenges); and
 - Operational Planning and Reporting – largely due to the much more frequent meetings which are held at an operational level (and also at a capital planning level as well).
- It is worthy of note that we have given low levels of performance and aspiration in the area of Quality Management – largely due to Council not having any formal Quality Management processes and programme, and this is unlikely to

change in the near future. However, a specific Improvement Plan task has been included to progress appropriate Quality Management initiatives – identified as Task C in Table 9 – 2 below.

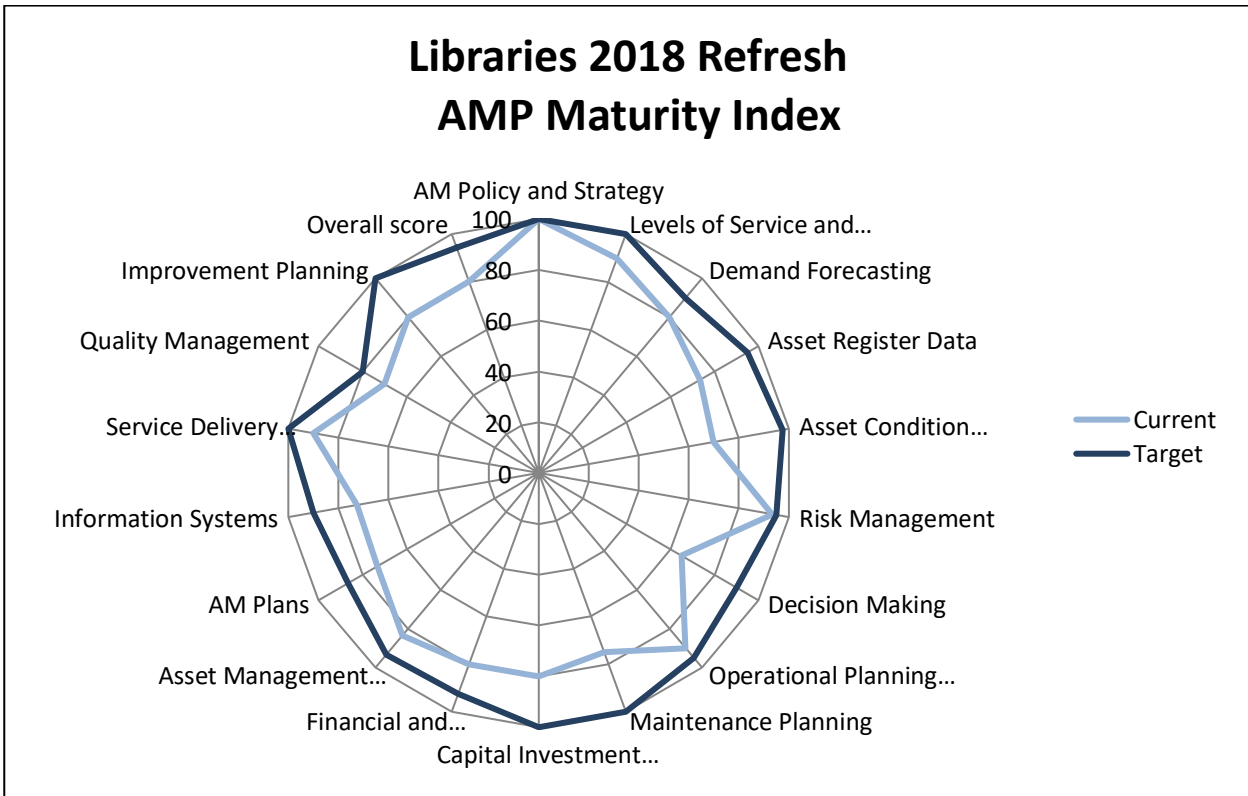


Figure 9-1: 2018 Asset Management Maturity Assessment for Libraries Activity

9.3 Review of Progress against Previous Plan

The last improvement plan was developed as part of the 2018 AMP update. The indicative term of the improvement programme was three years. Table 9-1 provides an update on the status of the improvement programme items as at November 2020.

In addition to the items within the improvement programme, the following improvements have been made to the asset management of the Libraries activity since the last AMP:

Table 9-1: Progress against 2018 Improvement Plan

Task ID	Action/Task	Timeline	Progress and Action
A	Asset Condition Assessment- Identify tasks and methods and gain consensus in all council	1/6/19	Complete, FBBM project delivered system structure and business rules
B	Data collection and storage including utilisation data- Following A, How is the data collected and stored?	1/6/19	Complete, FBBM project delivered system structure and business rules
C	Quality Management- A structured quality programme is needed	Ongoing	In progress, 60% complete, data collection process agreed and underway with City Care. Next step is to consolidate, analyse and utilise the data
D	Capital Programme- Clarity of future work that dovetails into maintenance plans	Ongoing	95% complete, Capital programme is populated in Draft LTP Prioritisation process (CPMS)
E	Business Rules- All staff should follow the same set of rules on AM	1/10/19	Complete, FBBM project delivered system structure and business rules
F	Sustainability- Improvement and awareness of metrics	Ongoing	In progress, 50% complete (refer REGGE Dashboard), carry forward.
G	Priorities- Identify and agree asset priorities	Ongoing	95% complete, Capital programme is populated in Draft LTP Prioritisation process (CPMS)
H	Changing Economic conditions- increase quality and quantity of maintenance programme	Ongoing	75% complete alongside data collection and FBBM implementation
I	Changing Climate- Frequent inspections and maintenance to protect against weather	Ongoing	75% complete- routine maintenance checks but long term impacts of climate change under assessment

9.4 Asset Management Maturity Assessment (Draft October 2020)

This most recent [Asset Management Maturity Assessment Draft](#) report has been completed by Infrastructure Decisions Limited in Draft form in October 2020 – which is still in Draft form at the time of preparing this section of the AMP.

The Draft report summarises the findings of an Asset Management Maturity Assessment (AAMA) across all of Council’s asset management activities. This section of the AMP focuses on ‘Section 5.5 Facilities’ contained in the Draft Report. It identifies improvements made since previous assessments in 2016 and 2018 and makes recommendations to support further improvement to levels of ‘appropriate’ asset management maturity.



Figure 9-2: 2020 Asset Management Maturity Assessment for Facilities

Since the last AMMA which was carried-out in 2018 there has been good progress across many functions, with notable improvements relating to asset information and analysis, alignment of strategic priorities with AM planning and understanding of long term renewal investment requirements. However significant identified gaps between Actual and Target scores remain in a number of areas including service delivery, asset performance/condition, operational planning and management systems.

The average score across Facilities activities increased from 68% to 72% in the last two years, aiming for a target of 87%. The basis for the scores is described in Table 9-2, which includes summary comments from the Draft Report which are relevant to the Libraries asset management practices and performance.

Table 9-2: 2020 Asset Management Maturity Assessment Scoring

Section	Current	Target	Comments pertinent to Libraries
AM Policy & Strategy	85	95	Corporate AM Policy and Strategic AM Plan in place. Strategic context thorough and documented. Strategic priorities are well embedded with good alignment through to AMP and Activity Plans.
Levels of Service	80	90	The levels of service sections of the AMPs have good linkages to strategic outcomes, customer expectations. LOS and performance measures reviewed by 'pit crews' in 2020. Community needs analysis and survey information has been detailed in the AMP – engagement through user surveys is stronger for some activities (eg Libraries) than others.
Forecasting Demand	65	80	Good analysis of demand drivers in AMP, supported by corporate demographic information. The current and historical utilisation and capacity of most facilities is measured however the demand forecasts have not been converted into quantitative forecasts to a level useful for planning for individual facilities. Demand management techniques identified in AMP but not clear which are being funded or progressed.
Asset Register Data	75	90	Data structure reviewed as part of the Facilities Better Business Management (FBBM) Programme. The data in SAP has been cleansed and is of a better quality but some datasets still have big gaps. A data collection process is underway to capture remaining facility assets and their attributes.
Asset Performance/Condition	65	85	A significant amount of asset data validation and condition assessments have been undertaken, unfortunately the data was not available to support the 2020 AM Plans. Asset performance data is limited to maintenance reporting and response times. Asset performance assessments (eg fitness-for-purpose) have not been part of this year's asset inspections.
Decision Making	75	85	Formal decision-making processes are applied to major projects and programmes – business cases are used to justify the financial and non-financial benefits of projects. Options are evaluated using a Council framework. CAPEX projects are captured and prioritised against decision criteria (aligned to Council priorities) in CPMS. See also CAPEX planning re: renewal decisions.
Managing Risk	70	85	The Council risk framework has been applied, with regular risk reporting through Promapp. The Risk section of the AMP and appendices covers the main risks for each of the five facility types, and the mitigation measures. Criticality is considered in decision making, and the key risk for each facility are known and managed. However, a criticality rating has not been formally assigned to individual assets.
Operational Planning	55	85	Scheduled maintenance programmes are developed collaboratively with Citycare and Facilities. There have been efforts in recent years to more planned (less reactive) maintenance and SAP was being used to manage scheduled maintenance but this has reverted to spreadsheet lists. Reactive maintenance and costs are captured in SAP, but only at a building level. Budget constraints are likely to see cuts to planned maintenance programmes, focussing on maintaining safety and compliance activities.
Capital Works Planning	70	85	See comments for 'Decision Making', plus: Capital projects and programmes managed in accordance with CPDF and projects tracked in CPMS. A 10-year (AMP/LTP) and 30-year (IS) CAPEX programme is in place. Renewal forecasts are still based on 'top down' assessments until asset condition data is available for analysis. Network planning is required to provide a stronger base for development of growth and LOS project CAPEX.
Financial Planning	70	85	10-year forecasts are provided for OPEX and CAPEX. OPEX forecasts are largely based on historical expenditure and staff knowledge.

Section	Current	Target	Comments pertinent to Libraries
			Consequential OPEX (OPEX associated with new assets) is estimated, but there is limited information on asset expenditure to date, as the practice of linking Work Orders to assets is only just beginning within the new asset data structure. The operating impact of budget changes on levels of service (asset performance) is not well linked.
AM Leadership & Teams	80	90	The organisational structure for asset management has embedded. There is a good working relationship between asset managers and activity managers and the AMP process has been useful in developing a joint understanding of AM issues.
AM Plans	75	85	5 Facilities AMPs (including the Libraries AMP) have been updated and were largely complete at the time of the assessment (Aug 2020). There is some good content, and there has been much better engagement with business owners during AMP development enabling. However not all sections are complete, the information from recent condition assessments was not available to inform the AMP and there is limited performance information in the AMPs.
Management Systems	55	80	The need for a quality management approach to asset management is understood and continues to be developed. Processes are well established and documented for many corporate processes such as capital delivery and risk. AMU is supporting a more formal process to assist activities prioritising 'critical AM Processes' and reviewing/improving the highest priority ones, but this is initially focusing on 3 Waters and Transport.
AM Information Systems	80	90	Good information systems – SAP, GIS, Fulcrum (field data). The FBBM project has focused on better use of SAP data and information to support the business. Power BI is being used to develop dashboards to better meet user needs, still work-in-progress. We hold BIM data for Turanga.
Service Delivery Mechanisms	70	90	Contracts are in place for the delivery of maintenance and operations functions. Competitive tender processes are used. Increasingly the business is driving change in asset data collection, Work Orders and contract payments through the FBBM project –to get more accurate costing and better contract performance monitoring. A greater focus on ensuring what is in the contract and what is additional work, and more accurate maintenance schedules.
Audit & Improvement	70	85	An AM improvement programme has been developed for Facilities. Reporting on major projects that are part of the corporate programme is via AMGB. Each AMP identifies items for improvements for the Facilities area but there is no formal monitoring/reporting process.

9.5 Improvement Plan 2020

The independent asset management maturity assessment process provides a sound basis for prioritising and monitoring improvements to current asset management practices.

Additional improvement items were identified during the 2020 maturity assessment and as part of this asset management plan review. These items were added to the outstanding items from the 2018 Improvement programme. The current improvement programme horizon has some 6 months to run. This AMP will put in place the programme for 2021 through to 2024.

Table 9-3 details those tasks that will be completed over the next three years. These tasks have focus specifically on those areas where the risk is most critical. To facilitate the practical implementation of the improvement programme tasks have been designed to address several issues concurrently and be programmed to ensure a logical progression towards the 3 – year target.

Table 9-3: Asset Management Improvement Tasks

Task ID	Project / Task	AM Maturity Gaps	Priority (H, M, L)	Responsibility	Resources (teams, \$)
20-A	Quality Management <ul style="list-style-type: none"> A structured quality programme is needed 	Data Quality gaps	High	Asset Planning and AMU	Facilities/ AMU
	Capital Programme <ul style="list-style-type: none"> Clarity of future work that dovetails into maintenance plans Use relevant condition data and more advanced lifecycle analysis in order to generate capital works programming. Identify and agree asset priorities Buffer to changing economic conditions including COVID-19 	Decision making Capital investment strategies	High	Asset Planning FM Asset Owners	PMO/ Asset Owners/ Facilities
20-B	Changing Climate <ul style="list-style-type: none"> Frequent inspections and maintenance to protect against weather Understand implications from sea level rise and increased flood risks Sustainability 	Maintenance planning Risk management	Medium	Risk and Resilience team Asset Planning Asset Owners	Using data from above and internal shared service resource from the AM Teams
20-C	Asset condition data <ul style="list-style-type: none"> Undertake individual asset site visits to ascertain condition. Secure asset data in SAP and advance reporting and analysis on data. 	Asset register data Asset condition assessment Information systems	High	Asset Information Management Team	Existing allocated budget of \$ to gather data.
20-D	IT Improvements <ul style="list-style-type: none"> Incrementally upgrade the technology in libraries (including BIM data) GIS linkages 	Information systems	High	Asset Owners Asset Planning AMU Information Technology	Projects in 20/21 to lead this
20-E	AM Improvement Tasks	Improvement task reporting	Medium	AM AMU	AM AMU

Task ID	Project / Task	AM Maturity Gaps	Priority (H, M, L)	Responsibility	Resources (teams, \$)
	<ul style="list-style-type: none"> Analyse resourcing, responsibilities, timelines & reporting around Improvement tasks 				
20-F	Energy Efficiency <ul style="list-style-type: none"> Energy audit targeted to ensure efficient operation of Turanga and other selected sites. 	Operational Planning and Reporting	Medium	AM Energy Analyst	Facilities/ LIU

9.6 Resourcing the improvement programme

As can be seen from Table 9-3 above, the common resource required to progress all initiatives is time – especially the time of the key team members. This linked with a limited budget for additional resources to free-up team members has proven to be a constraint in the past and so it will require further thought as to how this challenge is overcome. Consideration of existing workloads, stakeholders outside of CCC, and other corporate priorities may require changes to the indicative completion dates shown in the improvement programme.

It is likely that across Council, prioritisation of resources will result in difficulty delivering all the improvement items. A prioritisation and costing exercise will be required to ensure the best value and highest outcome items are delivered first and that future delivery costs are understood, with sufficient budgets allocated within the LTP. The process to prioritise improvement items will be coordinated by the AMU.

9.7 Monitoring and review

The improvement programme will be reported to the AMU and either included within the advancing asset management improvement programme (corporate) or within the continuous improvement programme (unit based).

All improvement items will be monitored by the AMU and tracked through the Council’s Asset Management Governance Board and the PDP tool.

Looking ahead

Climate change

Libraries in New Brighton and Sumner are considered most vulnerable to the effects of climate change, especially sea level rises, coastal erosion and flooding.

It is likely to be increasingly difficult to get insurance or to afford high premium costs for assets in coastal and low lying areas. There may be a future need for Council to self-insure these assets.

Rising groundwater levels, more severe storms, higher temperatures and increased humidity will all affect our library assets.

Design and build costs for new buildings will increase as there will be a need for new building methods and the use of modern weather-resistant, resilient materials.

There may be an increased demand for air-conditioning to be used in libraries for longer periods. Similarly there could be increased demand on heating in longer more extreme winters.

Libraries may be vulnerable to storm damage and flooding. South Library is close to the Ōpawaho-Heathcote River, and we have other libraries in low lying areas or on flood plains that will also be vulnerable in different parts of the city.

COVID-19

The COVID-19 pandemic has affected all areas of the world economy, and has had a significant effect on Council budgets.

All budgets are under extreme scrutiny as the impact of COVID-19 is worked into Long Term Plan 2021-31.

The flow-on effects are not yet fully understood but Libraries could be affected by reduced budget allocation,

which could significantly affect operational, maintenance and capital spending as well as service provision.

There may be delays or reprioritisation to some scheduled capital programme works.

It's also possible there could be reduced demand for physical libraries, but an increase in demand for online services, if people remain wary of places where people gather, or where there are many touch points.

Continuous improvement

We have a strong commitment to continuous improvement. This means planning to ensure the highest priority improvement items are delivered first and that future delivery costs are well understood and that sufficient funding is allocated in the Long Term Plan 2021-31.

Several areas for improvement have been identified. Those of highest priority are:

- Quality management – implement a structured quality programme
- Capital programme – improve decision making and capital investment strategies
- Climate change – improve maintenance planning and risk management
- IT – improve information systems
- Asset management – improve analysis of resourcing, and reporting around responsibilities, timelines and improvement tasks.
- Energy efficiency – targeted energy audit of operations at Tūranga and other selected sites.