

City of Mandurah | Library Development Plan Update

Final Report

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PREPARED FOR CITY OF MANDURAH

MACROPLAN AUSTRALIA PTY LTD
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‘Mandurah is in the grip of massive population growth and compositional change. This will bring about new infrastructure needs for the community’

Executive Summary

Introduction

1. MacroPlan Australia was commissioned by the City of Mandurah to undertake a strategic review of the provision of library services to reflect current and future needs in the community.
2. The project is strategically important as it will help determine the nature and role of the City's library services and contribute to the areas social, economic and cultural development.
3. Some of the key issues associated with this review are that the City of Mandurah is experiencing significant population growth (as is the Peel Region, a major growth corridor in Western Australia). This has brought about compositional change in the community that is and will continue to give rise to different community needs in respect to community infrastructure, including libraries.
4. The City's Library Service Development Plan 2001 has guided the development of library services over the past five years. This has resulted in a number of outcomes including the soon to be developed Falcon e-library and Community Centre which (to be completed in mid 2007), a new Library Management System has been installed allowing internet access to the catalogue and new services and innovative programs.
5. However, since that time Mandurah's main library has begun to show signs of ageing and will need investment to allow expansion, enhancement of service (for a growing community) to meet future contemporary library needs. This needs to be addressed in the next 5 years as the building reaches the end of its useful life and alternative uses of the present site are considered.
6. Questions remain as to whether the current site represents the best economic and social investment outcome for Council, particularly given plans to develop the CBD and civic and cultural precinct that could also contain a library.

Background

Council Strategy and Commitment to the Community

7. The Community Charter is important to the future delivery of libraries, as it outlines Council's strategy and commitment to the community. It is particularly important in determining options for future library development, based on the objectives of Council. The Community Charter and Strategic Plan (2005 - 2008) focuses on four fundamental objectives:
 - *People* - Maximise opportunities for community participation and ensure continued quality of life of the community
 - *Planet* - Protection of the environment and preservation of many of the attributes of Mandurah which are the essence of its popularity
 - *Prosperity* - Encourage activities which contribute to promoting wealth and success of the community and



- *Planning and performance* - Ensure that planning occurs, as it is seen as an important element of the strategies relating to the people and prosperity objectives.

8. Council's objectives have been incorporated into the assessment of future options for libraries.

Mandurah's Libraries

9. The City of Mandurah has one library (on 331 Pinjarra Road) and another library being developed in Falcon (the Falcon eLibrary and Community Centre) and a mobile library service.

Mandurah Library

10. The main Mandurah library is located approximately five minutes from the town centre, next to a sub-regional shopping centre. The library offers a range of library services including lending, internet PC's, a meeting room and children's area etc. The library is located in close proximity to a range of other community facilities.

11. However, the building has some significant shortcomings. These include:

- The overall age and condition of the building to meet contemporary library needs
- Limited access, particularly to constraints in turning into the library from Pinjarra Road heading East
- A lack of meeting facilities (ie. there is only one small meeting room) and
- A lack of flexibility in the layout (including the fact that work areas are small and there is little storage space. Lack of storage space will be a key issue when the Falcon library is operational in 2007 as there will be an increase in the volume of materials in the main library to support this service).

12. This had led some to suggest that the current library is nearing the end of its useful life and may need to be replaced in order to meet future library requirements. As a result, questions exist as to whether this is the most ideal location for the library given the growth of Mandurah.

Falcon e-Library

13. Another important consideration in determining the future of library provision for the City is that Council signed a contract with a builder in August 2006 for the construction of the Falcon eLibrary and Community Centre. It will be completed in mid 2007 (Corner of Flavia and Cobblers Streets). It is well located adjacent to the Miami Shopping Centre. This facility will service the southern part of the City and extend provision to the community.

Mobile Library

14. As a growing, but spatially distributed city, mobile library services have formed a key part of the City of Mandurah's library service. The mobile library service is available for all residents who are unable to travel to the main library and visits a number of outlying areas in the municipality. The mobile service is open 17 hours per week and is staffed by one staff member who also does 6 hours of other desk shifts in the main library.
15. However, the service is costly to operate, with high depreciation costs associated with the vehicle. In the future, the mobile library service will be influenced by a range of factors including the increasing mobility of the population, as well as the development of new libraries at Falcon and possibly in a new location within Mandurah. We consider that mobility will increase in both a physical and a virtual sense meaning the Mobile Library may not represent the most effective means for the community to access library services in the future. Opportunities exist to review the future role of the mobile library (particularly given the development of the Falcon eLibrary that will service the south and the potential of a new central library in Mandurah). Other methods to extend library use to those with restricted access include delivering books to people's residences (perhaps with meals on wheels etc) or transporting people to libraries.

Library Service Development Plan: Service Development Future Directions Study, 2001

16. Deakin Consulting undertook a Library Service Development Plan in 2001. In the Plan, Deakin Consulting proposed the following:
 - A Library located in the Central Business District
 - Branch libraries to be located at District Centres to the north and south (located close to shopping centres ensures they are well used and accessible) and
 - The information needs of the elderly and housebound are catered for through the use of a courier service delivering and collecting resources on a daily basis at strategically located information collection points.
17. The majority of recommendations (numbering more than 30) outlined in the plan have either been completed by Mandurah City Council, or have proved redundant in light of other technology interventions, or changes in community dynamics.

A growing and changing Mandurah

18. The City is undergoing a major transformation as a result of the seachange phenomenon, the southern corridors expansion from Perth and the attractiveness of Mandurah as a lifestyle destination. This is resulting in a range of current and future challenges to meet the diverse and growing needs of the community. This is expressed through a number of key planning projects for the Region and has raised the following important issues:
 - The rapid change in the Region and the need to respond to dynamic community needs. Clearly Mandurah is undergoing major transformation, emerging from a seaside 'tourist focused' town to a major urban and regional city.
 - Major projects (such as the revitalisation of the CBD and civic and cultural precinct) and rail link from Perth present opportunities to assess the future location and role of community infrastructure in Mandurah to meet community demands and foster increased activity.

- The City of Mandurah is part of Peel Region, one of the fastest growing regions in Australia. The Peel Region has a population of approximately 92,000 and, according to the peel Development Commission, is the fastest growing region in Western Australia and Australia. Average population growth from 1995-2005 has been 4%.
- The Peel Region is integrated with the rest of Western Australia through an extensive infrastructure network including in telecommunication infrastructure, ports, roads, rail and airport facilities. Strong population growth is driving new infrastructure including:
 - Extension of the Kwinana Freeway from Perth through to Bunbury
 - Extension of the Tonkin Highway to link with the South West Highway and
 - Extension of the Southern Suburbs Railway. This will make Mandurah a 48 minute trip from Perth.
- In the past 15 years, Mandurah has grown from a population of 12,700 to a vibrant city which will have a population of at least 82,000 by 2011.

19. Key considerations, given the forecast growth and change in Mandurah include:

- A diverse population that has elements of youth, ageing, below average income levels, particularly in pockets across the City, but also high wealth in other areas
- Below average levels of educational qualification amongst the labour force. However, the shift towards higher levels of education is an aspect of the transformation of the Mandurah LGA and the Peel Region into an increasingly knowledge-based economy
- Employment in Mandurah is focused primarily on the industry sectors of retail trade, construction, and manufacturing. However, in future years (as the population grows) there is likely to be significant change in the industrial composition of Mandurah with less reliance on retail trade. Challenges exist in attracting significant industry and 'higher end' jobs to the Region. However, connections by rail and growth in the mining sector promote new opportunities for industry diversification
- The Western Australian economy and indeed Mandurah is increasingly a home for remote and mobile workers (RAMS). Place of employment for these workers are either at home or varies throughout the state, country, or globe. They may include workers with home based businesses, workers with no fixed location or who live outside the north metropolitan region. Mandurah is the perfect City to attract remote and mobile workers. Many people in the municipality may travel to Perth or further south to mining areas, establishing themselves in Mandurah. These types of residents and workers will be increasingly seeking community infrastructure that supports business and recreational needs, particularly internet and other communications technology that connects them to other regions, states or countries. Libraries are one such venue that could provide this opportunity, particularly through wireless capabilities etc and
- Libraries should play a role in skilling the local and regional community for the changing face of the regional economy. Libraries and community hubs have the capacity to develop targeted programs towards employment / career needs of the local community, particularly youth and older adults.

Consultation Review

20. MacroPlan has undertaken a series of interviews with key stakeholders in relation to the future development and provision of libraries for the City of Mandurah. Key issues raised in the consultation indicated the following:
- Mandurah Socio-Economic Profile - The consultation revealed several issues that face the current and future community of Mandurah, some of which could be addressed through an appropriate library and community infrastructure. Key issues identified in the consultation were:
 - Unemployment / welfare dependency - it is perceived that there are high rates of unemployment and welfare dependency (which was confirmed by the demographic analysis).
 - Isolation - this affects various groups but especially single mothers and mothers at home and the elderly. This has implications for mobility and how the community can access libraries.
 - Transitioning - assisting people to make the journey from welfare to work is critical. Council has the ability (through libraries, community infrastructure and programs and services) to assist people in accessing training and support to enhance work opportunities.
 - Fly in Fly outs / remote and mobile workers (RAMs) - Mandurah has a unique situation of people moving in and out of the area for work (eg. In mining, off shore, into Perth etc). This has wider implications for community (particularly in how community groups form and prosper through volunteerism), but also in how people access Council services. Libraries are likely to be required to have flexibility to assist people to access a diverse range of information and technology.
 - Future Planning - Consultation revealed that future library planning will need to take into consideration a range of issues including:
 - Key movements in libraries today and in the future. The nature of libraries is undergoing significant transformation to perform a wider range of community functions (than the traditional lending and information services). In the future it is likely that libraries will perform a greater role in programming and community skilling.
 - The development of the Falcon eLibrary and Community Centre will greatly enhance the service capability and coverage of the library service in the South of Mandurah.
 - However, it was identified that the community would not like to see the mobile library discontinued because the Falcon facility was established.
 - Council installed a new Library Management System (LMS) in July 2005 and is increasing access to computers in the libraries to meet contemporary library requirements. This will be particularly important for a growing and changing community.
 - Marketing the events / programs of the library could create a broader learning role for the library.
 - There is a desire by the local community to remain as a region, and not a Perth metropolitan locality. In relation to this issue the Peel Development Commission and the Peel 2020 Plan will need to be factored into any development plan.

- Opportunities existed for clustering academic pathways to increase efficient and resource sharing amongst academic facilities, particularly those that are established and growing in the region (Murdoch University and Challenger TAFE).
- A key issue to be addressed in the long-term (5-10 years) is the future development of the central library. Future development of the library is required to service the rapidly expanding population of Mandurah as it is estimated that the current life of the existing Mandurah library is 5 years. Stage one was completed in 1979 and stage 2 completed in 1991. The library had a 'makeover' in 2005 but the footprint has not increased. According to consultation with library staff, there are difficulties at present in running programs in the current spaces and the work areas are inadequate.
- Access - Consideration needs to be given to determining what a future library development could be combined with to create a joint facility. This could increase community access. However, included would need to be an assessment of the relationship with other branches. Consultation revealed that people like the library to be close to key destinations such as doctors and shops. Hence, walkability is a key factor. This has been a positive attribute of the existing Mandurah Library.
- Centralised Library Facilities - Consultation revealed that a centralised library facility (that is a library in the centre of Mandurah) may be required in light of a changing community and increased activity around the CBD. In particular, increased activity in the centre of Mandurah / CBD creates an opportunity to maximise usage of the library as an increased number of residents and visitors may be looking to satisfy their recreation, information and education needs through the library.

Library Development Considerations

21. It is also critical to understand the range of key location, sizing and design issues pertaining to libraries. These issues can have a bearing on where to position libraries, appropriate development of spaces, orientation, linkages with other activity etc. The following is of consideration for Mandurah:
- Libraries should be located in a setting that maximises exposure, visibility to passing pedestrian and vehicle traffic, is close to public transport, in existing or future activity centres (eg. linked with retail and other activity) and preferably with a ground floor entry. According to *People Places (2005)*¹, location of libraries is as important as any other form of real estate. The manual notes that the general location of a new/extended library is very much based on the needs of the community. However, the characteristics of a community, including population growth areas, key recreation and shopping precincts, schools etc provide a guide to good locations that libraries may be sited. The stated site criteria for a Public Library outlined in *People Places* includes the following:
 - Main street or shopping area location
 - Highly visible location particularly from the shopping area
 - Street frontage with library on ground floor and not hidden from the road by trees or another building
 - High level of personal and property safety as outlined in Safer by Design requirements
 - Fully accessible for people with limited mobility

¹ *PEOPLE PLACES* A Guide For Public Library Buildings in New South Wales 2005

- Close to and/or accessible from local schools and educational facilities
 - Potential for an outdoor area to be attached to the library
 - Priority pedestrian access which is safe and attractive, particularly for older residents, children and parents with prams
 - Walking distance from public transport which is typically 400-500 metres with minimal gradient
 - Access to convenient and safe car parking with priority for people with a disability, older residents, parents with prams, staff and night-time users.
 - Accessible for community buses, mobile libraries, deliveries and other vehicles
 - Site able to accommodate future expansion of the library, if required.
- The CBD location, (for example the Mewburn Site which is Council land), meets many of the stated criteria.
 - The size of libraries also varies according to its function, catchment, use, land or building availability etc. However, in the majority of cases town centre or regional libraries tend to be larger in response to a wider range of uses and activity. A library in the range of 1500 - 3000 sqm, if well designed often has the capacity to deliver a very effective central library, with a range of community and library focussed spaces.
 - Libraries on one level obviously have the advantage of being accessible to all people, without the requirement of stairs and lifts. However, there are numerous examples of libraries in Australia over more than one level (eg. Melbourne City Council, RMIT etc).

Assessment of Future Options

22. In order to assess the opportunities for Council in developing library facilities for the future, several scenarios were developed. Each scenario represents a realistic option for Council, based on land availability, funding opportunities, community infrastructure optimisation and justification from evidence gained from research in this or other projects.
23. In order to objectively assess each scenario, MacroPlan has developed a Triple Bottom Line Assessment methodology (TBL) that is integrated with Council's strategic and community objectives as outlined in the Community Charter.
24. The Assessment analyses the social, economic and environmental benefits of the various location options available to the City of Mandurah and compares them to Council's objectives. The Assessment also presents argument for and against each option in order to illustrate the strengths, weakness, opportunities and threats of each. The following options were reviewed:
 - **Redevelopment / replacement of Existing Library** - eg. to substantially expand, renovate or replace the existing library. It is highly likely under this scenario that the building would need to be replaced in order to meet contemporary and future library needs.
 - **CBD Library** - at a new site with the potential to be developer or third party funded / constructed. The library could be delivered on a lease back / community rental basis to Council or could be built on Council land. The library may also be integrated with retail / office space.
 - **Civic and cultural precinct** - Library could be collocated with a civic and cultural facility in the civic precinct.
 - **Joint use with University / TAFE** - Involves the collocation a community library with the existing University / TAFE library. Alternatively a joint library could be located in the CBD but it would require acceptance by TAFE, Murdoch and

Mandurah Senior College. A problem with most joint use libraries is that they often are sited on the 'education' site rather than the 'community' site.

- **A library associated with the new Mandurah Transit Station** - with the development of the new railway station at Mandurah, there is an opportunity to assess the provision of library with the new station.
 - **A library associated with a large shopping centre** - library development could be associated / collocated with a large shopping centre (which could be in the CBD or elsewhere).
25. After reviewing the options, MacroPlan considers that the scenario of a CBD library would deliver the greatest net community benefit and presents the most desirable option. The key strengths of this option include:
- The development of a CBD library can assist in realising the objectives of the CBD Revitalisation Strategy by contributing to the profile and activity level within the CBD
 - A library in the CBD has the potential to be linked to retail and commercial activity, delivering higher levels of activity and potential economic benefits to local traders
 - Contribution to the overall appeal of the CBD (eg. more leisure and learning opportunities that can be linked to other activities)
 - An increased ability to have the library open for more hours during the week including especially during the evening and on the weekend. City centres are becoming increasingly activated for more hours during the day and night and are being used for recreation and leisure at all times of the day and week. In addition, the increase in part-time and casual work across Australia is creating demand for more flexible (in terms of time) recreation and leisure opportunities (for example late at night). Ensuring that the library was open during the weekend and in the evening (for example), in addition to normal business hours, would ensure greater usage of the library overall while also catering for the diverse needs of both residents and visitors during both standard business and non-business hours
 - Generate benefits to workers by additional community infrastructure for their use
 - The CBD, as the main activity area for visitors and tourists, could increase the level of use of the library
 - The potential of developer funded / lease back opportunities as a result of developing a library with other retail or commercial uses (eg. mixed use environment). This has the potential to offset costs to a third party and minimise Council expenditure, whilst still delivering community benefit
 - The existence of Council (eg. the Mewburn site) and other sites that may be suitable for a library
 - The CBD library could provide an additional leisure and recreation venue in the CBD
26. It should be noted however, that Hames Sharley has recently developed concepts for the Council's consideration in respect to the Mandurah Civic and Cultural Precinct. The plans highlight a range of potential civic and community infrastructure developments that will create a significant precinct heart and spaces for the community. It is possible that Council would consider a library/learning hub in such a development as a second stage after the recommended CBD library is achieved (eg. in ten years, when a CBD site might unlock sufficient value to fund the development after the Civic Precinct is activated. Alternatively, the Council might find a business partnership and/or leaseback approach to establish a CBD Library).

27. A range of community needs / issues have identified in the background review for this project. These issues can influence the types of services / facilities to be incorporated into a future library in Mandurah and would augment and compliment the existing provision of traditional book / information and recreational based library activities. The following are considerations for a new library in Mandurah:

- Based on the research conducted in this project the following areas of focus may be a consideration in a CBD library. The areas of focus represent an opportunity to both create new spaces and new programs and services to cater for community needs. Meeting some or all of the areas of focus outlined below will require a combination of innovative design and multi-function space. The following areas of focus may be considered:
 - **Education / learning facilities** - With the increasing knowledge and technology intensity of modern work and life, lifelong learning / continuous education / non-formal education and skills development are more important today then ever before. Resourcing basic community education services can be considered for the new library as a key theme, especially given the perceived (if not actual) lack of facilities and services in this regard and the pockets of higher socio-economic disadvantage in the area. Improved educational opportunities can also assist emerging demographic segments such as young professionals and students
 - **Community / health services, recreation and social opportunities for the socio-economic disadvantaged** - In addition to the education / lifelong facilities discussed above, there is a potential to develop facilities and services that cater for the community / health services, recreation and social needs of the Mandurah population dependent on welfare and / or socio-economic disadvantaged. The universal nature of the public library (in providing free / affordable access to information and recreation opportunities) can be leveraged to provide improved community outcomes for all citizens
 - **Recreation and social opportunities for both 'digital natives' and 'digital immigrants'** - There is a significant opportunity to provide a range of recreation and social opportunities for both 'digital natives' and 'digital immigrants' in the Mandurah²
 - **History, character and culture** - Programs and services contribute to the local character and cultural heritage of Mandurah. There is a potential to incorporate local social history collections and projects into libraries that document and display the local history, character and culture of the local community
 - **Notable / landmark buildings, places and spaces** - Landmark buildings, places and spaces can increase resident and tourism visitation, strengthen civic pride and local sense of place and contribute to Mandurah as a liveable destination. The development of a new library presents an opportunity to create a notable or landmark building and place
 - **Business incubator / development** - Libraries' core specialisation in information and knowledge is suited to building and developing enterprises and wealth creation opportunities in the modern economic era. This is because in today's economy value is being increasingly created by those able to obtain and master knowledge. A key focus (amongst many

² <http://www.marcprensky.com>

opportunities) for a new library could be building small business capabilities.

Vision

28. In developing a vision for libraries in Mandurah, MacroPlan has considered the range of factors influencing the current and planned development of future facilities and services. These include services, user groups, electronic infrastructure and synergies with other organisations. The vision seeks to position Council to realise its community objectives in respect to libraries. Critical to shaping the vision of libraries in Mandurah is the range of unique issues and challenges for the City, now and in the future, including the following:
- Mandurah, in the heart of the Peel Region, is an increasingly dynamic region that is well positioned for future growth. Future growth is being driven by the range of lifestyle and coastal attractions of the area, urban extension from Perth and enhanced infrastructure connecting Mandurah to the metropolitan area
 - However the community today will be very different to that of tomorrow. The City will undergo considerable change in population (eg. growth in young people, older adults etc), socio economic conditions (with high numbers of people in both the lower and higher socio economic categories) and industry and employment structure (with growing numbers of students and young professionals as opposed to the traditional serviced based industries in the area)
 - As the City grows, so will the requirement for new infrastructure and services, particularly community infrastructure
 - The current situation in respect to libraries in Mandurah is an existing library that is in need of major refurbishment or replacement in the next 5 years, a new library and community centre to be constructed at Falcon and a mobile library
 - A range of revitalisation projects are planned in the City and it is anticipated they will occur in the future depending on funding. These revitalisation projects will have a positive impact on the civic and cultural precinct of the CBD, if they proceed, and further strength the case to relocate the library to a more central location
 - Analysis by MacroPlan has highlighted the preference to develop a library in the CBD due to a range of factors including linkages to the diverse mix of retail, educational and social opportunities already in the area and the ability to extend on and enhance these
29. In light of these issues, the following vision is proposed for Mandurah Libraries:

“Mandurah libraries will be a meeting place for a growing and changing community to learn, grow and be inspired”

30. Recommendation 1 - CBD library Development

- That Council pursues the development of a CBD library as the first priority (in line with the assessment framework and key arguments, particularly a development that maximises opportunities for public / private partnerships to reduce capital requirement to Council).
- This could also be facilitated by value captured from disposal of the existing library site, which is likely to realise considerable value given its proximity to a range of commercial and retail facilities.
- The CBD library should be designed and located so as to work together with retail, commercial and recreational activity that occurs in the town centre and build on the opportunities that exist. A key advantage of locating in a town centre is the positive visitation impacts that the precinct will deliver. The library and town centre activities can combine to enliven or further activate the area (ie. The library operates as an additional 'anchor' for the community).
- Selection of the site (which could include the Mewburn Site) should be in line with the selection criteria to include:
 - Preferably over one level / single storey and / or with ground floor access
 - Street frontage in a busy thoroughfare (for example main street or shopping area location)
 - Have a highly visible entry
 - Street frontage with library on ground floor and not hidden from the road by trees or another building
 - High level of personal and property safety as outlined in Safer by Design requirements
 - Fully accessible for people with limited mobility
 - Close to and/or accessible from local schools and educational facilities
 - Potential for an outdoor area to be attached to the library
 - Priority pedestrian access which is safe and attractive, particularly for older residents, children and parents with prams
 - Walking distance from public transport which is typically 400-500 metres with minimal gradient
 - Access to convenient and safe car parking with priority for people with a disability, older residents, parents with prams, staff and night-time users
 - Accessible for community buses, mobile libraries, deliveries and other vehicles
 - Site able to accommodate future expansion of the library, if required and
 - Maximise opportunities to connect the library to other cultural, educational, commercial and recreation activities, organisations and institutions. Detailed market research would need to be conducted in order to ascertain the mix between these themes and exact focus. Furthermore, the location could significantly influence the themes / focus of the library.
- The centralised CBD library could be open at extended evening and weekend times to match surrounding retail activities and extend use.

31. Recommendation 2 - Sizing Options

- Modelling undertaken by MacroPlan (using a methodology used by the Library Council of NSW) suggests that a central library around 3,000 sqm would be appropriate given Mandurah's current and expected future population and workforce growth.
- Care needs to be undertaken when using standards and benchmarks, however, as these do not often take into account local circumstances and differences. In the case of Mandurah, a large proportion (ie. more than 90%) of the population lives within 10 kilometres of the town centre which could inflate the sizing standards outlined in People Places.

- Based on MacroPlan’s analysis regarding a central library, Council could pursue a building of between 2,500-3,000 sqm with ground floor and prominent frontage that could incorporate a range of community uses in a hub concept.³
- MacroPlan estimates that it costs approximately \$6,000 per sqm to build and develop a library (excluding car parking). This is composed of \$3,000 per sqm for fit out and \$3000 per sqm for developing / construction and is based on recent examples of projects undertaken by MacroPlan (eg. Echuca, Moonee Valley, Norwood Payneham and St Peters and Casey).

- Assuming these estimated costs and sizing, total construction costs (excluding car park) would therefore be in the range of \$15 million to \$18 million which would therefore require a significant capital commitment. As a result, Council may seek to explore joint venture options / build own operate transfer (BOOT) options with the private sector or sale / lease of existing assets (eg. the existing library site) to assist in funding new development.

32. Recommendation 3 - Range of Users and Groups

- A range of community needs / issues have identified in the background review for this project.
- These issues can influence the types of services / facilities to be incorporated into a future library in Mandurah and would augment and compliment the existing provision of traditional book / information and recreational based library activities.
- The following are considerations for a new library in Mandurah, but could be tested further with consultation with the wider community and existing and potential library users:
 - **Community Learning** - the library could be a venue that supports a range of learning activities that include non-formal education, skills development and life long learning programs (that could be targeted at older adults etc), work transition skills programs etc
 - **Recreation** - programs / facilities that could accommodate recreational / leisure activities and social interaction for the community to add excitement and activity to the library and potential link with other activities in the CBD (eg. Events, festivals etc).
 - **Local character / cultural heritage** - the library has the potential to incorporate a range of local heritage based programs and services. This could include the potential of incorporating local social history collections and projects into libraries that document and display the local history and strengths of the area and region for the benefit of the community.
 - **Small Business support** - modern libraries (such as Pine Rivers in Queensland) have incorporated programs, facilities and services that can support local small businesses. This includes business incubators and programs to create networks with SME’s Micro Businesses etc.
 - **IT / multi-media / wireless integration etc** - given the growth in internet and wireless based technologies, contemporary libraries have an increased focus on provision of technology to support a range of recreational, information and research activities.

³ It should be noted that some of the largest libraries in Australia (for example Penrith’s City library) are no more than 3,500 metres.

- **Community meeting space** - communities are increasingly seeking well located and high quality meeting spaces to facilitate a range of activities. This ranges from services and recreational clubs and groups to corporate groups. Flexible meeting spaces (eg. that can be re-sized for different functionality) are often valuable additions to libraries due to the range of multi use functions that they can perform.

33. Recommendation 4 - Partners and Stakeholders

- Possible partners in the development and operation of this library could include:
 - State Library
 - Peel Development Commission
 - Local land owners and developers (if required for sites etc)
 - Local Traders (retail shops in the CBD)
 - Major CBD employers
 - Local schools and other educational facilities (eg. Murdoch University, Challenger TAFE etc).
 - Chamber of Commerce and traders associations
 - Local community groups

34. Recommendation 5 - Key Infrastructure

- Key infrastructure to be incorporated into the library could include:
 - A series of multi functional spaces and meeting areas that have the capacity to be converted easily for a range of activities that could include training, meetings, function (smaller), exhibitions, reading groups, story time, and children's activities.
 - The potential of dedicated areas that cater for children (eg. toy libraries, multi media areas and children's collections etc) and for young people (eg. group / syndicate work areas, listening posts, visual media / plasmas, multi media, gaming etc).
 - Provision of high speed communication (eg. low broadband data speeds, 3G and other mobile and wireless technologies etc). This could be a potential opportunity to create a high speed hub within the library to facilitate community access to technology.
 - A point that offers technology (eg. PCs and internet access) for tourists and local residents with limited access.
 - Inclusion of wireless and RFID technologies that could allow people to access the network via laptop and other mobile computers, as well as reduce some of the staffing requirement associated with processing books that could be replaced with self check and RFID technologies.

35. Recommendation 6 - Future use of existing library site

- If the CBD site is accepted by Council as recommended in this report the future use of the existing library site should be considered. In most cases the preferable position for Council is to develop on its own land, with financial assistance from other parties (eg. State / Commonwealth Government and / or the private sector). However, in some cases where land is at a premium Council may be required to pursue leasehold options to deliver a result for the community.
- Council could consider the following options, particularly given that the building is nearing the end of its useful life (eg. within the next 5 to 10 years) and the potential high value of the site given its location in respect to adjacent commercial activities (including Centro Mandurah):
 - Council could either lease the site to a third party or parties and generate a revenue streams, or
 - Dispose of the site and use funds to invest in new library infrastructure.

- It is important to acknowledge the appropriate sequencing or temporary provision that may be required to facilitate continuity of the library service if the facility was to be relocated.

36. Recommendation 7 - Northern Library

- That as a longer term priority and after monitoring the use and catchment profile of the Central and Southern Libraries, Council consider the development of a potential northern sector library. This could be designed in a hub and spoke type model that offers a community facility with library functions.
- This could be incorporated into a mixed use 'shopfront' development, if opportunities exist. The facility could be a programs focussed, library outpost that does not offer a full suite of library service, but rather a targeted local needs library for the northern community.
- One consideration to consider is the proximity of the libraries in the City of Rockingham (north of Mandurah) as these libraries may cater for the northern demand of the City of Mandurah, along with the CBD library with a catchment that is likely to extend north.

37. Recommendation 8 - Mobile Library

- Council consider the future role of the mobile library, given the increased provision of library facilities and the cost of delivering mobile services.
- The short term requirement to replace the mobile library may not prove to be the most beneficial investment for Council, particularly given the current potential for people to view catalogues etc via internet or other means from home and have goods (including books) delivered.
- Given the ongoing cost to provide mobile libraries and the introduction of new library services into the City (Falcon and a potential new library in the CBD), the role of the mobile library is questioned. There are other options that can be pursued by Council (that are used by other LGA's across Australia) including bussing people to libraries (with socialisation benefits associated with this model) or book deliveries with 'meals on wheels' or other like services that may prove a more cost effective option creating greater access for the community.

1 Introduction

MacroPlan Australia has been commissioned by the City of Mandurah to undertake a strategic review of the provision of library services to reflect current and future needs in the community.

The project is strategically important as it will help determine the nature and role of the City's library services and contribute to the areas social, economic and cultural development.

This project is instrumental in that it comes at a significant time in the development of libraries and their role in the community. This is particularly important for Mandurah, as it is in a period of massive growth and transformation that will bring with it new requirements for community infrastructure.

1.1 Background

The City of Mandurah is experiencing significant population growth and forms part of a Peel Corridor, a major growth corridor in Western Australia. In particular, a range of factors driving growth both in the City of Mandurah (for example the rail link) and Western Australia more broadly (for example the resources boom and lifestyle driven population movement) are predicted to continue in the medium to longer term.

The City's Library Service Development Plan 2001 has guided the development of library services over the past five years. There has been an important range of results achieved as part of this process. These include:

- Council approved development of the Falcon e-library and Community Centre which will be completed in 2007
- A new Library Management System has been installed allowing internet access to the catalogue and
- New services and innovative programs have been introduced, such as marketing, events and reading programs.

However, the broader environment has changed since the Library Service Development Plan 2001 was written and Council believes that it is time to reassess the recommendations and update the vision, direction and priorities for the library service through to 2020.

In particular, areas of investigation include the use of eBooks, electronic services and the role of libraries as community centres. In addition, new models for libraries have also developed overseas and in Australia and these should be considered in light of the current and emerging needs of the community in Mandurah.

1.2 Overview + Objectives + Scope

The key aim of the project is plan for the development of library services in Mandurah in the next ten years and a vision for future library services in 2020.

The plan and vision will take into account key strategies of the City of Mandurah. Importantly, they will also seek to identify opportunities where the library service could support those strategies.

The project has two key aims:

- Review and comment on recommendations in the Library Service Development Plan 2001 that are not appropriate or relevant and
- Make recommendations on the optimum number, locations and characteristics of future service points. This also includes the Mobile Library Service. A potential northern sector library and the central library are key issues.

The objectives of the project are five-fold and include:

- Examine the Library Service Development Plan 2001- To identify recommendations in the report that are no longer appropriate, relevant or feasible. An explanation is to be provided as to why they should no longer be pursued or what might have replaced them
- Develop a Vision for 2020 - To develop a vision for Mandurah libraries in the year 2020. The vision will take into account services, user groups, electronic infrastructure and synergies with other organisations
- Review and evaluate options for the Central Library - These include but are not limited to:
 - The current site as part of the development of the precinct
 - A site in the revitalised CBD of Mandurah such as a landmark building possibly using the ground floor
 - A site within the cultural precinct near the Council Offices
 - A joint library with Murdoch University and TAFE
 - A library associated with the new Mandurah railway station
 - A library associated with a large shopping centre
 - The evaluation of each option will consider a range of relevant criteria. These include broad planning and strategies issues that the City has in place. In evaluating the central library, consideration will also be given to whether equal sized facilities or one large central library and a series of smaller branch libraries ('hub and spoke model').
- Opportunities for community, State Government, non-government or commercial funding partnerships will also be identified as part of this stage
- The location and roles of service points - This process will examine whether the City should provide other service points for the northern and eastern sections of the municipality. This will also consider a diverse range of issues such as:
 - The proximity of potential branches to a central library and the optimum distance for patrons to travel

- Whether additional operating costs would be best spent on a central library or branch library
 - The advantages and disadvantages of branch libraries in addition to the Central library and Falcon e-library and Community Centre
 - If other service points are recommended, provide advice on what they should consist of and where they should be located.
 - An evaluation of a potential joint us facility with key stakeholders, which will include identifying the advantages and disadvantages of such a facility
- Recommendations would also be made on the value and relevance of a library mini bus service as an alternative to the current Mobile Library Service. Such a service could bring people into the library on a regular basis
 - Alternative Models - A discussion of new models for libraries which includes - but is not limited to - collocation with other community activities or functions, such as a tele centre, customer service centre, meeting place, information commons
 - Information and examples of alternate models for public libraries in Australia
 - A review and evaluation of partnerships with the private sector in the development of new public library buildings. This will include the latest examples of partnerships and an examination of the factors critical to the success of these projects
 - A review and evaluation of commercial ventures that could be incorporated in a library. This includes cafes, bookshops and recreation functions

1.3 Scope of Work/ Methodology

MacroPlan has prepared a comprehensive methodology to address the project objectives and work requirements of this project.

The stages of the project are discussed below.

1.3.1 Stage 1 - Project Initiation

Hold an initial meeting with Project Manager to initiate the project, develop reporting protocols and finalising a project plan.

1.3.2 Stage 2 - Review of Literature and Alternative Models

This section will consider the 'state of play' across a range of areas that impact on the library service and facility provision in Mandurah. It covers an extensive literature review of all relevant data and documentation including:

- CBD Revitalisation Project

- Precinct Plan for the current library precinct
- Foreshore Focus 2020
- The development of a civic precinct incorporating the existing Council offices
- Peel Away the Mask 2001
- Inner Peel Region Structure Plan (WAPC 1997)
- Network City: Community Planning Strategy for Pert and Peel (WAPC)
- Draft Southern Sector Community Infrastructure Forecasts
- Draft Northern Sector Structure Plan
- Mandurah Community Charter and Strategic Plan 2005 to 2008
- Community Infrastructure Needs Study
- Community Infrastructure Needs Study Review
- City of Mandurah, Strategic Outline Development and Precinct Plans and other relevant planning documentation
- Community Planning Review - City of Mandurah Southern Sector Mapping (2004)
- City of Mandurah, 10 Year Capital Works Plan
- Southern Sector Planning

1.3.3 Stage 3 - Examination of the Library Service Development Plan

This section will review the library service development plan noting material and recommendations that are no longer appropriate, relevant or feasible. A full explanation will be provided as to why they should not be pursued or what replace them.

1.3.4 Stage 4 - Consultation with Key Stakeholders

Engage extensive consultation process to better gauge key stakeholders' views and ideas on the library service both now and in the future. Consultation covered a range of strategic and operational issues including:

- Role of the library and opportunities for the future
- Spatial / physical layout
- Technology requirements and possibilities
- Collection size and nature and
- Staffing



1.3.5 Stage 5 - Vision for 2020

Develop a vision for Mandurah's libraries in the year 2020 and beyond. This will take into account services, user groups, electronic infrastructure and synergies with other organisations.

1.3.6 Stage 6 - Central Library, Location and Service Points Review

This review would involve a range of steps including:

- Review and evaluate options for the location of a central library
- Consider the current and future demographic profile of the various communities in the City of Mandurah and make an assessment of their library needs and
- Ascertain whether municipality should have one or more facilities

1.3.7 Stage 7 - Mobile Library Review

This review would involve a range of steps including:

- Reviewing mobile library service in light of MacroPlan's Research and recommendations
- Best-practice in the provision of mobile library services, demographic profile and the needs of the communities the service would assist and
- Current and emerging trends that will significantly impact on any mobile library service, for example remote and mobile access to libraries through the Internet. This review will be undertaken against the alternative of a mini bus service

1.3.8 Stage 8 - Preparation and Submission of Draft Report

Prepare a draft report covering:

- Philosophy, ideals and aspirations of all stakeholders involved in the project
- Vision for the Library Service in 2020
- Analysis and recommendations arising from our review of Library Service Development Plan
- Analysis and recommendations on the Central Library, Location and Service Points Review
- Analysis and recommendations on the mobile library service and
- Way forward

1.3.9 Stage 9 - Presentation

Prepare and present findings (which include a full explanation and review of the analysis and recommendations) to Elected Representatives of the City of Mandurah and Executives as requested.

1.3.10 Stage 10 - Preparation and Submission of Final Report

Prepare a Final Report which will incorporate analysis and recommendation as presented in the draft report and presentation while also incorporating any feedback since the submission of the Draft Report.

1.4 Report Structure

The purpose of this report is to determine the nature and role of the city's library services that will contribute to the social, economic and cultural development. The key sections include:

- Section 1 introduces the project
- Section 2 presents the Literature Review
- Section 3 discusses the 2001 Library Service Development Plan
- Section 4 presents a situation analysis / demand assessment of current emerging trends in the fields of economy, society, technology, community infrastructure and libraries
- Section 4.3 presents a Best Practice Review
- Section 5 presents a Consultation Review
- Section 8 presents an Assessment Framework for choosing between alternatives and
- Section 0 presents our Conclusions and Preliminary Recommendations

1.5 Disclaimer

Please note that in accordance with our Company's policy, we are obliged to advise that neither the Company nor any member nor employee undertakes any responsibility in any way whatsoever to any person or organisation (other than City of Mandurah in respect of information set out in this report, including any errors or omissions therein, arising through negligence or other wise however caused.