

AGENDA ITEM NO.: 15.2

TO: Council Meeting on 28 June 2016

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SUBJECT: LibraryPLUS – Locational Site Analysis

1. EXECUTIVE SUMMARY

- 1.1 In August 2015, the SA Department of Education and Child Development confirmed its intention to re-acquire the Thomas Street Centre building at the conclusion of the current lease of 2 August 2019.
- 1.2 Council immediately commenced consideration of a new library service; what it should look and feel like, what are the future trends and needs for Library and associated services and where it could be located.
- 1.3 Elected Members adopted the 'Library Services to the Future' report and recommendations on 25 August 2015. This report detailed a service plan evaluating the current and future requirements for the project based on our community and user profile.
- 1.4 Four potential sites were shortlisted at Elected Members Workshop for further consideration and site analysis, after a SWOT process was undertaken by the group to determine suitability of suggested sites.
- 1.5 These four potential sites (from an original list of nine sites) adopted by Council on 15 December 2015 for further consideration were: Prospect Oval Precinct, Depot/Tram Barn, Prospect Civic Centre and Northpark Shopping Centre.
- 1.6 Key staff and Elected Members undertook group tours to 14 library services between January and April 2016 throughout Greater Adelaide as well as some new facilities developed in and around Melbourne. The notes and observations of these tours were received in the recommendations outlined in a Council report, adopted on 24 May 2016.
- 1.7 Community consultation for the project was also conducted from January to March 2016, with respondents providing feedback to refine the community aspirations for a new facility. A wealth of information and feedback was received from the community and the LibraryPLUS community consultation report was received by Council through the report adopted on 24 May 2016.
- 1.8 Andrew Russell of inizio Consulting was engaged in June 2016 to assist with the process of refining the shortlist from the 4 sites to identify 1-2 final preferred site locations from which to scope and develop the project.
- 1.9 The Council Workshop on 14 June 2016 reviewed the list of initial draft locational criteria to create a final criteria list prioritised by Elected Members. Each site was rated by the group against the agreed criteria.

- 1.10 The outcome from this process identified that the highest ranked sites based on the agreed criteria and weighting were;
- Prospect Civic Centre on Prospect Road and
 - Tram Barn/Depot Site at the corner of Main North Road and Johns Road.
- 1.11 The lowest ranked sites based on the weighted criteria group assessment were the Prospect Oval precinct and the options in and around Northpark Shopping Centre.
- 1.12 In recognition of known community sentiment regarding an opportunity to consider purchasing Audley House (Prospect Road and Audley Street) which is currently being marketed for sale was also considered by Elected Members. Audley House as a potential site was then fully assessed against the same criteria as the other shortlisted sites. At the conclusion, Audley House as an option for a LibraryPLUS facility was ranked lowest of all the options. Refer **Attachments 1-26** for the detailed report and outcomes from the icara software assessment tool used at the Workshop.
- 1.13 Based on the multi-criterion analysis of the sites against agreed, prioritised and weighted criteria, the Prospect Civic Centre site and the Tram Barn/Depot site should be pursued for further detailed analysis over coming months (utilising funds allocated in the Draft 2016/17 Budget). The Prospect Oval Precinct, Northpark Shopping Centre and Audley House are no longer considered as viable options and no further analysis will occur on these sites.
- 1.14 Over coming months and in line with the recommendation below: site analysis, concept plan preparation, market testing, risk analysis, opportunity cost consideration, staff/operational impact assessment and financing options for the 2 shortlisted sites will be undertaken.

2. RECOMMENDATION

- (1) Council endorses the Prospect Civic Centre (Prospect Road) and the Tram Barn/Depot site (Cnr Main North Road and Johns Road) for further detailed analysis as the site for the City of Prospect LibraryPLUS. The analysis of these two sites is to include:- concept plan preparation, market testing, risk analysis, site opportunities and constraints, opportunity cost consideration, staff / operational impact assessment and financing options.**
- (2) In shortlisting the two sites above, Council acknowledges that no further assessment is to occur on any other sites for a new LibraryPLUS facility. The group multi-criterion assessment process considered the Prospect Oval Precinct, options in and around Northpark Shopping Centre and Audley House as potential locations, however, these sites failed to rate highly.**

3. RELEVANCE TO CORE STRATEGIES / POLICY

3.1 Core Strategy 1 – Our Community.

1.2 Promote Lifelong Learning.

- 1.2.1 Continue to provide accessible library, toy library and local history services.**

4. COMMUNITY INVOLVEMENT

- 4.1 Council staff embarked on stage 1 of the community consultation process with local residents, community groups and key stakeholders for the LibraryPLUS project during the first 3 months of 2016. The results are outlined in the community consultation report which was received by Council on 24 May 2016.
- 4.2 This engagement approach is consistent with City of Prospect 'Community Engagement and Consultation Policy' and the process covered both the 'inform' and 'consult' aspect of the engagement level in the IAP2 framework.
- 4.3 Elected Members have been strongly engaged as representatives of the community at Council workshops held on 10 February 2015, 10 March 2015, 10 November 2015 and 14 June 2016 as well as tours of Library facilities on 2 February 2016, 29 February 2016 and 19 April 2016. This engagement has been supplemented by a number of Council reports since with project commenced with the advice from DECD regarding the expiration of lease.

5. DISCUSSION

- 5.1 Since receiving written confirmation from SA Department of Education and Child Development (DECD) Council staff have had continued contact with DECD staff. There has been no further contact with DECD regarding the lease, however staff will maintain contact with the department throughout the life of the project to keep them informed of our progress.
- 5.2 Elected Member Workshops held in 2015 discussed the project and considered the future of library services in City of Prospect. Libraries Alive 'Library Services to the Future' project report and recommendations were adopted on 25 August 2015. This report outlined a number of recommendations including the need to plan for a new library immediately, establish financial provision of at least \$8m, guidance on floor space requirements and the community participation model for such projects.
- 5.3 The staff and Elected Members undertook tours of 14 local and interstate libraries during January to April 2016 throughout Greater Adelaide as well as in and around Melbourne. The notes and observations were received and noted in the recommendations outlined in the Council report adopted on 24 May 2016. These notes and observations will assist Council to form the brief for contracted designers, architects, project managers and builders throughout later stages of the project.
- 5.4 City of Prospect's plan for a new 'LibraryPLUS' facility at the end of lease of the Thomas Street Centre attracted overwhelming positive feedback from the community who participated in the first consultation phase from January to March 2016. The overall feeling expressed by those engaged is that a LibraryPLUS facility is essential for City of Prospect and should be an absolute feature of our service provision.
- 5.5 The outcomes from this period of engagement were detailed in the LibraryPLUS community consultation report which was received through the Council report adopted on 24 May 2016.
- 5.6 Community members who spoke to Council staff were supportive of the LibraryPLUS project and passionate about the future possibilities. Overall respondents were willing to share their views and eager for a new facility to be built and to be operational within the required deadline.

Site Selection Locational Criteria Matrix

- 5.7 After discussion of options throughout and beyond our City, nine (9) possible sites were analysed through a preliminary site selection criteria matrix and SWOT analysis completed by staff and Elected Members. Upon shortlisting down to four (4) sites (as resolved by Council in December 2015), the selection criteria was refined. The criteria was built from reference document '*People, Places: a Guide for Public Library Buildings in New South Wales* 3rd edition 2012', complimented by specialist staff skill and experience as well as views from Elected Members and those that came out of the Library Tours. The broad input ensured the assessment criteria was tailored for City of Prospect and its broader community.
- 5.8 The 'People Places' tool details key criteria for main street or shopping centre location, visibility, ground floor space, accessibility, personal and property safety, outdoor space, pedestrian access, public transport, parking and other factors.
- 5.9 Andrew Russell of inizio Consulting was engaged by Council in June 2016, to assist with the process of identifying and further refining preferred site location or locations from which to scope and develop the project on one or two preferred sites. The approach by Andrew Russell to this process has been to utilise the inicio icara (software) suite of decision making tools integrating multi-criterion analysis (MCA) and risk analysis processes to guide and manage the business decision making across project and strategic options.
- 5.10 The Elected Member Workshop on 14 June 2016 reviewed the list of initial locational criteria which was discussed, amended and refined around the table before resolving on the following key criteria (in order of preference) for the City of Prospect's LibraryPLUS facility;
- Criteria 1 Ease of access to City of Prospect Community (incl. local schools)
 - Criteria 2 Highly visible, street frontage location (main street/shopping centre)
 - Criteria 3 High amenity/ character/ walkable area or setting
 - Criteria 4 Part of a multi trip destination
 - Criteria 5 Maximises the development opportunities of the site
 - Criteria 6 Convenient and safe parking and service access
 - Criteria 7 High levels of personal & property safety
 - Criteria 8 Opportunity for compatible/synergistic commercial activity
 - Criteria 9 Potential for outdoor spaces
 - Criteria 10 Geographically fills gaps in library service
- 5.11 This final list of criteria was prioritised as above and then the rating by consensus was applied to each (of the five) site options. The MCA scores are calculated by the relative decision weighting and criteria based assessment (score of 1-5) to determine the ranking.
- 5.12 Andrew Russell explained the finance matrix and cost considerations. The factors that influence these high order estimates range from relocation costs, potential capital outlay including purchase (if required) and construction as well as car park and library fit-out costs. These cost estimates were then applied to the criteria to assess the comparative value of the options and balance this out against the 'value' judgements made.
- 5.13 The outcome from this process identified that the highest ranked sites were the Prospect Civic Centre, followed by the Tram Barn/Depot Site (refer **Attachments 1-26** for analysis).

- 5.14 The lowest ranked sites based on the criteria, weighting and rankings were the Northpark Shopping Centre, followed by the Prospect Oval precinct and Audley House which was added for consideration due to known community sentiment (refer **Attachments 1-26** for analysis).
- 5.15 This site option of Audley House (which is currently being marketed for sale) was also assessed against criteria and scored accordingly by the Elected Members. At the conclusion, this option ranked lowest of all the locations/sites based on assessment against the agreed criteria (refer **Attachments 1-26** for analysis).
- 5.16 The conclusion of the Workshop discussed a collective desire to continue with more detailed consideration of the top two site options; those being the Prospect Civic Centre and the Tram Barn/Depot site. The recommendation of this report aligns with that sentiment and looks to continue to move forward with this critical project in a balanced manner by analysing the true costs and benefits (and options) at the two best sites in our City (based on the agreed site assessment technique and criteria). Continuing with the top two sites means that the Prospect Oval Precinct, sites in and around the Northpark Shopping Centre and Audley House are not to progress to further detailed analysis and they be eliminated from further analysis as they failed to satisfy the key criteria for a successful LibraryPLUS site.
- 5.17 Further analysis will include market testing of the two options (Civic Centre and Depot/Tram Barn). Site analysis, risk assessment, site constraints and costings to provide technical descriptions. This analysis will explore funding models and options for development of each site.

ATTACHMENTS

Attachments 1-26: Prospect LibraryPLUS Site Selection Report