
WELLINGTON CENTRAL LIBRARY BUILDING AND SERVICE UPDATE AND BUILDING REMEDIATION OPTIONS

Purpose

1. This report provides:
 - an update on the structural repair and refurbishment options for the Central Library Building with preliminary indications of costs to remediate;
 - an update on the interim central city library service, commentary on the proposed future central city library service model, and considers the implications for space and facilities;
 - commentary on how the Central Library Building can be better integrated into Te Ngākau Civic Precinct;
 - an outline of a proposed engagement strategy that forms part of a wider process leading to decisions around Central Library services, the building and its relationship with the wider civic precinct.

Summary

2. The Central Library Building was closed in March 2019 on the basis of structural concerns raised by Council's structural engineers, based on new seismic performance guidelines. In particular, these concerns related to how the building's pre-cast concrete flooring system might perform in an earthquake. Officers have been working with engineers to identify what structural remediation options are available for the building and now have preliminary designs for three potential remediation schemes.
3. In conjunction with the structural work, officers also asked engineers to assess the Central Library Building's building services which were mostly installed in the building at the time it was built in 1991. This work identified that the majority of the building services were at the end of their asset life and/or would not meet current compliance standards and now require replacement.
4. The building closure provides the Council and community with an opportunity to review and update the Central Library service offering and improve how the Central Library Building interacts with Civic Square and the wider Te Ngākau Civic Precinct.
5. The report also provides an approach to developing the future Central Library service model and the role this service would play in assisting the activation of Te Ngākau Civic Precinct and environs.
6. A proposed approach to engagement and decision making is outlined to ensure high levels of public involvement in decisions around both the library building and central city library services. The requirements set out in the Local Government Act (2002), the high level of community interest, large financial commitment and the demands of planning and design timelines, mean that the fastest viable decision making route is via the 2021-31 Long Term Plan.

Recommendation/s

That the Council:

1. **Receive** the information.
Library building related matters
2. **Note** the preliminary designs and costs for three structural remediation schemes for the Central Library Building have been completed in consultation with a cross section of senior structural engineers.
3. **Note** that the Central Library Building's mechanical, fire, electrical and hydraulic systems have been assessed by engineers and require significant upgrade or replacement;
4. **Note** the high level cost estimates to structurally remediate the Central Library Building, upgrade the building services and reconfigure and upgrade the fit out to accommodate a modern library service (outlined in paragraphs 42-46).
5. **Note** that costs to improve the access and integration of the Central Library Building to Civic Square and Te Ngākau Civic Precinct have not yet been established.
6. **Agrees** that any building that accommodates Wellington's future central city library service should be resilient (in respect of both the building structure and building services) to a level that ensures it is suitable for reoccupation almost immediately after a significant earthquake and takes into consideration the impacts of climate change including sea level rise.
CBD library services including future service model
7. **Note** that the interim CBD library network has been designed to ensure continuity of access to library services in the central city. Two libraries have been opened and the third, 1400sqm Te Awe Library will follow in July, along with the new Collection and Distribution Centre, Te Pataka, which will provide access, to the physical collection previously housed in the Central Library Building.
8. **Note** that officers are developing a high-level concept, to be further informed through community and stakeholder engagement, for a future Central Library service that could integrate civic, cultural and creative activities and programmes, enable the formation of community and service partnerships, and deliver a modern, 21st century service.
9. **Note** that a modernised library service could be accommodated in either an appropriately remediated and reconfigured Central Library Building, or in another fit for purpose building.
10. **Note** that the current configuration of the Central Library Building means it does not integrate well or actively relate to Civic Square and the surrounding areas - addressing this would bring significant benefits to the users of the building and to the wider area.
Community engagement
11. **Request** officers develop a public engagement campaign that seeks to understand and acknowledge the current and future needs of customers, visitors and ratepayers to inform the design for a future central city library service.
12. **Agrees** that the proposed engagement should seek public opinion on the remediation of the current building as well as options for a new build on the same site.
13. **Note** that the public engagement campaign, and work undertaken in parallel with it, will

explore the feasibility of colocation and partnering with the community and other service providers.

14. **Note** that the public engagement campaign will be aligned to the ongoing planning for the future of Te Ngākau – Civic Precinct.

Financial implications

15. **Note** that no capex funding is currently allocated in the 2018-28 Long Term Plan (LTP) for major capital works relating to the development of the Central Library Building.
16. **Agrees** that \$1.1M allocated in the 2021 Annual Plan for Te Ngākau Civic Precinct design and consultancy, will be used in part to produce developed designs for the library building when required.

Process and next steps

17. **Note** the proposed timeline that includes public engagement, engineering and design activity, consultation and budget allocation via the 2021-31 LTP.

Background

7. The Kaikōura earthquake in November 2016 caused significant damage to a large number of buildings in the Wellington region. The event caused the closure and demolition of several buildings. Much of the damage related to buildings with precast concrete flooring systems and this included Statistics House, where two floors partially collapsed, and Council's Civic Administration building which suffered cracked floors and damage to structural frames.
8. Following the Kaikōura earthquake, the Ministry for Business, Innovation and Employment (MBIE) partnered with the New Zealand Society for Earthquake Engineering, the Structural Engineering Society of New Zealand and the New Zealand Geotechnical Society to investigate the performance of precast flooring systems during earthquakes.
9. These investigations, together with the recommendations made following the Statistics House investigation, led to the drafting of revised guidelines for concrete buildings, and more specifically provided guidance on assessing precast concrete floor systems.
10. The final version of these guidelines was issued by MBIE in November 2018 and engineers were instructed to use these to assess buildings with precast concrete floors (noting though that these assessments should not be used to determine whether a building was earthquake prone under current legislation).
11. Following the publication of these guidelines officers spoke with engineers (Aurecon) to gain an understanding of the implications for the Central Library Building which was constructed using pre-cast concrete floor systems.
12. Aurecon advised they were in the process of reviewing the guidelines to gain a full understanding of how they should be applied and indicated that they would be in a position to undertake an assessment of the Central Library building in February 2019.
13. Aurecon was instructed to undertake an assessment of the building and this was provided to Council in March 2019.

14. The assessment identified that pre-cast concrete floors are used extensively in the Central Library and that the building design provides for floor seatings of 50mm. The new guidelines provide that this width of seating presents a high level of structural risk, particularly in buildings constructed with a flexible frame, as is the case with the Central Library Building.
15. Although the new guidelines do not create a New Building Standard (NBS) rating, the calculations can be expressed as a percentage of NBS. Aurecon provided percentages in this fashion. When allowance is made for construction tolerances, creep and shrinkage effects, the engineers calculated that the building has an effective NBS rating of 20%. To take into account the number of parameters included in the calculations, Aurecon undertook a sensitivity analysis which indicated that the range could potentially extend from (an effective) 15% NBS up to 25% NBS.
16. During its assessment process, Aurecon engaged with other major engineering firms to ensure their approach to the new guidelines was consistent with the approach being taken by the industry, however following receipt of the Aurecon report, a formal peer review of the Aurecon assessment was commissioned.
17. WSP Opus was engaged to undertake a peer review of Aurecon's assessment. WSP Opus agreed with Aurecon that the building had structural vulnerabilities and that it had an effective 20% NBS rating based on loss of floor seating when assessed against the MBIE 2018 'C5 Yellow Book' technical guidelines.
18. In addition to the specific concerns raised by the new MBIE guidelines, there are other matters that needed to be considered in making any decision about the building. The building is a complex design with a flexible frame, large voids and irregular shape – all of these elements contribute to the building's structural vulnerability in a significant earthquake particularly in respect of the floor seatings.
19. From an occupancy and visitor perspective, the building presented a high risk as it had Council's highest visitor numbers with over 3000 visitors a day including large numbers of children. In addition, the Central Library has always been a safe haven for many of Wellington's more vulnerable residents.
20. On the basis of the engineering advice received from Aurecon, officers recommended to the Chief Executive Officer that Council closed the Central Library building and car park located underneath the Library Building and Civic Square to the public and staff as soon as practical.
21. The Chief Executive agreed with officer recommendations, and after consultation with the Mayor and Councillors, made the decision to close the building and public car park on 19 March 2019.
22. It is important to note that previous engineering assessments had identified other potential vulnerabilities that could influence the performance of the building. Council had been planning to address these issues but thought it prudent to wait for the MBIE guidelines before instructing engineers to develop designs. These items are included in the 'Base Case' option referred to later in this paper and include:
 - insufficient seating and detailing of the central stairs and escalators to allow safe egress of occupants following a major seismic event;
 - insufficient movement allowance for the external cladding panel support fixings which could be compromised under pressure;

- potential floor diaphragm capacity issues including the likely brittle performance of the reinforcing mesh;
- stability of the retaining walls and basement slab in the event of potential liquefaction and lateral spread (risk considered low).

Discussion

Technical workshop

23. In order to canvas a wide variety of engineering and construction perspectives on the building's structural issues officers hosted a facilitated session in September 2019 where the library's structural design and associated vulnerabilities were discussed and potential engineering and construction solutions assessed.
24. The workshop included several of Wellington's most senior engineers, as well as representatives from the architecture and construction communities. The workshop was facilitated by Professor Ken Elwood from Auckland University who serves as the Research Director of QuakeCoRE: NZ Centre for Earthquake Resilience and is actively involved in research related to the seismic response of existing concrete and masonry buildings.
25. The goal of the workshop was to discuss the library's structural vulnerabilities and consider remediation options across a range of possible seismic performance objectives for the building. In addition to life safety considerations any solutions also need to consider the building's resilience.
26. Although extremely important, the NBS seismic rating system does not provide the full picture of how a building might react to an earthquake. Simply defined, a %NBS score evaluates the performance of a particular building over a range of earthquakes only in terms of protecting life.
27. A %NBS rating does not measure a building's resilience ie its ability to function after an earthquake. It says nothing about the damage that a building could be expected to sustain or whether it will be able to be used again post-event. So modern building design and construction methods need to consider resilience as well as life safety.
28. As part of the discussion, the workshop considered the varying seismic performance objectives a building could achieve in terms of both life safety and resilience - these performance objectives translated into three potential remediation schemes.
29. Attachment 1 of this report provides a more detailed commentary on the technical elements discussed in the Workshop.

Structural remediation - design schemes

30. On the basis of the approach determined at the technical workshop, officers instructed Council's appointed structural engineers to produce design schemes for each of the three performance categories (developed to a level suitable for costing by a quantity surveyor).

The engineers further refined the thinking from the workshop and have now provided a preliminary design for the three remediation schemes identified as follows:

Central Library Building – remediation schemes

Option	NBS % range	Resilience level	Impact on building use
Base case	Approx. 40% NBS IL3	<ul style="list-style-type: none"> Substantial (and potentially unrepairable) damage following a significant earthquake. Not suitable for reoccupation after an event until repairs complete (likely 12+ months). 	No material impact on floor space.
Mid-range	Approx. 80% NBS IL3	<ul style="list-style-type: none"> More resilient solution than base case, but still substantial damage following a significant earthquake. Not suitable for reoccupation after an event until repairs complete (likely several months). 	Minor impact on floor space.
High resilience	> 100% NBS IL3	<ul style="list-style-type: none"> Base isolation provides highest level of resilience. Building will be suitable for reoccupation almost immediately after a significant earthquake. 	Minor impact on floor space - loss of approximately 20% of basement space.

Estimated costs based on the preliminary design for each of the schemes in the above table are discussed in paragraphs 42-46.

Building Services

31. In addition to requesting structural engineers to develop the structural repair schemes, officers also engaged building services engineers to review the Central Library building services. In this context 'building services' includes the following systems:
 - mechanical (heating and cooling)
 - hydraulics (plumbing and water systems)
 - fire protection
 - electrical.

32. The purpose of this review was to provide guidance and recommendations to Council giving consideration to the following:
 - current condition of the building services – is there plant that is at end of life and needs to be replaced;
 - impact of structural repair schemes on building services elements, including identification of plant that needs to be added or replaced due to strengthening;
 - advice in respect of re-use versus replacement;
 - whether the plant and systems remain compliant under current building regulations in the event of major work being done on the building;

- potential for separating the building services to allow the Central Library to be a standalone building and not be reliant on shared plant and mechanical systems.
33. Attachment 1 of this report provides a detailed discussion of the engineers' assessment following their review of the building services, however in summary, their findings are that:
- most of the building services have reached the end of their asset life;
 - many of the services will be rendered non-compliant if consentable work is undertaken on the building; and
 - to achieve a high level of resilience, the plant needs to be moved out of the basement and separated from the central system that serves all buildings in Civic Square.
34. In conclusion the building services engineers recommended that all major building services plant and equipment is replaced.
35. Estimated costs to fully replace the building services are discussed 42-46.

Building design and fitout

36. The building was designed by Athfield Architects and opened in 1991 as part of the Civic Precinct update that included the City Gallery, Town Hall, Civic Square, and civic administration buildings which were jointly planned as an inter-related campus.
37. The building has not had a substantial refresh or refurbishment since it was designed over 30 years ago meaning that the fitout and configuration do not support a modern library service.
38. The structural and services work will be very intrusive and will require the removal and/or demolition of much of the internal fitout so this will require replacement.
39. More detailed commentary in relation to the proposed future Central Library services model is provided in paragraphs 50-76 and in Attachment 2.
40. More detailed commentary in relation to improved connections to the Te Ngākau Civic Precinct and surrounding areas is provided in paragraphs 77 to 86. Note that no design specification has been established for this work to date and accordingly there are no cost estimates available.
41. Estimated costs to for the building and furnishings/IT fitouts are discussed in paragraph 45.

Costs

42. The costs provided in this report have been estimated separately for each of the categories discussed in this report (i) structural remediation; (ii) building services upgrade; (iii) hard fitout; (iv) soft fitout; and (v) new build cost comparisons.
43. Structural remediation - it is important to note that these costs provided in this report are based on preliminary design only. Although these designs have been costed by a quantity surveyor and include appropriate contingency sums, there is no guarantee that the costs established once detailed design and construction procurement is complete will not vary from these initial estimates.

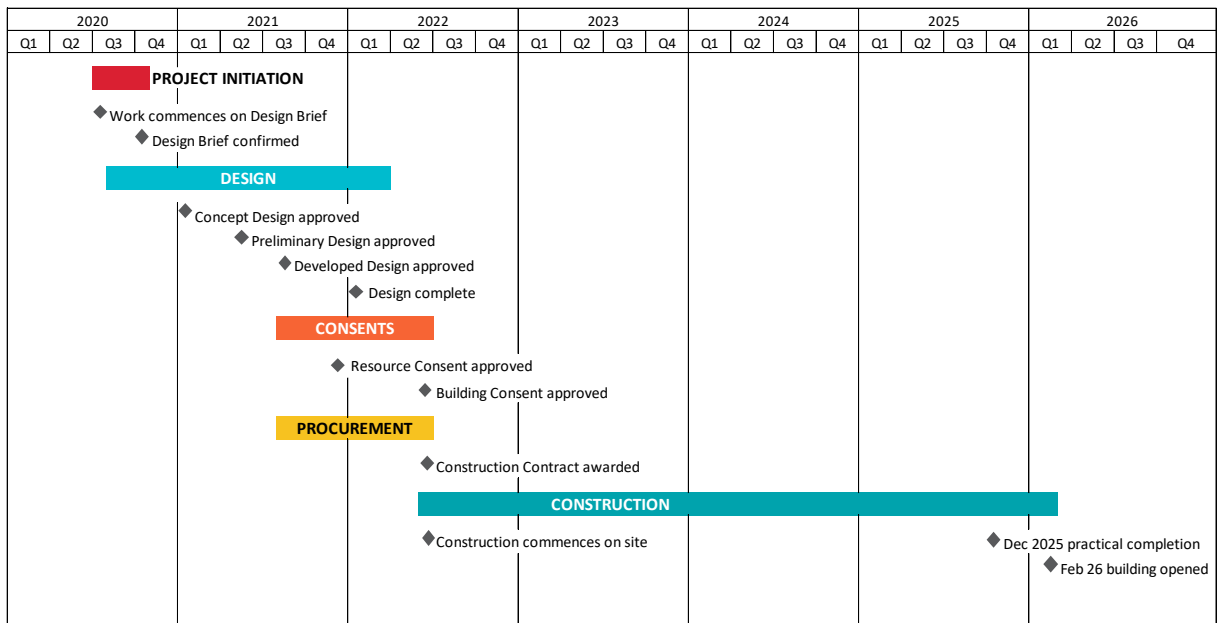
44. Building services - the estimated costs established for the building services upgrade have been produced by a quantity surveyor on the basis of specifications to fully replace all services.
45. Fitout - in respect of building fitout costs there are two components to be considered:
- ‘Hard’ fitout which could include walls, floors, partitioning, lighting, electrical, cabling and joinery;
 - ‘Soft’ fitout could include workstations, chairs, filing cabinets, furniture, IT and audio-visual equipment.
46. To provide some context and comparison, we have provided cost estimates for a range of new building options for the Central Library Building. New build cost estimates are based on industry sqm rates – they reflect a base isolated build solution and include upgraded building services and a basic office level fit out.

Option	Structural	Building services	Hard fitout	Soft fitout	Total estimate
Base case	\$ 36m	\$ 31m	\$ 14m	\$9.8m	90.8m
Mid range	\$ 89m	\$ 39m	\$14m	\$9.8m	\$151.8m
High resilience	\$ 133m	\$ 43m	\$ 14m	\$9.8m	\$ 199.8m
Tūranga equivalent (9000sqm)	\$ 82m	(included in structural rate)	\$2.8m	\$5.6m	\$ 90.4m
Library GF-L2 equivalent (14000 sqm)	\$ 120m	(included in structural rate)	\$4.3m	\$8.7m	\$ 133m
Library full footprint equivalent (17000sqm)	\$ 146m	(included in structural rate)	\$4.9m	\$9.8m	\$ 160.7m

- Remediation options for Central Library Building
- New build scenarios for cost comparison

Indicative construction programme

47. The table below provides an indicative construction timeline if the Council was to agree to a base isolation solution for the building and includes a full building services upgrade; internal reconfiguration and refresh and improved activation of the buildings ground floor and connection to the Civic Square and Te Ngākau Civic Precinct more broadly.



- 48. It is important to note this timeline is not based on a fully developed project scope but does provide an indication of how long a programme of this nature may take.
- 49. The programme assumes that no construction procurement or work would commence until after the commencement of the new Long Term Plan (LTP) in July 2021, however it assumes that some initial design work will be undertaken in the months leading up until the approval of the LTP.

Note, the 'base case' and 'mid-range' structural remediation schemes would a result in a material reduction in construction time (as compared with the base isolation scheme) – this reduction may be 12 months or more.

Central City Library Services

Update on interim library services

- 50. Following the closure of the Central Library building, an interim CBD library network was developed to ensure Wellingtonians and visitors could continue to access library services in the central city. The City Strategy Committee endorsed this model on 16 May 2019.
- 51. The interim CBD library network is three new smaller libraries providing access to: 60,000 library items in 1,900 m2 of library space, spaces for popular programmes, which will be open a combined 174 opening hours per week:
 - Arapaki Manners Library is co-located with the Council's Service Centre. Opened 28 May 2019 the library occupies 250 sqm of space. The lease term is two years with renewal option of three further years (2 + 3 years).
 - He Matapihi Molesworth Library opened in October 2019 in partnership between Wellington City Council and the National Library of New Zealand. With 250 sqm of space the co-location agreement is for two years with renewal option of two further years (2 + 2 years).

- Te Awe Library (Brandon Street) will be the largest of the three new CBD libraries with 1400 sqm and a lease term of four years, with two further renewals of two years available (4 + 2 + 2 years).
52. Te Pātaka, the new 2000 sqm Collection and Distribution Centre (Johnsonville) was also designed to provide a safe, secure facility for the Central Library's physical collection, which customers and rate payers are concerned they have lost access to. When operational in July, customers will be able to browse collections virtually in addition to searching the library catalogue (with staff assistance where required), and order items to pick up from the library branch of their choice. The lease term for this facility is eight years.
53. The full network was due to be complete by the end of May 2020, with the opening of Te Awe Library and the Te Pātaka. Due to the COVID-19 Alert Level 4 lockdown, work on both services was suspended for 5-6 weeks. Work resumed under Alert Level 3 but will take longer as contractors and staff carry out their work under the required COVID-19 hygiene and social distancing protocols. Both services are expected to be available in July.
54. By the end of July 2020 Wellingtonians will be able to use four new libraries (including Waitohi) and access the more the 750,000 physical items. The 14 library branches supported by the new Collection and Distribution Centre, will be open for a combined 675 hours per week (up from 578 pre-closure). Ongoing investment in expanding digital collections is also reaping benefits with a significant growth in usage, particularly throughout the lockdown.

A Central Library service for the 21st Century

55. As Wellington's 'living room' and 'home away from home', the Central Library service played an important role in the social well-being and community life, welcoming over 3,000 visitors daily. As well as being the branch for inner-city residents, it was an events space for guest speakers and children's programmes, provided storage and access to 400,000 items including special and rare collections, and a place for anyone to relax, study, read, use devices, access Wi-Fi and PCs or get advice from staff.
56. The original 1980s concept brief for the new library was to create a flexible space designed to accommodate twenty years' growth. The space was to be primarily functional, revolving around the storage and display of the library collection, lending of items, purposeful reading and study, and information services. It also indicated the Library would need to change over time, particularly in response to "the continuing impact of new technology".
57. Social, economic, political and environmental needs change, and so has the role of libraries. What libraries deliver, what customers need, and the way people learn, has evolved beyond what was planned for in the late 80s and early 90s when there was no internet, Wi-Fi or digital devices.
58. Modern libraries have moved from being the traditional storehouses and gatekeepers of knowledge. Not only do they provide books and other physical and digital collections, people can access new technologies, physical spaces to support learning and interaction, and a range of community activities and services which support life-long learning, connection and community.
59. With the growth of inner city apartments, often with smaller footprints, people look to "3rd places" such as libraries to become a second living room and meeting place. Libraries are also valued "visitor attractions", which when imaginatively-conceived and

executed, attract significant national and even international visitors and events. This in turn creates value to the city and ratepayers.

60. Libraries can play a key role in response efforts following significant events – as a place to gather, access help and support, and keep up to date with what can be rapidly changing information. This is particularly important for the more vulnerable members of our community, including those that are socially isolated.
61. If the Central Library Building is to be the home of Wellington’s largest and most visited library again in the future then it should provide a modern service offering in line with those being delivered in major libraries in New Zealand and around the world.
62. Ensuring the Central Library service is fit-for-purpose in the 21st century has implications for space use: the arrangement of collections, services, furniture and equipment; and functionality, circulation and customer pathways, technology integration and acoustic control.

The Central Library service should be located in a place that is able to rebound from significant events quickly and safely. This could be either an appropriately remediated Central Library building or another fit for purpose building.

63. Attachment 2 of this report provides a more discussion on the role and use of the Central Library service and commentary on modern library trends.

Implications for spaces and facilities

64. A future Central Library service needs to feature larger, more dynamic spaces for children and families; flexible shelving options for physical collections; enough space for individual, quiet reflection, study and relaxation; as well as areas for collaborative learning (formal or informal), meetings or social interactions. The diversity of activities needs to be fully accessible, with good delineation of spaces, multi-functional spaces of varying sizes, and the ability to physically and/or acoustically separate quiet and noisy spaces.
65. Reinstating the Central Library service, as it was, would not deliver the modern services, flexible spaces and technologies the public need and would likely expect, particularly following a long period of closure. Customer surveys prior to the closure showed they valued the building and collections. However for some it lacked the spaces they needed.
66. Feedback included the need for more seating options, comfortable furniture, and meeting spaces; better air circulation and improved lighting, navigation routes, signage and accessibility and bathroom facilities; and continued access to quality collections. The lack of acoustic control, and no dedicated events space, meant noise regularly impacted on quieter areas.
67. As noted above, the existing internal fitout of the Central Library will be impacted by any structural and services work. It therefore makes sense to consider an upgrade and refurbishment of the spaces and facilities.
68. A refurbishment could remain faithful to the original design, while introducing contemporary design elements and reflect the modern role of libraries – the key objectives and assumptions underlying this proposition could include:
 - a solution that balances space for people with space for collections;
 - an upgraded facility that caters for a wide variety of user needs;
 - a building that is fully accessible, welcoming, and attractive to the community;
 - flexibility (of uses and spaces) through innovative design; and
 - making the most of its location as a key connection to the wider Civic Precinct.

69. In order to achieve these objectives and match modern libraries standards, a design could include:
- increased options around services and flexibility, for example flexible spaces and shelving, and a smaller physical collection on site;
 - increased and improved technology;
 - dedicated zones for both quiet activities and noisier or communal activities such as lectures, meetings and performances;
 - replacement of existing furniture and fittings where needed;
 - refresh of finishes (carpet, paint, toilets) throughout;
 - improved functionality of the building;
 - improved circulation and customer pathways; and
 - improved connections to the Te Ngākau Civic Precinct and surrounding areas.

Co-partnerships

70. There is potential to achieve cost and/or space efficiencies through co-location with other Council and Civic activities, services and functions. External organisations, such as children's learning and experience providers or others in the arts, culture, creative and literacy sectors, may be interested in exploring opportunities to partner on programming and events or, where they share similar requirements in facilities and spaces, in co-locating. Modernising our Central Library as both a service and facility will position Wellington City Libraries in a strong position for strategic partnerships

Developing space and functional requirements

71. It is proposed that officers develop space and functional requirements for the future Central Library service, in the form of a design brief, to inform proposals to be included in 2021 Long Term Council Plan consultation process. Three stages of work will begin in June to form the basis for the design brief.
72. Stage one will produce detailed requirements for space use, function and facilities of a modern Central Library service. This stage will build upon requirements gathering exercises previously completed and will address the following themes:
- Knowledge, learning, creativity
 - Collections, spaces and technology
 - Community and people
 - Events, activities and programmes
 - Partnership and collaborations
 - Engagement and participation
 - Modern spatial design
 - Vision and values.
73. The principles that will guide the development of the requirements will be to:
- restore a Central Library service to the community that reflects peoples changing needs
 - remove barriers to access through services, programmes and facilities that are equitable and inclusive to all

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- provide inviting, engaging, and comfortable facilities with embedded flexibility through innovative design.
 - balance space for relaxation, recreational reading, study, learning, and knowledge exploration, with space for collections
 - embed fit-for-purpose technological solutions and equipment to reflect Wellington as a 'smart city'
 - consider how the library service could co-locate with Council's front-facing customer services and other partners whose mission, purpose and values are aligned, complementary and mutually beneficial
 - more appropriately celebrate and showcase our taonga and special collections and honour Te Tiriti o Waitangi as the foundation of our nationhood and community.
74. In stage two, Wellingtonians' views will be gathered through public engagement approach which is outlined in paragraphs 87-91 below.
75. Stage three will assess potential partnerships that would complement a future Central Library service. Council service and civic functions that could co-locate with the Central Library service will be identified and their space requirements scoped.
76. Exploring other potential community and service partnerships would be based on aligned vision, purpose and values and the ability to deliver mutual benefits and outcomes. A framework for partnership formation will be developed to assess potential partnerships and will result in a report on the feasibility and suitability of potential partnership arrangements, particularly those that would include co-location. This assessment mechanism will include:
- establishing what the goals and objectives of a partnership would be
 - identifying the strategic benefit to partnering
 - alignment of vision, purpose and values
 - the extent that there are services and/or customers in common
 - the ability to achieve mutual benefit and enhanced outcomes
 - whether there are similar requirements in facilities and spaces
 - and the extent that cost and/or space efficiencies could be realised
- Improved integration of the Central Library building into Civic Square**
77. The Library building was one part of the Civic Centre masterplan developed in late 1980's by Sir Ian Athfield, Gordon Moller (of Craig Craig Moller Architects) and Stevenson and Turner's Maurice Tebbs after Wellington City Council commissioned Fletchers Development and Construction to deliver Civic Square on a design and build basis.
78. Athfield Architects were charged with delivering the anchor building, the new Wellington Central Library, the plaza (with car park below), Capital E and the city side of the City to sea bridge.
79. The original schemes included far more development than what was ultimately realised by the consortium. Notable from the earlier sketches are the colonnade spanning from the Harris Street side of the library building to the Michael Fowler centre, a larger City to Sea Bridge and a building on what is now Jack Ilot Green.

80. Later revisions show the colonnade replaced by a sweeping ramp and fifteen stylised metal nīkau palms (nine of which are structural supports for the library). Further deletions were the building shown on Jack Ilott Green when the 1987 share market crash hit.
81. The Library building is an example of New Zealand post modernistic architecture rich in symbolism and geometric forms. We see this stylistic influence play out across the precinct.
82. The Library building itself was designed to cater for a modern 1980s library service. Access in and out of the building is very controlled and there are still many remnants of a classical library structure in the organisation of the space inside the building. In many ways the building is regarded as before its time and pushed the limits of what a new modern library building could be.
83. The mezzanine floor creates an internal street through the building and houses public functions such as a café, creating the beginnings of what we know today, the library as a meeting place and a space for collaboration.
84. The library interior is also open and daylight floods into the reading areas through the large curtain glazed window onto the square and the central circulation allows visitors and users an experience which invites exploration and allows them easily to orientate themselves in relation to the different sections of the library.
85. However, the building and its predominately closed facades has a dominating and authoritative presence on its surrounds and direct access and a visual connection between the Library and the Square is inhibited due to levels – the building connects to the square from the mezzanine level rather than the ground floor. This lack of direct connection between the library and the square and surrounding streets, along with similar conditions in other buildings, has contributed to the overall underutilisation of the public space in Te Ngākau Civic Precinct. This underutilisation is further compounded by the functions of the buildings- most of which typically close for business at 5pm, meaning the square has no sustained night life associated with it.
86. Although a decision to address the immediate surrounds in connection with strengthening and renovating the Library Building will be a major step in re-activating Te Ngākau Civic Precinct and the surrounding streets, there will still be many future decisions required to enable Te Ngākau to return to being Wellington's Civic Centre.

Public engagement approach

87. It is proposed that the engagement approach with the public and key stakeholder groups will occur from mid-June to late August 2020. This is to gather peoples' views to inform proposals to be included in 2021 Long Term Council Plan consultation process. The engagement will be carried out in two phases - "Reconnect" and "Restore".
88. The Reconnect phase will run over June and focus on:
 - Acknowledge peoples' frustrations about the building being closed.
 - Share what we've learned about the building including costs to remediate to various levels.
 - Share the history of the library and Te Ngākau Civic Precinct, and their role in the supporting the city's growth and resilience.
 - Engage people to share what they valued most about the Central Library Services and Te Ngākau Civic Precinct.
 - Canvas opinion on the things they'd like to see in the future spaces.

- Begin engaging with key groups to plan how to engage with them effectively in the Restore phase. This would prioritise (but is not limited to) mana whenua, children and youth, older people, Pasifika, migrants, homeless, accessibility, creative and humanities sectors.
89. The Restore phase (from mid-July across August) will engage key groups (outlined above), stakeholders and the wider public to detailed discussions and events around function and design for the future Central Library services including the building, and its relationship with Te Ngākau Civic Precinct. This would:
- Share the views gathered from public in the Reconnect phase
 - Run a mix of online and face-to-face events and displays (in line with Covid-19 social distancing measures) to show people about what could be possible, and gather their feedback and ideas.
90. The principles guiding the engagement discussions are to:
- Listen to, and communicate, the aspirations of the community for CBD library services, the Central library building and its relationship with the wider Civic Precinct.
 - Highlight the importance of building resilience in the city's recovery and resilience strategy, so spaces and services can reopen quickly after an event, such as an earthquake.
 - Promote any future development as creating welcoming and inclusive services and space/s that will support the changing needs of the city and its communities. This will include:
 - How the Te Ngākau Civic Precinct and its services support the city's economic and social wellbeing by providing spaces which support activities and events, and provide links to community services/information
 - reflect previous customer survey feedback, such as more spaces for reading, collaborating and community meetings
 - demonstrate how future library services are developing into spaces for learning and innovation, as well as access to books and information.
91. This engagement process is to gather the public's views to shape Te Ngākau Civic Precinct and the central library services as uniquely-Wellington, welcoming, inclusive spaces that will support the city and future generations. To encourage all voices in sharing their views and ideas, we will engage with key user groups to develop the engagement approach in more detail; and we will use a mix channels and events. These will include:
- Engaging with Council staff who hold insights into how people use spaces and help encourage communities to take part.
 - An engagement webpage to share information/speaker videos/webinars etc, and provide a space where people can ask questions or submit ideas.
 - Deliver a set of online webinars with various speakers on how future library services can work. For example, showcase a range of overseas library spaces; Q and A on the engineering scenarios for the Central Library; The history of Central Libraries within Te Ngākau Civic Precinct. These can be videoed and shared via social media.

- Set up display space in the CBD where various subject matter experts can present ideas and answer questions (as above).
 - Use Wellington City Library and WCC Facebook to run polls and/or ask for people's views on the related webinars or presentations.
- Develop a high level leaflet explaining the future library opportunities and how to provide feedback for people who are not easily able to access online or CBD events.

Next Actions

Decision making processes and timeline

92. Since the closure of the Central Library in March 2019, community interest has been high in the future of the building and central city library services in general. Feedback has also demonstrated a clear desire to reinstate central library services as soon as possible.
93. Although the interim CBD library service will be fully operational by July 2020, the full reinstatement of a central library service will require a number of high profile decisions of a period of time. These decisions will centre around the building remediation options, reconfiguration of library spaces, future service models, partnership options and financial commitment. There will be strong community interest in all of these decisions and an expectation from the community that they are involved in the process surrounding them.
94. Capital expenditure on this project is likely to be large and on a scale that the City has not often seen before. As such, consideration of the financial impacts will need to be made in the context of the other financial pressures Council is facing. These include, among others, large capital programmes such as Let's Get Wellington Moving, three waters infrastructure and resilience issues in the wider Te Ngakau Civic Square precinct.
95. The Local Government Act (2002) clearly sets out the required steps Councils must take in making significant decision such as these. The Act includes requirements for the examination of all 'reasonably practicable' options, preparation of preferred options, thorough community consultation and oral hearings. These processes are time and resource intensive and best carried out within the context of other key decisions the Council is facing.
96. The requirements set out in the Local Government Act (2002), the high level of community interest, large financial commitment and the demands of planning and design, mean that the fastest viable decision making route is via the 2021-31 Long Term Plan.
97. The following timeline has been built with the drivers referred to above in mind.

	June 2020	July 2020	Aug 2020	Sept 2020	Oct 2020	Nov 2020	Dec 2020	June 2021
Public engagement		Reconnect	Restore	Complete engagement findings	Complete options for preferred design brief	Report to Council Decisions will be required in relation to: 1. Agree options for building remediation, refurbishment and activation to Te Ngakau and environs. 2. Agree a future central library service design brief, including partnership options. LTP process includes full financial and budget analysis, consultation via Special Consultative Procedure, Audit opinion and adoption of budget alongside other Council priorities.		
Service partnership	Identify potential partners and requirements			Complete partnership findings	Complete options for preferred design brief			
Space and functional requirements	Prepare library service requirements	Match library and potential partner requirements		Complete space requirements	Complete options for preferred design brief			
Building remediation and refurbishment	Develop design brief and initial design							

98. Following public engagement, scoping of partnership opportunities, planning of space requirements and progressing a design brief for building options, Council will be asked to decide on options to take forward to consider as part of the 2010-31 Long Term Plan. An LTP amendment process has been considered, however, due to the steps required by the Local Government Act (2002), the need for thorough engagement with the community and preparation of a proposal; it has been assessed that it would not deliver a decision earlier or reduce the overall timeframe of the project.
99. Officers have looked at other opportunities to compress this timeframe, and intend to progress several streams of work prior to budget allocation via the Long Term Plan.

Attachments

- Attachment 1. Attachment 1 - Building structure and building services
Attachment 2. Attachment 2 - Central City Library Services: Background and commentary

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SUPPORTING INFORMATION

Engagement and Consultation

This paper outlines a high-level engagement approach (in paragraphs 87-91) which will form an integral part of the decision making process. Further consultation is envisaged alongside the LTP, before substantive decisions are made about the library building or any alternative options.

Treaty of Waitangi considerations

Mana Whenua have previously gifted the name Te Ngākau, 'the heart', to the City, and Te Matapihi ki te Ao nui, 'Opening windows to the wide world' to Wellington City Libraries when the Central Library opened. They remain central to the discussions around the future of the the library building, the service and the wider precinct.

Wellington City Libraries and the Central Library service has a role to play in and recognising, promoting and celebrating te reo Māori as a taonga and is committed to the principles of Te Tiriti o Waitangi.

Mana Whenua and Maori representatives are key stakeholders will be consulted early in the engagement phase. Continued collaboration will be incorporated throughout development of the future of the Central Library building, the service it provides and the wider Te Ngākau Civic Precinct. Collaboration with Mana Whenua and Maori representatives in the development of a design brief and design of the library building (both if a renovation or a new building), the library service and the wider Te Ngākau precinct is imperative.

Financial implications

Substantive decisions relating to capital expenditure are not considered in this paper. However, the capital expenditure on this project is likely to be large and on a scale that the City has not often seen before. As such, consideration of the financial impacts will need to be made in the context of all the other financial pressures Council is facing. These include large capital programmes such as Lets's Get Wellington Moving, three waters infrastructure and resilience issues in the wider Te Ngakau Civic Square precinct. As such, officers have laid out a plan to consider the capital expenditure aspects of this project as part of the 2021-31 Long Term Plan. This timeframe also fits in with the wider requirements of the project to complete engagement, planning, design and consultation.

Risks / legal

Key risks and legal considerations from this phase of the project relate to the financial and process considerations above, and the requirement for prudent decision making around them. The Local Government Act (2002) outlines in detail our requirements for prudent decision making that considers the impacts of decisions on the community and future generations. Making the capital commitment to this project alongside the 2021-31 Long Term Plan, while progressing the nessasary pre-work to inform those decisions, will mitigate the majority of that risk.

Climate Change impact and considerations

Any accomodation solution for Central Library services will need to consider the matter of climate change closely, most notably that of sea level rise. All options for the current building and any alternatives will need to mitigate this risk. Consideration of the carbon footprint of any building solutions will also be considered, using a 'whole of life' lens.

