

CONTRACT C01618

***KIPPAX LIBRARY AND BELCONNEN REGION
SERVICES STUDY***



***OPTIONS PAPER
Final Version***

Prepared for
**ACT INFORMATION MANAGEMENT
& LIBRARIES**

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RECOMMENDATIONS

1. A replacement Kippax Library should have a total floor space of around 640 square metres, and a collection size of approximately 48,000 items.
2. The Library should be situated either on Hardwick Crescent, or in a similar location with ready access to transport and the Kippax shops, proximity to other facilities, and with a street address.
3. Within the current staff establishment, and subject to validation by the community, we recommend that hours of opening be varied to include weekend opening. If our recommendations on additional services and additional staff positions (below) are accepted, we recommend that opening hours be increased.
4. To address the needs of the older community it is recommended that of the current 3.6 EFT staff providing library services at Kippax, one librarian be nominated as the senior's expert and be given responsibility for the development and delivery of services to this community.
5. Particular attention should be paid to the development of young people's services based around music, computers and homework help. In addition, young people should be involved in the development and delivery of these services. For this to happen, we recommend the appointment of a young people's and school liaison librarian.
6. To meet other identified community requirements we recommend the appointment of one person as a story teller and children's librarian, and the appointment of one half librarian EFT as a literacy and digital literacy trainer. If recommendations 5 and 6 are accepted, 2.5 positions EFT would be added to the current 3.6.
7. To provide facilities to deliver these additional services and meet the special community needs identified in the public consultation process, it is estimated that an additional 150 square metres of floor space will be required.
8. When meeting spaces within the Library are not being used for Library purposes, they should be made available for community purposes. This applies, especially, after 6pm on weeknights, and outside library opening hours.
9. The effectiveness and efficiency of the new Library should be measured in terms of programs delivered, use of the collection (both in-Library and on loan), visits to the Library, bookings for facilities, and regular informal customer surveys.

Title page photo - David Reid: Kippax Library façade, May 2002.

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SECTION ONE - INTRODUCTION

Structure and Purpose of this Document

This document addresses options relating to a services specification and functional brief for a replacement library at Kippax Group Centre in West Belconnen ACT. It is intended to answer the questions: "What kind and size of Library should the Kippax Library be?" and "Why should it be such a Library?"

In answering these questions (in effect, the rationale and options for internal layout and service delivery), Section One provides background to the brief and describes how the Study was conducted. Section Two describes the community characteristics of Belconnen in general and West Belconnen in particular, and presents a series of findings on the special needs of the area. Section Three considers the information derived from the consultation process and discusses how these special needs - plus the typical community requirements of a library service, might best be met. Then in Section Four we bring together all aspects of the assignment and generate a Functional Brief expressed in services and square metres. Section Five wraps up the Study with a summary of findings, answers the specific questions in the brief, and flows on to the recommendations. Section Six is a list of sources consulted.

The methodology applied in addressing the brief involved background research, frequent visits to Kippax Library to observe library use, interviews and meetings to determine the characteristics and requirements of the West Belconnen community, followed by the identification of special needs/requirements, and the design of a library service to meet them. We have endeavoured to be as comprehensive on the issue of why the services are required, as we have on recommending what services should be provided.

Our consultations have been wide-ranging and exhaustive, and we have throughout followed a qualitative research approach, aiming to "facilitate the discovery of, or the hearing of, the voice of the other, or people, or experience being studied."¹ Most importantly, in order to ensure that our work was linked with practical policy outcomes we have endeavoured "to engage with the worlds and understandings of both policy makers and the participants involved in the research."² We believe we have accurately reflected the views of library users and non-users, and faithfully represented to them the dilemma of policy makers often striving to do more with less.

¹ Ezzy, Douglas. *Qualitative analysis: practice and innovation*. Sydney, Allen & Unwin, 2002. p.31.

² Ibid. p. 34.

The Brief

The contract for the provision of a Kippax Library and Belconnen Region Services Study was signed³ between the ACT Government and Libraries Alive! on 11 February 2002. It described the objective of the Study “to define and specify the library services and levels of service, that should be provided in the Belconnen Region and specifically from Kippax Library.”

The outcome of the Study was described as “a functional brief to provide to architects in the event that the planning processes require it.”

The requirements section of the contract also drew attention to two major constraints: “The services to be delivered from Kippax Library must be defined in terms of its existing staffing limits of 3.6 EFTs (Equivalent Full Time Staff) and the current number of opening hours, thirty three (33) hours per week.”

Clearly, and from the outset, it would require considerable professional dexterity to on the one hand specify those services which ***should be provided***, and on the other hand not stray beyond what ***could be provided*** by 3.6 people working over 33 opening hours a week.⁴ Our approach therefore identifies both those services which ***can be provided*** within existing constraints, as well as additional services which ***could be provided*** if additional resources were forthcoming. Had we not done this, we could not have addressed the Study’s objective “to define and specify the library services and levels of service, that should be provided . . . ”

The consultancy team was also directed to address the following issues “in achieving the study’s objective:

- market segments and market size, and the target markets to be addressed by a future Kippax Library;
- library services to be provided in the Belconnen region and specifically the role of Kippax Library in delivering these;
- advice on the space required to meet the recommended levels of service and the catchment population;
- library materials (i.e. collection) requirements;
- library program requirements;
- special needs requirements;

³ Under the terms of the contract (Clause 1.9), copyright in this report is vested in the Territory; however the authors and the photographer assert their moral rights in the intellectual property created.

⁴ From February 2002 Kippax Library is open Tues-Fri from 10-5, and Saturday from 9:30-2:30. In comparison Belconnen Library is open every day: Mon, Wed 10-5:30; Tue, Thur, Fri 10-8; Sat 9:30-5; and Sunday 12:30-4, for a total of 56 hours a week. Dickson Library is open for 53.5 hours per week. See also Table 15.

- hours of opening;
- level of patron self-service facilities; and
- any special library fitout and furniture requirements that would not be picked up during normal architectural development.”

In addition the Study was to identify the impact of Kippax library services on “library and information services specifically provided from the Belconnen and/or other libraries.”

Finally, a “focus on new technology for delivery of electronic information services” was also required.

The deliverables were specified as an Options Paper (subsequently delivered in draft to the Steering Committee on 16 April), a Final Report and a Functional Brief (delivered in draft on 29 May). Once received by the Steering Committee and with recommendations endorsed by Library Service senior managers (on 15 and 16 May), this document became the first of four drafts of the Final Report & Functional Brief.

The Steering Committee established to direct the study comprised:

- Rohan Clark, Manager, Information Policy and Services
- Arto Rissanen, Business Manager, ACT Public Library
- Merrilee Pigram, Business Manager, Special Information
- Nigel Hardiman, Senior Project Manager, Information Planning & Analysis
- David Clark, Manager, Service Specification & Analysis, and
- Nina Mullin, former Library Manager, Kippax Library.

Conduct of the Assignment

Libraries Alive! commenced work on 29 January 2002 with a review of relevant information with David Clark. From this time until the end of April 2002, and in accordance with the ACT Government's *Consultation Protocol* and *Consultation Manual*, Ian and Sherrey worked through the specified individual consultees (Steering Committee, Library Staff, Community Organisations, Aged Care Facilities and Retirement Homes, Business Organisations, Childcare Centre Managers and School Principals), adding contacts where their comments were likely to help with the Study.

A full list of individuals and organisations consulted appears at Appendix 1.

Appendix 6 lists all original and copied correspondence received.

Interviews were open-ended, and averaged around 45 minutes' duration. Ian and Sherrey distributed a one-page summary⁵ and outlined the background to the Study, explained the brief, and asked about use and expectations for use for both Kippax and Belconnen Libraries. Most participants, regardless of whether or not they used the Kippax Library, were pleased to be involved, and delighted that an upgraded Kippax Library was on the Government's agenda. At the conclusion of each interview participants were informed that they could follow the progress of the study through the Web site:

www.act.gov.au/actinfo/library/kippaxbelc

Steering Committee meetings to direct the course of the Study and to receive progress reports were held regularly. Dates and subjects of meetings are listed below.

26 February	Preliminary Identification of Issues
12 March	Issues Identification (2)
26 March	Background Paper for Public Meeting (Appendix 3)
16 April	Preliminary Options - Draft
29 May	Final Report/Functional Brief, Version 1.
19 July	Final Report/Functional Brief, Version 2.
24 July	Sub-committee (David, Merrilee, Ian) to specifically address the brief's tight staffing and opening hours constraints
31 July	Final Report/Functional Brief, Version 3.

On 11 April 2002 a Public Meeting was held at the Kippax Uniting Centre to provide an opportunity for fact-finding, comment and discussion for anyone who had not yet had an opportunity to contribute to the Study. For good measure, all people who had participated in individual consultations prior to 11 April were advised of the Public Meeting, by letter, and invited to attend.

The findings of the individual consultation phase were presented at the Public Meeting, and this presentation appears at Appendix 4. A comprehensive report on the Meeting is at Appendix 5.

As the Study progressed it became evident that the citizens of West Belconnen⁶ were at least as keen to express their requirement for a

⁵ This document appears as Appendix 2.

⁶ The definition of "West Belconnen" is vexed. The Australian Bureau of Statistics treats the whole of Belconnen as a single statistical subdivision which includes the suburbs of Aranda, Belconnen Town Centre, Bruce, Charnwood, Cook, Dunlop, Evatt, Florey, Flynn, Fraser, Giralang, Hawker, Higgins, Holt, Kaleen, Latham, Macgregor, Macquarie, McKellar, Melba, Page, Scullin, Spence, and Weetangera. The ACT Government Statistician distinguishes between North Belconnen (Charnwood, Evatt, Flynn, Fraser, Giralang, Kaleen, Lawson, McKellar, Melba and Spence), South Belconnen (Aranda, Belconnen Town Centre, Bruce, Cook, Florey, Hawker, Higgins, Holt, Latham, Macgregor, Macquarie, Page, Scullin, and Weetangera), and West Belconnen – just Dunlop. The Australian Education

community centre, as they were to talk about services from a new library. This perspective came through strongly at the Public Meeting. Since that Meeting, and partly in response to what was perceived by them as a low attendance (30 people) and by implication incomplete community input, the Kippax Task Force organised a petition. Between 11 April and 4 May, and over 70 volunteer hours, 940 signatures were collected from a table placed adjacent to the entrance to Kippax Library.⁷ On 10 May, outside the Kippax Library, the petition was “delivered” to Roslyn Dundas, Democrats Member for Ginninderra, who four days later presented it to the Assembly.

As the community consultation process proceeded, evidence emerged that parts of West Belconnen could be classified as areas of special need, and Information Planning and Services convened inter-agency meetings on 3 April and 8 April to canvass the views of Chief Minister’s Department, Planning and Land Management (PALM), Department of Education & Community Services and the Department of Health & Community Care, to see whether a joint approach to the provision of community facilities – like Gungahlin – might be possible. Whilst general support for the concept was evinced, it soon became clear that the development of a multi-agency joint facility would require closer program scheduling than could be found. For this reason, a successful joint approach was considered unlikely in the near term. Consequently, Libraries Alive! was advised by the Steering Committee to stick to the original brief – provide options for the library within its community, rather than explore further the operation of a library in conjunction with other community services. The Steering Committee also made the point that community space could be built in to a new library as part of the normal means of delivering library services, and this space could be used for general community purposes when it was not specifically required by the library.

Union’s recent study of community support infrastructure in West Belconnen included Charnwood, Higgins, Holt, Latham and Macgregor. The ACT Library and Information Service considers the catchment for the Kippax Library to be Charnwood, Dunlop, Flynn, Fraser, Higgins, Holt, Latham and Macgregor. This is also the view of the Kippax Task Force, the main lobby group for a new library and community centre (722 or 77% of the 940 signatures collected for their recent petition, came from these eight suburbs), and of the West Belconnen Land and Property Advisory Council – itself named by PALM. Notwithstanding, for reasons given below we regard the natural catchment for the Kippax Library to comprise the suburbs of Charnwood, Dunlop, Higgins, Holt, Latham and Macgregor, and we refer to these suburbs collectively as ‘Kippax District’.

⁷ The wording of the petition is: “TO THE SPEAKER AND MEMBERS OF THE LEGISLATIVE ASSEMBLY FOR THE AUSTRALIAN CAPITAL TERRITORY. The petition of certain residents of the Australian Capital Territory draws to the attention of the Assembly: the lack of a permanent building housing Public Library Facilities in West Belconnen and the urgent need for a permanent Community Library to be built in the Kippax Group Centre. Your petitioners therefore request the Assembly to call on the ACT Government to allow in the 2002-2003 Budget for a new KIPPAX DISTRICT LIBRARY, including the allocation of suitable land, and professional architectural design.”

On 29 May 2002 the Steering Committee approved a request from Libraries Alive! for six paid days extension to provide extra time to conduct a focus group at Ginninderra High, to report progress to date to the Kippax Task Force, to follow the passage of Territory Plan Variation 158 through the Legislative Assembly,⁸ to consult further with Planning and Land Management on the provision of community facilities in West Belconnen relative to other parts of the ACT, and to scan the first release of the 2001 Census data updates to the ACT Regional Statistics published in April 2001.⁹

⁸ Variation No. 158 passed through all stages of the ACT Legislative Assembly early in June 2002. The net effect in relation to the Kippax Group Centre is to extend the Retail Core Precinct to include Block 53 (the large block immediately South of the current library). This opens the way for planning for further commercial development which could include the new Library.

⁹ As it turned out, the differences were slight.

SECTION TWO - COMMUNITY CHARACTERISTICS

Belconnen Statistical Division

We found excellent sources of information on the statistical features of Belconnen. The Australian Bureau of Statistics data released in April 2001¹⁰ helps us construct a profile with the following characteristics:

Population

- The estimated resident population of the ACT at 30 June 2000 was 310,839 people¹¹. 84,435 people (27%) lived in Belconnen. To complete the picture, 38,750 people (12%) lived in North Canberra, 32,263 (10%) lived in Woden Valley, 24,123 (8%) in Weston Creek-Stromlo, 88,853 (29%) in Tuggeranong, 22,952 (7%) in South Canberra, and 19,390 (6%) in Gungahlin-Hall.

Age Distribution

- Compared with other statistical subdivisions Belconnen has the highest proportion of people aged 15-19 years
- One in four of the ACT population aged 0-4 years was located in Belconnen
- Belconnen also had the highest proportion of people aged 65 years and over in the ACT at 23% (5,785 persons)
- Suburbs with a high proportion of their population in the 0-14 age group were Charnwood (27%), Dunlop (26%) and Mackellar (25%)

Vital Statistics

- In 1999 Belconnen recorded the highest number of deaths in the ACT (26% of total deaths), followed by North Canberra (18%) and South Canberra (15%). This indicates a relatively high proportion of aged persons in Belconnen (see above under age distribution)

Aboriginal and Torres Strait Islander Population

- The largest proportion of the ACT Aboriginal and Torres Strait Islander population usually lives in Tuggeranong (32%), but a significant number (22%) live in Belconnen

¹⁰ Australian Bureau of Statistics. *2001 Regional Statistics: Australian Capital Territory*. April 2001, Cat.No. 1362.8

¹¹ Compared with 311,947 counted on Census Night 7 August 2001. ABS Web site 17 June 2001, 8 Australian Capital Territory.

Family and Household Types

- 1996 Census data showed that members of couple families with children made up 53% of all persons in the ACT. Higher proportions were in Tuggeranong (61%) and Belconnen (55%), and lower proportions in North Canberra (38%) and South Canberra (40%)

Unemployment

- According to the 1996 Census, North Canberra recorded the highest unemployment rate at 10.7%, followed by Belconnen at 7.5%

Department of Family and Community Services "Customers"

- At June 2000 there were 44,543 Family and Community Services (FaCS) pensions and benefits customers in the ACT. Belconnen constituted the highest proportion of total pensions and benefits customers at 28%, followed by Tuggeranong (22%) and North Canberra (18%)
- Belconnen labour market customers (people on unemployment benefit) formed the highest proportion of total labour market customers in the ACT at 28%, followed by Tuggeranong with 21%
- North Canberra and Belconnen together have almost half (46%) of all age pensioners in the ACT

Taxation

- The mean taxable income for the ACT in 1997-98 was \$37,226. South Canberra had the highest mean taxable income (\$46,323) followed by Woden Valley (\$40,048). Belconnen had the lowest mean taxable income at \$35,568

Education

- At September 2000 Tuggeranong had the highest number of preschool enrolments (37%), followed by Belconnen with 25%

In terms of library service clientele, what kind of picture emerges? First of all, Belconnen is home to a sizeable chunk of the ACT's population - more than 85,000. Moreover, three distinct strata of users are obvious: pre-schoolers (and most likely their mums as well); teenagers; and the elderly. We may also be dealing with a small but significant number of indigenous Australians. Socio-economically, it appears that on average, Belconnen residents earn less and depend more heavily on the social welfare system than other Canberrans.

West Belconnen/Kippax District

If we now look at the catchment for the Kippax Library - the region we have earlier defined as Charnwood, Dunlop, Higgins, Holt, Latham and Macgregor, and compare it with the rest of Belconnen (Aranda, Belconnen Town Centre, Bruce, Cook, Evatt, Florey, Flynn, Fraser, Giralang, Hawker, Kaleen, Macquarie, McKellar, Melba, Page, Scullin, Spence and Weetangera), looking first at total population (30 June 2000) and unemployment rate (December quarter 2000)¹², we find that in population terms Kippax District has almost one quarter (24.7%) of the total Belconnen population, and on average, approximately 11% higher unemployment.

Table 1. Population and Unemployment Rate

Kippax District			Rest of Belconnen		
Suburb	Pop.	Unem%	Suburb	Pop.	Unem%
Charnwood	3270	5.6	Aranda	2557	4.6
Dunlop	1854	4.4	BelcoTC	2918	3.7
Higgins	3316	4.6	Bruce	2485	4.6
Holt	4664	5.1	Cook	2940	4.2
Latham	3908	4.7	Evatt	5954	4.0
Macgregor	3841	4.8	Florey	5511	4.9
			Flynn	3801	4.8
			Fraser	2287	4.6
			Giralang	3687	4.0
			Hawker	2978	4.0
			Kaleen	8183	4.0
			Macquarie	2445	4.5
			McKellar	2962	4.5
			Melba	3482	4.7
			Page	2719	4.8
			Scullin	2963	4.7
			Spence	2928	4.8
			Weetangera	2728	4.3
Total Pop.	20,853			63,528	
Av.Unem%		4.9			4.4

We have additional data collated by the Kippax Uniting Church¹³ which underlines the socio-economic differentiation of Kippax District from other parts of the ACT. This is presented below in Tables 2-8.

¹² Op cit. Australian Bureau of Statistics. *2001 Regional Statistics: Australian Capital Territory*.

¹³ Kippax Uniting Church. Statistical Information from Australian Bureau of Statistics and Department of Health and Family Services relating to the area surrounded by and serviced by the Kippax Uniting Church, no date – but draws on 1996 and 1997 data.

Table 2. Unemployment rates

Suburb	%
ACT average	8.3
Charnwood	10.7
Macgregor	9.3
Latham	9.0
Holt	8.8
Higgins	8.6

Table 3. Percentage of children below school age with full-time working parents

Suburb	%
ACT average	45.2
Macgregor	35.8
Higgins	39.8
Holt	42.3

Table 4. Percentage of children of school age with full-time working parents

Suburb	%
ACT average	49.3
Higgins	41.7
Holt	44.3
Charnwood	45.7

Table 5. Percentage of couples with dependent children

National average	44.2
ACT average	50.2
Charnwood, Macgregor, Holt av.	62.0

Table 6. Percentage of single parent families

National average	12.9
ACT average	14.2
Holt, Charnwood average	26.0

Table 7. Percentage of adults with no post-school qualifications

National average	61.1
ACT average	53.9
Holt, Charnwood average	69
Higgins, Macgregor average	62-69

Table 8. Percentage of people aged over 5 not fluent in English

National average	2.6
ACT average	1.9
Holt, Charnwood, Higgins av.	4.3

To summarise so far, this community has:

- Higher than average unemployment rate
- Lower percentage of children below school age with full-time working parents
- Lower percentage of children of school age with full-time working parents
- Higher percentage of couples with dependent children
- Higher percentage of single parent families
- Higher percentage of adults with no post-school qualifications
- Higher percentage of people aged over 5 not fluent in English, and
- High likelihood of people experiencing literacy problems.

2001 Census Data

On 17 June 2002 the Australian Bureau of Statistics released the 2001 Census Basic Community Profile and Snapshot.¹⁴ The availability of this data provides an opportunity to compare Kippax District with other Canberra suburbs on two significant indicators: median weekly income, and percentage of one parent families. We also show median age, because there does seem to be a correlation between age and income. At the very least the age column shows lower median ages in Kippax District than in the other longer-established suburbs.

¹⁴ www.abs.gov.au

Table 9. One parent families & Median weekly income: Kippax District and random suburbs elsewhere in Canberra

Suburb	One parent families (%)	Median weekly income (\$)	Median age
Ainslie	21	500-599	36
Campbell	8.5	600-699	40
Charnwood*	27	300-399	30
Curtin	13	500-599	38
Duffy	17	600-699	37
Dunlop*	12	600-699	28
Flynn	13	500-599	33
Fraser	12	500-599	34
Higgins*	17	400-499	33
Holt*	20	400-499	32
Kambah	18	500-599	33
Latham*	16	500-599	33
Macgregor*	16	500-599	31

* Kippax District suburbs.

This table indicates a correlation between relatively high percentage of one parent families, and relatively low median income. Whilst this is not a consistently inverse relationship across all suburbs listed - Ainslie, for example, has a relatively high proportion of one parent families, and a median weekly income close to the top of the range. However, both Charnwood and Holt, close to the Kippax Group Centre, exhibit relatively high percentages of one parent families, coupled with low median incomes.

In Canberra as a whole, public housing is approximately 12% of total housing numbers. Charnwood has 21.8% public housing, Higgins and Holt close to 10%.¹⁵ Again, there is a correlation with lower median weekly income in these suburbs.

Clearly, there is evidence of depressed socio-economic conditions in significant parts of our catchment district.

Special Needs

It also appears that West Belconnen has less in the way of community facilities and social infrastructure than many other parts of Canberra.¹⁶

¹⁵ Source: Planning and Land Management, 26 June 2002.

¹⁶ In order to quantify the relative shortfall, Planning and Land Management has commissioned a study of land available for community facilities. In the tabling statement (ACT Legislative Assembly 9 April 2002) for Territory Plan Variation 158, Minister Corbell referred to "undertaking a needs assessment to plan for community facilities in Central Canberra, Belconnen and Gungahlin in 2001-2002." He also raised the possibility of "a more specific study of Kippax and the surrounding area, if deemed necessary."

In addition, the new suburb of Dunlop is being developed with the planning expectation that the Kippax Centre will provide the closest shopping and community (including library) facilities.

The Kippax Fitness Centre,¹⁷ with its pool and gymnasium and exercise and meeting rooms, has been closed for more than a year and seems unlikely to re-open. During the consultation process it became apparent that the local community felt keenly the loss of this significant public amenity.



Kippax Fitness Centre, Front Entrance, May 2002. Photo: David Reid

Julia Ryan, researcher for the Australian Education Union has recently completed a short report entitled "Building Community in West Belconnen"¹⁸ in which she argues, inter alia, for an extension of the Schools as Communities Program, and for the establishment of a multi-agency Task Group "to develop new strategies to build social capital in the area." In depicting the socio-economic status of West Belconnen she notes that the "West Belconnen suburbs serviced by the Kippax Centre and providing the catchment for Ginninderra District High School have long been identified as an area of unusual social need within the Australian Capital Territory".¹⁹

¹⁷ In late April 2002, the interior of the former Fitness Centre was home to an outbreak of fire. It might have caused major damage if the volunteers from the Kippax Task Force, collecting signatures outside the Library, had not promptly sounded the alarm.

¹⁸ Australian Education Union. Building Community in West Belconnen: research report for the Australian Education Union ACT Branch March-April 2002. 12p. Written by Julia Ryan. www.aeuact.asn.au/resources/West%20Belconnen.pdf

¹⁹ Ibid, p.2.

Julia lists some of the factors behind the Commonwealth Department of Family and Community Services selection of the West Belconnen area for a Family Homelessness Prevention Pilot:

- Social Infrastructure Working Group: recognised the priority needs of the West Belconnen area
- ACT Planning and Land Management: Susan Conroy's report recognised West Belconnen as a high needs area
- Gambling Counselling Service, Lifeline: 21% of clients accessing service are from the Belconnen area (highest single area)
- Canberra One Parent Family Support figures: 25% of service users are from Charnwood (highest single suburb represented)
- Charnwood has the highest number of ACT residents accessing the Credit and Debit services provided by CARE - 22% of all clients are from the West Belconnen region
- ACT Department of Education and Community Services (DECS) has undertaken an assessment of youth needs in West Belconnen and confirm: "West Belconnen has a high number of at risk young people and a ratio of one youth centre to 21,000 youth compared to other areas which have one centre for every 6-7,000 youth"
- ACT DECS has identified Ginninderra High as supporting the highest number of "at risk"²⁰ young people in the ACT²¹

Julia also reports:

- Schools are dealing with issues arising from parental drug and alcohol abuse, domestic violence, neglect, unemployment, single parenthood, child sexual abuse as well as trauma from death, accident and divorce
- The community policing officer working in West Belconnen sees an urgent need for after school activities, since many children in the area have no transport. But there are few adult volunteers to run activities and none to start new programs.²²

Moreover, the release of additional blocks of land in Dunlop has the potential to place additional pressure on social infrastructure and support services.²³

²⁰ "at risk" is not defined. Presumably it means, at least, at risk of dropping out of school.

²¹ Op cit, p.3.

²² Op cit, p.4.

²³ On 1 May, Simon Corbell, the Minister for Planning, announced on ABC radio that delays in resuming land currently the site of the Defence Signals Station would cause postponement of development of the new suburb of Lawson. As a consequence, to meet demand, and capitalise on a buoyant market, an additional 420 house sites were to be released in Dunlop in the current financial year.

This evidence points to the important role a replacement Kippax Library can play in promoting social cohesion through the provision of appropriate services. Of course the Library cannot resolve all these social issues, but the commitment of resources to its upgrading will be a powerful symbol of new investment in community, and the new Library may well be the suburban renewal “anchor” for subsequent community facilities, and a spur to self-help projects undertaken by local residents.

In the context of this Study, this is an extremely important point - and one which is increasingly the focus of research both in Australia and overseas. In Appendix 7 we assemble and present recent evidence on the value of public libraries.

Literacy

Illiteracy (both parents and children) is a significant but unquantified social and economic problem, and it may be a factor in low participation rates in community activities. The Australian Library and Information Association’s *Statement on Information Literacy for all Australians* lists the following benefits of simply being able to read and write:

- Participative citizenship
- Social inclusion
- The creation of new knowledge
- Personal, vocational, corporate and organisational empowerment, and
- Learning for life.²⁴

Promotion of literacy and digital literacy (computer familiarisation, eg. Windows, word processing and catalogue, database & Internet searching) may well be one of the most important contributions the new Kippax Library can make for those citizens of West Belconnen who struggle with an unfamiliar language, and for whom access to information technology is not readily affordable.

The table below draws on 2001 Census data²⁵ to compare personal computer use **at home**, and Internet use **at home, work or elsewhere**, in West Belconnen with other parts of Canberra.

²⁴ www.alia.org.au/groups/infolit/information.literacy.html

²⁵ www.abs.gov.au

Table 10. Digital Literacy

Suburb	Used PC at Home in previous week (%)	Used Internet in previous week (%)
Across ACT	57	55
Ainslie	49	52
Campbell	56	57
Charnwood*	46	42
Curtin	57	56
Duffy	58	55
Dunlop*	55	50
Flynn	60	57
Fraser	67	60
Higgins*	52	50
Holt*	48	47
Kambah	59	55
Latham*	54	50
Macgregor*	58	53

The six Kippax District suburbs (indicated with an *) are either around or below the ACT average for home personal computer use, and for any use of the Internet. Once again, Charnwood and Holt stand out.

Recently the ACT Government announced free email, word processing and Internet facilities at the Belconnen Community Centre.²⁶ Young people, people with literacy difficulties, people with disabilities, people from culturally and linguistically diverse backgrounds, and seniors are the targeted clientele. Government recognition and remediation of digital literacy issues (the newspaper advertisement is headed "Bridging the Digital Divide Centre") is timely and appropriate. The new Kippax Library is an obvious service outlet.

Young people

We have already noted that Belconnen has the highest proportion of 15-19 year olds, and that in the Kippax District in particular, many are classified as "at risk". What is happening to mitigate the risk?

While Tuggeranong and Belconnen share similar population numbers and both have high numbers of young people, Belconnen is not served as well by youth services. There is only one Belconnen Youth Centre located in Belconnen Town Centre to serve the whole of Belconnen, and it has only a small component of outreach across the whole of Belconnen.

The YWCA provides some outreach to schools, however this program is aimed at other regions of Canberra as well. Tuggeranong has three Youth Centres located across the region at Lanyon, Erindale and Tuggeranong

²⁶ *The Northside Chronicle*, Tuesday 25 June 2002, p.10.

Town Centre. There is also a large youth support service that operates from Kambah.

We also understand that the Youth Coalition of the ACT has commented on the lack of services and recreational facilities for young people in Belconnen. Certainly there is no West Belconnen District skate park to rival the Belconnen Town Centre facility,²⁷ and by comparison, the half-pipe behind the Kippax Fair shopping centre is like the current Library - "in broad terms, passed its use-by date."²⁸

Another area of youth service provision where disparities exist is in Crisis Accommodation. Belconnen has no crisis refuges, although it has two medium-term refuges. Due to the longer-term nature of medium-term refuges, the necessity of providing crisis accommodation as a first port of call is very important. Tuggeranong has two crisis refuges and one medium-term refuge.

There are services that provide outreach support and foster care placements throughout Canberra such as YWCA, Barnados, Fusion and Open Family. However, they each have their limitations based on level of resourcing and none of these organisations operates from the Belconnen district.

It would appear that the new ACT Labor Government is recognising the issues. A recent report²⁹ on the ACT Budget quotes Youth and Family Services Minister Simon Corbell announcing \$554,000 over four years for youth outreach services in North and West Belconnen. The Minister was quoted as saying "The outreach program will supplement and strengthen service delivery to youth in the area and aims to reduce anti-social behaviour and prevent family breakdown through the provision of flexible and responsive services, including case management." All six of the Kippax District suburbs treated as a group in this report are included. The new Kippax Library could easily be a service outlet.

What can reasonably be done about the shortage of facilities in the Kippax District? And what difference could a new Kippax Library make for young people? We asked them.

In June 2002 Libraries Alive! held an informal focus group with 13 members of the Ginninderra District High School Students' Representative Council. In a fairly freewheeling 90 minutes the students were asked what they would like to see in a new Kippax Library. At the conclusion of the session they asked us to read back the notes we had taken, and allowed that we had

²⁷ Skate parks are prized infrastructure for young people, and Canberra has four major venues: Civic, Belconnen Town Centre, Weston Creek District Centre, and at Tuggeranong Town Centre.

²⁸ Consultancy Brief, p.18.

²⁹ *The Northside Chronicle*, 25 June 2002, front page. "Belconnen youth to benefit"

made a faithful record of their comments. This is what they said, in the order in which they made their remarks:

“Belconnen is too far to go. Kids in West Belconnen don’t have a lot of money to travel.

Kippax Library is too small.

Can’t use the school library on weekends.

Would like music in the library, and rooms with desks and computers. Only two computers now, and you have to book.

To get people to come to the Library, you’d need to improve other things around it.

Music, garden areas, coffee shop, sitting area with lounge.

If you’re bored, that’s when you go out and tag something.³⁰

Should be a separate little kids area, especially for story time.

Tutors in the library, say for maths, for half an hour after school.

Accessible for blind and disadvantaged people; books in Braille.

Computer games. Nintendo. Playstation. Access to the net.

Computers for word processing as well as for the net.

Better range of music (they have classical) and listening station. We should choose the music, and be able to play our own music.

Relaxing as well as studying places so we can sit and read.

Videos. Good movies for kids. Dramatisations of what’s happening in English. Animal Farm.

Youth worker to come in and discuss feelings, drugs, and when they’re down and stuff like that.

Café would be good and would need to be inexpensive. \$2.20 is reasonable for a coffee.

Soundproof room for watching videos.

³⁰ A “tag” is a graffiti signature. The Lynch and Ogilvie study referred to in Appendix 7 found that where access to amenities was difficult, adolescents who felt that they did not have enough to do were more likely to offend than those who felt they had enough to do.

Make sure everyone knows what it's about. Have a big opening.

Need to get magazines that appeal to younger people. Get young people to pick them.

Whole opening deal: make it a disco fundraiser. Money for tickets to buy stuff for the library.

We'll read to younger people.

School library books too old.

Library computer system hard to use. Books packed in too tightly.

Should do a doorknock to get money to buy things for the library.

Teachers should take students down to the library during school time.

Barbecue fundraiser to keep the community flowing.

Tell us what happens."

The ACT Chief Minister's Department recently released a major report on young people.³¹ Here are a few selections from the executive summary likely to be relevant within the context of siting and delivering library services:

- "Young people in Canberra have high levels of access to, and use of, computers and the internet, which will enable them to more quickly adopt the new technologies and skills needed by employers in the knowledge and information technology growth industries.
- Public transport is more important and used more frequently by young people than the overall Canberra community. . . Half of Canberra's young people use public transport for a wide range of purposes . . .
- For culture, the cinema is the main activity for young people, followed by libraries, and popular music.
- The increase and prominence of Indigenous youth in the Canberra justice system is alarming. Although Indigenous people comprise less than 1% of the total Canberra population, they comprise nearly one in ten of all young people in community based corrections, attendees at the Belconnen Remand Centre, and all young people in periodic detention."³²

³¹ ACT Chief Minister's Department. *Youth in the ACT: a social and demographic profile*. Canberra, 2002, 145p.

³² Ibid. pp.5-9.

In June 2000 Canberra had 51,250 youth aged 15-24. As a proportion of the total population this was higher than the national average (16.6% compared with 14.1%), and South Belconnen, North Belconnen and West Belconnen were home to 17,350 of the 51,250 (34%).³³ Significantly - given the role of libraries in promoting literacy - nearly 14% of Canberra youth were born outside Australia.³⁴

In relation to computer usage, in 2000, three quarters (76%) of Canberra's young adults used computers at home³⁵ and nearly two thirds (63%) used them at work. Total use of computers at any site had increased to 98%, much higher than the proportion for the total adult Canberra community at 82%, and the total Australian adult community at 66%. Compared with young adults nationally, Canberra's young adults had higher computer usage levels at home, work and all other sites.³⁶

Not surprisingly, 89% of young adults used the Internet - more from home than work. This is a higher level of Internet use than the national average, and is higher than any other state or territory. Use occurred at home, at work, at schools, at universities, at libraries, and at cafes.³⁷ Main uses are email and chat sites (84%), surfing (68%) and studies (45%).³⁸

Excluding sporting events, and considering all arts venues, libraries had the highest rate of attendance by youths in Canberra.³⁹ Two thirds (68%) reported visiting a library in the past year. This is much higher than the national average for the rest of Australia (44.1%). The next key art category attended was popular music (41.5%), followed by art galleries (40.2%), museums (31.6%) and theatres (31.4%).⁴⁰

A new Library at Kippax, along the lines recommended, will make a major positive difference for the young people of West Belconnen.

³³ Ibid. pp.14-15.

³⁴ Ibid. p.16.

³⁵ This is a particularly interesting statistic, given that school principals in West Belconnen estimated that only about 25% of households had computers. It does seem likely that parts of West Belconnen are on the wrong side of the digital divide.

³⁶ Ibid. p.44.

³⁷ Ibid. p.45.

³⁸ Ibid. p.114.

³⁹ Other surveys have shown that libraries are valued by young people - whether or not they use them.

⁴⁰ Ibid. p.120.

SECTION SUMMARY - COMMUNITY CHARACTERISTICS

In preparing a services specification for the Kippax Library, the following characteristics of the West Belconnen catchment need to be considered:

1. One third of the total Belconnen population
2. Significant numbers of young people
3. Significant numbers of preschoolers
4. Significant numbers of the aged
5. Low mobility
6. Small but significant numbers of indigenous Australians
7. An economic profile that places the region at a disadvantage in relation to the rest of Canberra
8. A social profile that places the region at a disadvantage in relation to the rest of Canberra
9. A shortage of community facilities in relation to the rest of Canberra
10. An unquantified requirement for literacy and digital literacy programs
11. A region with a high proportion of social welfare dependence and "at risk" young people - and strong indications that the availability of appropriate spaces, music and computers may attract young people to library services

SECTION THREE - SERVICE REQUIREMENTS

Sources of Information

We have four key sources of information on community aspirations for, and expectations of, the Kippax Library.

The first is a report on two workshops sponsored by the Kippax Task Force "to canvas community issues and concerns about the Kippax centre"⁴¹, and held at the West Canberra Football Club back in November 1994. The Library was at the top of the agenda: "Whilst some people said the library was awful, others said they couldn't live without it. It was clear that the issues were related to capacity and opening hours and that the staff were wonderful. Multi-purpose usage of community facilities was seen to be highly desirable."⁴² The concept of "a community centre with enhanced library" was a recurring theme.⁴³

Specific comments on the Library included:

- presentation appalling
- size too small
- like a wet cardboard box
- rented
- [needs to be] adequate to serve community
- [needs] adequate research and study space
- [should be] maximum 2 storey
- include community rooms
- [needs] wheel chair access⁴⁴
- not adequate for the population (40,000)
- adequate only for small country town (3000)
- enlarge facilities
- [needs] furniture for children
- limited furnishings
- not adequate circulation space around the shelves
- [needs] activity space for children
- no carrels for study/reading
- university libraries are not accessible

⁴¹ *Kippax Community Workshop – Issues Paper*. A report of community workshops conducted by the Kippax Taskforce and the ACT Planning Authority, January 1995. 37p.

⁴² *Ibid.* p.2.

⁴³ *Ibid.* p.3.

⁴⁴ *Ibid.* p.10.

- Kingston library too far for research
- Refer statement by National Librarian last week on adequacy of ACT libraries
- [Refer] Charter for Libraries eg, UK
- staff are great
- readers/children deprived of access to books
- library is in a good position; accessible after shopping for ageing people
- needs covered access to/from shopping eg. library on ground floor of office
- facilities gone backwards; as copiers/computers go reading is reduced
- was provided as an interim but has stayed that way.⁴⁵

Fourteen months after the workshops were held the Social Planning Section of the ACT Planning Authority identified issues and actions and sent a report to all relevant agencies. There were two specific recommended actions involving the library: review library service arrangements; and survey existing library usage and demand for services. The Department of Urban Services reported in March 1996 that a consultant had been appointed to review the whole library service, and that a user survey was conducted in 1995 with more detailed surveys planned for 1996/7. We were unable to identify improved service delivery flowing from these analyses.⁴⁶

Much more recently, Kippax Library staff conducted a short (four questions), informal survey involving 148 library users on 5th and 6th October 2001. Respondents were asked to place themselves in either adult (46%), senior (36%), pensioner (5%) or junior categories (13%). 81% of respondents lived in West Belconnen, and the majority of the remainder came from other Belconnen suburbs.

The top four categories of items borrowed (high to low) were:

Adults	fiction, junior fiction/easy books, non-fiction and CDs;
Juniors	junior fiction/easy books, non-fiction, fiction and paperbacks;
Pensioners	fiction, large print, non-fiction and videos; and
Seniors	fiction, non-fiction, junior fiction/easy books and large print.

Finally, library users were asked for their general impressions of the service. 54% were satisfied, 11% commented on the relative merits of Kippax and

⁴⁵ Ibid. p.14.

⁴⁶ The main information source is ACT Government Central Records Unclassified File 96/7872 entitled: "Services & Information Branch, Communication Policy Section, Kippax Community Consultation & Action Report".

Belconnen libraries, 34% wanted more space, a larger collection, or had a specific issue related to the collection.

We now jump ahead to the services related data collected by this Study (and reported in detail in Appendices 3, and 5). At the Public Meeting on 11 April, we summarised the findings of the individual consultation phase as follows:

1. Broad Issues

- The Library has the potential to play a major role in meeting community needs in West Belconnen, and if it is to do so, it will need to have a broad service charter
- The extent to which the Library should provide services specifically for young people is a critical issue
- For most users the current Library is well-located within a shopping precinct, on major bus routes, and with street frontage
- Kippax Library users are not frequent users of the Belconnen Library, although they are generally aware of the additional material and services available there.

2. Specific Issues for Library Users

- The current library is too small, too cramped, too rundown
- The current collection is too small, too restricted for choice, and too easy to “read out”
- There aren’t enough computers - especially for accessing the Internet
- Hours of opening should be extended
- Parking is good (and appreciated)

3. Specific Issues for Community Organisations

- The fate of the Kippax Library has been under discussion for at least ten years, there have been many reviews, but there is still no responsible agency and no resolution
- The Kippax Task Force wants the Government to build a Community Centre, including a library, on Hardwick Crescent
- The West Belconnen Land and Planning Advisory Council wants a Community Centre incorporating a library - “equalling the one in Dickson”
- Overall shortage of community space in West Belconnen⁴⁷

⁴⁷ In this context it is interesting to note that Urban Services Planning and Land Management Group have recently commissioned a study entitled: “Community Facilities Needs Assessment – Planning for Community Facilities in the districts of Central Canberra, Belconnen and Gungahlin”.

- Current library too small with too few staff - needs to be "a proper size for this area
- Need meeting rooms, facilities for young people and seniors
- For many reasons, a lot of them financial, people tend not to travel to Belconnen Town Centre.

4. Specific Issues for Senior Citizens

- Need more space to separate noisy from quiet activities
- More space would allow for better service and a larger collection, less likely to be read out
- Aisles between shelves are too narrow for easy access; the bottom shelves are too low; the shelves are stuffed full
- Needs more computers, especially for those who don't have them at home
- The Home Library Service is appreciated and well-used
- Difficult to travel to Belconnen
- Story telling for seniors was considered a great service. Could it be reinstated both in the Library and as a service to homebound seniors?

5. Specific Issues for Business Organizations

- Community Centre approach is worth considering, but will depend on Government support
- Government needs to do more to make the Group Centres prosper
- Possible gap between community aspirations and Government funds
- If Territory Plan Variations are approved, developers may provide an "offset" and assist with the construction and/or housing of a new library⁴⁸

6. Specific Issues for Urban Services Planning and Land Management

- Supports multi-purpose community building incorporating Library
- Currently conducting a survey of land used for community facilities (reference above)

http://www.palm.act.gov.au/planning_and_development/social_planning/needs_study.htm

⁴⁸ Variation No.158 to the Territory Plan – Commercial B2C Land Use Policies, Group Centre Policies, has now passed through all stages in the Legislative Assembly. (As far as Kippax is concerned) it extends the Retail Core Precinct to include Block 53 Section 51 Holt, and this may pave the way for further planning studies resulting in an extension of the shopping centre and an "offset" which could provide a catalyst for construction of a new library.

- Takes the view that Kippax Health Centre would benefit from more prominent street frontage, and from combining with other community services

7. Specific Issues for Childcare Centre Managers

- Kippax Library needs a comfortable area for children to visit, and sufficient space for story-time to be followed by play activities
- Logistically easier for the Library to visit Day Care Centres (bookmobile, story tellers), than for young children to be transported to the Library
- Many families rely totally on public transport and need local facilities; difficult to get a close park at Belconnen, and especially difficult for mothers with young children
- Interested in reserving items via the Internet, receiving regular bulletins of new library materials, and especially in building up parenting resources
- Library has a special role in empowering people to find out about the information and services to which they are entitled
- If Day Care Centre staff visited the Library (and Library staff visited Day Care Centres), each could become aware of the other's processes and services
- Internet training and access are a recognised need

8. Specific Issues for School Principals

- Need to know more about what the Library does - Library staff could visit schools, talk to staff and students, promote services through in-school displays
- Library needs to have sufficient space to accommodate a whole visiting class
- School visits by a Library story teller would be welcomed
- Would like to link school projects with (expanded) Library resources - currently no interaction
- Logistically simpler for the Library to come to the school, than for the school to come to the Library. Could the bookmobile find a new role?
- Parenting materials and literacy classes for parents would be most helpful
- Most school have well-equipped, under-used computers labs and could help with Internet training for seniors, Mums at home, and people without access to computers (estimated that only 25% have home access)
- People tend not to travel to Belconnen. For some, the cost is an issue

- Would like the Library to provide an attractive, safe, friendly, comfortable environment where children can do their homework, or simply read
- Interested in bulk ordering loans of library materials across the Internet
- Library is an important part of scarce infrastructure in West Belconnen

9. Specific Issues for Library Staff

- Main users of the Library are seniors and mothers with young children
- Main issues are lack of space and condition of the building
- With more space and more staff there could be a wider range of services
- Cramped quarters make for stressful working conditions
- School students would be more frequent users if they had their own space
- Main categories of material used are large print and audio/video cassettes for seniors, biographies and travel books (other places, other lives)
- Users come from Charnwood, Dunlop, Holt, Higgins, Latham, Macgregor, Melba, Page, Scullin, Weetangera and Giralang⁴⁹
- Very few people from West Belconnen (estimated at three a day) actually travel to Belconnen Library to take advantage of the wider range of services
- Parking is much easier at Kippax
- Hours of opening are OK - no need to extend

David Clark from the Department of Urban Services also presented material at the Public Meeting. Extracting data from ACTLIS' computerised records, he looked at registered users of the library service to compile this profile:

- When visiting the Kippax Library the users you encounter are likely to be either:
 - Under 20
 - Over 60, or
 - In receipt of a non age related social services benefit
- Belconnen Library has a significant number of 20-24 year olds and 50-54 year olds in its catchment area
- Both Kippax and Belconnen would appear to have unmet demand in the older age groups
- Kippax has significant unmet demand in the youth and under 60s age groups

⁴⁹ 78% (730) of the 940 signatories to the Kippax Task Force petition came from these 11 suburbs

Our fourth source of information on service requirements is the Public Meeting held on 11 April. A full report on the meeting appears at Appendix 5, but for the purposes of this section we summarise the main points below:

- Should consider wider community uses of library space, possibly adopting a staged approach to the delivery of a range of community services from the library
- To support enhanced service delivery the library should be much bigger than the current building
- Specific services should be provided for young people (and after consulting them)
- Stronger links should be established between the Library and local schools
- Hours of opening should be extended in line with other libraries - including Sunday opening

SECTION SUMMARY - SERVICE REQUIREMENTS

Background qualitative research and a community consultation process in which the findings from early consultations were validated at subsequent consultations and at the Public Meeting, underline a high degree of consensus on citizens' expectations, and community endorsement of the following:

1. The existing library is in urgent need of replacement with a larger and more suitable building
2. Given the relative lack of community facilities, a new Library could play a major role in reinforcing the social fabric of the Kippax District. A Library which was staffed to reach out to its community, rather than constrained to waiting for its community to appear at the door, could effectively address many of the special needs of the area
3. There are major opportunities for library staff to work collaboratively with local schools in information provision, especially for curriculum support
4. A new building can provide more room for staff, collection, services, information technology, and spaces for addressing specific community needs for the young and the very young (and their parents), for seniors, and for those challenged by the circumstances of their birth, parenting, literacy, digital literacy, and the general development of life skills
5. The new Library needs more professional staff trained to address the needs of the West Belconnen community
6. The current location on Hardwick Crescent is universally endorsed. People like the ready access by public transport, ease of parking, and proximity to the shops. For more than 95% of Kippax Library users, the larger library at the Belconnen Town Centre is no more attractive or convenient than the Tuggeranong Library
7. To provide the services the community requested, and to meet the demands of the working population, consideration should be given to opening on the weekend, and, given additional staff, to extending opening hours. Actual hours should be determined following consultation with the local community.

Our next and final task is to express service requirements in terms of the physical space likely to be needed to deliver them.

SECTION FOUR - SPACE REQUIREMENTS

Introduction

This section makes explicit the assumptions behind Libraries Alive!'s calculations and subsequent recommendations on an appropriate size for a new Kippax Library. Our approach, endorsed by the Steering Committee, is based on the service-based benchmark described in *People Places* - the State Library of NSW's guide for public library buildings⁵⁰. We then validate the result from an operational point of view by reflecting the advice of ACTLIS senior managers on numbers of staff required for supervision of library customers.⁵¹

Two sets of figures are provided. We demonstrate that a replacement Kippax Library - without any additional services - should have a floor space of around 640 square metres. To replace the current library **and** to meet the special community needs identified in the public consultation process, an additional 150 square metres is required. This takes total enclosed space to 790 square metres. We also provide graduated options for service levels involving a structure larger than 640 square metres, but smaller than 790 square metres.

Services Based Space Allocation

People Places describes two ways for working out library size. A service-based benchmark 'is used to determine the required size of the library based on the future collection size of the library and the type and range of services and core functions that the proposed library building will incorporate.'⁵² The alternative, a population-based benchmark 'is based on the size of the future population who are likely to use or have access to a new/expanded library.'⁵³ In view of the wealth of information on the special services needs of the Kippax District collected during the public consultation process, we chose to use the more sophisticated service-based benchmark. This decision was endorsed by the Steering Committee.

The key variable required to perform the calculation is the number of items per capita to be available from the library's collection. However, this per capita requirement means that a population projection is still required for the users of Kippax Library.

⁵⁰ Library Council of New South Wales. *People Places: a guide for public library buildings in New South Wales*. Prepared by Heather Nesbitt in association with Bligh Voller Nield. Sydney, State Library of NSW, 2000. www.slsw.gov.au

⁵¹ That is, 'supervisable floorspace'

⁵² Ibid. p.25.

⁵³ Ibid. p.30.

Kippax District Projected Population

Which suburbs should be included in the population catchment? More specifically, does it make sense to include the suburbs of Flynn and Fraser in a broad description of 'West Belconnen', or to define a smaller 'Kippax District' catchment which includes Charnwood, Dunlop, Higgins, Holt, Latham and Macgregor?

The table below shows for all eight suburbs the percentage of library users registered at the Belconnen Town Centre and Kippax Libraries. The data reflects the situation at March 2002, and indicates the library at which the library users' most recent details (either registration or renewal) are held. The numbers do not add to 100% because some residents in each suburb have been registered or renewed at libraries other than Belconnen or Kippax.

Table 11. Percentage of Registered Library Users by Suburb by Library

Suburb	Belconnen	Kippax
Charnwood	57	24
Dunlop	46	30
Flynn	66	15
Fraser	60	20
Higgins	45	39
Holt	35	47
Latham	48	37
Macgregor	36	51

It would seem from this table that with almost two thirds of Flynn and Fraser residents preferring Belconnen Library over Kippax Library, there may be a case for excluding these two suburbs from the Kippax District population catchment. We also know that road access from Flynn and Fraser to Belconnen Town Centre is probably more direct than from the other six suburbs, and this too may be a factor.

The availability of public transport connections is also relevant. Bus routes from Flynn and Fraser to Belconnen are generally more direct (faster) than bus routes to Belconnen from the other six suburbs. Moreover, there are more bus connections to Kippax from Charnwood, Dunlop, Higgins, Holt, Latham and Macgregor, than there are from Flynn and Fraser.

An analysis of the suburb of origin of the 940 signatories to the Kippax Task Force Petition collected at the Kippax Library between 11 April and 4 May 2002, shows that 70% (654) listed Charnwood, Dunlop, Higgins, Holt, Latham and Macgregor as their place of residence. 7% listed Flynn or Fraser, and the remaining 23% (218) were scattered over another 40 suburbs.

For all these reasons we think it is reasonable to regard the natural catchment for the Kippax Library to comprise the suburbs of Charnwood, Dunlop, Higgins, Holt, Latham and Macgregor.

Now we can turn to the likely population a new Kippax Library will serve.

The ACT Chief Minister's Department produces population forecasts, year by year, for all Canberra suburbs. Table 12 shows them for our six in 2005 and 2010.⁵⁴

Table 12. Population Forecasts for the Kippax Catchment in June 2005 and June 2010

Suburb	2005	2010
Charnwood	3150	3050
Dunlop	4100	6400
Higgins	3200	3050
Holt	4500	4250
Latham	3850	3650
Macgregor	3700	3550
TOTAL:	22,500	23,950

The table shows us that without Dunlop the catchment population would slightly decline over this five year period. But Dunlop is growing quickly - from 1900 people in 2000 to more than three times that number 10 years later. After Ngunnawal, Nicholls and Amaroo, and ahead of Conder and Gordon, Dunlop is the fastest-growing suburb in Canberra.⁵⁵ And Kippax is the natural shopping and district centre for Dunlop residents.

So the population figure we shall plug in to our calculation is 23,950.

Library Materials

The next number we need is items (library materials) provided per person.

The ACT Government's Public Library Resources Strategy states: 'The target size for an individual library is between 1.5 and 2.0 items per person at each library. The overall target for the ACT is two items per capita which includes the stack collection and special collections such as spoken word cassettes, Braille and non-English languages.'⁵⁶ Elsewhere in the same document the figure of 2.0 items per capita is given as a key performance indicator for the resources development policy.⁵⁷

⁵⁴ www.act.gov.au/government/demography/htm/table8-2.htm

⁵⁵ Canberra Times, 26 July 2002, p.2. 'ACT region hub of population boom'

⁵⁶ www.act.gov.au/actinfo/policy/Resources2000-01/supp0001.htm

⁵⁷ www.act.gov.au/actinfo/policy/Resources2000-01/Strat0001.htm

Comparable figures for other states are NSW 2.38 items per capita (1999/2000), Victoria 1.81 items per capita (2000/2001), and Queensland 1.79 items per capita (1999/2000).

In the calculations which follow we shall use the ACT figure of 2.0 items per capita.

Collection Size and Housing Requirements

Now we have the projected population (23,950), we can multiply it by items per capita (2.0) to derive a recommended collection size of 47,900 items.

With a total of 47,900 items in the Library's collection we can assume approximately one third to be out on loan (housed by customers) and two thirds to need shelving space inside the library.⁵⁸ If we assume 35% of the collection is on loan, then we need to calculate the space required for the remaining 65%, or 31,135 items (47,900 x 0.65).

Collection Area

Using the space standards in *People Places*⁵⁹, we know that 100 books can fit in one square metre, one hundred non-print items (like tapes, videos, CDs) also need one square metre, periodicals need one square metre for each 10 titles, and public computers need five square metres each.

Assuming the following materials breakdown and applying the space standards we can calculate the collection area needed for the new Kippax Library:

19,000 books	190 sq m
8,000 non-print items	80 sq m
4,135 serial parts (say, 100 titles), and	10 sq m
8 public computers	40 sq m
Collection Area Required:	320 square metres.

Library Size

Table 13 uses the service-based benchmark of *People Places* to show in the first column the basic functional areas, then the area guide to percentage of total space (the collection occupies one half of the total functional area, and the reading, resource, staff and amenities functions jointly occupy the same amount of space again - hence the total of 200%), and in the third column we extrapolate from percentages to square metres for the new Kippax Library.

⁵⁸ *People Places*, p.26, suggests that 65% to 70% of the collection will be on the shelves at any given time.

⁵⁹ *People Places*, p.26.

Table 13. Kippax Library Size - Functional Space Allocation

Functional Area	Area Guide	Kippax sq m
<i>Collection Area</i> Books and volumes on shelves Periodicals Non-print materials Virtual and digital resources	100%	320
<i>Reading and Study Areas</i> Meeting Areas Study Areas Browsing, Display, Information	10% 15% 5%	30 50 15
<i>Resource Areas</i> Catalogues, photocopiers, etc Vending machines, telephones	10% 5%	30 15
<i>Staff Areas</i> Service Desk Staff Work Area Storage	15% 15% 5%	50 50 15
<i>Amenities</i> Foyer, Lobby, corridors, etc Toilets, restrooms, storage, etc Plant equipment, maintenance	10% 5% 5%	35 15 15
Total:	200%	640

Using the Services Based Space Allocation Model we have now derived the figure of 640 square metres as an appropriate size for a new Kippax Library. But we're not finished yet. We also need to make provision for library spaces for additional services required to meet the special needs of the area which were identified through the public consultation process, and we also need to confirm that our 640 square metres meets an operational reality check.

Operational Validation

The brief for this assignment has a significant constraint: 'The services to be delivered from Kippax Library must be defined in terms of its existing staffing limits of 3.6 Equivalent Full Time staff'. In other words, there's not much point recommending a library with a size larger than can be operated.

We can however, stretch the 3.6 figure. Assuming that the new library will deploy technology to increase productivity, installing two self-checkers for library users to process their own loans will probably 'save' one EFT position. This brings the staff establishment to 4.6.

The question now remains: 'What is the largest space which can be supervised with a staff establishment of 4.6?' We put this question to senior library managers who were quick to point out that their answers depended

on time of day - busyness of the library, the proportion of the library's total space which actually needed supervision, the nature of the space - one level or more than one level, and lines of sight from points of supervision. Answers varied between 450 square metres at current service levels, to 700 square metres 'as a very basic model'.

Supervising 450 square metres with 4.6 staff members works out to 98 square metres per staff member. Supervising 700 square metres with 4.6 staff members comes to 152 square metres per staff member. If we took the mid-point between 98 and 152 square metres per supervising staff member - 125 square metres, then 4.6 staff members could supervise a library space of around 575 square metres. This seems to us a reasonable figure. It reflects current staffing levels across the ACT Library and information Service, is consistent with figures available from the Victorian public library network, and seems to be within a range generally acceptable to ACT library facility managers.

Now to press on with our reality check. We can say with reasonable confidence that 3.6 staff and two self-checkers can manage library public space of around 575 square metres. We now need to add the non-public space (staff areas, storage, server and network facilities, toilets) which does not require supervision. Let's assume that this is an additional 15%⁶⁰ or 85 square metres. Our total space is now 575 plus 85 square metres - 660 square metres.

Using the service-based approach we came to a recommended library size of 640 square metres. Applying an operational validity test allows us to independently calculate manageable floor space at 660 square metres. These two differently derived numbers are so close (within approximately 3%) as to validate each other.

Please note that this derived volume allows for a library of appropriate size for Kippax District. Since it is based on current staffing levels it assumes no change to current service levels.

Meeting the Special Needs of the Community - Space Implications of Optional Additional Services

During the extended public consultation process it became evident that a new Kippax Library could be well placed to address some of the pressing community infrastructure and social capital issues arising in West Belconnen. Our report identifies young people, seniors, and mums with toddlers as groups with special needs. Accordingly we recommend that services be provided for them, as follows:

1. Whatever else happens, one of the 3.6 EFT professional staff members should be 're-focused', designated the senior's

⁶⁰ People Places p.27 lists staff work area, storage, toilets, and equipment spaces at 15% of total functional area

expert, and charged with the development of appropriate in-library and outreach services. This recommendation, using existing staff, has no direct space implications, except that the multi-purpose room referred to in Table 14 below would be a useful in-library venue.

2. An additional full time staff position be created for a young peoples' and school liaison librarian to work with young people in the area to define and deliver services based around music, computers and homework help.
3. An additional full time staff position be created for a story teller and children's librarian to work with pre-schools, young children and their parents to define and deliver services based around reading and parenting.
4. An additional half time staff position be created for a literacy and digital literacy trainer to work with the local residents and community groups to improve reading and IT skills.

Three of these four recommendations have direct implications for additional library space, and we present them in the table below. As for Table 13, we use the area guide from *People Places* as a broad indication of operational requirements. The multi-purpose room is the key addition, and we envisage it being used by all additional services, and by the community in general when it is not being used by the Library.

Table 14. Space Implications of Additional Services

Optional Additional Service Areas	Area Guide	Kippax sq m
1. Multi-purpose room (literacy, training, multi-media, short-term projects, exhibitions, community use)	15% ⁶¹	50
2. Dedicated youth/young adult area	5-10%	30
3. Office for young peoples' and school liaison librarian	5%	15
4. Children's and storytelling area	5-10%	25
5. Office for story teller/children's librarian	5%	15
6. Office for literacy/digital literacy trainer	5%	15
Total:	40-50%	150

Conclusion

Using the service-based benchmark, then validating it with an operationally based calculation, we have come up with a basic library size of 640 square metres. We have also quantified the space requirements for additional

⁶¹ *People Places* (p.27) recommends 20-25%, but in conjunction with the other additional spaces, we consider 15% to be adequate.

services targeted at the special needs of the local community, and presented these in incremental steps in Table 14.

If Kippax Library is to remain with 3.6 EFT staff (and acquire two self-checkers), then it should be 640 square metres in size. If Kippax Library is to fully engage with its community, then it should have an additional 2.5 professional positions and be 790 square metres in size.

Comparison with other ACT Libraries

Table 15 compares Kippax now and Kippax recommended with the other eight ACT Libraries.⁶² The points of comparison are floor space, collection size, number of seats, number of Internet & catalogue computers, and opening hours.

Table 15. Comparison of Kippax with other ACT Libraries

Library	Sq m	Items	Seats	PCs	Hours
Belconnen	1,535	97,116	154	12	56
Civic	739	52,394	56	6	46.5
Dickson	1,044	63,975	142	6	53.5
Erindale	1,193	73,905	142	9	52.5
Griffith	1,148	76,010	79	5	45.5
Gungahlin	340	15,125	27	5	35
Kippax Now	223	29,330	25	3	33
Kippax Rec.	790	47,900	72*	8	48.5
Tuggeranong	1,636	83,568	195	13	58.5
Woden	1,795	111,629	127	12	56

* Based on service-wide average of approximately one seat per 11 metres of floor space.

It can be seen from the table that the recommendations for the new Kippax are actually quite modest. Its floor space would be smaller than all other libraries with the exception of Gungahlin - which is acknowledged to address the actual rather than the potential population catchment, and Civic - which is constrained by current lease arrangements. Only Gungahlin would have fewer items in the collection; only Civic, Griffith and Gungahlin would be open for fewer hours. The number of computers is relatively high, but then there is ample evidence to show that demand exceeds supply in all ACT libraries.

In summary, we believe our functional brief for a new Kippax Library encapsulates both the expectations, and to some extent the aspirations of the local community, and does so in an extremely pragmatic fashion.

⁶² Figures accurate at 29.1.02. Source: www.act.gov/actinfo Staffing figures and opening hours from ACTLIS.

SECTION FIVE - FINDINGS, ANSWERS & RECOMMENDATIONS

Libraries change lives.

Investment in libraries is highly effective - both socially and economically.⁶³

This assignment turned out to be much larger than we anticipated. What began as a library services study became a special needs analysis project. We worked closely with local residents and organisations, and with their lobby group, the Kippax Task Force, to design a library service which addressed community needs for professionally guided access to information, as well as offering the normal range of cultural and recreational materials enjoyed and appreciated by all citizens of the ACT.

Throughout the consultation process we found enthusiastic public and library staff support for a new library at Kippax Group Centre. During the Study we were able to identify and document the special needs of the Kippax District, and to derive a services specification and functional brief which, if implemented, will deliver major community benefits.

Yes, it will need more staff, space and library materials than at present. There is so much more that can be done. Yes, there needs to be an appropriate balance between traditional and electronic service delivery, as well as an emphasis on tailored services for seniors, children and their parents, and especially for young people. New courses in literacy and digital literacy need to be provided. The Library's current opening hours need to be extended. Sympathetic spaces need to be available for community use when they are not required by the Library. A whole new Library needs to be built, fitted out, staffed and stocked.

This done, the new Kippax Library will be a major deposit to the West Belconnen social capital account. In presenting the world of thought and ideas, it will shine like a beacon, encouraging residents to build and sometimes re-build their community and their lives. With its increased usage, it will be an economic shot in the arm for the Kippax District Centre.

Summary of Findings

1. West Belconnen residents are strongly, sometimes fiercely, supportive of the Kippax Library - whether or not they use it.
2. It is recognised by all that the current library is too small, too crowded, and housed within a structure that is obsolete and expensive to maintain.
3. Kippax District, population catchment approximately 20,850 and growing (courtesy of Dunlop) to approximately 23,950 over the next

⁶³ This subject is covered in detail in Appendix 7.

decade, is a region of the ACT acknowledged by government agencies to have special socio-economic needs.

4. The provision of services specifically for young people was a constant theme of the consultation process.
5. The services required to meet all identified needs simply cannot be delivered from the current building, or within current EFT (3.6) and opening hours (33/wk) constraints.
6. Situated with street frontage, within a shopping precinct well served by public transport and parking spaces, the Library is in the right place. Despite some awareness of additional material and services at Belconnen Town Centre Library, we found a strong preference for Kippax to be a full-service library, rather than a feeder for Belconnen.
7. During the consultation process we found a remarkable degree of unanimity in comments on what the Kippax Library could and should be.

Answers to the Specific Questions in the Brief

1. Who should be served by a future Kippax Library?

Primarily, the people living in the six Kippax District suburbs defined above. Secondly, the people living in the general region of West Belconnen, and those for whom journey to work brings them through or near to the Kippax Group Centre.

2. What is the role of the Kippax Library in delivering library services to the Belconnen region?

For Kippax District - fundamental. It's in the right place (street frontage, transport hub, co-located with shops). For the rest of Belconnen, access to the Town Centre Library is similarly practical.

3. How do Kippax Library services relate to Belconnen Library services?

Prima facie, at 1535 square metres, the Belconnen Town Centre can offer broader and deeper services than Kippax Library, and this is especially so in relation to reference collections and provision for Internet access. However, it is clear from the consultation process that the people see the Kippax Library as a comprehensive, stand alone library service, with only occasional cause to travel to Belconnen, and for those of modest means, travel to the Town Centre may not be affordable.

4. What size should the Library be?

640 square metres to replace the current library; 790 square metres to meet the community needs identified through the consultation process (see recommendations below).

5. What materials should be in the Library's collections?

The whole range, with special attention to materials suitable for Mums with toddlers, young people and seniors.

6. What programs should the Library deliver?

Ideally, the full range, including:

- Story telling for children and seniors
- Outreach programs to local schools and day care centres
- Bulk loans to schools and day care centres
- Deliveries to the home-based
- Expanded access to word processing and the Internet
- Reading and study facilities
- Music
- Special collection on parenting
- Training courses for computers, word processing and the Internet

7. Are there any special needs requirements?

Other than attention to the characteristics of the three main customer groups - the very young, youth and seniors, the Library is more likely to be a facilitator for non-library services to the broader community, rather than a service deliverer. For example: the Library might provide space for youth outreach programs, but not run the programs.

8. What should the hours of opening be?

If weekend opening is possible within the current staff establishment, it should happen. Additional opening hours are desirable - especially given the additional investment in a new library building and collection, and will need additional staff. At the Public Meeting, preference for Sunday opening (5 hours) was strong, as was the sentiment that the Library should stay open till 6pm on weeknights for those returning home from work. Our suggestion is from the current 33 hours per week to 48.5 hours per week (Mon-Fri 10-6, Sat 9:30-2:30, Sun 12:30-4).

9. What self-service facilities should be provided?

The same as those in other ACT libraries. Self-checkers for loans will ease staff pressures.

10. Are there any special fitout or furniture requirements?

Provided the interior layout supports the services provided (single street level; disabled access; aisle width; provision for broadband network services; headphones for music), there do not appear to be any special requirements. Many people expressed a preference for a coffee shop.

Recommendations

1. A replacement Kippax Library should have a total floor space of around 640 square metres, and a collection size of approximately 48,000 items.
2. The Library should be situated either on Hardwick Crescent, or in a similar location with ready access to transport and the Kippax shops, proximity to other facilities, and with a street address.
3. Within the current staff establishment, and subject to validation by the community, we recommend that hours of opening be varied to include weekend opening. If our recommendations on additional services and additional staff positions (below) are accepted, we recommend that opening hours be increased.
4. To address the needs of the older community it is recommended that of the current 3.6 EFT staff providing library services at Kippax, one librarian be nominated as the senior's expert and be given responsibility for the development and delivery of services to this community.
5. Particular attention should be paid to the development of young people's services based around music, computers and homework help. In addition, young people should be involved in the development and delivery of these services. For this to happen, we recommend the appointment of a young people's and school liaison librarian.
6. To meet other identified community requirements we recommend the appointment of one person as a story teller and children's librarian, and the appointment of one half librarian EFT as a literacy and digital literacy trainer. If recommendations 5 and 6 are accepted, 2.5 positions EFT would be added to the current 3.6.
7. To provide facilities to deliver these additional services and meet the special community needs identified in the public consultation process, it is estimated that an additional 150 square metres of floor space will be required.
8. When meeting spaces within the Library are not being used for Library purposes, they should be made available for community purposes. This applies, especially, after 6pm on weeknights, and outside library opening hours.

9. The effectiveness and efficiency of the new Library should be measured in terms of programs delivered, use of the collection (both in-Library and on loan), visits to the Library, bookings for facilities, and regular informal customer surveys.

SECTION SIX - LIST OF SOURCES CONSULTED

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2. ACT Chief Minister's Department. *Population Forecasts for Canberra Suburbs and Districts 2000-2010*.
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3. ACT Chief Minister's Department. *Consultation Manual 2001. Hands on Help for Planning Effective Consultation Strategies*, April 2001.
www.act.gov.au/government/department/cmd/omca/commcons.htm
4. ACT Chief Minister's Department. *Consultation Protocol: a Guide to Consultation Processes for the ACT Government*, December 2000.
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5. ACT Chief Minister's Department. *Youth in the ACT: a Social and Demographic Profile, 2002*
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9. ACT Department of Urban Services, Planning and Land Management Group. *Group Centres Policy, Precinct Boundary Review, Working Paper 1*, August 1999; *Working Paper 2*, September 1999; *Working Paper 3*, October 1999; *Working Paper*, 4 November 1999
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11. ACT Department of Urban Services, Planning and Land Management Group. *Community Facilities Needs Assessment Study*:
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13. ACT Legislative Assembly. Standing Committee on Planning and Urban Services. *Inquiry into Draft Variations no. 158 and No. 163*, June 2001
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22. Kippax Uniting Church. *Statistical Information from Australian Bureau of Statistics and Department of Health and Family Services relating to the area surrounded and serviced by Kippax Uniting Church. Overview of South-West Belconnen (Holt, Higgins, MacGregor, Latham, Charnwood)*. 1996 and 1997 data.
23. Library Council of New South Wales. *People places: a guide for public library buildings in New South Wales*. Prepared by Heather Nesbitt in association with Bligh Voller Nield, Sydney 2000.
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24. State Library of New South Wales. *Public Library Statistics 1999/2000: Public Library Services in New South Wales*. Prepared by Kathy Morrison, August 2001.

References on the value of public libraries are listed separately in Appendix 7.

Appendix 1. Individuals and Organisations Consulted

Kippax Library and Belconnen Region Services Study

Community consultation: individuals and organisations consulted by Libraries Alive!

Organisation	Contact	Date
Dept of Urban Services	David Clark, Manager, Service Specification & Analysis	29 January 2002
ACTLIS Staff	Nina Mullin	5 February 2002
	Kippax Library Staff	7 February 2002
	Belconnen Library Staff	13 February 2002
	Team Leaders' Meeting	21 February 2002
Kippax Task Force	Dr Chris Watson, Convenor, 6254 5238 79 Denny St Latham ACT 2615	15 February 2002
Planning and Land Management	Shirley Graham, Senior Planner, Territory Planning Branch, PALM, GPO Box 1908 Canberra ACT 2601. 6207 1733 Kerry Browning 6207 2937	19 February 2002
Canberra Masonic Homes (including Kalparrin Hostel), Kippax	Nyree Brown & Dorothy Robb, Activities Officers. Powell Street Holt ACT 2615 Addressed meeting of about 18 residents	20 February 2002
Friends of ACTLIS	Attended Friends meeting, Civic Library. (Contact: Bill Tully, Convenor, 6262 1423) PO Box 3514 Manuka ACT 2603	21 February 2002
Alkira Child Care Centre, Charnwood	Kathy Onstenk, Manager 6258 3044 Tillyard Drive Charnwood ACT 2615	25 February 2002
Cooinda Cottage Occasional Child Care Charnwood	Sue Pye, Coordinator 6259 1880 Neighbourhood Centre Charnwood Place Charnwood ACT 2615	25 February 2002
Ginninderra District High School, Holt	Janine Catton, Principal, 6205 6122 Starke St Holt ACT 2615 Sue Thompson, Community Outreach Worker, Schools as Communities 6205 6113	25 February 2002
Small + Quinton, Architects, Hawker	Richard Small, Architect/Director PO Box 262 Hawker ACT 2614	25 February 2002
	Michelle Turner, Architect 6255 1520	

Kippax Library and Belconnen Region Services Study - Final

Organisation	Contact	Date
Uniting Church, Kippax	Rev. Gordon Ramsay, Kippax Uniting Community Centre, Luke St & Hardwick Cres Holt ACT 2615 6254 1292	25 February 2002
Holt Primary School	Hazel McFadden, Principal Beaufort Cres Holt ACT 2615 6205 7722	26 February 2002
Kippax library user	Annette Small 6259 1349	6 March 2002
Kippax Task Force	Committee meeting (6 people - with David Clark) Address: see Chris Watson above.	8 March 2002
Charnwood Primary School	Mark Robinson, Principal 6205 7322 Bettington Cct Charnwood ACT 2615	11 March 2002
St Thomas Aquinas Primary School, Charnwood	Mick Lowe, Principal Charnwood ACT 2615	11 March 2002
Latham Primary School	Judith Ballard, Principal O'Lughlen St Latham ACT 2615	11 March 2002
MacGregor Primary School	Peter Collin, Principal Hirschfield Cres MacGregor ACT 2615	11 March 2002
Higgins Primary School	Peter Trembath, Principal Fullagar Cres Higgins ACT 2615	12 March 2002
Kippax Fair Management	Philip Christodoulou, Kippax Fair Shopping Centre Management, Hardwick Cres Holt ACT 2615, & Roger Adcock, Commercial Property Consultant	19 March 2002
Flynn Primary School	Judy Chick, Principal Bingle St Flynn ACT 2615	20 March 2002
West Belconnen LAPAC	Peter Gately, Chairman. C/- Angela Dileva, LAPAC Co-ordinator, PALM, GPO Box 1908, Canberra ACT 2601	26 March 2002
Inter-agency discussion on joint facility	Salley Kalek (Chief Minister's Department), Kerry Browning & Shirley Graham (PALM), Robert Long (DECS), Nina Mullins, Rohan Clark, David Clark, Arto Rissanen	3 April 2002
Inter-agency discussion on joint facility	Therese ? (Department of Health and Community Care), Merrilee Pigram, Rohan Clark, David Clark	8 April 2002
PALM (telephone interview)	Ray Brown, Development Management Branch	15 April 2002

Kippax Library and Belconnen Region Services Study - Final

Organisation	Contact	Date
ACT Library & Information Service (telephone interview)	Catherine Panich, Youth Services Co-ordinator, Belconnen Town Centre Library	29 April 2002
ACTLIS Senior Staff (Discuss draft report)	Nina Mullins, Sue ? , Merrilee Pigram, Brenda Thompson, Margaret Hyland, Rebekah Connaughton, Catherine Panich	15 May 2002
PALM	Kerry Browning and Shirley Graham	5 June 2002
Ginninderra District High School Students' Representative Council	Merle Ketley (SRC Co-ordinator) and 13 students	5 June 2002
Chief Minister's Department (telephone interview)	Peter Brady	11 June 2002
PALM	Kerry Browning	13 June 2002
Kippax Task Force	Full meeting: update on Library Study	14 June 2002

Appendix 2. Consultation Handout

KIPPAX LIBRARY AND BELCONNEN REGION SERVICES STUDY

**on behalf of
ACT Information Management and Libraries
Dept of Urban Services**

BACKGROUND

Kippax Library is a branch library serving the suburbs and communities of West Belconnen. It is part of an ACT Public Library network of 9 branch libraries. Like the recently opened Gungahlin Branch Library, Kippax Library provides a gateway service to the ACT Public Library. It provides for mainstream library users and does not specifically provide services for specialist library groups or users. Resources and services are constrained by the limited physical space available.

There are currently proposals under consideration by the ACT Government concerning the Kippax precinct that may impinge on the future of the library.

THE STUDY

To help deliver the library services the community requires in the Belconnen Region, and in particular from the Kippax Library, the Department has engaged Libraries Alive! Pty Ltd to undertake a study into the services required and how they should be delivered.

The goals of the study are to define and specify the library services and levels of service that should be provided in the Belconnen Region and specifically from Kippax Library. From this study the Department of Urban Services should have a functional brief to provide to architects in the event that the planning processes require it.

Extensive community consultations will be undertaken with major stakeholders for the Kippax Library.

Issues to be addressed include library services to be provided in the Belconnen region and specifically the role of the Kippax Library in delivering these; advice on the space required to meet the recommended levels of service and the catchment population; library materials (ie collection) requirements; library program requirements; special needs requirements; hours of opening; level of patron self-service facilities; and any special library fitout and furniture requirements.

Further information:

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ACT Department of Urban Services
Ph 02 6205 1567

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Sherrey Quinn
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Ph 02 6257 9177

Fax 02 6207 6330

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Internet: <http://www.act.gov.au/actinfo/library/kippaxbelc/>

Appendix 3. Background Paper for Public Meeting

KIPPAX LIBRARY AND BELCONNEN REGION SERVICES STUDY

This document outlines the background to the Study and reports comments by people consulted in the period February to March 2002. It is intended as input to the Public Meeting to be held at Kippax on 11 April.

OBJECTIVE (What the study is intended to do)

To define and specify the library services and levels of service, that should be provided in the Belconnen Region and specifically from Kippax Library. Kippax Library serves the people of Charnwood, Dunlop, Flynn, Higgins, Holt, Latham and MacGregor.

OUTCOMES (What the study is intended to produce)

A functional brief to provide to architects in the event that the planning processes require it.

A focus on new technology for delivery of electronic information services is also required.

In anticipation of the possible future provision of a replacement library facility in Kippax, this study seeks to identify services that are appropriate for this branch library.

STATISTICS⁶⁴

Kippax Library, with a floor space of 223 square metres, had 65,138 customer visits in 2000/01. By comparison, and in the same period, Belconnen Library with a floor space of 1,535 square metres, had 264,667 customer visits; Dickson Library (1,044 square metres) had 175,675 customer visits.

The table below shows for four libraries: number of items in the collection; population served⁶⁵; total number of loans for the latest year; number of Internet computers; and number of seats in each library.

⁶⁴ ACT Department of Urban Services. *ACT Public Library Statistical Information 2000-2001*, January 2002. www.act.gov.au/actinfo

⁶⁵ The method used to derive these numbers is "actual catchment". The current ACT population is split between libraries based on current membership. Kippax is reckoned to have a potential catchment of 20,853 when surrounding suburbs (like Dunlop) are fully developed.

Library	Items	Population	Loans	Internet	Seats
Kippax	29,330	12,301	120,000	2	25
Belconnen	97,116	62,564	430,000	6	154
Dickson	63,975	33,846	280,000	3	142
Gungahlin	15,125	11,051	New	3	27

COMMENTS FROM USERS OF THE KIPPAX LIBRARY

- Parking is great by comparison with Belconnen, especially with young children. Kippax location is ideal; shopping centre the right scale. Library visit combines well with shopping
- Kippax Library is too small. With a group of kids for story time, little room for other users.
- Library is always busy. Computers always used. Have to wait to use the catalogue
- If the Library was bigger, could offer wider and deeper choice of materials
- Would like more biographies, more non-fiction
- Generally, very happy with staff and service

COMMENTS FROM COMMUNITY ORGANISATIONS

- Story time is much appreciated, and staff do a great job
- Space will drive everything - staff and collection
- Need a new free-standing library, like Dickson
- Want something like Gungahlin
- Needs study carrels (private and quiet), meeting room with glass walls, facility for playing CDs, a search facility, newspaper reading room, natural light/facing north, fronting Hardwick Cres, business advice service for start-up businesses in the area, feeling of connectedness with the outside world rather than isolated in an "institutional box"
- Few facilities for seniors and young people in West Belconnen; fitness centre and pool has closed and is unlikely to re-open; no (secular) meeting rooms, no community hall
- "Planning" in the newer suburbs of West Belconnen is such that houses are more closely packed together - there needs to be community space for people to use
- Significant push by community groups for meeting space in the Library
- Uniting Church has recently completed facilities for 350 people in the auditorium, 100 people in the hall (seated at tables), or 140 meeting-style, 50 people in the meeting room, 40 people in the foyer, plus crèche space

- People tend not to travel to Belconnen. For many the bus fare is a significant cost
- Library could promote literacy through multimedia
- Kippax has a good community "feel". Plenty of community activity
- Would use the library more if it was bigger - "a proper size for this area". Needs to be a "safe gathering place for people"
- Significant number of people in their 80s
- Some children have no access to computers in their homes
- Not much happening for youth. Gathering space behind the Library
- Uniting Church "would like to see partnerships" with the Library

COMMENTS FROM SENIOR CITIZENS

- Need sufficient space in Kippax Library so that children's activities can be held in the Library, separate from the quiet reading areas
- Placing material on low shelves near the floor is inappropriate for seniors - "we can't get down to it; we can't read the titles with bifocals on"
- Easy accessibility -on the ground floor - is necessary, for wheelchairs, walking aids, prams
- "If I take a wheelchair there it blocks the aisles"
- Genre lists are very useful
- Book reviews would be interesting for Library users, and useful for selecting (or avoiding) books to read
- Staff are very helpful; Nina was great ("Please tell her we miss her at Kippax"); "we like to have familiar faces and names in the Library; they seem to rotate staff frequently in the Library"
- The Home Library Service is appreciated and well-used
- Kippax has an adequate collection of large print, but if there were more space there could be a larger, more varied selection
- The non-fiction collection is limited; more non-fiction (especially a bigger range of biography and travel books) is needed
- Areas of the Library collection are likely to be 'read out' (i.e., all items read)
- New fiction does come through the Library
- "The language of some modern books is inappropriate"
- "Kippax is our Library - not all older people can go to Belconnen; some could; some can't; some won't"; Kippax Library is convenient for mothers with babies and toddlers to get to - Belconnen Library isn't
- The Library needs more computers and more space so that children can do homework there. "You can't send a primary school child on the bus to Belconnen, but he/she could use the local Library in Kippax"

- Talking books are liked and used - it is acknowledged that there is quite a selection at Kippax
- "We don't have equipment yet to use DVD" (in residential/nursing home)
- Story telling, in the past held at Belconnen, provided opportunities for listeners to tell their own stories, and was recalled as a great service - please provide at Kippax. Could a similar service be provided as an 'outreach' service to seniors' residential villages?
- Similarly, poetry reading sessions, topical speakers could be provided by the Library if it were bigger
- Space is the key - the Library could provide more materials and better service if it had enough room

COMMENTS FROM BUSINESS ORGANISATIONS

- If variations to the Territory Plan shortly to go before the Legislative Assembly are approved and Kippax Fair is permitted to extend, then the developers will assist with the construction of a new library, most likely on the current site
- Community centre approach is also worth looking at
- May be a gap between what the community wants and what the government can afford
- Government needs to try harder to make the Group Centre concept work

COMMENTS FROM PLANNING AND LAND MANAGEMENT

- One possibility is a multi-purpose community building which could include a library
- PALM is conducting a study of land used for community facilities in central Belconnen and Gungahlin
- Richard Small, an architect engaged by the Department of Community Care and based at Hawker, has reviewed future uses for the Kippax Health Centre. He reported that a more prominent street frontage would be advantageous, and that combining with other community services would make sense

COMMENTS FROM CHILDCARE CENTRE MANAGERS

- Play-based, rather than book-based curriculum. Tend not to use videos
- Would appreciate a wider range of children's reference books to get information for story telling
- Visiting story teller would be great
- Would like to see a list of new books with recommended ages, every 3-6 months

- Because it is logistically easier for the Library to visit the childcare centre, than it is for very young children to visit the Library, would like the mobile library to visit. Could have a version of the home bound service for day care centres
- Interested in working with the Library on specific projects, especially in the area of multimedia
- Borrow books for the children, 25 at a time. Take them on visits to Kippax and Belconnen Libraries, and borrow from Kippax, Belconnen and Gungahlin
- Since the Day Care staff professional library is at Narrabundah, it would be useful if Kippax had some staff resources (videos, ideas for things to do)
- Use Kippax Library for book resources
- Any sort of parenting information would be useful (books, videos). For some people there is a lack of personal resources and parenting models, no extended family, lack of means, no history of positive access to community facilities and services
- The Library has a role in empowering people to find out the information and services they need and to which they are entitled
- Problems with activities for youth
- Many families rely totally on public transport and therefore need local facilities
- Internet access and training are needed
- If Day Care Centre staff visited the Library, and Library staff visited the day care centre, there would be an opportunity for both to learn about each other's processes and services. Currently no co-ordination
- More fabric books for the very young, more items which can be "set low"
- Kippax Library needs a comfortable area for children to visit, and sufficient space so that story-time could be followed by appropriate activities such as dancing or singing ('active' sessions, not just passive ones)
- Difficult to get a close park at Belconnen Library. Very difficult for mothers with young children
- Would like educational CDs (that staff could use with children) and story tapes
- Interested in reservations through the Internet, bulletins of new materials (children's material, by age; and parenting resources)

COMMENTS FROM SCHOOL PRINCIPALS

- Need to know more about what the Library does
- "more than happy" to promote the Library through school newsletters and meetings

- Story telling widely appreciated; school visits would be great
- Schools well equipped with computer laboratories and able to help with Internet training, especially for seniors, parents (Mums at home), and people without home connection (estimated that roughly 25% or less have home access)
- School children enjoy library excursions, such as Book Week, but would like to see more special events, eg. on The Year of the Outback, and other activities that encourage learning
- Would like to link school projects with library resources. Currently no program development in conjunction with libraries. Would like to know how the Library could help
- Literacy classes for parents would be great
- People don't go to Belconnen. For some, the cost of travel is difficult to afford
- Distance is an issue. Would be easier (simpler, less expensive) for the Library to come to the school, than for the school to come to the Library. Perhaps schools could be destinations for the mobile library?
- Would like the Library to provide an attractive, friendly, comfortable, safe environment where children could sit and read (or be read to) and relax
- "Would like to be able to refer parents for parenting materials, and for project materials for their children"
- Would like to bulk order across the 'net
- Opportunities for visiting authors and illustrators to talk about their books
- Access to children's literature expertise would be useful, especially where kids are struggling with their reading and advice on appropriate materials at appropriate levels could be provided
- Library could assist with specific literacy programs for boys. Mount displays, provide pop literature, get them involved in reading, provide small room for "club" meetings
- Library needs to publicise its activities by visiting schools, talk to staff at staff meetings, talk to students at assembly, promote services through in-school displays
- Don't use Kippax because collection is small and can't figure out when it's open
- Library needs to be visible with its own street frontage
- Kippax collection is old
- "Some people would think that local libraries are for the elderly or people who can't afford Dymocks or Collins"
- "Nothing the Library could stock in the educational journal line that staff could use. They use the 'net (instead)"
- Space at the Library needs to be large enough to take a whole class for a visit

- “Need for the library to be involved in information literacy because some kids leave the primary system without it”
- Online access to the library catalogue from home would be great
- “Would like to see broader further development of Kippax. Not only in terms of the Library, but also the fitness centre. People of West Belconnen are missing out very badly. Only Woollies close by. The more commercial development around Kippax the better. MacGregor and Latham shops not viable. Needs to be very good public library facility close to commercial activity. Library as generator of economic activity and part of the commercial activities, could contribute to the rejuvenation of Kippax”
- “West Belconnen community needs infrastructure, places to gather. Not helped by current limited building, but at least parking is easier”
- Because there is no bank at Kippax, schools have to go to Belconnen Mall

COMMENTS FROM LIBRARY STAFF

- Main users of the Library are seniors and mothers with young children; main complaint is lack of space
- Busiest just after opening and immediately before closing
- School students would be heavier users if there was more space
- Main categories of materials used are large print and audio/video cassettes for the elderly, biographies and travel books for others
- Seniors have difficulty getting things from low shelves, especially as the books are “jam-packed”
- Tightly packed shelves are a hazard; pull one book out, all come out
- Access for wheelchairs, walking frames, prams and strollers is difficult between the shelves and around the ends of rows
- More space is needed for newspaper reading
- Some people may have “read the library out” in their fields of interest
- Library draws its users from Holt, Higgins, MacGregor, Latham, Dunlop, Charnwood, Melba, Scullin, Weetangera, Page, and sometimes from Giralang
- Seniors will continue to be a significant user-group at Kippax
- For the people of Dunlop, and for the people in the nursing home, Kippax is *their* library. Only a minority travel on the bus to Belconnen Library. Belconnen Library staff report about three people (Kippax users) a day visit to use the Internet, select from a wider range of materials, use the reference collection
- The integration of the library with the community - the sense of community ownership - is higher for Kippax Library than Belconnen Library. Scale, not type, is what separates Kippax from Belconnen

- Would like to encourage the role of interested users, eg. young people, in developing collections and services
- Parking much easier at Kippax than at Belconnen
- With more space (at least the size of Gungahlin) and more staff (more than the current 3.3), Library could do a lot more, eg. homework help, and especially Internet training for seniors (who get only one lesson, usually from a volunteer)
- For mums, Library needs changing table, comfortable chairs for breast feeding, microwave to warm milk; for seniors, comfortable chairs with arms for leverage when getting up; for teenagers, "funky" chairs
- Library is chockablock during school holiday programs
- Internet computers are heavily used; sometimes people have to be sent to Belconnen to get on to the 'net
- Cramped quarters make for stressful working conditions
- Hours of opening are OK, no need for extension

Ian McCallum & Sherrey Quinn
Libraries Alive! P/L
24 March 2002

Appendix 4. Public Meeting: Libraries Alive! Presentation

Kippax Library and Belconnen Region Services Study

Public Meeting 11 April 2002

ISSUES TO BE ADDRESSED:

1. Who should be served by a future Kippax Library?
2. What is the role of the Kippax Library in delivering library services to the Belconnen region?
3. How do Kippax Library services relate to Belconnen Library Services?
4. What size should the Library be?
5. What materials should be in the Library's collections?

11 April 2002

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1

Kippax Library and Belconnen Region Services Study

Public Meeting 11 April 2002

ISSUES TO BE ADDRESSED:

6. What programs should the Library deliver?
7. Are there any special needs requirements?
8. What should the hours of opening be?
9. What self-service facilities should be provided?
10. Are there any special fitout or furniture requirements?

11 April 2002

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2

Kippax Library and Belconnen Region Services Study

Kippax and Belconnen Library Membership and Community Profiles

- When visiting the Kippax Library the users you encounter are likely to be:
 - under 20
 - over 60, or
 - in receipt of a non-age related social services benefit
- Belconnen Library has a significant no of 20-24 year olds and 50-54 year olds in its catchment area
- Both Kippax and Belconnen appear to have unmet demand in the older age groups
- Kippax has significant unmet demand in the youth and under 60s age groups

11 April 2002

David Clark, Urban Services

3

Kippax Library and Belconnen Region Services Study

What came out of the consultations?

1. BROAD ISSUES

- Role of the Library in addressing community needs in West Belconnen
- What should be done for young people?
- Should the Library be part of a community centre?
- The Library is in the right place
- Belconnen Library used occasionally for specialist services

11 April 2002

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4

Kippax Library and Belconnen Region Services Study

What came out of the consultations?

2. SPECIFIC ISSUES – LIBRARY USERS

- Current Library too small
- Current collection too small for wide choice
- Not enough Internet computers
- Opening hours could be extended
- Parking is good

11 April 2002

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Kippax Library and Belconnen Region Services Study

What came out of the consultations?

3. SPECIFIC ISSUES – COMMUNITY ORGANISATIONS

- Fed-up with lack of activity – studies going back to 1994
- Kippax Task Force wants the Government to build a Community Centre, including Library on Hardwick Crescent
- West Belconnen Land & Planning Advisory Council wants a Community Centre incorporating a Library (“equalling the one in Dickson”)

11 April 2002

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Kippax Library and Belconnen Region Services Study

What came out of the consultations?

3. SPECIFIC ISSUES – COMMUNITY ORGANISATIONS (cont)

- Shortage of community space in West Belconnen
- Current Library too small with too few staff – needs to be “a proper size for this area”
- Need meeting room, facilities for young people & seniors
- People tend not to travel to Belconnen Town Centre

11 April 2002

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Kippax Library and Belconnen Region Services Study

What came out of the consultations?

4. SPECIFIC ISSUES – SENIOR CITIZENS

- Need more space to separate noisy from quiet activities
- More space would allow for better service and a larger collection, less likely to be read out
- Aisles between shelves too narrow for ready access; bottom shelves too low
- Needs more computers, especially for those who don't have them at home

11 April 2002

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Kippax Library and Belconnen Region Services Study

What came out of the consultations?

4. SPECIFIC ISSUES – SENIOR CITIZENS (cont)

- Home Library Service appreciated & well-used
- Difficult to get to Belconnen
- Story telling for seniors was considered a great service. Could it be reinstated both in the Library and as a service to home-bound seniors?

11 April 2002

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Kippax Library and Belconnen Region Services Study

What came out of the consultations?

5. SPECIFIC ISSUES – BUSINESS ORGANISATIONS

- Community Centre approach worth considering
- Government needs to do more to make the Group Centres prosper
- Possible gap between community aspirations and Government funds
- If Territory Plan Variations approved, developers may assist with construction of new Library

11 April 2002

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Kippax Library and Belconnen Region Services Study

What came out of the consultations?

6. SPECIFIC ISSUES – PLANNING AND LAND MANAGEMENT

- Supports multi-purpose community building with Library
- Conducting a survey of land used for community facilities
- Kippax Health Centre would benefit from more prominent street frontage, and from combining with other community services

11 April 2002

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Kippax Library and Belconnen Region Services Study

What came out of the consultations?

7. SPECIFIC ISSUES – CHILDCARE CENTRE MANAGERS

- Kippax Library needs comfortable area for children to visit, and sufficient space for story-time to be followed by activities
- Logistically easier for the Library to visit Day Care Centres (bookmobile, story tellers), than for young children to visit the Library

11 April 2002

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Kippax Library and Belconnen Region Services Study

What came out of the consultations?

7. SPECIFIC ISSUES – CHILDCARE CENTRE MANAGERS (cont)

- Many families rely totally on public transport and need local facilities; difficult to get a close park at Belconnen, and especially difficult for mothers with young children
- Interested in reserving items via the Internet, bulletins of new material, and parenting resources

11 April 2002

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Kippax Library and Belconnen Region Services Study

What came out of the consultations?

7. SPECIFIC ISSUES – CHILDCARE CENTRE MANAGERS (cont)

- Library has a special role in empowering people to find out about the information and services to which they are entitled
- If Day Care Centre staff visited the Library (and vice versa), each could find out about the other's processes and services. Currently, no co-ordination
- Internet access and training are needed

11 April 2002

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Kippax Library and Belconnen Region Services Study

What came out of the consultations?

8. SPECIFIC ISSUES – SCHOOL PRINCIPALS

- Need to know more about what the Library does – Library staff could visit schools, talk to staff and students, promote services through in-school displays
 - Library needs to have sufficient space to bring a whole class for a visit
 - School visits by Library story teller would be appreciated
 - Would like to link school projects with Library resources; currently no interaction
-

11 April 2002

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Kippax Library and Belconnen Region Services Study

What came out of the consultations?

8. SPECIFIC ISSUES – SCHOOL PRINCIPALS (cont)

- Easier for the Library to come to the school than for the school to come to the Library. Could the bookmobile be used?
 - Parenting materials and literacy classes for parents would be great
 - Most schools have well-equipped computer labs and could help with Internet training for seniors, Mums at home, and people without access to computers (estimated that only 25% have home access)
-

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Kippax Library and Belconnen Region Services Study

What came out of the consultations?

8. SPECIFIC ISSUES – SCHOOL PRINCIPALS (cont)

- People tend not to go to Belconnen. For some, the cost of travel is an issue
 - Would like the Library to provide an attractive, safe, friendly, comfortable environment where children could do their homework, or simply read
 - Interested in bulk order of library materials across the Internet
 - Library is an important part of scarce infrastructure in West Belconnen
-

11 April 2002

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Kippax Library and Belconnen Region Services Study

What came out of the consultations?

9. SPECIFIC ISSUES – LIBRARY STAFF

- Main users of the Library are seniors and mothers with young children
 - Main issues: lack of space, condition of the building
 - With more space and more staff there could be a wider range of services
 - Cramped quarters make for stressful working conditions
-

11 April 2002

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Kippax Library and Belconnen Region Services Study

What came out of the consultations?

9. SPECIFIC ISSUES – LIBRARY STAFF (cont)

- School students would be heavier users if there was space for them
- Main categories of material used are large print and audio/video cassettes for seniors; biographies and travel books
- Users come from Holt, Higgins, MacGregor, Latham, Dunlop, Charnwood, Melba, Scullin, Weetangera, Page and Giralang

11 April 2002

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Kippax Library and Belconnen Region Services Study

What came out of the consultations?

9. SPECIFIC ISSUES – LIBRARY STAFF (cont)

- Very few West Belconnen people (estimated at three a day) travel to Belconnen Library (to select from a wider range of materials, use the Internet and the reference collection)
- Parking much easier at Kippax
- Hours of opening are OK; no need for extension

11 April 2002

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Kippax Library and Belconnen Region Services Study

Public Meeting 11 April 2002

Library Size (Square Metres)

Currently	223
For a population of 12,301	620
For a population of 20,853	980

Space Allocations

- 33% for collection
 - 33% for people
 - 33% for staff, computers, services
-

11 April 2002

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Kippax Library and Belconnen Region Services Study

Public Meeting 11 April 2002

Sample space allocation – 600 sqm

Function	Sq metres	%
Library materials	200	33
Reading & study areas	190	31
Meeting room	40	7
Computers	35	6
Staff accommodation	40	7
Circulation, reference, self checkers	40	7
Entrance/foyer/display	30	5
Toilets, building & IT services	25	4
TOTAL:	600	100

11 April 2002

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Kippax Library and Belconnen Region Services Study

Public Meeting 11 April 2002

Thank you for participating
in the public consultation

Keep up to date on the Project:

www.act.gov.au/actinfo/library/kippaxbelc

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Appendix 5. Report on Public Meeting held 11 April 2002

KIPPAX LIBRARY AND BELCONNEN REGION SERVICES STUDY

Public meeting, 5.30-7.30 pm, Thursday 11 April 2002

This document records the outcomes of the Public Meeting held at the Kippax Uniting Community Centre on 11 April 2002.

The objective of the meeting was to provide information about the Kippax Library and Belconnen Region Services Study, present interim findings, and seek advice from participants on library services to be provided at Kippax.

This meeting followed extensive consultation with Library users, Library staff, school principals, day care centre managers, senior citizens, community groups, business organisations and government agencies. Community discussions, including this Public Meeting, were held in accordance with the provisions of the ACT Community Consultation Protocol.^{1, 2}

Ian McCallum, Libraries Alive! Pty Ltd, chaired the meeting, and presented background to the Study and the findings from the individual consultation phase.³ David Clark, Urban Services, presented information on the characteristics of Belconnen and Kippax Library users and non-users.⁴

Thirty people (including four Kippax Library staff, five from Urban Services and one from the Dept of Education and Community Services) attended the meeting. There were six apologies.

Comments made throughout the meeting are summarised below.

¹ *Consultation protocol; a guide to consultation processes for the ACT Government.* Prepared by the Community Policy Unit, Office of Multicultural and Community Affairs, Chief Minister's Department, December 2000.
<http://www.act.gov.au/government/department/cmd/omca/consult/protocol/index.html>

(Accessed 13 November 2001 and 16 April 2002)

² *Consultation manual 2001: hands on help for planning effective consultation strategies.* Prepared by the Community Policy Unit, Office of Multicultural and Community Affairs, Chief Minister's Department, April 2001.
<http://www.act.gov.au/government/department/cmd/omca/commcons.htm>

(Accessed 13 November 2001 and 16 April 2002)

³ These findings were summarised by Libraries Alive! on 24 March 2002 and published on the Kippax Library and Belconnen Region Services Study Website:
<http://www.act.gov.au/actinfo/library/kippaxbelc/>

⁴ This data is published on the Study Website:
<http://www.act.gov.au/actinfo/library/kippaxbelc/>

Comments from Users of Kippax Library

- The appearance of the Kippax Library puts people off
- The soundness of the structure is in doubt
- We want a welcoming ('homely') atmosphere in any new Library
- Sunday opening in Kippax would be good. Some of us, but not all of us, can go to Belconnen if we have to. It would be better if our Library were open Sundays too
- Statistics about Library use are interesting, but we need to pick up the people who are **not** using the Library
- More Internet access is needed
- Provide services specifically for young people
- Consult non-English speaking groups
- What will happen to our Library while a new one is being built? Will we have no Library service? [Comment from Public Library spokesperson: ACT Public Library would undertake to support library service in Kippax while a new space was built/fitted out, for example by seeking alternative accommodation, using the mobile library, Home Library service, and establishing drop-off and collection points.]

Comments from Friends of ACTLIS

- Many surveys in the past have demonstrated support for a Library in Kippax
- The Library needs to open on Sunday
- Community meeting space which is part of the Library should be available outside Library opening hours
- Perhaps a staged provision would be appropriate - Library first, then additional community facilities
- Feedback from schools is fear that money spent on public libraries would reduce the money available for schools. [Note: Libraries Alive! did not encounter this attitude in its interviews with school principals]
- Strong support for a community centre

Comments from West Belconnen LAPAC

- Facilities like soundproof rooms for young people, for meetings, band practice, etc would be a valuable asset in a community centre. "Kids are important" - there are no facilities, no spaces for them in West Belconnen
- Books discarded by CIT and university libraries could be obtained for schools. [This suggestion was followed by a comment doubting the appropriateness of such material for school students]
- Should consider needs of tertiary students [Note: comment from Public Library staff that provision of study space, and gateways to sources of information are intended for this purpose; comment from a library user that he would not expect technical and specialist books to be in the public library collection]

- Students in years 10, 11 and 12 should be consulted
- If the Library space is big enough, services will follow
- The Kippax Library should be located within the commercial and public transport hub at Kippax, not at a site some distance away

Comments from the School Community

- ACT public libraries do not provide adequate services for very young children (pre-schoolers). Services provided in New Zealand for this age group were cited as examples: toys, computer programs, games, special areas in libraries. It would be appropriate to provide such library services at Kippax
- Ginninderra High has unused space which could be used by the community, e.g. community rooms, meeting rooms, band practice, shared-use library. Why not use an existing community resource, close (1.25 km) to the shopping centre?

Comments From Those Working in Community Service Organisations

- The Library should be part of a larger community centre in Kippax. [Reference was made to Report 72 of the Standing Committee on Planning and Urban Services, which recommended this.⁵]
- The standard of technology available within a community and skills in using that technology are important. There are community infrastructure and equity issues relating to this. The role of libraries in providing equitable access to technology is vital.
- TransACT rollout in West Belconnen is not a priority. Charnwood is last on the list. [Note: Only Aranda and Kaleen in Belconnen are already connected to TransACT. The dates of roll out to West Belconnen suburbs, including Charnwood, are not given in the Connection Schedule on the TransACT Website⁶]
- Belconnen/West Belconnen has not had the same infrastructure attention as other areas of Canberra.
- Can a Library be provided within a shopping centre?
- Community meeting space within the Library would be a very great asset
- A community centre could be a multi-purpose building serving all the community
- The Kippax Library is most appropriately located within the central commercial and public transport hub, not at Ginninderra High (1.25 km distant)

⁵ *Draft variations to the Territory Plan: No 158, Commercial B2C land use policies – proposed changes to Group Centre policies; and No 163, Kippax Group Centre – Proposed expansion to retail core.* Legislative Assembly for the Australian Capital Territory. Standing Committee on Planning and Urban Services, Report no 72, June 2001.

⁶ TransACT Website: <http://www.transact.com.au> (Accessed 15 April 2002)

Summary

The findings of the individual consultation phase were presented to and endorsed by the meeting.

Comments of participants in the public meeting tended to focus on two sets of issues: Library services specifically (the object of this Study); and, more broadly, community needs in West Belconnen.

Participants agreed that advice from the Public Meeting could be summarised as:

1. Consider wider **community** uses of the Library's space and services - the Library is important as a community facility
2. Provide services for young people in (and possibly from) the Library
3. Ask young people what they want from the Library
4. Provide the same access hours as other public libraries, especially Sundays
5. Establish stronger links between the Library and local schools (Public Library as gateway - a link to sources of knowledge and resources)
6. Get as big an area as possible - maximise the size of the Library
7. Adopt a staged approach to community services by beginning with services delivered in and from the Library
8. Consider use of existing buildings as flexible space for community meetings in West Belconnen. The meeting noted that existing buildings, e.g. local schools, could be used for this purpose.

Sherrey Quinn
Libraries Alive! P/L

17 April 2002

Appendix 6. Original and Copied Correspondence Received

1. 9 January 2001. Dr Chris Watson (Convenor, Belconnen Community Council) to Brendan Smyth (Minister for Urban Services) 2 December 2001. Complaint about cramped conditions in Kippax Library.
2. 29 July 2001. Brendan Smyth (Deputy Chief Minister) to Dr Chris Watson (Convenor, Kippax Task Force) Response to complaint about cramped conditions, recognition of level of use of Kippax Library, advice that Variations to the Territory Plan affecting Kippax are "being examined by the Legislative Assembly".
3. 2 December 2001. Dr Chris Watson (Convenor, Kippax Task Force) to Simon Corbell (Minister for Planning) Seeking to broaden the scope of the recently announced library services study.
4. 25 January 2002. Simon Corbell (Minister for Planning) to Dr Chris Watson (Convenor, Kippax Task Force) In response to Chris Watson, advising on planning processes.
5. 2 April 2002. Julia Ryan (Researcher, Australian Education Union West Belconnen project) to Libraries Alive! Advice on Australian Education Union research report on "Building Community in West Belconnen."
6. 3 April 2002. Libby Williams (Holt resident and Kippax Library user) to Libraries Alive! Advice on required services.
7. 5 April 2002. Dr Chris Watson (Convenor, Kippax Task Force) to Ted Quinlan (Treasurer) Requesting funds for "a fully integrated Community Centre at Kippax".
8. 7 April 2002. Dr Chris Watson (Convenor, Kippax Task Force) to Libraries Alive! Advice on content for the public meeting.
9. 8 April 2002. Dirk van der Vliet (West Belconnen LAPAC) to Bill Wood (Minister for Urban Services) Calling for a precinct master plan for the Kippax Group Centre.
10. 8 April 2002. Dirk van der Vliet (West Belconnen LAPAC) to Ted Quinlan (Treasurer) Calling for funding for "an Architect's Design and Estimate for our permanent West Belconnen District Library, located in the Kippax Group Centre, allowing for an equal or greater in size and services provision, as in the Dickson Public Library."
11. 8 April 2002. Dirk van der Vliet (West Belconnen LAPAC) to Libraries Alive! Letter of thanks for Libraries Alive! presentation to West Belconnen LAPAC, and summary of events relating to Kippax Library.
12. 12 April 2002. Don Nicol (Kippax Task Force) to Ian McCallum (Libraries Alive!) Advice on the social value of a new Kippax Library, and urging boldness in its realisation.

13. 15 April 2002. Joanne Seccombe (former staff member Kippax Library) to Ian McCallum (Libraries Alive!). Email message related to Kippax Library services.
14. 15 April 2002. Dirk van der Vliet (West Belconnen LAPAC) to Libraries Alive! Advice on the social desirability and value of a new Kippax Library, on appropriate methodology for the Services Study, and a progress report on the Petition.
15. 18 April 2002. Dirk van der Vliet (West Belconnen LAPAC) to Libraries Alive! Reporting progress on signatures for the Petition.
16. 19 April 2002. Greg Friedewald (Chief Minister's Office) to Dirk van der Vliet. Request for meeting with Chief Minister declined; referred instead to Ministers Corbell and Wood.
17. 22 April 2002. Bill Wood MLA, Minister for Urban Services to Dirk van der Vliet. Emphasising that planning work needs to be completed prior to library design and funding.
18. 1 May 2002. Dr Chris Watson (Convenor, Kippax Task Force) to Libraries Alive! General update and report on meeting with Minister Wood.
19. 1 May 2002. David Moore (Adviser to Helen Cross MLA) to Dirk van der Vliet. Advising that Vicki Dunne is the relevant opposition member for urban services and planning issues.
20. 6 May 2002. Dirk van der Vliet (West Belconnen LAPAC) to Libraries Alive! Petition summary; 940 signatures.
21. 9 May 2002. Dirk van der Vliet (West Belconnen LAPAC) to Libraries Alive! commenting on the PALM Community Facility Needs Study and calling for "a complete redrafting and development of the Master Plan for Kippax Group Centre"
22. 10 May 2002. Dirk van der Vliet (West Belconnen LAPAC) to Libraries Alive! Roslyn Dundas MLA Democrats Media Release related to Petition.
23. 13 May 2002. Dirk van der Vliet (West Belconnen LAPAC) to Libraries Alive! Kippax Task Force Media Release relating to Petition and calling for funding for a "New Community Public District Library for West Belconnen."
24. 13 May 2002. Minister Wood (Urban Services) in response to Dr Watson's letter requesting design funds for a new public library facility/community centre at Kippax. Advises that Libraries Alive! report will be a public document, and that planning issues will need to be resolved before library design work commences.
25. 17 May 2002. Dirk van der Vliet (West Belconnen LAPAC) to Megan Hansford, Facilitator for Community Facility Needs Assessment Workshops. Providing comprehensive background on Kippax planning issues.

26. 28 May 2002. Transcript of 2CN radio interview between Louise Maher and Minister Wood in which Minister affirms that Kippax will get a new library, but is unable to say when.
27. 10 June 2002. Dr Chris Watson (Convenor, Kippax Task Force) to Jon Stanhope (Chief Minister). Seeking funding for "an integrated community centre at Kippax."



Crowded shelving, temporary library - Kippax May 2002.

Appendix 7. The Value of Public Libraries

A comprehensive review of the relevant literature on the value of public libraries is beyond the scope of this study. However, it is useful in the context of our findings on the characteristics of the West Belconnen community to identify key recent reviews and studies. A select list of references is presented below in this self-contained appendix. Those who wish to explore this topic will find that studies into the social value of public libraries establish their general "worth". Methods of evaluating the economic benefits of public libraries and expressing them in the dollar terms are beginning to emerge.

Data from the Australian Bureau of Statistics¹ demonstrates that public libraries in Australia are a popular and well-used community resource:

- During 1999-2000 there were 99.4 million visits to public libraries in Australia, an 11% increase on 1996-1997. By comparison, there were 11.8 million visits to botanic gardens and 79.4 million paid admissions to motion picture cinemas in the same period
- Public libraries hold 54.3 million books and other items.
- They record 162 million loans per annum; an average of 1.7 loans per visit, and
- They cost about \$800 million, 91% sourced from government funding.

Further evidence is found in a survey carried out by AustraliaSCAN for librariesvictoria, State Library of Victoria in 2001 (AustraliaSCAN,2001). Findings include:

- 56% of the Australian population carry a library card
- public libraries had the highest satisfaction rating of any public service queried and the lowest dissatisfaction
- regional and rural library users are among the highest users of their local library service
- many services are used at a library, but borrowing books remains the core service used
- people visit their local library more often than the video store

Numerous studies attest to the social and community benefits of public libraries. The role of public libraries in society is broad - they provide:

¹ Australian Bureau of Statistics. *Public Libraries, Australia 1999-2000*. (ABS Catalogue no 8561.0, June 2001). There are 1510 public libraries operated by 505 local government organisations - plus the State and National libraries.

- Information resources for everyday use by individuals, for recreation, and to support formal and informal education and lifelong learning
- Access to government and other electronically-delivered information, available from sources beyond the walls of the library
- Information, referral services and facilities which contribute to community development
- Safe and welcoming places for social contact, and
- Free, unfettered and equitable access to services and resources by all members of the community.

Public libraries:

- Promote literacy
- Stimulate initiative and enhance quality of life
- Introduce and develop skills in using information technology, and
- Foster research and information seeking skills

Relatively recent major studies in Australia include the surveys of uses and non-users of public and State libraries done for the Libraries Working Group of the Cultural Ministers' Council, and the subsequent strategic and policy framework.^{2,3} We summarise below some recent, specific studies into public library value, including reviews and research.

In 1994 Griffiths and King⁴ reviewed ten years work in measuring the usefulness and value of special libraries and public libraries, and surveys of the information seeking behaviour of professionals. They devised a framework for assessing libraries; the value and worth of library services; and the impact of library use. Among the data they collected is: value/price paid to use libraries; average time and dollars spent using various library services; use of public library services; cost and worth of public libraries; relationship of distance and number of visits to public libraries; impact of library use on achieving company goals; purposes of

² Mercer, C. (1995) *Navigating the economy of knowledge; a national survey of users and non-users of State and public libraries*. Prepared for the Libraries Working Group of the Cultural Ministers' Council by the Institute for Cultural Policy Studies, Griffith University, March 1995.

³ Mercer, C. and Smith, M. (1996) *2020 vision: towards the libraries of the future; a strategic agenda and policy framework for Australia's State and public libraries*. Prepared for the Libraries Working Group of the Cultural Ministers' Council by Colin Mercer with Margaret Smith for the Australian Key Centre for Cultural and Media Policy, September 1996. (Commonwealth of Australia, 1996)

⁴ Griffiths, J-M; King, D. W. (1994) Libraries: the undiscovered national resource. *In The value and impact of information. London, Bowker-Saur, 1994. (British Library Research: Information Policy Issues). p. 79-116.*

reading; journal articles readings (various aspects); productivity of professionals; public library uses (purposes and consequences); and derived values.

Donald King continued this work, so that in the special libraries field there is now a substantial body of research into financial value. In 1999 the US Special Libraries Association published a landmark study on the transition from printed to electronic journals which included a chapter on the economics of libraries⁵. The authors, Carol Tenopir and Donald King, found that in a scientific research context "it actually would cost approximately 7.2 times more not to have a library than it does to have one."⁶

1. The Florida Study⁷

In a study of public libraries in Florida, survey participants were asked to indicate in dollar terms the value to them of individual library programs and services. The study team then calculated overall user benefits by breaking down each service and deriving an average retail price for that service. The total of these calculations was taken to equal the total benefits received by library users. Taxpayer investment was subtracted from total benefits to give a total return on investment. The key finding was a return of US\$6.27 for every tax dollar invested.⁸

2. The value of Canadian public libraries

Based on observations that people using public libraries also tend to include shopping with their visits to the library, research by Warner and Fitch⁹ focused on the role of libraries in promoting the economic well-being of local businesses. The main finding was that more than 75% of library users combined trips to the library with the purchase of goods and services to an annual value of C\$500-600 from retail shops close to the library. Fitch and Warner also found that public libraries increase the economic value of a community by their capacity to draw businesses, home buyers, tourists and others to the locale, and contribute to the local economy through their annual operating budgets and capital projects.

⁵ Tenopir, Carol and Donald W. King. *Towards electronic journals: realities for scientists, librarians and publishers*. Washington DC, Special Libraries Association, 2000. 488p.

⁶ Ibid. p.208.

⁷ *Economic benefits and impacts from public libraries in the State of Florida*: Final report to the State of Florida, Division of Library and Information Services, by Charles R McClure, Bruce T Fraser, Timothy W Nelson and Jane B Robbins. Information Use Management and Policy Institute, School of Information Studies, Florida State University. November 2000, revised January 2001.

⁸ Further details of the return on investment calculations can be found at www.mdpls.org/public/annualpdf.pdf

⁹ Fitch, Leslie and Jody Warner. *Dividends: the value of public libraries in Canada*. Canada, Book and Periodical Council, 1997.

An earlier study¹⁰ demonstrated that Ontario public libraries have a direct and indirect impact on the Ontario economy, measured in terms of gross domestic product. Benefits included services and information for business, lifelong learners, and job seekers. Sawyer suggests a framework to help public libraries promote their economic impact and contribution to economic growth within the community.

3. Public Library Benefits Valuation Study^{11, 12, 13}

Dr. Glen Holt from the St. Louis Public Library (SLPL) has produced a handy "how to quantify the benefits of your library" guide, complete with a very useful table of priced individual services. He applied his own methodology to conclude: "according to federally sponsored cost-benefit research, SLPL patrons reported receiving at least US\$2.53 to \$5.00 in benefits for each dollar of taxes supporting library operations."

4. Loughborough University assessment of value and impact¹⁴

The key finding of a year-long research project in the Department of Information Science at Loughborough University was an estimation that "public libraries produce £98m more value than they cost to provide - a net gain of 13.6%" (before external benefits to society are taken into account). "Borrowing books, the dominant use of the public library, allows the user to get the benefit at a fraction of what it would cost to buy the book, or to read books that would be too expensive to buy. This takes different forms for people according to their education, wealth, age and personal interest. The result is a mixture of educational, informative, cultural and recreational benefit."¹⁵

¹⁰ Sawyer, R. The economic and job creation benefits of Ontario public libraries. *The Bottom Line: Managing Library Finances*, vol 9, no 4, 1996: 14-26.

¹¹ Holt, Dr Glen. Public library benefits valuation study. Paper (print of slides) delivered at the Powerful Forces: LIANZA Conference, Rotorua, New Zealand, 20 September, 2001.

¹² Holt, Glen E. et al. A framework for evaluating public investment in urban libraries. *The Bottom Line: Managing Library Finances*, vol 9, no 4, 1996: 3-13.

¹³ Holt, G. E., Elliott, D. and Moore, A. (1999) Placing a value on public library services. *Public libraries*, March/April 1999: 98-108.

¹⁴ Morris, Anne, Margaret Hawkins and John Sumsion. *The economic value of public libraries*. Resource: The Council for Museums, Archives and Libraries, 2001. (Library and Information Commission Research Report, no 89, 2001), 374p. Summaries of the full report appear in the *Public Library Journal* Vol.16, No.2, 2001, pp. 35-37, and in *APLIS: Australasian Public Libraries and Information Services*, 14(3) September 2001. Pp. 90-96.

¹⁵ Ibid. p.303.

5. Australian research

In an earlier project we stated that "Determining and promoting the value of public libraries is a chronically underdone activity in Australia."¹⁶ There is at present no concerted national focus for this, though local and regional initiatives exist.

Though numerous writers discuss the social and economic value of public libraries, there is little Australian research applied to the expression of the value of libraries in dollar terms.

Brian Haratsis¹⁷ in 1995 commented that "the economic value of public libraries has been so under researched that even if the theoretical valuation problems could be overcome there would be little data available to calibrate models or provide input to cost benefit studies". Nevertheless, he estimated that "for every \$1 in operating costs invested in the public library sector there is at least \$2 of benefit created."

Brian covers direct economic benefits:

- Costs saved from avoiding book purchases (In 1990 it was estimated that at any point in time, public library books accounted for 30% of all books being read)
- "Free" value added derived from cataloguing (easier choice)
- Below marginal cost access to materials (audio, CD)
- Below marginal cost access to photocopiers, computers, CDs
- Below marginal cost access to facilities

As well as indirect economic benefits:

- Human capital/knowledge gained from public libraries leading to economic benefit
- Community interaction
- Skills transfer
- Below marginal cost recreation and entertainment
- Education (he estimated 20% of all public library usage is related to education)

¹⁶ Libraries Alive! Pty Ltd (2001). *APLN: the will - or the last testament? Investigation of the Business Case For the Creation of a New National Body to Represent and Promote the Interests of Public Libraries in Australia: Final Report to the Council of Australian State Libraries*, by Ian McCallum & Sherrey Quinn. Libraries Alive P/L, 2001, p. 18.

¹⁷ Haratsis, Brian. Justifying the economic value of public libraries in a turbulent local government environment. In: *Public Libraries - what are they worth? Proceedings of the 2nd National Public Libraries Conference, Sydney, November 1995*. Auslib Press, 1996. Pp. 96-109.

- Risk aversion, eg. technological risk
- Social welfare role

Laurelle Johnstone in 1998 reviewed issues associated with the location of public libraries in shopping centres. Based on a literature search and interviews with public librarians from several library services in four Australian States, she presents a general summary of social and economic benefits of public libraries to their communities. Economic benefits include:

- Information services and support to business
- Assistance to the unemployed in finding jobs
- Opportunities for skills development and transfer, with consequent increases in productivity
- Introduction of new technology to the community
- Increased attractiveness of the community to business (both because of the services provided by the library to business, and because of the traffic generated by the library)
- Savings to ratepayers because the library's material resources, if well-organised and accessible, can be used and re-used many times, without being consumed by the process

In addition, Johnstone identifies the specific benefits that accrue to libraries, the community and the shopping centres concerned, and discusses financial arrangements that are of mutual benefit to library services and shopping centre management.¹⁸

Some discussion of the value of public libraries, including anecdotal evidence of the short- and long-term financial benefits that municipal libraries bring to their communities is presented by Jennifer Cram in addresses to local government groups and the Country Public Libraries Association.^{19, 20}

¹⁸ Johnstone, Laurelle. Public libraries and shopping centres. (State Library of Queensland, 1998). <http://www.slq.qld.gov.au/pub/shopping.htm>

¹⁹ Cram, J. (1992) The right twig for an eagle's nest. *Australian Library Journal*, vol 41, no 1, February 1992: 31-39

²⁰ Cram, J. (1998) Fishing with grenades or greening the mind: value, values and municipal libraries for the new millennium. <http://www.alia.org.au/~jcram/FishingGrenades.html>

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Cram, Jennifer (1998) Fishing with grenades or greening the mind: value, values and municipal libraries for the new millennium. Keynote address at the Country Public Libraries Association of NSW 10th Annual Conference, Ballina, 1-3 July 1998.

<http://www.alia.org.au/~jcram/FishingGrenades.html>

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IER Planning, Research and Management Services; Cameron Consulting Services; C. N. Watson and Associates (1998) *The library's contribution to your community: a resource manual for libraries to document their social and economic contribution to the local community*. Southern Ontario Library Service, Gloucester, Ontario, Canada, 1998.

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http://www.nla.gov.au/apln/APLN_Final_Report.pdf

Lynch, M. and Ogilvie, E. (1999) Access to amenities: the issue of ownership. *Youth Studies Australia*, v. 18, no. 4, Dec 1999: 17-21.

A study of more than 1100 adolescents found that while the provision of public amenities is important in the prevention of crime, it is the far more intangible factor of perceived 'ownership' that is crucial. The study also found that where access to amenities was difficult, adolescents who felt that they did not have enough to do were more likely to offend than those who felt they had enough to do. This suggests that even in underprivileged communities crime rates can be reduced if the existing resources are made available for effective use by adolescents.

McClure, Charles et al. (2001) *Economic benefits and impacts from public libraries in the State of Florida*: Final report to the State of Florida, Division of Library and Information Services, by Charles R McClure, Bruce T Fraser, Timothy W Nelson and Jane B Robbins. Information Use Management and Policy Institute, School of Information Studies, Florida State University. November 2000, revised January 2001.

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