

**NATIONAL LIBRARY
OF NEW ZEALAND**
TE PUNA MĀTAURANGA
O AOTEAROA

Aotearoa People's Network Impact Evaluation 2008



New Zealand Government

Te Puna Mātauranga o Aotearoa
 **NATIONAL LIBRARY**
OF NEW ZEALAND

Aotearoa People's Network: Impact Evaluation

Research First, June 2008

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Aotearoa People's APN: Impact Evaluation

Research First, June 2008

1 Executive Summary: Key Evaluation Findings

1.1 Context

The overall objective of this evaluation was to *identify the immediate impact of Phase One of the Aotearoa People's APN*. This impact evaluation was completed during April and May 2008 using a multi-method design. This design combined an analysis of Aotearoa People's APN ('APN') user statistics; key stakeholder interviews; an on-line survey of APN users; an on-line survey of library managers; and four library case studies. The key findings from this evaluation are outlined here:

1.2 Uptake

There has been considerable uptake of the APN by users across all the libraries involved in Phase One of the roll-out. This uptake has been such that libraries are having to manage use (and, in some cases, restrict certain users).

Although the most common uses of the APN are for accessing social networking sites (such as Facebook and Bebo); e-mail sites (Hotmail), and e-commerce sites (Trademe, on-line banking), the range of uses is broad. This includes tertiary students conducting complex research, and community members researching their genealogy.

1.3 Impacts

The impacts of the APN for users, and their communities, have been significant. This was captured best by one user who said that having access to the APN 'simply makes [their] life easier. In general, the benefits users and library staff perceived from the APN were:

The impacts of the APN for users, and their communities, have been significant.

- **Increased Confidence and Capability:** For the adult users in particular, there are clear signs of increased confidence. There were numerous examples of adult users who had learned to do new things through interacting with the APN (such as producing professional CVs and applying for jobs on-line). One user talked about the 'personal growth' that was enabled through their increase in computer skills (and the things this enabled them to do).
- **Increased Connection:** Users talked about how accessing the APN meant their communities no longer felt as 'isolated from the world', and that users were able to access up-to-date information that had previously been unavailable. For the rural towns in particular, the availability of high speed internet connections through the APN is of significant benefit to the population, increasing their ability to engage with knowledge bases in the 'outside world'. For farmers, in those communities where internet connectivity was previously slow or unreliable, having access to the APN enabled them to unlock a number of benefits from Fonterra, and to ensure their farming practice is up-to-speed.



- **Diversionsary Activities:** Young users comprise a significant proportion of APN users across all the libraries studied. The APN is particularly popular among those youth who may otherwise not have access to the internet (thus increasing digital inclusion in these communities). This means that these youth are more likely to feel part of those digital communities that many of their peers belong to. In addition, it has been noted that these youth were now spending time in libraries. This has meant that their social interaction is now in a positive location, and conversely it was less likely they were "on the street causing mischief".
- **New Library Users:** In many cases, the presence of the APN in libraries has transformed those libraries into meeting places for new types of library users. This includes both meeting people on-line and the development of real time, local community with other users. The APN is clearly drawing a wider range of users, and higher numbers of users, into the libraries. This has had an impact on staff, who are now in contact with a wider and more diverse group of people than prior to the introduction of the APN. These new users are frequently from demographic groups generally under-represented in the traditional library user population. While this has been seen as positive impact, there is also an increased demand on the time of the staff, particularly in managing the bookings in peak usage times.
- **New Challenges for Library Staff:** The impact on staff from the introduction of the APN has been significant. Library staff have been busy learning the functions of the APN, and of the internet in general, as they train others about how to use it. While this is useful as a professional development function, other aspects of managing the APN have been less welcome. In particular, the need to manage the behaviour of users has been a notable challenge¹. Individual libraries have been required to develop their own systems for managing behaviour. This includes installation of signs and monitors; mirrors to allow staff to view the location of the APN within the library; and various noise and behavioural control measures. Several respondents noted that the type of user attracted into the library by the APN was not the traditional type of person to visit a library. As such, the basic behaviours within libraries, such as maintaining quietness, were not understood by the new user groups (although not all libraries are quiet in all areas). One respondent explained this in the following manner:

Users of APN complain that being told to be quiet is a problem, while traditional library users say that the noise itself is the problem.

In the ongoing development of the APN, it may be well worthwhile considering the layout of APN within the library to ensure impacts on existing library users and functions are minimised.

¹ While library staff have always had to manage the behaviour of library users, the number and kinds of new users entering libraries to engage with the APN means at times library staff find themselves spending more time managing behaviour, and dealing with more extreme forms of 'unruly' behaviour.

1.4 Potential for Improving the APN Service

This evaluation contains a number of lessons for expanding the APN into other libraries. However, it also provides some useful insight into ways access to the APN could be expanded in those libraries that already have access. These include:

- **Extending Capacity:** Both staff and users noted that there can be problems with a lack of privacy, and that crowding (particularly where several people want to work together on one computer) can be an issue. In addition, many adult users find groups of younger users intimidating. This would suggest that thought should be given to increasing the number of terminals in these libraries, and to how these can be laid out to ensure a more convivial user environment.
- **Explaining Access:** There is a perception among some users that the APN restricts their access to on-line facilities such as chat rooms. These users talk about these 'restrictions' being too strict, and argue that additional benefits could be unlocked from the APN through less restrictive access. In reality, there is no blanket ban on chat rooms for APN users. However, any chat room that operates on a non-standard web internet port is blocked by the APN firewall. That this confusion exists suggests that a need to better explain how risks to the APN are managed, and why.



2 Evaluation Context

2.1 The Aotearoa People's Network



In May 2005 the Digital Strategy signaled the importance of **connectivity**, **confidence** and **content** as the key enablers to ensure New Zealanders benefited from the digital revolution happening across the globe. The Aotearoa People's Network (APN) is a collaboration between the National Library and public libraries around New Zealand. The APN aims to provide free access to broadband internet services in public libraries so that all New Zealanders can benefit from creating, accessing and experiencing digital content. The APN is a phased project.

Phase One of the APN was partially funded through the Community Partnership Fund, a contestable fund of the Digital Strategy. The project was seen as delivering on all three strands of the NZ Digital Strategy:

1. **Connectivity** – because it offers “broadband” access to internet tools and services on capable machinery to anyone using the computer;
2. **Confidence** – because it offers an environment where people can safely learn and/or enhance their knowledge and capabilities around use of ICT;
3. **Content** – because anyone can access content using these computers and anyone will be able to use the ICT facilities to deposit their stories, history or general content.

Phase One of the APN has been rolled out in Taranaki, Wairarapa/Tararua, West Coast, Canterbury, and a standalone library at Kawerau. Thirty four libraries and 13 local authorities are involved. Each library is provided with a package consisting of some or all of:

- connected PCs at libraries with access to internet, office productivity software and a range of web based tools and services;
- connection (at speeds of no less than 2Mbps);
- access to centrally hosted services consisting of a proxy cache, filter, and web server; and
- training for library staff.

The libraries chosen for Phase One sit along a continuum in terms of the technology they offer, the skills of their staffs and the content they develop or access for their customers. The package each library selects reflects their unique position on this continuum.

Thirty seven libraries have confirmed as Phase Two partners and 22 libraries have been wait-listed. Wi-fi and further developments of the content layer will be included in Phase Two along with the development of community repositories or ‘kete’ to store and share people’s stories. These repositories are likely to be supported by equipment such as audio recorders, video recorders, and scanners that will capture content digitally.

In March 2008 the National Library contracted Research First Limited to complete an impact evaluation to provide an interim account of the immediate impacts of Phase One APN



interventions in relation to participating libraries and the communities they serve². This document presents the findings from that impact evaluation.

2.2 Ongoing Sustainability of the Project

The ongoing scalability and sustainability of the APN has been made possible by the funding received through the Digital Content Strategy of \$4.6m over 4 years from 2007/08. Although this funding will be insufficient in the longer term to roll the APN out to all public libraries, it provides a platform from which to develop a sustainable business model over time.

2.3 Evaluation Objectives

The overall objective of this evaluation was to identify *the immediate impact of Phase One of the Aotearoa People's Network and to meet accountability requirements as defined in the Community Partnership Fund*³;

In addition, the combined evaluation (Phases One and Two) will seek to:

- provide an update to the Minister Responsible for the Library which summarises both the programme impacts to date and the proposed longitudinal evaluation framework;
- further define programme outcomes and objectives to ensure accurate definitions of stakeholder groups are accurately defined for longitudinal evaluation;
- identify any success factors and obstacles to the achievement of programme outcomes and objectives;
- identify the medium time-frame (2-3 year) impacts of the program, positive, negative, intended and unintended, in relation to both library services and library users; and
- provide a high-level framework for a longitudinal study into the outcomes of the APN over time based on these identified impacts.

² Also to scope and develop a high-level framework for a longitudinal study into the outcomes of the APN over the duration of the project. The findings of the impact evaluation will inform and feed into this framework.

³ The Community Partnership Fund (CPF) is part of the government's Digital Strategy, which focuses on connecting communities and building the confidence of people in the use of Information and Communications Technology (ICT); <http://www.beehive.govt.nz/node/30186>.



3 Evaluation Design

3.1 Evaluation Methods

This impact evaluation was completed using a multi-method approach. It combined an analysis of APN user statistics; key stakeholder interviews; an on-line survey of APN users; an on-line survey of library managers; and four library case studies.

- **User Statistics:** Data collected by the APN team were analysed to determine how and when people used the APN. This also enabled the evaluation team to identify different kinds of users, and ensure these were covered by subsequent evaluation tools.
- **Key Stakeholder Interviews:** A series of thematic interviews with key stakeholders were completed to understand expectations for the APN, and potential impacts to be evaluated. These interviews were completed with staff from Local Government New Zealand; the Carterton District Council; the National Library of New Zealand; and the Library & Information Association New Zealand Aotearoa (LIANZA.).
- **Case Studies:** Four libraries were selected as case studies of the APN in action. These were in Kawerau, Buller, Puke Ariki (New Plymouth District) and Stratford. Each case study involved a documentary review, interviews with a cross section of library staff (head of library, senior managers and frontline staff), two focus groups with users and staff, and an observational study in two library settings.
- **An On-Line Survey of APN Users:** An on-line survey for APN users was designed to understand their motivations for using the APN; what they liked best about the APN; and how the APN had (or had not) impacted on their ability to 'live, work, and play' in the community.
- **An On-Line Survey of Library Managers:** An on-line survey for managers of libraries in which the APN has been installed was created to provide data from those libraries beyond the four selected as case studies⁴.

3.2 Analytical Design

The analytical techniques used for this evaluation were determined by the kind of data collected (i.e., qualitative rather than quantitative; illustrative rather than representative; and rich textured insights instead of closed-ended responses). This means the impact evaluation has been built around the following three part approach:

1. Themes (what are the elements of the 'story' running through the data?);
2. Exemplars (what examples highlight these themes?); and
3. 'Zingers' (what quotes capture the essence of a theme well?)⁵.

⁴ In addition, the survey sought to identify the number of libraries that had required additional structures to be established for facilitation of the APN within their library, and the number and type of additional structures involved. This information was considered to be useful in ensuring the ongoing establishment of new sites for APN access is managed in an informed manner.

⁵ See Tolich, M. and Davidson, C. (1999) *Starting Fieldwork: An Introduction to Qualitative Research in New Zealand*. Oxford University Press. Auckland.



The integrity of the analysis has been underpinned by a technique known as ‘triangulation’. This is a common technique for establishing the veracity of data gathered in qualitative evaluation projects, and involves the use of multiple sources of information, perspectives, and kinds of data. This mix enables the evaluator to ‘see’ the evaluation question from a number of different perspectives and, therefore, to have much more confidence that the findings are accurate. By constructing such a picture from multiple standpoints and approaches, the researchers can be convinced that it presents a robust and valid view of the topic being studied. And when this view is repeated and reinforced (that is, the researchers find themselves hearing the same things), ‘saturation’ is said to have occurred. It is the occurrence of this ‘triangulation’ and ‘saturation’ that gives evaluators confidence in the themes uncovered in this project (summarised section four).

3.3 Caveats and Limitations

This evaluation is both exploratory and illustrative. The evaluation does not claim to be a comprehensive overview of the impact of the APN in all the communities it was rolled out to in Phase One. Instead, it aims to provide an *insight* into *typical* impacts.

In addition, to methodological limitations, this evaluation also has a number of procedural limitations. These simply highlight that, due to the timing of the evaluation, a number of key informants were unavailable to the evaluation team in the evaluation timeframe. Equally, the level of participation in a number of the focus groups (i.e., in the case study libraries) was lower than the evaluation team would consider ideal (and with these low levels of participation, the potential bias originating from the self-selection of these respondents needs to be considered). Similarly, participation in the on-line survey of users was lower than the evaluation team would consider ideal.



4 Results from the Key Stakeholder Interviews

A number of common themes emerged from the interviews with the key stakeholders⁶. These were:

4.1 The 'Bigger Picture'

A number of the stakeholders interviewed talked about the role of the APN in delivering broad, and wide-ranging, social impacts. That is, the APN was seen as one way the Government was delivering on its goal of 'digital inclusion' (or overcoming digital exclusion). As participation in the digital world is seen as a critical component of modern citizenship, overcoming digital exclusion is a key step in empowering participation. The APN provides a tool to address the risk of disenfranchisement among certain groups in the community, and provides a tool to deliver 'life-long learning' to those citizens.

One informant noted four key areas in which the APN can have an impact on users and their communities:

1. Delivering equity of information;
2. Finding and managing information;
3. Building communities of practice (online and through face-to-face interaction); and
4. Helping children become accustomed to working in an online environment.

However, realising the benefits of these impacts will depend on being able to scale the APN accordingly. Currently, the limited scope of Phase One of the APN roll-out means stakeholders were reserved about the kind of benefits likely to be delivered on the ground. In time, however, the synergies resulting from multiple users in multiple communities means the kinds of ongoing benefits delivered will be hard to predict. In the words of one of the stakeholders:

The APN will act as a catalyst and incubator for a number of things we can't predict.

The nature of the APN (i.e., as a centrally-designed and managed APN) is also important here as it provides the ability to target areas of greatest need. This also means that the structure of the APN needs to be sufficiently flexible to meet local needs across a range of diverse communities. Ultimately, in the words of one stakeholder, this should mean:

The APN outcomes and public good transcend communities and boundaries, exposing people to new ideas and new ways of doing things, empowering the community at large, and helping society move forward.

⁶ These stakeholders being: Christine Makumbe from Local Government New Zealand; Ewan Hyde from the Carterton District Council; Penny Carnaby, the CEO of the National Library of New Zealand; Sue Sutherland, Deputy CEO of the National Library of New Zealand; Ria Dillon, Senior Evaluation Analyst of the National Library of New Zealand; and Vye Perrone, Client Services Manager, University of Waikato and President of the Library Association LIANZA.



4.2 The Role of Libraries in Hosting the APN

As the APN helps enable citizenship in the digital era, the libraries hosting the APN increasingly become important sites of civic life. One informant described libraries as being a 'one start shop' (as against a 'one-stop shop') in terms of providing a level of access to the world of information. The value of the APN was seen by the stakeholders (even at this early stage) as being part of the logical evolution of the existing functions of community libraries. That is, an extension of the function of a library as a portal to information. There is a mutually-reinforcing relationship at play here – with the inclusion of the APN service adding value to the library, while the library provides credibility and support for the APN.

Although libraries are a natural location for a service such as the APN, one informant did note that for universal uptake, the buy-in of all territorial authorities nationally will be required, and this may not be simple. The informant noted that alternative locations, such as schools, may be an appropriate alternative location for the APN.

Throughout the development of the APN it will be vital to continue to highlight that the approach used must be a partnership between the host library and the National Library. Collaboration, both in terms of ongoing development and addressing specific site issues, will be vital in ensuring the success of the APN.

4.3 Impacts on Existing Library Staff and Facilities

In general, the stakeholders believed that the potential adverse impacts on library staff and facilities from the roll-out of the APN had been managed well to date. The availability of the service has meant that library staff have access to high speed internet outside of their working hours, should they choose to take up the opportunity.

Feedback from libraries in which the service has been installed has given every indication that the installation process has been well managed and effectively co-ordinated. The primary issues identified have been the need for librarians to manage the users effectively (including managing behavioural issues), and a change in their 'customer service' role. It is worth noting that the National Library is the facilitator of the APN. However, the specific requirements to address issues of staff training are at some level the responsibility of the participating libraries. Training is on offer, but participation is at the discretion of the participating library.

4.4 Future Challenges

A range of future challenges were identified by the key stakeholders. These include:

- up-skilling the face-to-face service providers of the APN (the librarians);
- naming and branding of the APN;
- the appropriate role and level of future promotion;
- the ability to meet ongoing developments of the internet (Web 2.0); and
- the ability to achieve buy-in from all territorial authorities.

Associated with these challenges is the limited awareness of the service and the challenges this provides in terms of attracting sponsorship or other funding. While there has been some publicity at a local level when the service has been launched, word-of-mouth has proven to



be an effective tool in publicising the service to date. This has been so successful that many libraries have had to take steps to manage demand. This also suggests that capacity and awareness will need to be increased concurrently.

Additionally, to date the locations of the APN have generally been in smaller rural communities, frequently with some level of isolation. To install the APN into larger centres may deliver a greater level of challenge, and also a greater level of opportunity. For example, it was suggested that when the APN is positioned in urban centres such as Hamilton, a centre that could host 20 stations could be scheduled to work in conjunction with local polytechnics as a learning centre.

5 Case Study One: Kawerau



It's great for a small community like Kawerau to be first with such an exciting initiative. Not only will it give Kawerau people free online access to content, it will also provide tools for individuals to create and store their own content.

- Susan Harris, Library Manager Kawerau District Library⁷.

Kawerau District was the first in New Zealand to install the APN. The case study in Kawerau took place in late April, 2008, and consisted of an interview with the library manager, a focus group among library staff and a focus group among APN users in the library.

5.1 Kawerau District: An Overview

Kawerau is a community of around 7,000 people in the Bay of Plenty. The district population has been in decline over the last two census periods (from 7,700 in 1996 to 6,800 in 2006). According to data from Statistics New Zealand⁸, the population of Kawerau differs from the overall New Zealand population in a number of aspects, including age, ethnicity, education, income and employment:

- 31.3% of people in Kawerau District were under the age of 15 years, compared with 22.7% for all of New Zealand;
- 9.2% of people in Kawerau District were aged 65 years and over compared with 12.1% for all of New Zealand;
- 22.5% of people aged 15 years and over in Kawerau District had a post-school qualification, compared with 32.2% for New Zealand as a whole;
- 52.4% of people in Kawerau District said they belong to the European ethnic group, compared with 80.1% for all of New Zealand;
- the median income of people in Kawerau District is \$13,500, compared with \$18,500 for all of New Zealand; and
- the most common occupational group in Kawerau District was Plant and Machine Operators and Assemblers (22.9%). The most common occupational group for New Zealand as a whole was Service and Sales Workers (14.8%).

5.2 The APN in Kawerau

According to those interviewed for this case study, Kawerau has a relatively low level of computer ownership compared to the rest of the country. The library had previously offered a council-sponsored free internet access site. However, the internet access was limited and operated at relatively slow speeds. In addition, access was through the council portal, and there were ongoing concerns from the council that hackers could log into the council network.

Kawerau does not have a Citizens Advice Bureau; so many locals use the library as a resource site for community information. While library internet services have been available on a local basis for many years, these services were built and funded through limited library

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<http://www.kaweraudc.govt.nz/library/default.asp>

All district statistics have been obtained from

<http://www2.stats.govt.nz/domino/external/web/commprofiles.nsf/findinfobyarea/026-ta>



budgets. An example of the limits of the pre-APN system is that the library invested in software in 1996 to help support requirements of local users, but had not in the ten years since purchase been able to cover the cost of installing this software.

The demographics of the Kawerau population have led to a significant requirement for internet-based services. While the population is relatively young, the APN has appealed to two distinct groups: youth⁹, and the socially disenfranchised¹⁰. These two groups tend to be mutually exclusive, with the adults using the system when the youth are not in the library.

Demand for the APN is such that a booking procedure has been created by library staff. Those wanting to use the APN are allocated a number when they arrive in the library. They then wait for their number to be called so that they can use the system. Each time allocation is for 30 minutes, and the booking is co-ordinated by the librarian at the front desk.

The APN was used in Kawerau most commonly to access YouTube, TradeMe, Google, and various video sites and e-mail services. The user group identified a range of uses, including distance tertiary education and using Google Earth to see detail of friends' houses. One user was a migrant, and used the internet to read newspapers from his home country. More complex functions performed included downloading content to a memory flash drive for further evaluation on a (non-internet linked) computer at home; as well as up-loading documents and photographs, or attaching these files to e-mails.

5.3 Key Factors in APN Use

The key drivers for APN use identified by the local library staff were the lack of cost (to end users) and the ability to have library staff assist users where required. This occurs against a background of a community that is not affluent, and one where potential users have low levels of computer literacy.

The user group noted that the access to computers provided a level of self-training – that with the computers available, if they knew a little about some piece of software, or web functionality, they now had the resource to investigate it further. The users acknowledged the role of the staff in helping out when they were out of their depth.

When asked about what they would like to see changed or improved, some of the users consulted talked about the inability to play games such as Runescape, or to download large files. It was noted by both the staff and the users that there is a lack of privacy and that crowding (particularly where several people want to work together on one computer) can be an issue. In addition, many adult users find youth users intimidating¹¹. This is reinforced by the fact that there have been conduct problems among some youth users. In addition, the lack of capacity is seen as a significant issue. Users reported having to wait for up to six hours to gain access to a computer.

⁹ Generally primary and intermediate school aged. The local high school was identified as having an effective computer system.

¹⁰ Examples provided included unemployed and beneficiaries,

¹¹ The adult users noted that they come in at either specific times during the day, on a daily basis, or simply chose their time to avoid when the youth were likely to be present.



5.4 Impacts of the APN

There are two clearly identified benefits of the APN among users in Kawerau:

- **Increased Confidence and Capability:** For the adult users in particular, there are clear signs of increased confidence. They have been able to produce professional CVs and apply for jobs on-line. One user talked about the 'personal growth' that was enabled through their increase in computer skills (and the things this enabled them to do).
- **Diversionsary Activities:** A common impact identified by the stakeholders interviewed in Kawerau was that while youth were using the APN in the library they were "not out on the street causing mischief" (a clear community benefit). This view was reiterated by the adult users. While they believed the youth were a problem in the library and they would go out of their way to avoid using the APN at times when youth were present, the fact that youth were even going to the library was seen as a positive outcome, both in the present, and in terms of the ongoing developmental risks as the youth (generally primary to intermediate age) have alternative choices available to them as they progress through the teenage years. One of the key stakeholders involved in ensuring the installation of the APN in the district noted that a longer term outcome would be that these youth would be more employable when they reach the age of being part of the workforce.

In addition, users identified the following key points as the benefits they had received from accessing the internet:

- the opportunity to learn new things;
- the library has become a meeting place, both to meet with people on-line and to develop a real time, local community with other users;
- there is access the rest of the world – either in general, or with specific needs for contact in the case of immigrants; and
- there is a real-cost benefit to those who had to travel to the nearest city or town to do their banking. By being able to do their banking on-line, they are able to save around \$20 per trip.

Specific comments from users included:

This is close to home so I can come in easily and I feel comfortable here. Although the seating is close, folks do respect your confidentiality.

And:

I doubt that I will ever set up my personal computer onto the net when I can come in and use this so easily for free.

One adult respondent noted with regard to the youth:

It gives the youth a chance. The APN provides an opportunity to influence youth to spend their time wiser (sic) in a good environment where you can learn and enhance learning. The way the internet is monitored here is brilliant.

For the library, there has been a significant impact in terms of usage. According to staff there has been an estimated 45% increase in walk-in foot traffic over the last six months. The staff spend more time on administration and helping people technically with the computer. The

staff have had some training, and are learning rapidly. Most of the effort goes into handling the youth. There has been an increase in behavioural issue management requirements for library staff, as there has been abuse of staff, use of foul language, and issues based on ownership of the APN computers. Some individuals have expressed an opinion that as the computers are supplied by the government and the individual is a tax payer, that they are users by right, and no library staff member has the right to tell the individual how the computer time should be allocated. Despite these negative aspects, the staff in general feel comfortable, knowing that the APN is providing a benefit for those in the community. In contrast, the adult users are aware of the impacts on the staff, and have noted that the staff are not social workers, but are being forced into a social worker role in some circumstances.

If the APN were not available, the change in peoples' activities would be broad. Responses from users included the following options:

- there would be a loss of community and connectedness to the world outside of Kawerau;
- for ongoing contact with the world, some would go and use an internet café occasionally;
- some would just skip this part of life, but feel like they were missing out on something important; and
- others would still come to the library and just read the newspapers that are available.

A response from a user that outlines the benefit of the APN is:

Once you start using it encourages you to take so many steps in education and all sorts of areas. The APN encourages you to learn.

5.5 Lessons for Future Roll-Out of the APN

The installation in Kawerau was both simple and efficiently handled. There was rapid community awareness of the service, and acceptance of it. However, the demographics of Kawerau are not representative of the nation, and as such, respondents believed that it would be difficult to predict appropriate issues to address in the roll-out in other locations.

5.6 Summary: The APN in Kawerau

The introduction of the APN in Kawerau has had clear community benefits. There are two distinct user groups – adults and primary-to-intermediate aged youth. Functionally the two groups use the system at different times. The APN has provided benefits to both groups in different ways. The adults have the ability to be a part of world wide communities that they did not have in the past, as well as tangible benefits of communication and on-line banking. The youth are able to use the system to enhance their education, and although the primary use may be social, there is still an online learning experience happening (albeit passively) that will ensure the youth have a greater skill set and are more employable in the future. For the library staff, there is an impact on their time, both in monitoring usage and in assisting users. In addition there has been a requirement to discipline inappropriate behaviours – an area in which the staff have no specific skills or training.



6 Case Study Two: Buller



Buller district libraries provide public library services at two main locations in Buller. The district library is located in Westport and there is a branch library in Reefton. The library network also consists of five voluntary community libraries in Granity, Inangahua, Karamea, Maruia and Seddonville. This case study was completed in the district library at Westport and the branch library in Reefton during early May 2008.

6.1 Buller District: An Overview

The Buller District, incorporating the town of Westport and the rural areas, had a population of around 10,500 at the 2006 census. This is a decline of around 700 over the ten year period since the 1996 census.

Key attributes of the population include:

- 22.5% of people in Buller District were under the age of 15 years, compared with 22.7% for all of New Zealand;
- 14.9% of people in Buller District were aged 65 years and over compared with 12.1% for all of New Zealand;
- 22.3% of people aged 15 years and over in Buller District had a post-school qualification, compared with 32.2% for New Zealand as a whole;
- 95.4% of people in Buller District said they belong to the European ethnic group, compared with 80.1% for all of New Zealand; and
- The most common occupational group in Buller District was Agriculture and Fishery Workers (17.4%). The most common occupational group for New Zealand as a whole was Service and Sales Workers (14.8%).

6.2 The APN in Buller

When launched in Westport, the APN was promoted as a library adjunct, with education providers such as the Rural Education Activities Programme (REAP) and community groups such as genealogists using the system. The youth of the district found out about the APN availability through word-of-mouth but, despite the low-level publicity, it is estimated by Westport library staff that over 60% of the users are under 20 years old (with the largest group being the 12-16 year olds). For the Reefton library, the user range is between 9 and 50 years old. School-aged children are high users outside school hours, although the library is not open in the weekends.

The availability of a high speed internet service has provided a significant benefit in locations such as Reefton. In Reefton there is minimal speed differentiation between broadband and dial-up and the APN operates at a much faster speed. This bandwidth enables the community to do a number of on-line tasks that were difficult in the past, and is seen as a key benefit by community members. Equally, connection stability has been a major challenge in the past, and this has been addressed through the APN. Knowing that the system is fully maintained, supported centrally, and that the hardware is state-of-the-art has been of notable benefit to the users of the APN.



Usage ranges from simple access of social web-sites to tertiary students conducting complex research, even in remote locations such as Reefton. While some users do access high-end sites, the majority of sites used were identified by staff and by users themselves as e-mailing sites, Trademe, banking, travel, forums, news, games, Bebo, YouTube, and Facebook.

As in Kawerau, demand for the APN has been an issue in Buller. As a result, users have been restricted to 30 minute time slots. This has been identified as a disincentive for social users, particularly the younger users. While not a scheduling issue, the older users felt less than comfortable using the APN while youth are present. Some noted that they will print articles of interest and take them home to read them.

6.3 Key Factors in APN Use

While the APN is targeted at all parts of the population, there are groups that the library staff would have anticipated usage from that has not to date eventuated. For example, one staff member noted their perception that the APN would be a suitable tool for Home School parents and their students. This has proven not to be the case to date. Equally, the Westport staff noted that, while the 12-16 year olds would have Internet access at school, the library staff believed that access to be limited and possibly unavailable outside school hours.

The filters on the APN do provide a range of safeguards in terms of content. However, one informant noted that the ban on chat rooms has limited the benefits for at least one user - a disabled person who has noted that they would greatly appreciate being able to link up with a chat room with people who also suffer from this disability¹².

APN usage is also becoming a cross-generational activity. One user noted that she brings her children to use the APN, stating:

My children have learned a lot and grown in confidence. The internet is up to date whereas Encyclopaedia Britannica is often out of date. For example, in the encyclopaedia Myanmar is still called Burma.

Staff impacts were noted in both locations, but it would appear that in the smaller branch library, the impact on the staff may be more pronounced. In Reefton there is only one staff member available to support people using the APN. As such although this individual is there to provide resource and training, in reality the role is split between this and the regular library work, so there is minimal assistance available to users. Wider availability, or some form of computer training for this staff member would provide an impetus to encourage greater usage of the system, particularly with the older user groups (or potential user groups) who do not have the confidence to use the system without support.

6.4 Impacts of the APN

The Westport informants identified benefits for users as well as benefits for the wider community. Library staff identified both benefits and negative impacts on the library itself. For the users, the key benefits were identified as 'opening up the world' for those who have had limited speed internet access or no access to the internet. Users thought this was particularly

¹² There is no blanket ban on chat rooms for APN users. However, any chat room that operates on a non-standard web internet port is blocked by the APN firewall.

the case for both the most economically disenfranchised in the community and for Maori (both groups who have not traditionally used the library).

The confidence of users has clearly grown. Library staff believe that people feel comfortable asking a librarian how to do something, whereas in other public internet access locations (such as an internet café) they may not have this same confidence. In Reefton, two individuals who otherwise would have had minimal access to the internet have found jobs that they located and applied for on-line. Respondents from the user group noted that Westport no longer felt 'isolated from the world', and that users were able to access up-to-date information that has previously been unavailable. There have been 'real cost savings' for users – one noted that the genealogy information they have accessed would have cost £UK100 if they had used the traditional mailing methods.

While the APN has demonstrated benefits in the community, it has also led to a different perception of libraries. In March and April this year, the number of people visiting the library at Westport was as high as the January level (which has traditionally always been the highest usage month every year). There are new members to the library, but the number of books being borrowed has not changed.

The impact on staff has been significant – the staff have been busy learning the functions of the APN, and growing in understanding of the internet themselves, as they train others. While this is useful as a professional development function, librarians estimate there is now 20% more work to be done on a daily basis facilitating the APN in the Buller libraries. Part of this is the less-than-pleasant enforcement aspect, as some users can become unruly.

6.5 Lessons for Future Roll-Out of the APN

A limitation that could be considered in other locations is the specific location in the town that the APN will be based. The Library in Reefton is in a building shared with the Post office, which provides banking services. There are limitations to the usage of the building – it can only be open for use by the APN during banking business hours, Monday to Friday, which places constraints on the use of the APN.

ICDL (International Computer Driving License) training is available to all Phase One libraries as part of the Network roll-out. Training staff before the implementation of the APN has the benefit of staff confidence and will be encouraged in future phases of the programme. In addition, ensuring that the policies and procedures are in place to manage the additional work, and effectively facilitate the flow of people through the system requires work in advance of the installation of the APN.

6.6 Summary: The APN in Buller

The Buller District has historically been an isolated community. The introduction of the APN has been of community benefit as it has brought access to high-speed internet access (something that even broadband had not effectively done for private connections). There have been changes to the way the community treats the library, with additional usage from a broader section of the population, and there have been benefits for individual users ranging from cost savings to being able to gain employment. While there have been some issues with regard to staff training, these have largely been overcome, although it was noted that improved planning around staff training and policy guidelines in other locations may provide an easier introduction for the APN.



7 Case Study Three: Puke Ariki



Puke Ariki is a ground breaking knowledge centre where library, museum, and visitor information are united to tell the stories of Taranaki – past, present, and future.

- <http://www.pukeariki.com/en/>

Puke Ariki Library is the library service centred on New Plymouth, in the Taranaki Region. The Puke Ariki library services the city of New Plymouth, with district libraries located at Bell Block, Waitara, Inglewood Urenui and Oakura. The Puke Ariki case study took place in mid May 2008.

7.1 The New Plymouth District: An Overview

According to the census of 2006 The New Plymouth District had a total population of around 69,700, an increase of 2.5% over the 1996 data (68,100), with the following key attributes:

- 22.8% of people in New Plymouth District were under the age of 15 years, compared with 22.7% for all of New Zealand;
- 14.9% of people in New Plymouth District were aged 65 years and over compared with 12.1% for all of New Zealand;
- 31.4% of people aged 15 years and over in New Plymouth District had a post-school qualification, compared with 32.2% for New Zealand as a whole;
- 90.8% of people in New Plymouth District said they belong to the European ethnic group, compared with 80.1% for all of New Zealand;
- The median income of people in New Plymouth District is \$16,400, compared with \$18,500 for all of New Zealand; and
- The most common occupational group in New Plymouth District was Service and Sales Workers (15.9%). The most common occupational group for New Zealand as a whole was Service and Sales Workers (14.8%).

7.2 The People's APN in New Plymouth

In New Plymouth, Puke Ariki is a library, museum and a visitor centre in one facility. As a larger 'urban' library, the functionality provided by APN has been received in a different manner to that of rural situations demonstrated in other case studies. As a de-centralised library, detail about users and impacts vary from location to location, with a distinct difference in the New Plymouth location to those of the surrounding districts (Inglewood, Waitara, Urenui, Oakura and Bell Block).

Three distinct user groups have been identified in New Plymouth: tourists, local adults and local youth. These three groups tend to use the APN at different times, with the adults tending to use the facility while the younger age groups (afternoons) and tourists (generally early mornings) are not using the system. There are some conflicts between traditional library users (using the research collection) and users of the APN, largely as a result of noise. Users of APN complain that being told to be quiet is a problem, while traditional library users say that the noise itself is the problem.



In some of the branch libraries, specific rules have been established including “one person, one computer” to avoid the noise factor of multiple users all talking while using one screen. Another way in which access has been controlled is to designate some computers as ‘adult’ computers, while others are for youth. Situations have arisen in every library within the system (according to staff), where potential users, demanding to access the service, have led to conflict when told that either they had to wait, or that their time allocation had been used and they had to move on. In several instances, the conflicts have become disorderly and assistance (such as from the Police) has been required to resolve the situation.

7.3 Key Factors in APN Use

At Puke Ariki the APN terminals are located in the research area of the library. Prior to the APN being installed, this part of the library was used by people accessing the Taranaki public collection in traditional manner. Today, this part of the library hosts a much broader range of users (with one estimate being that 95% are using the APN for mainstream internet purposes, and 5% using accessing the collection of conventional research).

For the rural towns, broadband speeds and accessibility have been significant issues for the community. The availability of high speed internet connections through the APN is of significant benefit to the population, increasing their ability to engage with knowledge bases in the outside world.

A significant user group in Puke Ariki is international travellers. One informant noted that a large number of backpackers use the service in the morning to book bus trips and to use the free internet access to apply for visas and send e-mails. An unintended consequence is that i-site has complained about the APN taking away their customers. An interview with some tourists noted that a service similar to the APN is available in libraries overseas, and as such, it is simply providing a reciprocal arrangement, as New Zealand tourists (presumably) use the free service in libraries internationally to perform the same type of tasks. Other tourists groups come to read up on their local (foreign language) news, to Skype their relatives and generally catch up on events in their home country.

The largest user group (estimated to be over 70% of users) are youth. Informants noted the majority of these youth are Māori. Their primary use of the APN is for social networking (e.g. bebo, facebook, etc). The accessibility of the APN has led to queues of youth waiting for access to a terminal. When a terminal is available, three or four individuals frequently use the one computer.

The majority of users consulted for this evaluation had initially heard of the APN at Puke Ariki by word-of-mouth. For the branch libraries, promotion of the APN has been through a range of local media and as a result, a broad range of demographic groups are making use of the facilities. Examples of users include:

- elderly people booking travel;
- travellers putting photographs onto the internet;
- people in general using Skype to keep in contact with relatives around the world;
- young mothers using trademe.co.nz;
- genealogists, particularly migrants, seeking their roots; and
- children and young adults using social networking.

In one location this was summarised by one of the library staff in the following way:

We have a 89 year old man who does everything on the computer, banking, orders plane tickets, browses trade me and then reads the newspaper, before going to the traditional library, where he gets a book out and goes home before the rush for free usage starts.

In the community libraries, as with the central library, teenagers are the largest user group, generally using the APN after school finishes at 3.00pm. Their usage, as in other locations, tends to be on social networking sites. One issue raised in a branch library was the balance between the provision of service to all potential users and the impacts that provision may have on other users. The case was cited of a young mother who was using the Trademe website. The mother had her baby with her, and the baby was crying, disturbing all other users. The library staff had no guidelines as to how to manage this situation.

The provision of managed service to support the APN, even in small, local matters such as the connectivity between computers and printers has been considered as excellent. The head office support for the service is readily available on an (0800) phone service, and support for any local issues usually exceeds the expectation from the library staff.

The primary limitation of usage is the availability of terminals. One librarian noted:

We could give an entire floor to internet access at high speed and could fill it in a second and could certainly operate better with 30 machines and we could fill up to 40 easily.

7.4 Impacts of the APN

The key word identified by Puke Ariki library staff when summarising the impact of the APN is 'empowerment'. The service is free, fast and available to all. It provides tools for information flow, both downloading and uploading. For the community at large there is now a no-cost method of accessing the internet, allowing those who could not afford such a service to be able to access it, and as such, removing a barrier within the community.

As one user noted:

Without this APN those who have limited or no access at home would not have a way of communicating that includes them in modern society.

And another, considering the future:

It would be important for future generations, you would like to have equal access not just for those who have internet at home.

Even for traditional library users, there has been a definitive benefit. For example, those interested in exploring genealogy but who traditionally could only use books and records for finding their ancestry or whakapapa can now use the APN computers to access websites that have lists of information produced by genealogists. These would have been previously unattainable without extended research. Moreover, they can conduct this research while being physically near to the Taranaki collection, should they need to refer to hard copies of data. Likewise, those conducting research are able to do so effectively. The group has been identified as being over 40 years of age, many of whom are retired and may not be able to afford fast broadband internet access.

A specific impact for the library has been a wider range and higher numbers of people entering the library. This has had an impact on staff, who are now in contact with a wider and



more diverse group of people, frequently from demographic groups generally under-represented in the traditional library user population. While this has been seen as positive impact, there is also an increased demand on the time of the staff, particularly in managing the bookings in peak usage times.

The impacts on staff were rated as minor compared to the benefits of the system for the individuals and the community at large. Having noted that, in all APN sites there were issues for the staff to deal with. The location of the computer suite within the Puke Ariki library (at the Research Centre) has meant that the specific Research Librarians have had the most dramatic change in their roles as they are now 'gatekeepers' for the service. In their own words they now need to act as "babysitters for those who need assistance in usage", while ideally continuing in their core research roles. Previously, the staff at the Research Centre had primary full time roles providing detail for people who used Centre to obtain information with specific research inquiries (based on genealogical research or historical research with data from the collection of over 500,000 photographs, documents and artefacts). The ability of the staff to both conduct, and to facilitate, the provision of traditional research has decreased by the introduction of the APN. Staff have expressed concerns for their long-term career options, as the role they have trained for is no longer being effectively utilised. In response to these issues, staff management throughout the library is now being re-structured to ensure other staff are brought into the Research Centre specifically to help manage APN users.

For the branch libraries (Inglewood, Waitara and Bell Block) it was noted that the library already served the role of a community centre. The APN has provided an extension of this role for these libraries. The staff in these towns already know some of the users of the system personally. A primary benefit in many of the rural communities has been the speed of access, as existing broadband speeds have been relatively slow in many areas.

Some potential users in rural communities have been identified as 'technophobes', mature potential users who did not want the embarrassment of admitting to others that they did not know how to use a computer. It was suggested that some professional education classes could be implemented through a third party to enable greater access for these low-level or non-users.

Impacts on the staff in other locations have been with regard to their ability to police the rules that have been established. Noise levels and interaction between APN and traditional library users were identified in all three remote locations as being issues that had an impact on the staff. Enforcing the rules takes time and energy by the staff. One staff member noted that the time requirement to meet APN customer needs has been less than anticipated, stating:

The APN users might want to book tickets, or write a word document - we get the odd one wanting help; but not very many.

A possibly unanticipated negative aspect for the central (Puke Ariki) library was the loss of revenue from the i-site (located in the same building).

7.5 Lessons for Future Roll-Out of the APN

While there have been distinctive benefits in Puke Ariki, a number of suggestions have been proposed for potential future APN sites, including:

- provision of infrastructure for training, support, staff, and time management software that can deal with the unique demands of the user demographics;

- thought needs to be put into the choice of location within a library. Ideally, the informants suggested placement of the computers in an area that allows for noise, and that provides the ability for respondents to have some privacy (e.g. a booth);
- systems need to be initiated at the time of installation that provide for fair and equal access to the APN for all potential users.

A strong suggestion is to ensure the number of computers installed is matched to the needs of the community. Over-loading of potential users in both Puke Ariki and the branch libraries has led to issues with regard to time and user management, which could be addressed with more terminals to access the APN.

7.6 Summary: The APN in New Plymouth

Puke Ariki provides a case study of a central library operating in an urban setting (and providing a combined resource of library and museum) with satellite libraries locations providing the traditional community library service. Following the introduction of the APN, library use has increased across all sites; distinct benefits have been identified for the users; and there is a perception that there have been corresponding community benefits. Users are empowered, and have access to the world to complete a broad range of tasks, both functional and recreational. The primary issue in the main library would appear to be the positioning of the APN in the Research Centre, and the unintended consequences of this for all three interested groups (existing research centre users, research librarians and APN users). For the remote libraries, the issues have been similar, but possibly not as significant, as the smaller libraries do not have the issues with the Research Centre. Noise issues continue to be the main area of concern for user groups.

8 Case Study Four: Stratford



The Stratford District Library provides services to all residents in the Stratford District. The library building provides an enhanced facility which provides a welcoming and friendly environment for users. The library provides electronic resources as well as print resources including internet, reference CD-ROM and databases. The case study in the Stratford District Library took place in mid May 2008.

8.1 Stratford District: An Overview

The Stratford district had a population of fewer than 9,000 at the 2006 census, a decline of over 700 over the ten year period since 1996. One library services the needs of the total population, which includes the following structure:

- 24.4% of people in Stratford District were under the age of 15 years, compared with 22.7% for all of New Zealand;
- 14.2% of people in Stratford District were aged 65 years and over compared with 12.1% for all of New Zealand;
- 25.1% of people aged 15 years and over in Stratford District had a post-school qualification, compared with 32.2% for New Zealand as a whole;
- 94.6% of people in Stratford District said they belong to the European ethnic group, compared with 80.1% for all of New Zealand;
- the median income of people in Stratford District is \$18,200, compared with \$18,500 for all of New Zealand; and
- The most common occupational group in Stratford District was Agriculture and Fishery Workers (29.1%). The most common occupational group for New Zealand as a whole was Service and Sales Workers (14.8%).

8.2 The APN in Stratford

The Stratford community is considered to be relatively evenly split between the town population and the rural population. The needs of the two populations differ and the role of the library in serving those needs also differs. Traditionally, usage of the Stratford library has been high (based on per-capita information). When the APN was installed there was significant awareness of the service and foot-traffic through the library increased immediately.

Staff have worked to develop a system they believe provides fair and reasonable access to all user groups. Some noted that they would like to focus on 'serious' use, and feel that some users are not using the APN for the intended benefits but they recognise that it is not their role to determine what people do on-line. However, even with firm scheduling of usage, there is a perception among older users that young people use the system for 'more than their fair share of time'. Users noted that they find the rules of fair and equal access a little frustrating but they understand why this needs to be done.



8.3 Key Factors in APN Use

Awareness of the APN and use of the APN, was high from the outset. The local newspaper published a story about the APN and in the words of one respondent, "the floodgates opened". However, for many users, the restriction on what content can be accessed via the APN has become an issue. This includes a sense that some applications users assumed would be accessible (such as Instant Messaging) are blocked, and a sense among older users that youth are able to find ways around the blocks and obtain content that was considered questionable.

The Stratford APN system has attracted a wide range of users from other sectors of the community – youth and travellers make up significant proportions of those using the system.

8.4 Impacts of the APN

According to users, having the APN available simply makes life easier. Three areas of impact of the APN have been: the users, the library staff and the community as a whole. People are able to do things that they could not do before, such as socially networking, getting jobs on-line, working out details of family histories, and gaining information from the web and printing it. As a community tool, the APN has had a positive value among various user groups, providing 'access to world-wide commerce and society'.

In general, all users in the user group were positive about the service. Of particular benefit was the free nature of the APN. In addition, the range of information and speed were seen as strongly positive factors, although some noted that the speed was inconsistent and could be slow at times. An additional concern raised by the user group was the lack of privacy in the library for both personal contacts (for example, Skype conversations) and sensitive information (for example, online banking).

Farmers experienced several benefits from access to the APN. Several informants noted that broadband accessibility and download speeds were low in the area, to the extent that it could be claimed that in the rural areas adjacent to Stratford broadband simply does not offer any value over dial-up internet. Having access to the APN service for rural businesses is becoming essential.

Another respondent noted that Fonterra presumes their shareholder farmers have broadband access, but in areas such as the Taranaki the service is either not practical, or access to broadband may be limited to satellite services, which have a much higher cost than land-based services (and as such farmers are failing to realise the benefits offered by Fonterra for on-line accessibility).

Farmer networking has been identified as a critical factor in the development of rural broadband. In the same way that other community groups interact through the internet, farmer-based internet services are becoming a critical factor in the provision of on-line information, and farmers need to be able to use this interaction to ensure their farming practice is up-to-speed. This is critical in a farming based district such as Stratford. One farmer noted:

Farmers in rural situations have felt isolated from potential social networks. Having internet connections and the APN provides a way of socially networking that could be useful to well-being.



8.5 Lessons for Future Roll-Out of the APN

The library is in the Stratford township and provides a valuable core service. However, the opportunity to extend the service beyond libraries would add to the community. For example, local schools in other townships could take on an APN function after-hours, providing for greater access at other points in rural districts such as Stratford.

Training of the service staff is seen as a key factor. One staff member noted "there is more to the internet than a computer and a connection" and that they are being asked to provide details of what is available, when they have not been trained in this function personally. It was not clear if the staff member was referring to managing how customers used the internet or about increased expertise regarding the internet itself.

8.6 Summary: The APN in Stratford

The case study in Stratford revealed more detailed results than in other locations. The type of community (rural and dispersed) and the availability of effective broadband internet connection (limited), has meant the provision of the APN has added value to many members of the community (such as farmers who may have lesser needs for such a service in other locations). In general, the issues raised are the same as those raised in other locations. That is, the service has provided a benefit to the users and the community as a whole, and that in doing so, it has changed the way the library is seen and the manner in which library staff complete their functions.



9 The On-Line Survey of Library Managers

An on-line survey of library managers was conducted in the period from May 14 to May 29, 2008. All libraries in which the APN has been launched in Phase One were invited to participate. 19 managers completed the survey. A copy of the survey questionnaire is attached in Appendix One.

9.1 Managing Demand

As the APN provides a no-charge service, there has always been a risk that demand for the service would outpace the ability to meet that demand. Of the 19 responding libraries, 16 had included restrictions on the duration of use. This was most commonly done by limiting individual users to 30 minutes at a time (when other people were waiting to access the APN). A range of approaches are used by these libraries to manage demand, including:

- a informal process, where people are asked to finish up if others are waiting;
- a booking process, where people need to check in and out to use the APN;
- a white-board, where people reserve time (self-regulated);
- enforcement through 'gentle reminders' and monitoring by library staff; and
- a timer that told users when their time had expired (that is the PCs operate on a timecode and give a warning with two minutes to go).

9.2 Managing User Groups

Six of the libraries have restricted access by certain user groups. This most commonly includes limiting:

- the time at which school-aged respondents can use the service, and the functionality they can access; and
- usage to New Zealand residents. Specifically, two libraries noted that their town had internet cafés located within a short distance and the APN free service was impacting on the local businesses.

In the words of the respondents:

Unaccompanied school age children are not allowed to use the computers during school hours, unless they have a note from school, etc. We co-operate with the local truancy officer.

And:

School pupils can only use it for the library catalogue or for research (not games) during school hours.

And:

[The APN service is] ... available to all people who live in New Zealand and overseas tourists who have work permits. Due to the large amount of tourists without work permits coming through and the email provider across the road whose business we are taking away we refer overseas tourists without work permits to other email providers or offer them paid access on our non-APN computers. This may change but as we are talking about 90 tourists a day in the season we are concerned that people who live in NZ would never get a turn on APN. [We are] trying to think of creative ways around it.



9.3 Managing Users' Behaviour

Eight libraries have developed systems for managing behaviour. This includes installation of signs and monitors; mirrors to allow staff to view the location of the APN within the library; and various noise and behavioural control measures. Several respondents noted that the type of user attracted into the library by the APN was not the traditional type of person to visit a library. As such, the basic behaviours within libraries, such as maintaining quietness, were not understood by the new user groups. One respondent explained this in the following manner:

We are being very tolerant towards teenagers who have never been in the library before the APN installation but we are asking that noise levels are kept to a reasonable level.

For another library, the activities of the users required a higher level of intervention, as noted:

[We are]... currently investigating our role and responsibilities against unsupervised children and children using the APN machines during school hours. We've had contact with social workers, the Community Constable and the Truancy Officer.

And another:

With one instance of highly unacceptable behaviour, we have used the Police and trespass. However, while these users were attracted into the building by APN, APN could in no way be held responsible for their behaviour which would have been unacceptable in any situation.

9.4 Operational Policy and Procedural Changes

Respondents were asked if they had made any changes to their operational policies and procedures following the introduction of the APN. Ten of the responding librarians noted that procedures had been changed. Issues included having young children wandering the library, unsupervised, while their parents or caregivers used the APN; children being left unsupervised to use the APN by their parents; policies for dealing with rude and criminal behaviour, and greater detail of the risks of access to websites with inappropriate content. Specifically, two respondents noted:

Previously we did not have an Internet usage policy but since the APN we do [and the policy states] that the library is not responsible for what users, especially children, access on the machines. Parents are phoning up asking why their children can access inappropriate sites on YouTube when we have told them that there are porn filters. They do not realise the porn filters are for websites rather than keyword searches within certain websites.

And:

We introduced a "Public Computer and Internet Policy", primarily to make parents aware that they are responsible for what their children access on the internet, but also cover other things such as our right to terminate a session if someone is accessing offensive matter and that the library is not responsible for security of personal information, for example credit cards, banking etc.



9.5 Opportunities for Expanding Social and Learning Skills

One of the stated aims of the APN is to provide New Zealanders with the chance to participate in the expanding social and learning opportunities of the Internet. Respondents were asked to comment on the extent to which this is being achieved. The areas in which benefits were being seen included:

- several responded that older people were asking for details of how to use the internet, including e-mail, banking and job application services;
- whole families using the various terminals at the same time to have the experience of computer usage with family guidance and bonding;
- home school groups coming to use the service as part of their educational programmes;
- 'non digital' people starting to understand and interact with the 'Digital World';
- students using the service to research for school assignments;
- one noted that Māori groups of teens come in together and use social networking sites such as Bebo.com; and
- other services commonly being used included Skype

One respondent summed the effect of the APN in detail, noting:

It has brought a lot more differing people into the libraries - it has "democratised" the library in terms of participation. Most users have taken to it like ducks to water - broadband and general connectivity is parlous to say the least in this District so APN offers access beyond most customers' experience so far. We have seen a marked increase in interest from older members of the community. Primary interest has been observed in the young to middle-aged bracket. It has forced some older users of the library to confront the "fact" of young people in the library with all that entails (Libraries are seen by some of our older customers as "refuges" from a world that they don't necessarily like or understand. They want things to remain static). However, because of the speed and usability of the package (we have managed APN), the "trepidation" factor is considerably lessened for older folk and the reasons "why" we should have these things and their attraction to younger New Zealanders becomes apparent as is the potential use they could make of them. Hanging out for the Kete which will really allow us a structured way of drawing these groups in.



10 The On-Line Survey of APN Users

The on-line survey was completed by users at APN sites during the period from May 22 to May 28. Over this period of time, 65 users completed the survey. The survey was aimed at identifying the frequency of use, the reasons for use, alternatives sources of internet access for users, applications used, perceptions of the APN and a level of demographic information about the users.

10.1 Frequency of Use

The largest usage group was those using the service daily (39%). Details of usage patterns are shown in Table 10.1.

Table 10.1 Usage of APN

Frequency of Use	Number of Respondents (%)
Daily	42%
2 – 3 times per week	33%
Once a week	13%
Once a fortnight	6%
Once a month	2%
Less than once a month	5%

10.2 Access to Computers and the Internet

47% of respondents noted that the APN was their only source of access to computers. Of those who had alternative access, the majority (66%) were able to access computers at home, while 36% could access computers at an educational institute; 16% at a cyber café and 18% at their place of work. Of all respondents, 93% noted that the internet access speed at the APN was faster than at other locations.

10.3 Usage of the APN Computers

Respondents were asked to nominate the various uses they had for computer services through the APN. A range of pre-selected options were provided. The most common usage was for keeping in touch with friends and family (59%), followed by leisure / general enjoyment (54%). Other (unprompted) usage responses included the ability to check e-mails, conduct on-line research; operate bank accounts; and print out information. Details of reasons for usage are shown in Table 10.2 (overleaf).

Table 10.2 Usage of the APN Computers

Reason for Usage	Number of Respondents (%)
To support course of study	25%
Leisure / general enjoyment	54%
Independent learning / research	48%
Looking for jobs	33%
Keeping in touch with family / friends	59%
Shopping	15%

10.4 Programmes Used on the Internet

Respondents were asked to nominate the various programmes they used when accessing the APN. A range of pre-selected options were provided. The most common programme used was the internet (76%), followed by e-mail software (64%). Other programmes identified were Bebo.com, Podcasts and on-line gaming. Details of reasons for usage are shown in Table 10.3.

Table 10.3 Usage of the APN Computers

Programme Used	Number of Respondents (%)
The Internet / World Wide Web	75%
E-mail	63%
Word Processing	30%
Spreadsheets	10%
CD Roms	10%

10.5 Potential for Improving the Service

Respondents were asked what, if anything, could be done to improve the service provided by the APN. 32 individuals responded, of which the most common response was that the service was good/ effective in its current format. Suggestions for improved usage included the provision of:

- more computers to allow longer times to access the internet;
- touch-screen computers for easier interaction; and
- a wireless service that would allow personal wi-fi computers (laptops) to access the internet within the library.

10.6 Availability of the APN

Those responding to the survey were asked 'If access to the APN was not available, how would this affect you?' Responses varied. For some, the loss would be of nuisance value only – some described it as 'not the end of the world' noting it would not affect on them in any

way. Others noted that it would slow their research, forcing them to use books again or lose access to the internet altogether. Some noted that they would like to keep the service, even if they needed to make a contribution to use it. For others there would be a significant effect. One noted:

That would have a big affect on me for I am one of many who does not have any access to the internet and would not have any access to any of the internet need, such as keeping in touch with my family, online shopping and other uses.

10.7 Importance of the APN

Respondents were asked to identify on a five-point scale the importance of public libraries providing internet services such as the APN. 95% of respondents regarded the service as 'important' or 'very important', while 5% were neutral in their opinion. No responders felt the service was unimportant or very unimportant.

When asked people's views of information technology (IT) services in libraries in general, 76% responded that IT was a vital service; while 22% believed the service was an add-on service, and 2% believed it was unimportant. Reasons for the perception of the service as being vital included:

- it facilitated interaction between on-line and book research, all in the one location;
- it catered to all ages;
- it provided a unique opportunity for those without computers to gain information; and
- several respondents noted that information in books goes out of date, while the information on-line will always be updated.

10.8 Development of Social or Learning Opportunities

One of the intended functions of the APN is to provide New Zealanders with the chance to participate in the expanding social and learning opportunities of the Internet. Respondents were asked to comment if they believed that this objective had been personally achieved through using the APN. Over 30 respondents responded to the question, and all were positive about the effect of the APN in providing opportunities. The majority of outcomes were of a social nature. Two parents responded, noting that they brought their children to the library to complete homework assignments, and one respondent noted that they had gained employment through being able to apply for a job on-line.

10.9 Demographic Overview

The demographics of the respondents to this on-line survey are set out in Table 10.4

Table 10.4 Respondent Location

Location	Number of Respondents (N)
Kawerau	16
Westport	7
Wanganui	6
New Plymouth	4
Pahiatua	3
Leeston	3
Darfield	3
Rangiora	2
Hokitika	2
Cheviot	1
Eketahuna	1
Amberley	1
Ratana	1
Whakatane	1
Martinborough	1
Inglewood	1
Lumsden	1

Table 10.5 Living Situation

Situation	Number of Respondents (N)
Not in paid employment	13
Student	13
In full-time paid employment	7
Student and working	8
In part-time paid employment	8
Self-employed	4
Beneficiary	3
Stay at home mother	2
Retired	1
Child	1
Novelist	1

Table 10.6 Age of Respondent

Age of Respondent	Number of Respondents (N)
Under 16	6
16 – 24	17
24 – 34	10
35 – 44	11
45 – 54	6
55 – 64	9
65 and over	3

Table 10.7 Gender

Gender	Number of Respondents (N)
Male	20
Female	43

Table 10.8 Ethnicity

Ethnicity	Number of Respondents (N)
NZ European / Pakeha	34
Māori	30
Cook Island Māori	3
Indian	1
Filipino	1

11 An Analysis of User Statistics

Data was gathered for the month of March, 2008 with regard to user statistics. These data are being reported to augment and confirm the qualitative information gained from the online surveying and case studies with regard to APN usage of the APN.

11.1 Most Popular Websites (Visits)

The top twenty websites visited across all libraries were:

1. Google.com
2. Youtube.com
3. Google.co.nz
4. Bebo.com
5. Videoegg.com
6. Googlevideo.com
7. Hotmail.com
8. Rockyou.com
9. Skype
10. News BBC
11. Trade Me
12. Te Ara
13. Petswf.Bunnyherolabs
14. MSN
15. Login Yahoo
16. Media.Apn
17. Google Mail
18. Google News
19. Yahoo.Com
20. Frengo.Com

Figure 11.1: Screenshot of Top Sites by Visits (All Libraries, March 2008)

Site	Hits	Visits	
1. www.google.com	50,795	3,353	1.97%
2. www.youtube.com	235,816	2,392	1.40%
3. www.google.co.nz	45,829	2,383	1.40%
4. www.bebo.com	257,481	1,874	1.10%
5. download.videoegg.com	15,353	1,742	1.02%
6. cache.googlevideo.com	17,854	1,709	1.00%
7. www.hotmail.com	3,777	1,707	1.00%
8. www.rockyou.com	24,168	1,270	0.74%
9. mystatus.skype.com	8,820	1,236	0.72%
10. newrss.bbc.co.uk	2,271	1,099	0.64%
11. www.trademe.co.nz	232,404	1,037	0.61%
12. www.teara.govt.nz	128,444	996	0.58%
13. petswf.bunnyherolabs.com	4,262	990	0.58%
14. www.msn.co.nz	82,279	904	0.53%
15. login.yahoo.com	2,350	865	0.50%
16. media.apn.co.nz	3,884	779	0.45%
17. mail.google.com	208,380	741	0.43%
18. news.google.com	1,521	707	0.41%
19. www.yahoo.com	5,973	678	0.39%



11.2 Top Websites by Hit Count

The top twenty websites by hit count were:

- | | |
|-----------------|------------------|
| 1. Bebo.com | 11. RockYou |
| 2. Youtube.com | 12. Google video |
| 3. Trade me | 13. Seek |
| 4. Google Mail | 14. Images TVNZ |
| 5. Te Ara | 15. Images.smaps |
| 6. MSN | 16. Videoegg.com |
| 7. Google.com | 17. Newsimg.BBC |
| 8. Google.co.nz | 18. BBC |
| 9. NZdating | 19. Google maps |
| 10. Stuff | 20. Blogger |

11.3 Top Five Websites by Combined Visits and Hits

By combining the ranking of the websites by visits and by hit count, the following five sites clearly emerging as the most popular in March 2008:

1. Google.com
2. Youtube.com
3. Google.co.nz
4. Bebo.com
5. Videoegg.com

11.4 Most Popular Websites (Visits) by Library

Table 11.1: Most Popular Websites (Visits) by Library

	Buller	Grey	Hurunui (Only 5 Days)	Kawerau
1	Hotmail	Hotmail	News BBC	Bebo.com
2	Youtube.com	Youtube.com	Bebo.com	Videoegg.com
3	Trade Me	Yahoo.com	Videoegg.com	Youtube.com
4	Bebo.com	Yahoo	Te Ara	Google Video
5	Googlevideo.com	Bebo.com	You Tube	Skype
6	Msn	Videoegg.com	Rock You	Rock You
7	News BBC	Trade Me	Skype	Tinypic
8	Yahoo	Google Video	Adsmarket	Petsbunnyherolabs
9	Media.Apn	Rock You	Hurunui.Govt	Trade Me
10	Videoegg	Msn	Library.Hurunui	Adsmarket

Table 11.1: Most Popular Websites (Visits) by Library (cont.)

	New Plymouth	Stratford	Tararua	Wairarapa	Westland
1	Youtube.com	Youtube.com	Youtube.com	Youtube.com	Youtube.com
2	Hotmail	Videoegg.com	Hot Mail	Hot Mail	Google Video
3	Bebo.com	Hotmail	Bebo.com	Bebo.com	Bebo.com
4	Videoegg.com	Bebo.com	Videoegg.com	Videoegg.com	Videoegg.com
5	Google Video	Google Video	Google Video	Google Video	Mini Clip
6	News BBC	Skype	Rock You	Trade Me	Rock You
7	Rock You	News BBC	News BBC	Rock You	Petsbunnyherolabs
8	Skype	Rock You	Skype	News BBC	E-Miniclip
9	Te Ara	Te Ara	Trade Me	Te Ara	Skype
10	Msn	Trade Me	Te Ara	Skype	News BBC

11.5 Most Active Days (by Library and User Volumes)

The data collected from APN usage demonstrates in a course manner the usage levels of the various libraries connected to the APN. It should be noted that average users in no way reflects peak usage, and that as such there are times that are particularly busy, while at other times there are lower levels of usage.

Table 11.2: Most Active Days by Library and User Volumes

	Buller	Grey	Hurunui	Kawarau	New Plymouth	Stratford	Tararua	Wairarapa	Westland
Most active day	Thurs	Weds	Mon	Tues	Weds	Tues	Mon	Mon	Tues
Least active day	Sun	Sun	Fri	Sun	Sun	Sun	Sun	Sun	Sun
Most active hour of day	10-11 am	8-9 am	13-14 pm	10-11 am	8-9 am	8-9 am	9-10 am	9-10 am	8-9 am
Average number. users weekday	28	28	22	13	49	13	43	42	17
Average number. users weekend	25	21	-	11	61	11	17	29	15

11.6 Additional Information (Miscellaneous)

Table 11.3: Country sites visited most frequently

	Top countries of sites	Type of sites
1	USA	1. Commercial
2	NZ	2. APN
3	UK	3. Organisation
4	Australia	



12 Conclusions

The APN has been installed in a range of Phase One libraries throughout New Zealand. In general these have been in rural communities, although the installation in New Plymouth represents a regional centre with a significant population base.

In all locations, the impact of the APN on individuals and on the communities has been positive. Most centres report individuals who have been able to gain employment through access to the APN. All centres report increased library usage, with a diverse range of people using the APN system. The largest usage group would appear to be youth and this has led to some behavioural issues that many libraries have not had to address previously. Adults from a diverse range of backgrounds have also become users, and many are overcoming their knowledge gaps and becoming used to the functionality of both computers and the internet.

For many rural communities, the APN has provided the only cost effective high-speed access to the internet in the district, as existing terrestrial broadband services operate at slow speeds, while the satellite internet is relatively unaffordable for most users. The introduction of the APN into libraries has reinforced the status of the library as a community location and increased foot traffic into the libraries wherever the service has been installed. From the available information and data, the beneficial impact of the APN in the communities will continue to grow both in the existing locations and throughout the country as additional installations occur over time.

Two areas that could be fruitfully explored in any future roll-out of the APN are increasing the number of terminals available (there is oversubscription in all locations) and staff training. Many staff feel that managing the APN has stretched their roles as librarians in a number of ways. While this has not necessarily been unwelcome, many of the librarians consulted for this evaluation feel that they were not adequately prepared for the new demands (and the increased demands) made on them. A number also expressed concern that the demands made by the APN undermined their ability to fully perform in their traditional role of librarians.

- Research First Ltd
Monday June 30th 2008

Appendix 1 – Librarian Survey

Managing Use of the APN in your Library

This survey is part of an impact evaluation being conducted on behalf of the Aotearoa Peoples APN (APN). The survey asks about what steps you have taken (if any) to manage use of the APN in your library. The evaluation also seeks to understand any impact the APN may have had on the functioning of your library and your users.

Any data collected is for analysis and development of the APN programme, and will remain confidential between Research First and staff within the APN. No specific responses will be attributed to any one person or library. If you have any questions, please contact Roger at Research First on (0508) 473 732 or roger@researchfirst.co.nz

1. Have you taken any steps to manage demand for the APN in your library (for instance, introducing a booking system)?
Yes / No
2. Are there any restrictions on who can use the APN in your library?
Yes / No
3. If 'Yes', what restrictions are in place?

4. Are there any restrictions on how long people can use the APN in your library?
Yes / No
5. If 'Yes', what restrictions are in place?

6. If 'Yes', what steps have you introduced?

7. Have you introduced any steps to manage the behaviour of users?
Yes / No
8. If 'Yes', what steps have you introduced?

9. If you have made any changes in policy or procedure for your library, please briefly explain why it was necessary to make those changes.

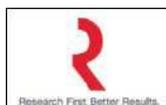
10. The APN aims to provide New Zealanders with the chance to participate in the expanding social and learning opportunities of the Internet. What (if any) social or learning impacts have you observed among users of the APN in your library?

ACKNOWLEDGEMENTS

This research was commissioned by the National Library of New Zealand and undertaken by evaluation firm Research First. The overall objective of this evaluation was to identify the immediate impact of Phase One of the Aotearoa People's Network.

The impact evaluation was completed using a multi-method approach. It combined an analysis of APN user statistics; key stakeholder interviews; an on-line survey of APN users; an on-line survey of library managers; and four library case studies.

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