

Public Library Services in Western Australia in 2025

Future Considerations Background Paper

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WALGA


WORKING FOR LOCAL GOVERNMENT



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Introduction

Given that there has been no substantial state-wide research on public libraries in Western Australia since the *Structural Reform of Public Libraries in Western Australia* report (AEC, 2007) it is timely to provide this *Background Paper* and to conduct a facilitated discussion process with key stakeholders.

This report and the discussion process has been funded and facilitated by the Western Australian Local Government Association (WALGA) emanating from the resolution of WALGA's State Council to support the development of a new vision for public library services in Western Australia, together with appropriate governance arrangements that would support achievement of this.

Intent of this Background Paper

This *Background Paper* is intended to provide a context to support high level discussion about the future direction of public library services in Western Australia. It is anchored in the reality that local government is the lead provider and funder of public library services across the state, and the aspiration of each local government authority to ensure that identified community outcomes are met in the most cost effective way. Since the *Structural Reform of Public Libraries in Western Australia* report several recommendations have been implemented including the reform of the funding model and a review of the Exchanges system. However, much needed reform has been slow to progress.

This *Background Paper* is intended to lift the discussion to a level that will enable some fundamental questions to be posed and discussed to enable greater clarity in considering the future direction of public libraries. This is an important process for both state and local government, given the imperative to ensure that the best value for investment is derived. Key issues that local government will need to grapple with over the next decade and beyond will be: what will the relationship between state and local government be going forward; what is the public library service offer to be provided in the future; how will it be provided; and how will the infrastructure and services be funded in a climate of increased financial constraint.

This *Background Paper* is intended to provide a greater understanding about the environment and context in Western Australia impacting on local government service delivery, including economic drivers and state and local government planning and policy frameworks. It looks at the existing model of governance, funding and delivery and the performance of public libraries in Western Australia over the past 10 years on some key indicators. This is then set against demographic and social trends and shifts in how media is accessed and consumed and the implications for public library service delivery in the future. International research suggesting how library services will need to be positioned to meet the challenges of these shifts is also discussed.

Most importantly, questions are posed in this *Background Paper* that will challenge some assumptions and certainly generate some robust discussion. It is hoped that through this process we can identify innovative solutions and new opportunities to do what we do in better ways. This will need to be based on the premise that the way we have done things in the past may not necessarily be the way they will be done in the future.

The information and research in this Background Paper should be used in conjunction with the accompanying *Public Library Services in Western Australia in 2025: Discussion Paper* which will provide the framework for the discussion process.

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1. The context for planning public library services into the future

1.1 Key findings

- Responsibilities of Australian local government have expanded significantly over the past six decades. However, the capacity of councils to fulfil many new roles has not grown to a similar degree. The expansion in local government functions and range of services provided over recent decades, have led to a mismatch between expenditure demands and current levels of revenue.
- There are several examples of high level reform responding to increasing demands in a climate of finite resources across various sectors in Western Australia.
- Planning for public library services cannot be done in isolation. It must sit within the context of state and local government respective policy frameworks and priorities.
- Public library service and infrastructure planning forms part of the integrated planning framework within each council. Each local government area will map their public library service provision in accordance with local needs and priorities and the outcomes they have identified for their local government area.
- New ways of thinking are emerging about how services can be delivered to the community in the future. Policy frameworks such as the *Delivering Community Services in Partnership (DCSP) Policy* need to be taken into consideration when identifying options for delivery. Opportunities to work more closely with other agencies also need to be considered. For example, there may be opportunities for closer integration with other bodies operating in the regions, such as the Regional Development Commissions. Each local government will consider what best suits their operating environment.

1.2 State & local government

1.2.1 Governance at the local level

Many of the difficulties facing Australian local government have been captured in numerous national and state inquiries, which include the 2001 Commonwealth Grants Commission's *Review of the Operation of Local Government (Financial Assistance) Act 1995*; the House of Representatives Standing Committee on Economics, Finance and Public Administration's Rates and Taxes: *A Fair Share for Responsible Local Government*, commonly known as the Hawker Report (2003); the Australian Local Government Association (ALGA) *National Financial Sustainability Study of Local Government* (PWC, 2006); and the Productivity Commission's *Local Government Revenue Raising Capacity* (PC, 2008). There have also been several state reviews including *The Journey: Sustainability into the Future, Systemic Sustainability Study of Western Australian Local Government* (SSS, WALGA, 2008).

The SSS Report in particular highlighted concerns about the challenges of growing community demands and expectations, limited revenue bases, the difficulties some local governments have in attracting and retaining professional staff, deteriorating assets, dwindling populations, and changing technologies amongst other issues.

Any discussion about the future delivery of public library services needs to be set firmly within the context that this research provides.

1.2.2 The reform agenda

There are several examples of high level reform in several sectors across Western Australia. For example, following the Kennedy Royal Commission, the Western Australia Police Service has undergone extensive change through *Frontline 2020*, a major reform program designed to meet increasing demands in a climate of finite resources (Western Australia Police, 2013).

Local government has not been immune to the push for reform. Following the Metropolitan Local Government Review (Robson Report) carried out in 2011-12, local government reform and potential boundary changes have been high on the agenda for state and local government. The independent Local Government Advisory Board carried out extensive inquiries into metropolitan local government boundaries and made recommendations to the Minister for Local Government. In October 2014, the State Government announced its decision on boundary changes for Perth's metropolitan local governments. It foreshadowed a City of Perth Act to recognise the State capital and the plan to reduce the number of councils from 30 to 16.

In February 2015, the State Government announced that planned changes to Perth's metropolitan local government boundaries were on hold and that changes to boundaries would only go ahead in areas where the affected councils supported the changes. (It was noted that plans for a proposed City of Perth Act were continuing and will be introduced into State Parliament in the first half of 2015.)

The reform agenda for metropolitan councils is now in the hands of local government and opportunities for more sustainable operations have been the focus of discussion with many local authorities.

1.2.3 Integrated planning framework

Planning for public library services is not done in isolation. Planning for local government needs to be holistic in nature. Integrated planning and reporting gives local governments a framework for establishing local priorities and to link this information to operational functions. The Local Government (Administration) Regulations 1996 required each local government to adopt a Strategic Community Plan and a Corporate Business Plan, taking into account current and future resource capacity, demographic trends and strategic performance measurement (Western Australian Government, 2011.) The process facilitates greater understanding of the integration and interdependencies between services and emphasises resourcing considerations such as assets management plans, finances and workforce plans.

It is important to note that each local government area will map their public library service provision according to local needs and priorities and the outcomes they have identified for their local government area. Different local governments will want to provide library services in different ways and must have this autonomy. For instance, a small regional council may wish to present library services in a completely different way to a large metropolitan local government. The focus within the local government area may also vary. For example, one library may focus on language classes and linguistics to support new migrants, whereas others may focus as a community hub with an emphasis on developing young children. The visioning process for the future of public library services must respect this autonomy, allowing for a diverse range of service delivery to meet local needs.

1.2.4 New operating models

In thinking about how public library services could be delivered in the future, consideration needs to be given to changes in how other services are delivered.

New models to achieve outcomes have been developed in several sectors. For example, *The Delivering Community Services in Partnership (DCSP) Policy* has been developed jointly by the public and not-for-profit sectors to build and support a more mature contracting relationship between the sectors (Government of Western Australia, 2011.)

The *Policy* applies to all government agencies that provide funding for (or purchase community services from) not-for-profit organisations. It facilitates a greater focus on achieving better results on the ground for the community through the funding and contracting of sustainable community services through partnership, a range of contracting options, a focus on the outcomes and sustainable operations, and central support for implementing the *Policy*.

Determinations about the most appropriate service delivery model for public libraries will vary, in accordance with the size and scale of operation. However, our thinking about what is possible should not be limited by what we have always done.

1.2.5 Converging models

In sectors that have traditionally been stand-alone and often competing for funds, we have seen new models of convergence emerging. For example, key stakeholders from the four industry groups - Galleries, Libraries, Archives and Museums (GLAM) across Australia and New Zealand as well as representatives of government, cultural funding organisations and peak representative bodies are now working together across sectors.

We have seen a similar convergence in local government such as the integrated delivery of libraries and council customer service, libraries and tourist information centres, libraries and community development and libraries working closely with health, recreation and education providers. Consideration will need to be given to identifying opportunities to further develop hybrid operations where they are viable, particularly in light of the Integrated Planning Framework.

1.2.6 Regional support

Rural and regional isolation has always provided a challenge for service delivery at the state and local level. There are 9 Regional Development Commissions with 21 offices in Western Australia in the Gascoyne, Goldfields, Great Southern, Kimberley, Mid West, Peel, Pilbara, South West and Wheatbelt region. These areas are not dissimilar to the State Library of Western Australia (SLWA) breakup of regions identified in section 3.4 of this *Background Paper*.

The objectives of the Regional Development Commissions (RDCs) are to maximise job creation and improve career opportunities in the region; develop and broaden the economic base of the region; identify infrastructure services needed to promote economic and social development within the region; provide information and advice to promote business development within the region; seek to ensure that the general standard of government services and access to those services in the region is comparable to that which applies in the metropolitan area; and facilitate and promote economic development in the region.




Opportunities need to be identified to work more closely with the RDCs, particularly in relation to the community services offer from local government.

1.3 Key issues & opportunities

- Governments at all levels are under increasing pressure to identify innovative solutions for service delivery in the face of expenditure demands and current levels of revenue.
- Planning for the provision of public library services sits within the context of integrated planning at the local government level and broader state and local government policy frameworks. Many public libraries in the last century operated at arm's length from other functions of their council. This has changed with improved planning frameworks across councils and imperative for sections of councils to work more closely together.
- There are opportunities for new ways of thinking about how public library services can be delivered in the future to ensure services are affordable and remain relevant.

1.4 Planning within context - Key principles, strategic implications & considerations for discussion

The following key principles have been derived from an understanding of the context in which public libraries sit and the impacts of economic constraint and state and local government policy and planning frameworks. The strategic implications and considerations for discussion have been developed from the underpinning principles.

Principle	Strategic implications	Key considerations
   Public library service planning sits within the integrated planning framework to progress council's strategic vision	<ul style="list-style-type: none"> Increased integrated planning and delivery of and library services and other council services where viable Innovative opportunities for delivery (with or through other agencies) Library service delivery meets identified community needs as identified in the Strategic Community Plan consultation process Planning for public library services needs to be set within council's overall financial and asset management considerations 	<ul style="list-style-type: none"> How could the planning and delivery of public library services be better integrated with other council services at the local level?
Public library service planning sits within the context of economic reform and state and local government policy frameworks	<ul style="list-style-type: none"> Increased collaboration across sectors Increased drive for cost efficiency (state and local) 	<ul style="list-style-type: none"> What opportunities are there for increased collaboration across sectors of government or other agencies to deliver public library services more effectively?

2. Governance & Funding

2.1 Key findings

- The *Library Board of Western Australia Act 1951* and its *Regulations* (1985) need to be amended to support the effective delivery of public library services in Western Australia.
- There is increasing disparity between the level of investment between state and local government for public libraries in Western Australia. Local government is now funding 88% of public library service delivery state-wide, yet under the governing Act the state is deemed to be the controlling body.
- There needs to be a clear understanding of the quantum of the investment from the state in public library service provision. There is an opportunity to consider how state funding could be used more effectively to address diverse needs across the state. Consideration needs to be given to alternative ways that services could be delivered from the state to support local government libraries.
- An appropriate governance model needs to be put in place to provide leadership and direction for public library service development state-wide.
- There is a need to further develop relationships between the key stakeholders in public library service delivery and to provide collaborative forums for planning and effective decision making.
- Agreed strategies from the *Structural Reform of Public Libraries Report* have taken longer than expected to implement. The governance model will need to identify clear responsibilities and mechanisms to implement changes required to deliver a contemporary library service for Western Australians.
- There is a need for a clear vision and identification of strategic priorities for public library service delivery in Western Australia.
- One size does not fit all. Local governments need increased autonomy and flexibility in how they access and use state funding for libraries to meet local needs. It is clear that the delivery model needs to transition to a two-tier or a multi-tier model.
- Local communities need to get the best value for the investment made by local and state government in the provision of public library services. In considering the key principles for good governance, fundamental questions about who delivers what services and why, and the benefits at the local level need to be posed. There is also a need to look at innovative options for how services could potentially be delivered at the local level in the future.

2.2 Legal framework for provision of public library services

2.2.1 Legislation

Governing legislation underpins the governance of public libraries in Western Australia and needs to support and progress the delivery of effective public library service delivery across the state. The organisation and funding of the 231 public libraries in Western Australia is legislated by the *Library Board of Western Australia Act 1951* and its *Regulations* (1985). The original purpose of the Library Board was to facilitate the establishment of a free public library network in Western Australia. The Act was amended in 1955 to include the management of the State Library of Western Australia in the Board's responsibilities.

The Act and associated Regulations creates a structure in which each Local Government Authority operates public libraries in partnership with the Western Australian State Government. In this partnership, the State Government is represented by the Library Board of Western Australia and local governments are represented by WALGA.

Local governments provide the library building, staff and operating costs, while the Library Board is responsible for the acquisition and delivery of shelf-ready stock to public

libraries throughout the State. The Library Board also provides an extensive database of resources, training, consultancy, regional subsidies and back-up services in the form of special collections, information and reference services, and an inter-library loan services. This relationship is depicted in Figure 3.1.

The key issue with the legislation is that, despite amendments over the period, it largely reflects the context in 1951. Local government is now picking up 88% of the total expenditure for public libraries across the state, with only 12% provided by the state government. However, according to the legislation, state government has the authority and control of public libraries.

The existing provisions reflect a paternal model of state and local government relations which may have been appropriate mid last century. Changes in the size of local government authorities, and what public libraries deliver and how they deliver them has changed this landscape significantly. It is also clear that the Regulations need to be revised to become relevant to modern public library practice.

2.2.1.1 Opportunities for revision of the Act & Regulations

The Act is currently under review and it is opportune to provide input in relation to the governance of public libraries to inform drafting instructions for the revision of the Act. Specifically, consideration should be given to:

- Clarifying the intent of the Act in respect to the provision of public library services in Western Australia.
- Amend the Act, to enable the establishment of committees and delegation of authority under the Act. This would allow for the establishment of a body charged specifically with supporting the effective delivery of public library services across the state.
- Revision of Subsection 15(2) and 18(a), 18(b) and 18 (c) of the Act to reflect current practice and the partnership role between the state and local government, particularly in relation to the:
 - Development and implementation of Agreements between the State Government and Local Government as they relate to the provision of Library Services.
 - Formulation of policies and standards for the provision to the public of Library services and monitoring and administering compliance with those policies and standards.
 - Allocation of resources as determined by a Partnership Agreement or any other Agreement between the State Government, Local Governments and/or other parties as they relate to the provision of Library services.
- Review of the financial considerations Library Board Act 1951 section 16.
- Revise the Library Board (Registered Public Libraries) Regulations 1985 which are outdated.

(There may be further opportunities for amendment to the Act if this discussion process identifies alternative governance options).

2.3 Governance

2.3.1 Provision of services to support public libraries from SLWA

As part of driving greater cost efficiency, state government departments have experienced ongoing budget cuts. SLWA has absorbed many of these cuts internally, largely quarantining public library service delivery. However, staff limitations and the impacts of restructuring within SLWA (and the loss of a dedicated public libraries unit) has had an impact. There has been a view that some costs have been shifted to local government through changes over the last few years to the Exchanges system. From SLWA's perspective, these changes are part of increased operational efficiency.

Additionally, apart from the annual capital grant allocation for public library stock provided by the state government to local government, it is difficult to quantify the state

government investment in public library services to local government. It is understood that some estimates have been provided to Treasury, but these figures are not generally available. The ability to accurately quantify this investment is critical if both state and local governments are to be assured that they are getting best value from the overall investment by the state.

It is clear that the relationship between SLWA and metropolitan public libraries in particular has been strained for some time. Relationship management will be critical in the future. If the reform agenda is to be progressed, there will need to be a stronger culture of collaboration between the key stakeholders in the interests of getting the best outcomes for local communities.

It will be one thing to identify a vision, and gratifying to develop a shared vision, but the critical success factor going forward will be how the vision can be progressed. There will need to be strong leadership and there will need to be clarification around the respective roles of state and local government in the change process, particularly in respect to funding the change process.

Whilst there has been a prevailing assumption that SLWA is the only body that can deliver the services specified in Section 3 of this Paper, this discussion process is intended to generate suggestions as to how the outcomes identified can be delivered in better or alternative ways. It may well be that SLWA retains all or some of the functions, but there may be other means of delivering services, through outsourcing, an alternative body or through a business unit with an identified budget and clear specifications for supply. This will also need to be considered in the light of the differing needs of small and larger councils.

The governance models in other states are identified in Appendix A, and some useful learnings can be applied, such as the operation of the Public Libraries Business Unit reporting to the Library Board in South Australia and the public library advisory committees reporting to the respective Library Councils and Boards operating in NSW and Queensland, and in the case of Victoria, reporting directly to the relevant Minister. However, there is an opportunity through this process to identify an innovative model that best serves the interests of state and local government, and in turn the communities they represent.

Indeed, we have the opportunity to look beyond Australia for alternate models. For example, there are several libraries internationally operated by private providers (such as Civica) through a contract and tight specifications for the supply of library technology, staffing and collections. Metropolitan Boards are also in place in many places as well as large regional library boards.

2.3.2 Provision of public library services by local government

2.3.2.1 Why local government?

Local government as the level of government closest to the community has traditionally undertaken the delivery of public library services. It is of interest to note that under the Library Board of Australia Act, 1951 there is provision for bodies other than local government to provide library services. An *"approved body"* is defined in the Act as an organisation which is not a local authority and which elects and is declared to be a body approved as suitable for participation in a scheme (Government of Western Australia, 1951. Section 3.(1)).

There is an opportunity to think differently about how services could be delivered.

2.3.2.2 Alternative models of delivery

We need to pose the question as to whether local government will always continue to provide direct public library service delivery or can some or all services be provided through or with other agencies? The funding crisis in the United Kingdom has resulted in several new models of delivery including outsourcing the delivery of services to not for profit organisations or to private providers. For example:

- All 44 libraries and the mobile, school and prison library services in Suffolk are directly delivered by an independent organisation. It has a long-term contract with the County Council to ensure the service is delivered to an agreed specification and to

work with local community groups to develop locally-focused services at each library. The Council remains the statutory authority with provision for the library service, and monitors its performance through a framework that forms part of the contract.

- Devon Council has been exploring the potential to establish a new organisation, which could be contracted by the Council from 2016 to deliver its statutory functions and to maximise the library service's potential to involve local communities in supporting and shaping library services and broader community outcomes in the future.
- Newcastle upon Tyne Council has repositioned its core library network as community hubs and will implement a fully integrated service with its Customer Service and Leisure Centres including the sharing of a front line workforce that are fully trained in customer service, leisure and sport, and library and information service delivery. The Council is also beginning to broker delivery partnerships through the hubs with the Arm's Length Housing Organisation, the Further Education College, one of the City's Universities, the Police, and other city wide and neighbourhood service providers.
- York's library and archives service (Explore) was one of the first in the country to spin out into a public service mutual organisation. As a public service independent of the council, Explore has a clear voice and purpose and is able to generate greater involvement of local people in all aspects of the service, encouraging flexibility, innovation and partnership building with the community. In addition to keeping all their libraries open the ambition is to use libraries as community hubs, such as a health and wellbeing centres in partnership with local GP practices. Explore is also working alongside Be Independent, York's adult social care public service mutual to help 3,500 elderly housebound residents to become more digitally active. Tablets and face-to-face training have been provided so that these residents can access the internet through portable Wi-Fi devices (Independent Library Report for England, pp27-29).

Commercial operators such as Civica, who had previously limited their service offer to technology solutions are now entering the market, and commercial models could well be considered at the state and local level. Outsourcing services cover collection management, full library management and operations outsourcing, and the provision of a range of library-related community development programs such as media literacy and reading programs. A typical Civica Managed Library includes:

- Collection services including shelf ready supply.
- Library consultancy for renovation and design.
- Library staffing and administration.
- Library technologies.
- Programmes and education.

Whilst these arrangements may appear radical to some, the discussion process should work from the outcomes backwards and provide the opportunity for creative solutions to be considered and tested against the key principles for good governance. The relative benefits derived by local governments in using these alternative mechanisms for service delivery would need to be assessed carefully.

At the least, consideration needs to be given to how local government can deliver library services to get the best value for their investment. This will vary in accordance with the needs and priorities of each local government, but should include looking at opportunities for delivering services with or in co-location with other sections of local government, or with other bodies, public and private. There may be some situations where the library services are offered out of other facilities, such as recreation or community centres or other infrastructure.

2.3.3 Standards for public library service delivery

Surveys across Western Australia indicate that public library services are highly valued and that there is a high level of satisfaction with their performance. They are regarded in many communities as the public face of the local council. Local government would not wish to compromise the quality of service delivery or dilute the very positive brand of public libraries. Standards and Guidelines for Australian Public Library Services have been

developed (ALIA, 2012). It will be important in any review of public library service provision in Western Australia to ensure that the service quality is retained to deliver the best outcomes for communities. In some cases these standards and guidelines will need to be adapted to provide for increased flexibility and innovative solutions, but their intent would need to be respected.

2.3.4 Partnership between state & local government

2.3.4.1 Framework Agreement

In 2004, an agreement between the State and Local Government for the provision of Public Library Services in Western Australia was established. The *Framework Agreement* aspires to a "shared vision for Western Australia's public library service as a sustainable and responsive network of vibrant and connected well-resourced, free public libraries that are hubs of community life" (Government of Western Australia and Western Australian Local Government Association, 2004, p.4).

The current *Framework Agreement* was agreed to by State and Local Government in 2010. It was to apply from December 2009 until 30 June 2014, but has now been extended until July 2015 by agreement of the parties.

The Framework Agreement focuses on a set of key, high level, principles, objectives, outcomes, outputs, roles/responsibilities at a strategic level, and management of the partnership. Three documents constitute the Agreement between the State Government and Local Government for the provision of library services in Western Australia; the Framework Agreement, the funding Agreement and the Individual Agreement.

Evaluation of the Framework Agreement

The formal evaluation process of the existing *Framework Agreement* initiated and managed by the *Strategic Library Partnership Agreement Steering Committee* (SLPASC) identified feedback from Public Libraries Western Australia (PLWA) members which indicated that the current *Framework Agreement* and governance arrangements were not working effectively. Although the concept of an agreement was seen as valid, concerns were identified in relation to the management structure and the need for greater accountability as well as the delay in progressing agreed strategies from the *Structural Reform of Public Libraries in Western Australia* Report (AEC, 2007).

In response to the review, WALGA's State Council resolved to support the development of a new vision for public library services in Western Australia, together with appropriate governance arrangements that would support achievement of this. In addition to WALGA's commitment, the Library Board of Western Australia met in December 2013 and "confirmed its continued support of the partnership between SLWA and local government as articulated in the Framework Agreement", and confirmed it "will work with WALGA to determine a new model of governance for the partnership."

2.3.4.2 SLPASC

The governance model that oversees the provision of public library services was originally undertaken by a Joint Advisory Committee (JAC) established in 2005 and dissolved in 2008. This was replaced by the Strategic Library Partnership Agreement Steering Committee (SLPASC.) Representation on SLPASC includes WALGA, State Library of Western Australia, Library Board of Western Australia, Department of Local Government and Communities, Local Government Managers Australia and Public Libraries Western Australia.

The role of SLPASC is to facilitate the development of a state/local government partnership for public library services in Western Australia by working at the strategic level to drive the structural reform process and communicating with relevant stakeholders. SLPASC was also charged with the responsibility of facilitating the development of the new Partnership Agreement.

In 2010 SLPASC rebadged the Structural Reform Report as *Building a Brighter Future for Public Libraries*, with the identified priorities of a tiered system for exchanges, transfer of ownership of stock, Local Level Agreements, and the revised funding formula. Of these, the new funding arrangement and funding model has been approved, and the Local Level

Agreement approved by local government, WALGA State Council and Library Board of WA, but not yet implemented.

A PLWA Position Paper in May 2014 states that the "SPLASC Governance set up is no longer fit for purpose, and that the existing structures are actually hindering progress" (SPLASC Governance Model PLWA Position Statement 16th May 2014. p.2). Feedback provided by PLWA noted that:

- Although the Framework Agreement is still valid, the partnership was not working in its current form:
 - The Framework Agreement had not met its identified objectives.
 - There was a need to review the management structure.
 - There was a need for greater accountability.
 - The status of the Local Level Agreements and the position of SLWA and the Library Board to progress these needed to be clarified.
 - There had been little progress with the structural reform of public libraries.
 - Local government reform needed to be identified as a driver for change.
- (SLPASC has been suspended while the new governance model is explored).

2.3.4.3 Operational Management Group

SLPASC has created an Operational Management Group (OMG) to report and provide technical and management advice and to manage the implementation of changes in services and processes. Both SLWA and PLWA are represented on SLPASC and OMG. It is understood that the OMG has proven successful in recent times in spearheading and addressing operational issues through a work plan and a process for communicating progress against actions.

Local Level Agreements

Local Level Agreements formalise the relationship between the Library Board of Western Australia and local governments. These Agreements detail the respective obligations of the parties in relation to service delivery and identify standards, regulations, and operating and reporting guidelines.

The key sections of the agreement are those stating Local Government and Library Board obligations with respect to core products and services to each other and to the Western Australian public. Additionally, reference is made to compliance with specified regulations, standards, reporting and operating guidelines. The intent was that the Library Board and each Local Government would sign an individual agreement based on the template. This is similar to the Service Level Agreements used in Queensland (SLAs).

Although the Local Level Agreement was endorsed by WALGA in 2011, it has yet to be formalised with any local government authority by the state government due to resource issues at SLWA.

2.3.5 Determining the most effective governance model for public libraries in Western Australia

2.3.5.1 Elements of good governance

The complexity of governance is difficult to capture in a simple definition. The Institute on Governance (IOG) notes that authority, decision-making and accountability are the three key dimensions (IOG, 2014). Governance determines who has power, who makes decisions, how other players make their voice heard and how account is rendered.

The United Nations enunciates a set of principles that, with slight variations, appear in much of the literature (Institute on Governance, 2014). These are:

- Voice Participation – all stakeholders have a voice in decision-making, either directly or through legitimate channels that represent their intention.

- Consensus orientation – good governance mediates differing interests to reach a broad consensus on what is in the best interest of the group and, where possible, on policies and procedures.
- Direction and Strategic vision – leaders have a broad and long-term vision and strategic direction and perspectives are articulated clearly.
- Performance Responsiveness – processes try to serve the interests of the stakeholders.
- Effectiveness and efficiency – results are achieved that meet needs while making the best use of resources.
- Accountability – decision-makers are accountable to stakeholders.
- Transparency – transparency is built on the free flow of information.
- Fairness – processes support equity.
- Rule of Law – legal frameworks are adhered to.

In summary, good governance is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive, and follows the rule of law. Good governance is responsive to the present and anticipates the future, exercises prudence in policy-setting and decision-making, and ensures that the best interests of stakeholders are taken into account.

2.3.6 Options for a governance model for public libraries in Western Australia

It is the intent of this *Background Paper* to consult on options for an appropriate and effective governance model for public libraries in Western Australia. Consideration could be given to a range of governance models including (but not limited to):

- A Framework Agreement between state and local government with a strategic steering group and an operational management group with revised representation of both groups (refined status quo).
- A Framework for Collaborative action between state and local government and Public Libraries Western Australia based on agreed vision, objectives and strategies, with a representative strategic steering group and operational working groups put in place as required to progress actions (e.g. Victorian Model).
- An advisory sub-committee of the Library Board of Western Australia with representation from the state and local government (e.g. NSW and Queensland model).
- A separate business unit for Public Library Services reporting directly to the Library Board, funded through the allocation of funding to public libraries and based on business principles (e.g. South Australian Model).
- A Committee governed by a Board of stakeholder representatives with standing working groups and/or working groups established on a project basis reporting directly to the relevant Minister (e.g. WA State Emergency Committee; Ministerial Advisory Committee (MAC) in Victoria).
- An independent business or an entity with a representative Board with a contract to ensure library services are delivered to an agreed specification. The business is funded from contributing councils according to an agreed formula along with the state public libraries allocation. The scope and level of services provided or sourced is negotiated by parties to an agreed specification. Performance is monitored through a framework that forms part of the contract (Adaptation of the Suffolk Model and the basis of the Regional Library Corporations in Victoria delivering services to multiple councils). Indeed, consideration could be given to one metropolitan Library Board or a series of Regional Boards that oversees library service delivery for metropolitan councils or councils within a region.

2.4 Funding public libraries in Western Australia

2.4.1 Funding from State Government

The *Funding Arrangement between the Minister for Culture and the Arts and WALGA Regarding Funding for Public Libraries* (Funding Arrangement) quantifies the level of known State Government funding for public library acquisitions.

2.4.1.1 The funding allocation model

The Funding Arrangement identifies the level of State Government funding for public library acquisitions. The current allocation is capital and local governments are required to purchase collection materials. State Government allocation is as follows:

Table 2.1 State Government funding allocation 2010-2011 to 2017-2018

Financial year	Funding allocation
2010-2011	\$9,307,000
2011-2012	\$9,512,000
2012-2013	\$9,235,000
2013-2014	\$9,438,000
2014-2015	\$9,502,000
2015-2016	\$9,710,000
2016-2017	\$9,924,000
2017-2018	\$10,074,000

Source: SLWA

2.4.1.2 Funding review

The funding model has been reviewed extensively over the past five years. SLPASC established a representative Funding Model Working Group in August 2009 to investigate and present recommendations for a new funding allocation model. The revised model was approved in October 2010. The funding model was also reviewed prior to the 2011-2012 financial year by a working group comprising SLWA, WALGA and public library representatives. The revised model was subsequently approved by the Library Board and WALGA State Council. The Minister approved the changes in September 2012 and the revised model was applied to 2012-2013 funding.

The current allocation model is relatively robust. Population is a sound base measure for allocations. It is simple, equitable, reliable, and transparent. Adjustments for minimum allocations, regional centres and remoteness are transparent and fair and are used in other states successfully.

Table 2.2 State Government funding allocation model factors

Factor	Funding allocation	Comments
Demand factors		
Resident population	WA Planning Commission publication - WA Tomorrow (changed to ABS 3218.0 in 2012)	Population forecasts at the end of the financial year used. Updated each year. This is the key determinant of level of individual allocations.
Regional centre	WA Planning Commission hierarchy of regional centres (changed to include Activity centres hierarchy from Directions 2031 and Beyond)	Three levels used and resident populations of each regional centre increased by agreed percentages – 15%, 10% or 5%.
Disadvantage factors		
Population dispersal – remote population centres	ABS data	Criteria for inclusion are population centres with more than 500 residents and more than 50 klms from nearest population centre (changed to 25 klms in 2012).
Minimum allocation	Determined by application of model	20% of the total available funds applied to a minimum allocation per local government – a safety net for local governments with small populations.

Factor	Funding allocation	Comments
Secondary library	Known existing public libraries	Minimum allocation local governments will receive an additional 50% of the minimum allocation if they have an existing library open 12 or more hours per week (hours from Operational standards for public libraries) (changed to 70% in 2012).

Source: SLWA

2.4.2 Funding models used elsewhere in Australia

Queensland is the most relevant comparison for the funding of library services in a state with high geographic dislocation and isolation for many communities and huge diversity in the size of local government authorities. Queensland has retained its two-tier model based on population with Tier One (Independent libraries with populations above 15,000) receiving funding directly and Tier Two libraries participating in Rural Libraries Queensland (RLQ).

For Independent Libraries, 50% of the grant is tied to collection expenditure and up to 50% can be spent on library priorities. The grant funding is automatically indexed each year for population growth, and is administered under a Service Level Agreement (SLA) for both Independent and Rural libraries. In lieu of a cash grant, local governments participating in RLQ receive a notional allocation which funds the purchase of library materials and e-resources accessed from a networked web catalogue. The physical library materials are refreshed regularly at each site. In addition, a cash grant is paid directly to RLQ local governments for libraries that operate 6 hours or more per week for local needs such as tablets, e-readers, programming or other resources.

The funding allocations are publicly available on the State Library of Queensland's website. Of particular interest is the grant funding designed to support public libraries to enhance the appearance and functionality of library spaces, enabling public libraries to create new spaces for engagement, collaboration and community connectedness. Grants totalling \$253,700 were awarded to 13 councils under the 2013 *Creative Community Spaces Grant* in Queensland as part of the *Vision 2017: Incubators of ideas, learning and innovation grant* round. Public libraries in Queensland have to compete with other sections for infrastructure funding under the Queensland Local Government Grants and Subsidies Program (LGGSP).

Libraries in NSW receive a grant based on per capita with a disability weighting as well as a competitive grants process for funding up to \$200,000 for new infrastructure. Victoria has a similar model with provision of a *Public Libraries Funding Program* in addition to the government's *Living Libraries Infrastructure Program*.

2.4.3 Options for revision of the Funding Model for public libraries

2.4.3.1 Movement from a capital to a grants based model

Public library funding provided by the State Government to State Library of Western Australia is capital funding. There is agreement that a grant based system (similar to Queensland) would be more appropriate to ensure library stock meets community need.

In order to do this, funding would need to move from capital to recurrent funding. This also has the benefit that indexation can be applied.

2.4.3.2 Provision of flexibility to local government in the funding model

Local governments need the flexibility to be able to maximise the value of the state funding allocation for public libraries. The existing model of the provision of capital funding for stock purchase only does not reflect the diverse needs of local government.

In line with the recommendations of the *Structural Reform* report it is suggested that a tiered model similar to that operating in Queensland would be the most appropriate delivery model for Western Australian public libraries.

It is suggested that *Tier One* local governments should receive cash based grant and not participate in the Exchanges system.

Tier Two local governments would continue to receive an allocation that can be pooled. They would have the option of selecting resources themselves or work with SLWA staff to develop this capacity over time. *Tier Two* local governments could also choose whether to remain in the Exchanges system based on local needs. Consideration could also be given to providing further flexibility within *Tier Two* to provide alternative options to support very small local government areas that could be serviced in a more targeted way.

The criteria for determining *Tier One* or *Tier Two* (and potential levels within *Tier Two*) will need to be determined, but a modified population base (as applied in Queensland) could be considered. The implications of local governments self-selecting the relevant Tier would need to be assessed from a service as well as a cost-efficiency basis. SLWA has already indicated that the Exchanges system will still be viable without the participation of the large metropolitan councils.

The experience in other states also indicates that there is merit in providing some discretion for *Tier One* councils as to how they will spend their funds. For example, a proportion of the allocation could be tied to collections (e.g. 80%) with the local needs driving expenditure of the balance. (The Queensland model has demonstrated that larger libraries have increased their discretionary spending up to 50% from the grant since that flexibility was introduced).

2.4.3.3 Supporting library infrastructure

Projections for local government investment in public library infrastructure to 2025 highlight the need for an assessment of how these assets are to be funded. Victorian and NSW state governments support local government library infrastructure through competitive grant funding. Consideration could also be given to investigating the feasibility of a public library infrastructure investment fund, similar to the former Culture and the Arts Facilities Fund (CAFF) which was delivered through Department of Culture and the Arts and modelled on the successful Community Sport and Recreation Facilities Fund administered by the Department of Sport and Recreation.

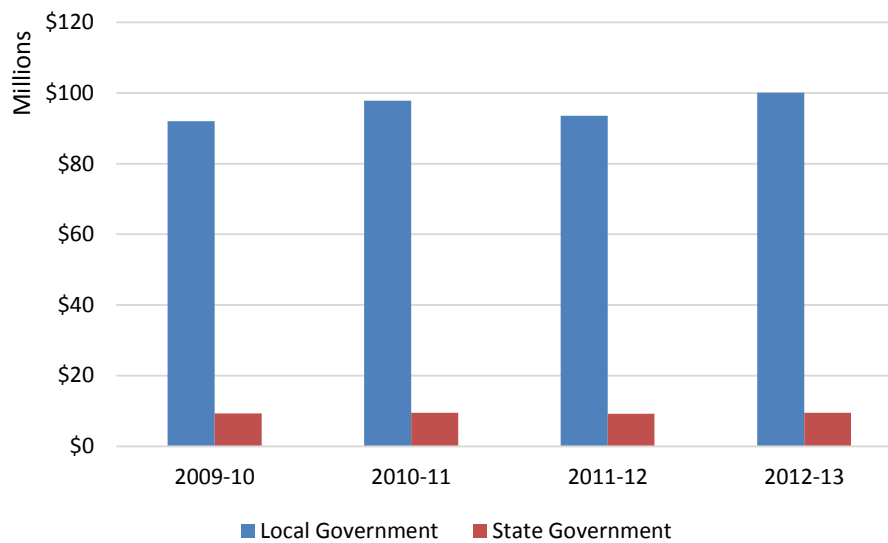
2.4.3.4 Supporting innovation

Additionally, some consideration should be given to competitive innovations grant fund that particularly encourages joined up service delivery and innovative options for the use of infrastructure or technology. Similar funding in NSW, Victoria and Queensland has resourced the development of alternate delivery models and innovations that have been showcased nationally.

2.4.4 The quantum of funding

There is increasing disparity in the relative investment in public libraries by local and state Government in Western Australia. The cost was once shared equally.

Figure 2.1 WA Public Library Funding Allocations



Notes: Calculation based only on those LGAs that reported public library data. Local Government is the budget allocation from local government (operating + capital) State Government allocation is from Table 2.1.
Source: SLWA, AEC

Victoria and NSW have embarked on strong and united advocacy campaigns for increased and more equitable funding to stop the cost shifting to local governments for library service provision. Local government associations and the public library networks in both states have worked closely in this advocacy and have had some success in state budget allocations, particularly in Victoria. A collegiate approach in Western Australia will be required to prevent further decline in the state's relative investment.

2.5 Key Issues & opportunities

- The governing legislation for public library service provision does not enable best practice in governance and delivery. Local government is currently financing 88% of the total cost of delivering public library services, but, under the existing Act, is accountable to the state for the performance of public library services.
- The real level of financial support provided by the state to local government to support public libraries is difficult to identify (apart from the annual capital grant funding). It is unclear if local government is getting the best value from the total investment by the state to support public library service provision. An alternative provider to SLWA to deliver services (or selected services) to support public libraries has not been identified or assessed to date. Options should be investigated to ensure that the state and local government are getting the best value for money.
- There is a need for stronger leadership for the public library sector in Western Australia and a need for better relationship management between the key stakeholders. The lack of a shared vision for the future of public library services and agreement on strategic direction (and how that can be resourced) has impeded progress.
- Although some of the recommendations from the *Structural Reform of Public Libraries in Western Australia* report have been implemented, progress has been slow in implementing much needed change. There is a growing sense that there will need to be some significant structural and cultural change to progress reform.
- Although the funding allocation model is robust, the existing capital grant funding from state to local government does not provide local councils with the flexibility to allocate funds to deliver the best outcomes at the local level. Small and remote libraries will continue to need support, but larger libraries should have the option of receiving a cash grant, with some discretionary expenditure. There is a need to move to a 2-tiered or multi-tiered model to cater to the diverse needs within the identified tiers of local governments.




- The relative quantum of funding provided by state and local government to provide public library services across the state is of concern. This is not dissimilar to the situation in the other state. Joint advocacy from library and local government associations, particularly in Victoria, have been instrumental in retaining and improving funding allocations.




Some fundamental questions about who should deliver local public library services and how they can best be delivered to optimise the investment made by local government have never been posed. These questions need to be addressed in thinking about the future of public library services in Western Australia. Innovative models need to be identified and tested against the principles for delivering library service and their viability at the local level.



2.6 Governance & Funding - Key principles, strategic implications & considerations for discussion

The following key principles have been informed by United Nations principles for good governance as well as principles for models of governance identified in other states. The strategic implications and considerations have been developed from the underpinning principles.

Principle	Strategic Implications	Considerations
   Fairness and Rule of Law	<ul style="list-style-type: none"> • Flexibility for local governments to meet the needs of their diverse communities • Governance model supports the 2 tier or multi-tier structure • Governance model continues to support fair funding allocation model • The governance model operates within identified legislative framework • Amendments to the <i>Library Board of Western Australia Act 1951</i> progressed • Governance body operates effectively within good governance guidelines • Decision making and processes promote equity for diverse local governments and communities 	<ul style="list-style-type: none"> • What amendments to the Library Board of Western Australia Act 1951 and its Regulations (1985) would be required to support a new model of governance for public libraries in Western Australia to best support public library service provision? • What changes are required to the state government funding model to provide increased flexibility for local government?
Effectiveness and efficiency and performance responsive	<ul style="list-style-type: none"> • The model supports the achievement of identified strategies in a timely manner • Resources are identified to progress strategies and used in the most cost/effective way • Ability to adapt plans and allocate resources for strategic priorities • Innovation fostered 	<ul style="list-style-type: none"> • Are there alternate ways that library services provided from the state could be delivered? • Are there alternative ways of delivering public library services to local communities in the future?

Principle	Strategic Implications	Considerations
 Strategic vision and direction	<ul style="list-style-type: none"> • A shared vision as the framework for collaborative action • Clear strategic direction, objectives, principles, roles and responsibilities • Clear understanding of trends and emerging trends for public libraries • A focus on strategic outcomes 	<ul style="list-style-type: none"> • What are the strategic priorities for public libraries in Western Australia over the next 10 years?
  Voice participation and consensus orientation	<ul style="list-style-type: none"> • A governance framework that is representative and can progress actions • Effective relationship management and communication channels with key players involved in decision making • Policy and procedural discussion includes input from key stakeholders (either through direct representation or through an Advisory Group) • A collaborative approach to developing consensus views • A commitment to mediating and resolving differences • A process for gathering feedback 	<ul style="list-style-type: none"> • Do we need an agreement for collaborative action between the parties? If so, what should this agreement include?
Accountability and transparency	<ul style="list-style-type: none"> • Clear roles for identified groups • Responsibilities and clear timeframes for strategies and actions to enable the vision • Key stakeholders are informed of progress on actions and timeframes • Issues delaying progress are addressed through joint problem solving • Free flow of information • Accurate record keeping and acquittal of monies expended 	<ul style="list-style-type: none"> • What governance structure will provide the best means of progressing the strategic direction? (Refer Appendix A)

3. Public library service delivery in Western Australia

3.1 Key findings

- There needs to be greater clarity within the local government sector about the role and purpose of public library services and how this aligns with council's strategic planning processes.
- There needs to be agreement about what constitutes a core or value-added library product or service and what services public libraries will deliver, facilitate or broker in the future.
- The significant differences in the size and scale of local governments will require different service delivery strategies in the future from the state.
 - Small and remote libraries will continue to need support through an Exchange service and other support services, but this service must operate in the most effective way and be responsive as far as possible to very diverse local needs. There is a need for a central clearing house and logistics management for the Exchange service.
 - Many large metropolitan libraries believe that SLWA will play a decreasing role in their support in the future.
- There are existing economies of scale in centralised procurement and the availability of online selection tools through SLWA. However, this does not preclude larger libraries from participating in other forms of consortia to purchase collections funded by local councils if discounts and supply specifications can be matched or bettered.
- Centralised collections for Languages other than English (LOTE) and e-Resources should be maintained.
- A central inter-library loan facility needs to be provided.
- There is a need for a central point for the collection and sharing of public library statistics and service delivery information.
- The existing Regional model needs review. More effective methods and resources need to be identified to support small rural and remote communities.

3.2 Definition & role

In the face of changes in products and services and changing contexts and conduits for the delivery of public library services, the question: *"What is a public library"* has been posed. Traditional definitions in the last century have been largely building or collections centric.

Changes in how media and information is distributed and accessed and innovations in service delivery with the emergence of hybrid models of service delivery have generated a broader view. The International Federation of Library Associations (IFLA) notes that *"the public library is a locally based service meeting the needs of the local community and operating within the context of that community"*. More specifically, it is noted: *"the principle of planning library development from a service rather than a building perspective is important."* Consequently, reference is made in this report to public library services, rather than public libraries. How each local government responds to local need through the delivery of library service will vary with diverse contexts. These will include variations in size, funding priorities, opportunities for joined up services and community expectations.

IFLA states that *"the primary purposes of the public library are to provide resources and services in a variety of media to meet the needs of individuals and groups for education, information and personal development including recreation and leisure. They have an*

important role in the development and maintenance of a democratic society by giving the individual access to a wide and varied range of knowledge, ideas and opinions.”

IFLA summarises this purpose as:

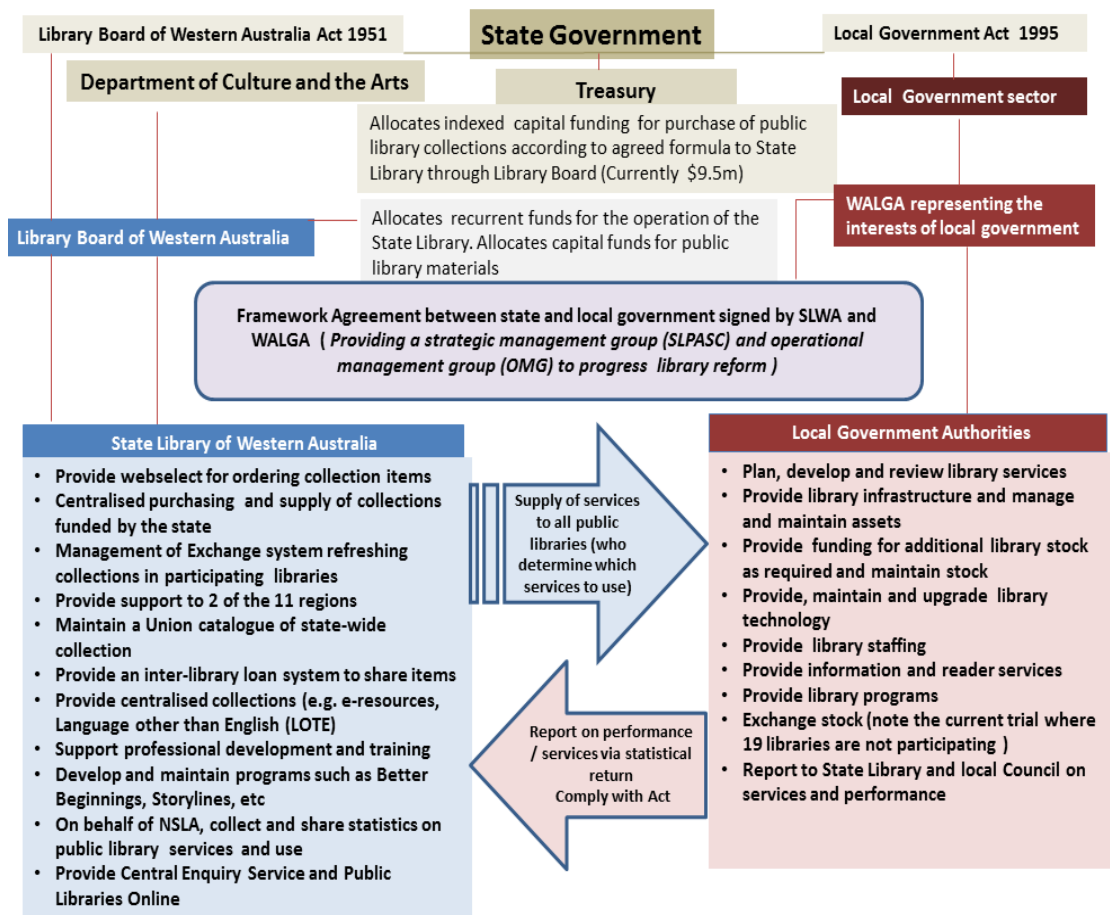
- Supporting learning and literacy in all its forms.
- Making all kinds of knowledge and information readily available.
- Providing opportunities for community building and creative development.
- Collecting, preserving and promoting local culture in all its diversity (IFLA, 2001, p.13-23).

3.3 The Delivery Model in Western Australia

Each Local Government Authority operates public libraries in partnership with the Western Australian State Government (represented respectively by the Library Board of Western Australia through SLWA and WALGA).

Local governments provide the library building, staff and operating costs, while the Library Board is responsible for the acquisition and delivery of shelf-ready stock to public libraries throughout the State. SLWA also provides a suite of services to local government. The take-up of some of these services is dependent on the size of the local government authority. This relationship is depicted in Figure 3.1.

Figure 3.1 Model of WA Public Library Service Provision



Source: AEC

3.4 Public library services delivered by local government

Public library services support a range of community outcomes including:

- Facilitating well-informed, literate and learning communities.
- Building connected and resilient communities.
- Preserving community memory.

Products and services that support these outcomes include:

- Provision of collections (traditional and digital).
- Facilitating access to collections.
- Developing traditional and digital literacies.
- Delivering / facilitating programs and events.

3.4.1 Core & non-core library services

There is nothing in the governing Act or *Regulations* for public library services in Western Australia to prescribe what services are identified as free of charge to the user or what services can attract a fee for service, except in the Regulations, where it is noted that a charge shall not be made for the registration of a reader, for the issue of a reader's ticket or for the loan of books (Government of Western Australia, Regulations, 1985.)

Work was done to define core services as part of the *Local Level Agreement for the Delivery of Public Library Services* developed as part of the Framework Agreement, (WALGA State Council Meeting Full Minutes, October 2011, p.114). The core products and services were identified as:

- Entrance to the Library building – includes occupation of general public spaces within the building during general opening hours.
- Membership of the statewide library system for all Western Australians.
- Loans and renewals of items from the general lending collections of the Library.
- Access to the information and other resources of the library for use on the library premises – includes public access to the internet for research and accessing information content but may exclude personal transactions, use of email and other communication modes that may be considered value-added.
- Access to local public library catalogues, to the statewide catalogue, to online databases, e-books and access to the SLWA website – includes provision of the necessary means of access (hardware and infrastructure) and basic assistance by staff as well as introductory training for library clients in the use of local and statewide catalogues and electronic resources.
- Assistance in the use of the library and provision of basic reference/information services – includes assistance to identify and locate library materials (by any appropriate means) within the library or from other sources and assistance to identify, retrieve and make available, relevant information (by any appropriate means) in response to requests for information by library clients.
- Provision of an interlibrary loans service to the community through participation in a statewide service. Loans must as a minimum include items purchased with state government funds.
- Access to any assistive technology or devices designed to provide equity of access to library collections by people with disabilities – e.g. magnifiers, text scanners, large print screen displays, and voice output.
- Provision of basic library programs that:
 - Educate the general community or sections of the community about the availability and nature of public library services.
 - Train clients to develop skills and increase the knowledge necessary to access Core Library Products and Services.

- Directly support or foster literacy by facilitating the development of language acquisition and the acquisition of reading skills, e.g. story times, family literacy programs.
- Facilitate equity of access to library resources and Core Library Products and Services by particular segments of the community who may experience barriers to using a library, such as seniors, Aboriginal and Torres Strait Islander peoples, people with disabilities or those from non-English speaking backgrounds.
- Outreach services that enable access to the library's collections, core services and programs, such as home delivery services, bulk loans to aged care facilities, schools, pre-schools and other community facilities within the LGA.

3.4.1.1 Definitions of core & non-core services in other states

There has been significant discussion internationally as to what constitutes core and non-core library services. Certainly, there was a flurry of activity with the introduction of Internet services in public libraries and state and public libraries developed guidelines and policy to inform practice. State Library of Queensland identifies core services as part of their Service Level Agreements as follows:

- Entrance to the library.
- Assistance to use the library.
- Lending, reference and information services
- Access to an Online Public Access Catalogue.
- Access to electronic resources and library and information services over the Internet.
- Free access to the Internet via in-library computers or devices, or via Wi-Fi for customers using their own devices.
- Services and programs that promote literacy, social inclusion and diversity.
- Interlibrary Loan arrangements with other Queensland public libraries.
- Reciprocal Borrowing across Queensland.

The Victorian network of public libraries goes a little further and defines value-added services based on previous work done at a national level (PLVN, 1999).

Table 3.1 Public Libraries Victoria Network definition of basic and value added services

Basic Services	Value Added Services
<ul style="list-style-type: none"> • Provide access to the library's information resources, regardless of the format in which material is held, and including print, tape, disk, CD ROM and networked electronic resources • Provide assistance with the use of the collection and with reference enquiries • Provide training in the use of public access catalogues • Lend items from the collection to members of the public for specific periods of time • Educate the public in the effective use of public libraries • Provide special programs such as story-telling • Provide any additional service which enables access to other basic services (For example, books on wheels services and bulk loans). 	<ul style="list-style-type: none"> • Use of remote online resources where access is only obtainable by payment of a specific per use charge, but excluding use of online resources which are paid for by subscriptions, site licenses or other non-use based charges • Providing access to loans from collections outside the public/State library network, such as academic, government or special libraries • Reserving specific items in library collections • Providing printed or electronic copies of materials held or accessed by the library • Providing for public use standard office software, such as word processing and database software • Requiring staff to undertake research, to write reports, or to provide other high level support • Providing any service which attracts an external service charge, e.g. on-line database searching, speakers, theatre performances • Libraries may charge for some forms of Internet use, where the nature of the use is not primarily focused on information. Such uses include receiving and sending e-mail, Internet chat, game sites and financial transactions. If a library decides to charge for these facilities, it can determine the level of the charge.

Source: PLVN

3.4.1.2 What will be core & non-core library services in the future?

The definition of core and value-added products (that is, what will be provided free of charge and that which may attract a charge) will need to be reviewed.

It is also an opportune time to identify further opportunities for public libraries to generate revenue. This could be done with state, federal and non-government bodies and the discussion could include provision of other agency services through existing infrastructure as well as the delivery of services with or on behalf of other agencies.

3.4.2 Products & services provided by public libraries in Western Australia

Overall, there is a broad range of products and services provided by public libraries.

Table 3.2 Spread of products and services provided by public libraries

Products & services	Online resources	Services & facilities		
Books and magazines for loan	E books / e audio books	Dedicated library building/s	Scanning	Corporate Library Service
DVDs for loan	E magazines	Provision of library space with another provider / agency or partner	Fax	Council Customer Services provided from library
CDs for loan	E films	Computer lab / technology / training room	Meeting rooms	Other agency services (Post Office etc)
Audiobooks for loan	E music	Online Public Access Catalogue computer/s (OPACs)	Self-check issues and returns	Tailored services to business
Games / toys for loan	On-line learning tools	Personal Computers (PCs) for public use	Online / virtual membership	Display and exhibition services for bodies outside council (e.g. art show)
Prints / posters for loan		Internet access - Wifi	Reference service	Programs for older persons
Foreign / Community Language collection materials for loan		Internet access - other	Reservation service	Community Information Service
English as a second language collection materials for loan		E book readers	Inter – library loan service	Reader Education Services (Advice, reading lists etc)
Reference resources for use inhouse (not for loan)		Tablet / laptop computers	SMS notification service (reminders, reservations etc)	Prison / hospital services
CD-ROM databases for use inhouse (not for loan)		Printing	Technology / digital literacy classes or personal instruction	Assistance to complete government or business forms, applications or similar that can only be completed / accessed online
Genealogy resources		3D printer/s	Concierge service	Mobile Library Service
Local History resources		Photocopying	Assistance with genealogy	Services for persons with a disability (Hearing Loops, Readers for the visually impaired)
Software programmes for use in the library		Printing	Book club/s	Programs for children

Products & services	Online resources	Services & facilities		
		Tailored programs for Indigenous community members	JP Services	Programs for young adults
		Programs for new migrants or persons with English as a second language	Sale of books or other items	Programs for the general community
		Housebound service	Literacy Services (e.g. Read/WriteNow)	Service/s to Nursing Homes

Source: AEC

PLWA has recently funded a survey of public libraries in Western Australia aimed at identifying the depth and spread of service delivery across the state. This information is provided separately as supporting information to this discussion process.

3.5 Services provided by the State Library of Western Australia for public libraries

Table 3.3 Services provided from SLWA to local government

Service provided	Client group	Outcomes
Governance and Funding		
Inputs into revision of the Act	All local governments	<ul style="list-style-type: none">• Advice to provide more relevant legislation• A vehicle for co-operative action (state/local government through partnership agreement)• Policy and funding decisions informed by SLWA inputs
Inputs into developing Framework Agreement and Local Level Agreements	All local governments	
Inputs into public library policy	All public libraries	
Negotiation with State Government on budget allocation	All public libraries	
Advocacy of role and value of public libraries	State Government / All local governments	
Selection and procurement of library materials		
Manage tender and tender contract for supply	All public libraries	<ul style="list-style-type: none">• Discounts maximised through central tender• Economy of scale<ul style="list-style-type: none">◦ Central selection mechanism◦ Shelf-ready supply• Support for small / remote libraries
Maintain selection list	All public libraries	
Selection for non-selecting libraries	Non-selecting libraries	
Selection for 2 of the 11 regions	2 of the 11 regions	
Provide Exchange Service		
Circulate Exchange materials with bibliographic records	Participants in Exchange	<ul style="list-style-type: none">• Collections refreshed with new items in libraries participating in Exchange system
Co-ordinate logistics for Exchanges (courier, van services)	Participants in Exchange	
Select Exchanges for non-selecting libraries	Non-selecting libraries	
Maintain Union Catalogue of the state-wide collection		
Source, edit and load records	All libraries	<ul style="list-style-type: none">• Single database of state-wide collection
Maintain integrity of database	All libraries	
Provide Inter-library loan service		
System support for inter-library loan software (VDX)	All libraries	<ul style="list-style-type: none">• State-wide collection items and selected items owned by local government shared through inter-library loan
Delivery of inter-library loans	All libraries	
Professional Development		
Provide seminars, presentations, tours	All libraries	<ul style="list-style-type: none">• Public library staff in smaller and remote libraries supported through online and onsite training• Public library staff state-wide supported through professional development and information exchange opportunities
Provide training (online and onsite)	All libraries	
Provide Central Enquiry Service and communication exchange	All libraries	

Service provided	Client group	Outcomes
Provide central specialised collections		
Provide and maintain <i>Languages Other Than English Collection</i> (LOTE) centralized collection	All libraries	<ul style="list-style-type: none">• Discounts maximised through central tenders for specialised collections• Economy of scale in e-resource central license negotiation
Select and deliver E-resources for statewide collection	All libraries	
Provide Programs		
Manage, maintain, deliver and evaluate Better Beginnings program	All libraries	<ul style="list-style-type: none">• High level sponsorship to develop literacy skills for the very young• Economy of scale in central co-ordination
Provide Better Beginnings Aboriginal program	Aboriginal communities	
Collect and share statistics		
Collect and share statistics	All libraries	<ul style="list-style-type: none">• Public library service performance in Western Australia evaluated• Data provided to produce national overview comparisons on public library performance
Provide statistics for national comparisons	State and local libraries	

Note: The costs for the LOTE and E-resources collection and shelf-ready costs come from the public libraries funding allocation.
Source: SLWA, AEC

3.5.1.1 Collections procured with State Government funding

Larger libraries have the ability to select their own stock from their allocation from the state government through a centralised online ordering system called WebSelect). These are procured centrally to maximise discounts and new items are sent shelf-ready directly to the larger libraries by the suppliers. Many of the larger libraries have also have budget allocations to provide additional collections to meet local needs and have the choice of using the SLWA centralised purchasing system or other procurement methods. (These libraries are called "selecting libraries"). Typically, selecting local governments are staffed by professional library staff.

Smaller libraries that do not have the capacity to select their own stock are identified as "non-selecting libraries" and SLWA chooses items on behalf of all these libraries in the state. These items are sent to SLWA by the library suppliers and become part of the pool of items that are circulated to libraries participating in the Exchanges system. Usually, non-selecting libraries are staffed by non-professional staff, who often complete library duties as a small part of their overall position.

The public library stock purchased with the state government allocation in Western Australia is treated as an integrated state-wide collection and remains the property of the Library Board of Western Australia. Stock purchased with local government funding is the property of that authority.

3.5.1.2 Exchanging stock

The Exchanges system simply provides the opportunity for libraries to have stock refreshed at regular intervals through the circulation of stock items around libraries in the state. (For example, a non-selecting library receives an exchange from SLWA 12 times per year, comprising a mix of new and used items based on a profile provided by the library. (The State Library acts as a clearinghouse for the circulation of the stock between libraries).

Significant changes in the size of local government authorities, population growth, and the increased provision by many local governments of locally owned collections, has meant that many larger library services have outgrown the Exchanges model. The need for change to reflect this was highlighted in the *Structural Reform of Public Libraries in Western Australia* report and the *Library Exchange Review* (Empired, 2012).

Currently, a 12 month pilot is in place where local governments have been able to opt in or out of the Exchanges system (19 local governments have opted out of the system, primarily from the metropolitan area). It is clear, however, that many small libraries will require ongoing participation in the Exchanges system to refresh stock.

3.5.1.3 Supporting regional, rural & remote areas

Given the geographic dislocation and remoteness of some communities across the state, providing library collections and services to small or remote communities has been one of the largest challenges for SLWA. A Regional Model, where a nominated larger library in the region takes on some responsibilities for supporting smaller libraries in the region is currently in place. These regions and the number of libraries in each region are depicted in Figure 3.2.

Regional libraries currently prepare an annual Activity Plan detailing support for small and remote libraries in their region. The Plan includes the provision of a number of Core Services (such as general support, training, regional meeting and conducting in-region visits), and may also include suggestions for Value Added Activities. The Plan details the support that the Regional Library will provide in the region for the coming year and is agreed by each of the LGAs in the region and then submitted to SLWA for assessment. Regional libraries are then subsidised for the provision of core services by SLWA. This subsidy comes from SLWA's recurrent budget. At present SLWA undertakes the role of "Regional Library" for 2 of the 11 regions (Central and Goldfields Regions).

SLWA selects items for all the non-selecting libraries. The selecting libraries do their own selection of new and used resources. (All Regional Libraries are selecting libraries, together with a number of other libraries in some of the regions).

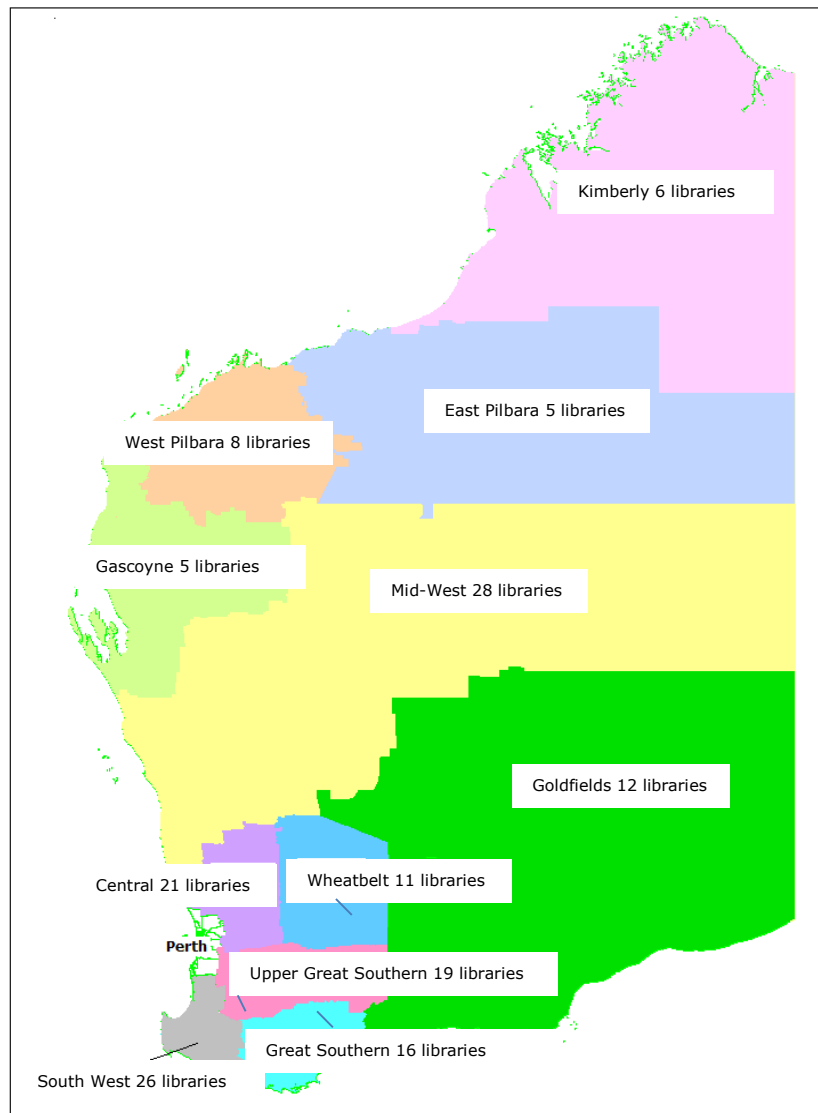
Table 3.4 WA Regional Libraries

Region	Regional Library
Great Southern	Albany Public Library
South West Region	Bunbury Public Library
Upper Great Southern Region	Narrogin Regional Library
East Pilbara Region	South Hedland Public Library
Gascoyne Region	Carnavon Public Library
Kimberly Region	Broome Public Library
Mid West Region	Geraldton Regional Library
West Pilbara Region	South Hedland Public Library
Wheatbelt Region	Merredin Public Library
Goldfields Region	Looked after by SLWA
Central Region	Looked after by SLWA

Note: Augusta, Margaret River and Kalgoorlie libraries have withdrawn from the Regional Model
Source: SLWA, AEC

SLWA also supports libraries located in the Indian Ocean Territories (Christmas Island, Cocos Home and Cocos West Island libraries) through the selection of new and used resources.

Figure 3.2 Regional Map of Western Australia – Library Regions and number of Libraries



Source: AEC (2007)

3.6 Key issues & opportunities

3.6.1 Collections

The operation of the Exchanges system is the major service provided to public libraries by SLWA. As noted in the *Library Exchange Review*, ongoing efficiencies will be required in the Exchanges system, including increased automation and better logistics management for the exchange of materials.

Additionally, it should be noted that very small local governments may have different needs to their relatively larger counterparts in the country. It is significant to note that 11 of the 40 country LGAs are lending less than 1,000 items per annum and that of these there are 6 LGAs lending less than 600 items per annum, with several recording total loans of only 50 or 150 items in the period 2013- 2014 (SLWA 2013 – 2014 Library Issues.)

This begs the question as to whether the amount of funds expended on moving materials from location to location is the most efficient means to provide smaller communities with

access to library services. Could the funds be allocated at the local level to deliver better outcomes for these small communities? Alternative and more flexible models may need to be considered and scaled in accordance with the needs of local government of varying sizes.

However, a higher order question is could the process of exchanging materials be managed by a provider other than SLWA. At the least, the opportunity to outsource the materials movement component of the Exchange system should be considered. The warehouse location could also be reviewed with opportunities to decentralise this operation to the urban fringe or beyond.

3.6.2 The Regional Model

It is clear that the Regional Model will also need to be reviewed. There have been changes over the years but this has been minimal. Two of the eleven regional libraries have withdrawn from the model and there is a concern that there could be further withdrawals. Consideration needs to be given to identifying a more effective means of supporting small remote and regional libraries. Models from other states, such as the Queensland model of more centralised and standardised services to the rural libraries group could be drawn on.






3.7 Service delivery - Key principles, strategic implications & considerations for discussion

The following key principles have been identified from analysis of delivery and performance of Western Australian public libraries and national trends for public library performance on a range of indicators. The strategic implications and considerations have been developed from the underpinning principles.

Principle	Strategic Implications	Strategic Considerations for discussion
Clear specifications for public library service delivery aligned with council strategy	<ul style="list-style-type: none"> The future role and purpose of public library services clearly defined with clear links to council outcomes Public library services and products and the level of service to be delivered clearly defined in accordance with council's overall integrated planning and funding provisions Free and value-added products and services clearly identified Specifications determined in light of financial capability at the local level as well as standards for service delivery Specifications for services provided from SLWA clearly defined Delivery on specifications for service delivery and performance monitored (local and state) 	<ul style="list-style-type: none"> What library services and products will local government be able to deliver in the future? What will be free of charge to the user? What can attract a fee? What will the future role of SLWA be in supporting differing size councils?



Principle	Strategic Implications	Strategic Considerations for discussion
   <p>Quality collections (print and digital) shared and accessible to meet the needs of diverse communities</p>	<ul style="list-style-type: none"> • Accurate database of the state-wide library collection • Online access to shared content • Content provided where and when it is needed in the formats required • Collections mix and content reflects community expectations and needs • Collection development and management model meets the needs of diverse local government areas and large and small communities across the state • An efficient Collections Exchanges service for small and rural communities • Effective logistics management model for the Exchanges system, including outsourcing options within identified specifications • Collection mix (print and non-print) aligned with trends and community expectations and needs • State-wide and local collections are up-to-date, relevant and in good condition • Access to quality collections in Languages other than English (LOTE) • Increased online / e-book access 	<ul style="list-style-type: none"> • Do all councils participating in the Exchange system get the best value for the money invested? Is there a better way of using the funds available?

Principle	Strategic Implications	Strategic Considerations for discussion
Best value for dollars invested and economies of scale	<ul style="list-style-type: none"> • An efficient inter-library loans system • Maximise discounts and efficiencies for materials procurement , using shelf-ready supply and consortium purchasing for print and non-print collections • Economies of scale through collaborative action • Technology investment underpinned by cost/benefit • Partnered delivery of services • Opportunities for revenue raising to offset costs • Small and remote communities supported at best value 	<ul style="list-style-type: none"> • What other opportunities does local government have to raise revenue to offset the costs of public library service delivery? • What other opportunities are there for local councils to work together to provide more cost-effective library services? • What economies of scale or collaborative action for public library service delivery need to be supported? • How could small and remote libraries be better supported in a cost effective way?






4. Provision & performance of public library services

4.1 Key findings



- The map of public library infrastructure in metropolitan Perth identifies some opportunities for collaborative planning or even some rationalisation at the local level in the future. The map also highlights the challenges of delivering services in regional and remote areas.
- On a per capita or % of population basis visitors, loans and resident members have all declined over the period 2003/2004 to 2013-2014. However there are significant differences in the level of decline. Visitors per capita have declined by 14.4%, loans per capita by 23.6% and resident members, as a % of the population by just 2.6%.
- While traditional lending has declined in accordance with national trends, online access to public library services has increased significantly.
- Anecdotal data indicates that not all users of public libraries are registered users and that public libraries are being used increasingly for purposes other than lending, including accessing community and cultural development and learning and literacy programs. Although local data is collected by some councils, statistics are not gathered at the state level on the number of these programs or attendance rates.
- Overall collection size is decreasing in public libraries in Western Australia in accordance with national trends. This may have impacts on space needs for public libraries in the future.
- The percentage of locally owned stock in Western Australian public libraries is growing as a percentage of all stock, as larger local councils provide increased collection funding to meet community needs. However, all councils will require ongoing funding to build adequate collections to meet needs.
- There is a need for research into the changing use of technology in libraries.
- Expenditure on public library staffing per capita across the state has decreased by 22.4% over the period 2003-2004 to 2013-2014. The major change in staffing levels has been at the Library Officer level (down 17.8% over the same period).
- However, staffing costs will continue to be the highest operational cost for libraries. New ways of delivering services need to be considered. Consideration needs to be given to the future roles of Library staff: whether it is to deliver, facilitate, broker or outsource some of the services they deliver. This will require some cultural change.
- The operating cost of delivering library service has increased by 118% over the past ten years. Based on existing expenditure it is projected that by 2025 the total operational cost of providing public libraries across the state will have increased by 47.8% to \$141 million in 2013-2014 dollars. This will equate to \$46.23 per capita.
- Although there is inadequate information relating to the need to refurbish or replace or provide new library infrastructure, based on existing expenditure it is estimated that local government in Western Australia will spend \$270 million on public library infrastructure to 2025.
- Libraries also have the opportunity to partner more effectively across their own councils to meet common outcomes. Opportunities need to be identified for increased co-location and partnerships for public library services with other providers, as well as opportunities for increased revenue or community amenity through value-add partnerships with business or government providers.
- Neighbouring libraries could work more collaboratively to plan, share information and specialised labour resources for service delivery, particularly literacy, technology and community and cultural programs and events.

4.2 National trends on public library performance



The National and State Libraries Australasia's (NSLA's) most recent annual *Australian Public Libraries Statistical Report 2012-2013*, found that while expenditure and funding for Australian public libraries increased over the past five years, overall lending decreased. Total expenditure for public libraries increased from \$882 million in 2008-2009 to more than \$1.02 billion in 2012-2013, representing an 18% increase. Lending decreased 4.9% over the past five years, including a 3.9% drop in the previous year (NSLA, 2014). Refer Appendix B.

Total expenditure on public libraries has increased from \$882 million in 2008-2009 to over \$1.02 billion in 2012-2013, representing an 18% increase. Expressed on a per capita basis, funding for public libraries has increased by 12% over the same period to \$44.44.

NSLA, 2014

Over the past 10 years, anecdotal evidence and a number of key indicators point to a change in the way the community is using public libraries. There has been an increase in the use of relatively new services that have been developed by public libraries to respond to changing community needs. This is particularly evident in the increased provision of and use of technology in the library, online access to content and services, as well as attendance at programs and events. The online environment has certainly driven a shift away from a service delivery model that has focused primarily on the lending of collection items and answering information queries. Public libraries have had to play a key role in developing digital literacy skills to help community members navigate the online environment and new technologies. This has been through individual assistance and classes to develop skills.

Additionally, there has been recognition that traditional literacies can be developed through exposure to storytelling and other early learning development programs. The success of the nationally acclaimed *Better Beginnings* program is testament to this. Public libraries have also increased programs to foster the appreciation of literature in all its forms (through author and writer events and book clubs) as well as opportunities to develop community capacity and engagement through a range of programs (such as English as a Second Language) and programs to bring diverse members of the community together and break down social isolation.

4.3 Public library service provision in Western Australia

4.3.1 Size & distribution

There are 140 local governments in Western Australia including Christmas Island and the Cocos (Keeling) Islands, operating 231 public libraries. Of these there are a total of 110 country libraries, 37 of which operate as co-located libraries and Community Resource Centres (CRC). Additionally, 10 libraries across the state operate as joint libraries in conjunction with the Department of Education (SLWA, 2014)

Rural and remote libraries continue to experience barriers such as geographic isolation, distance to a capital city or regional centre, inadequate telecommunication and infrastructure, limited resources, and limited opening hours. The sheer size and distance and low population base of the areas is a major issue. Metropolitan libraries are also facing increased pressures with many facing unprecedented growth and huge lags in infrastructure, poor facilities, inadequate staffing levels, increasing diversity in the population mix and high levels of expectation and demand.

Map 3.1a Location & typology of WA Public Libraries operated by Local Government – non Metro

Legend

Libraries

- Micro
- Small
- Medium
- Large
- Very Large
- Unknown

Local Government Authority

- 1

LGA ACLG Classification

- Urban Capital
- Urban Developed
- Urban Regional
- Urban Fringe
- Rural Significant Growth
- Rural Agricultural
- Rural Remote
- Unknown

Coast and Sea

-  water
 land



Map Printed from WALGA Local Biodiversity Project Environmental Planning Tool on Tue Mar 03 15:39:57 AEST 2015

Source: SLWA, WALGA, AEC

Map 3.2b Location & typology of WA Public Libraries operated by Local Government –Metro

Legend

Libraries

- Micro
- Small
- Medium
- Large
- Very Large
- Unknown

Local Government Authority

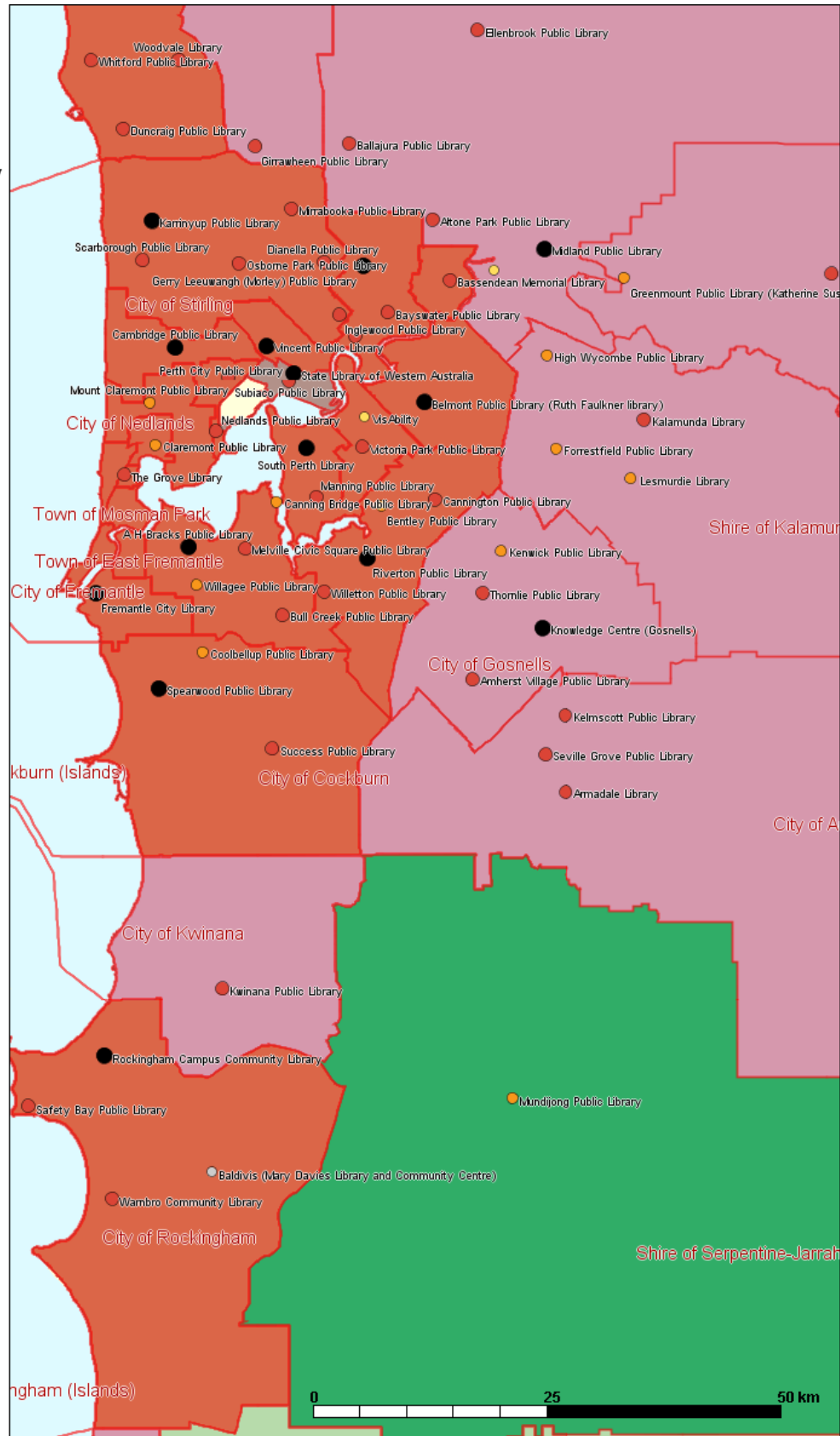


LGA ACLG Classification

- Urban Capital
- Urban Developed
- Urban Regional
- Urban Fringe
- Rural Significant Growth
- Rural Agricultural
- Rural Remote
- Unknown

Coast and Sea

- water
- land



Map Printed from WALGA Local Biodiversity Project Environmental Planning Tool on Tue Mar 03 15:42:05 AEST 2015
Source: SLWA, WALGA, AEC

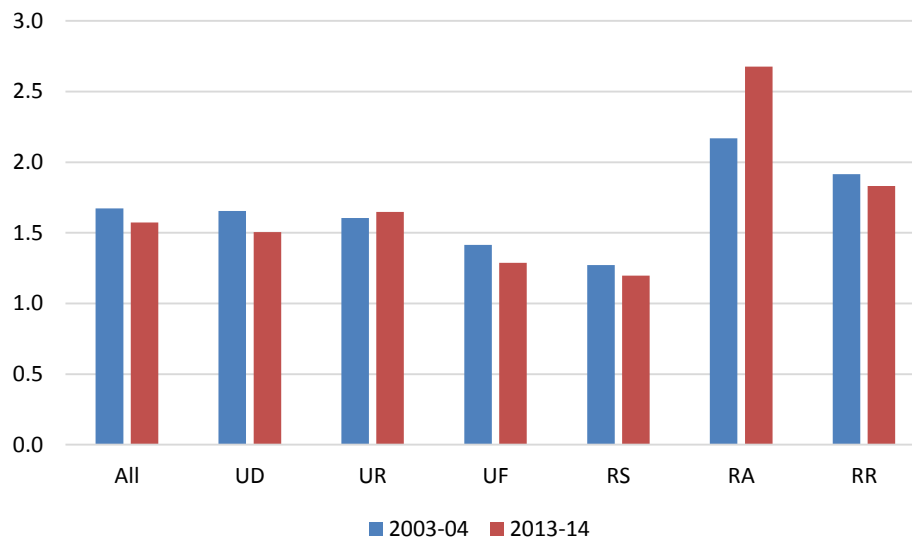
4.4 Performance

Performance data for public libraries in Western Australia has been extrapolated from the annual statistical returns provided by local governments. The data integrity is dependent on the accuracy of data collected by each library service, and it is acknowledged that there may be variations in how capital and operational costs are treated.

4.4.1 Collections

Total public library stock per capita in Western Australian public libraries decreased from 1.67 to 1.57 (down 6%) over the period 2003-2004 to 2013-2014. This is in line with national data where total collections per capita have decreased by from 2.08 to 1.70 (down 18.4%) (NSLA, 2014, p.5).

Figure 4.1 Total WA Public Library Stock per capita

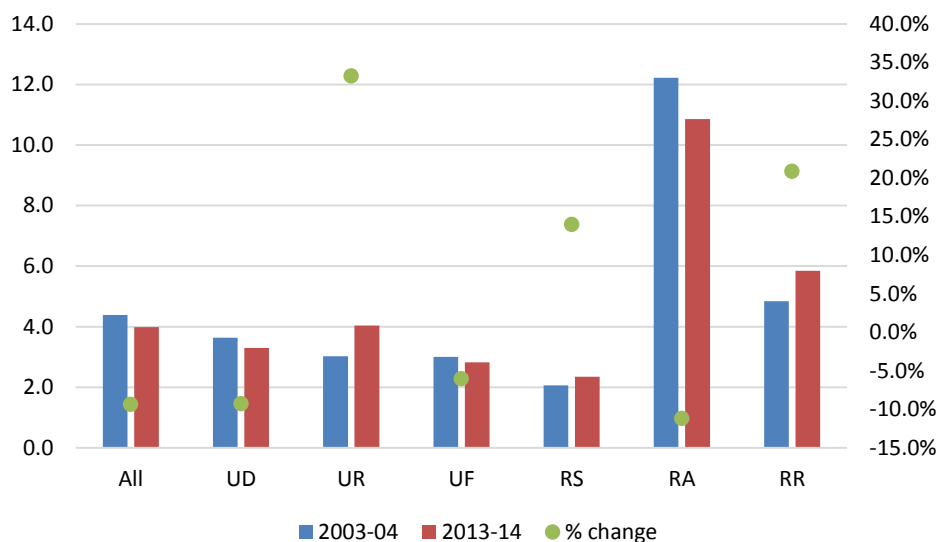


Notes: Calculation based only on those LGAs that reported public library data. ACLG classification: Urban Developed (UD), Urban Regional (UR), Urban Fringe (UF), Rural Significant Growth (RSG), Rural Agricultural (RA), Rural Remote (RR). City of Perth (classified Urban Capital (UC)), Christmas Is and Cocos Keeling Is are included in All where data was reported.
Source: SLWA, ABS, AEC

4.4.2 Staffing

Overall library staffing in public libraries in Western Australia per 10,000 persons has declined by 9.3% over the period 2003-2004 to 2013-2014.

Figure 4.2 WA Public Library Staff per 10,000 persons

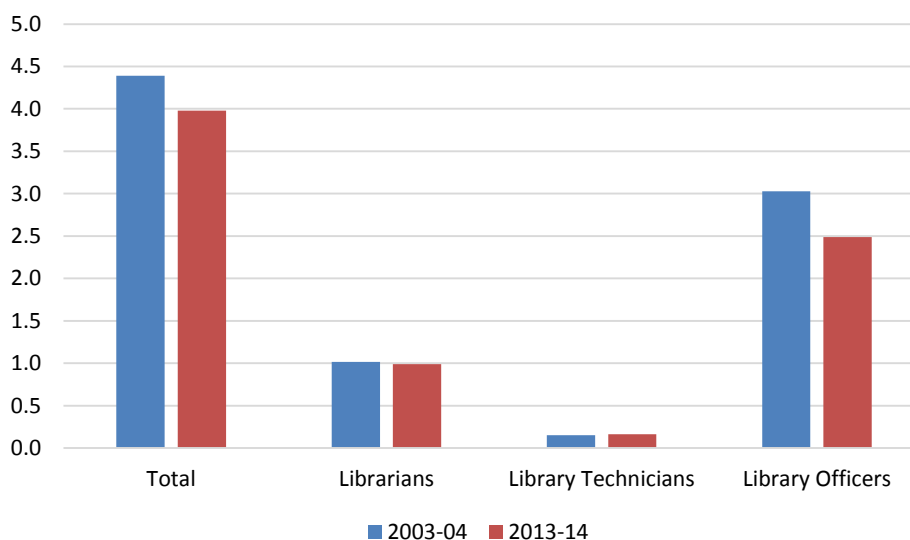


Notes: Calculation based only on those LGAs that reported public library data. ACLG classification: Urban Developed (UD), Urban Regional (UR), Urban Fringe (UF), Rural Significant Growth (RSG), Rural Agricultural (RA), Rural Remote (RR). City of Perth (classified Urban Capital (UC)), Christmas Is and Cocos Keeling Is are included in All where data was reported.
Source: SLWA, ABS, AEC

4.4.2.1 Professional & para professional positions

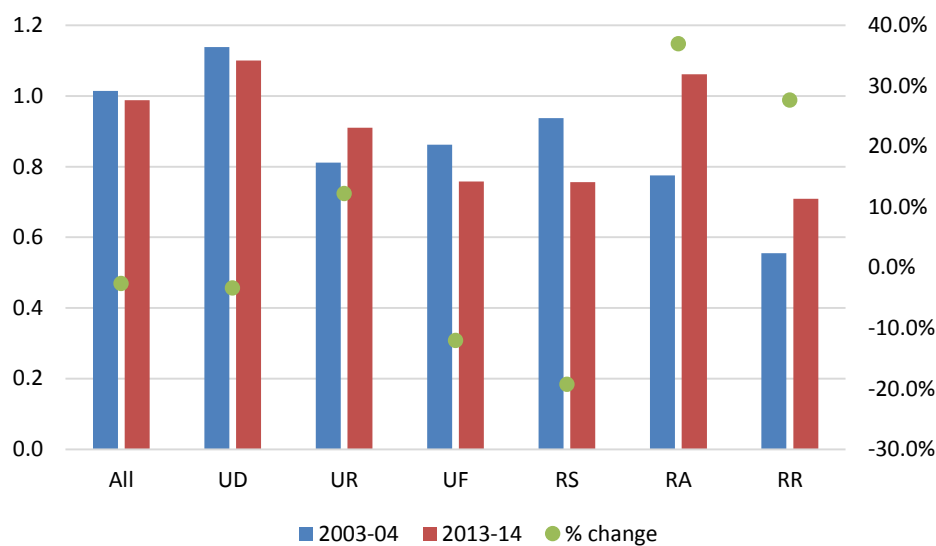
The decline in staffing has been most significant in the library officer category (down by 17.8%). In contrast the number of librarians has remained fairly constant at 1 per 10,000 persons whilst Library Technicians has increased by 9.5%. Figure 4.4 to Figure 4.6 contain the breakdowns between LGA classifications.

Figure 4.3 WA Public Library Staff per 10,000 persons



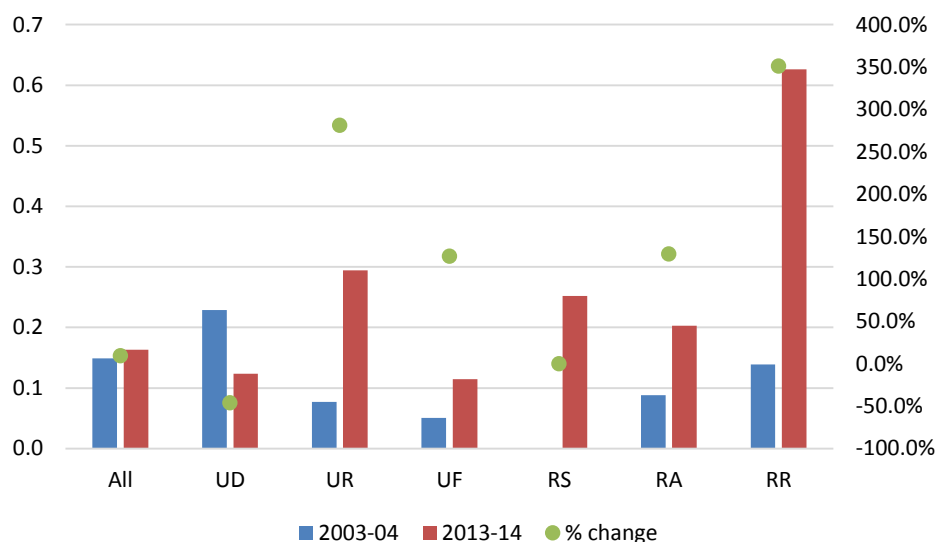
Notes: Calculation based only on those LGAs that reported public library data.
Source: SLWA, ABS, AEC

Figure 4.4 WA Public Library Librarians per 10,000 persons



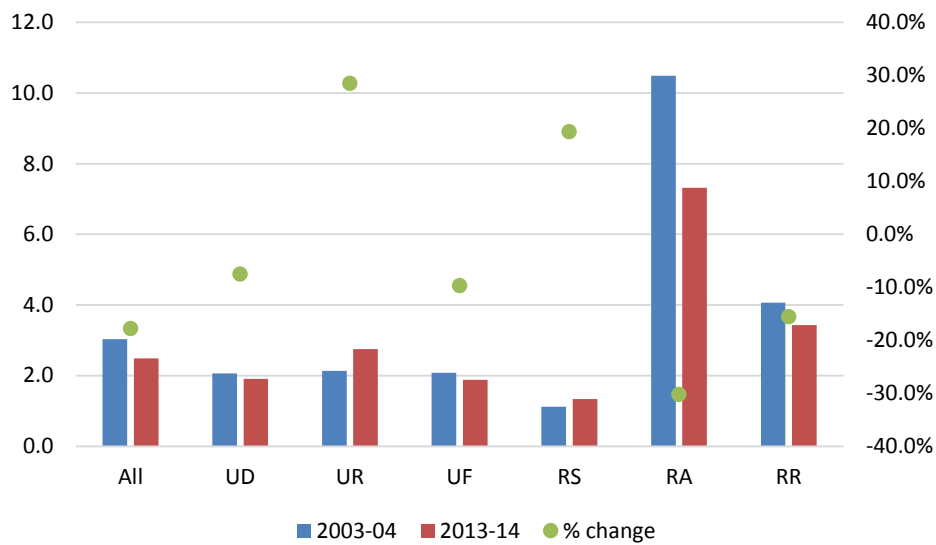
Notes: Notes: Calculation based only on those LGAs that reported public library data. ACLG classification: Urban Developed (UD), Urban Regional (UR), Urban Fringe (UF), Rural Significant Growth (RSG), Rural Agricultural (RA), Rural Remote (RR). City of Perth (classified Urban Capital (UC)), Christmas Is and Cocos Keeling Is are included in All where data was reported.
Source: SLWA, ABS, AEC

Figure 4.5 WA Public Library Library Technicians per 10,000 persons



Notes: Notes: Calculation based only on those LGAs that reported public library data. ACLG classification: Urban Developed (UD), Urban Regional (UR), Urban Fringe (UF), Rural Significant Growth (RSG), Rural Agricultural (RA), Rural Remote (RR). City of Perth (classified Urban Capital (UC)), Christmas Is and Cocos Keeling Is are included in All where data was reported.
Source: SLWA, ABS, AEC

Figure 4.6 WA Public Library Officers per 10,000 persons

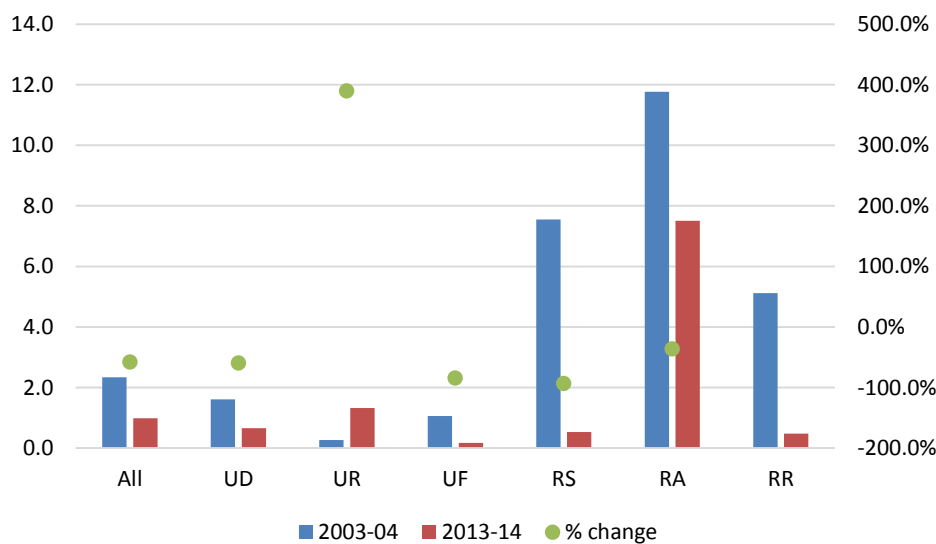


Notes: Calculation based only on those LGAs that reported public library data. ACLG classification: Urban Developed (UD), Urban Regional (UR), Urban Fringe (UF), Rural Significant Growth (RSG), Rural Agricultural (RA), Rural Remote (RR). City of Perth (classified Urban Capital (UC)), Christmas Is and Cocos Keeling Is are included in All where data was reported.
Source: SLWA, ABS, AEC

4.4.2.2 Volunteers

Overall there has also been a decline in volunteering in Western Australian public libraries from 2.3 volunteers per 10,000 persons to 1.0 volunteers per 10,000.

Figure 4.7 WA Public Library Volunteers per 10,000 persons

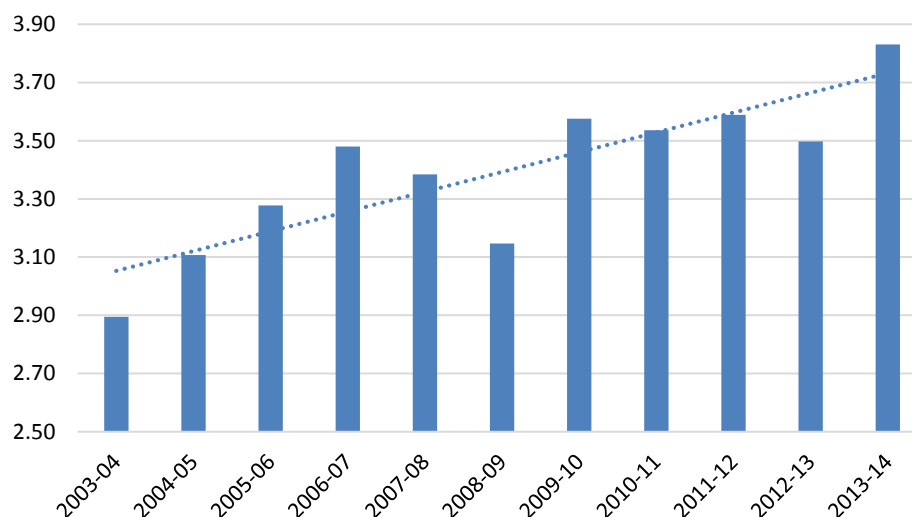


Notes: Calculation based only on those LGAs that reported public library data. ACLG classification: Urban Developed (UD), Urban Regional (UR), Urban Fringe (UF), Rural Significant Growth (RSG), Rural Agricultural (RA), Rural Remote (RR). City of Perth (classified Urban Capital (UC)), Christmas Is and Cocos Keeling Is are included in All where data was reported.
Source: SLWA, ABS, AEC

4.4.3 Technology

Analysis of the total number of internet terminals across Western Australian public libraries shows that, the number of terminals has grown from 573 to 984 over the past 10 years, which is higher than the rate of population growth.

Figure 4.8 WA Public Library Internet Terminals per 10,000 persons



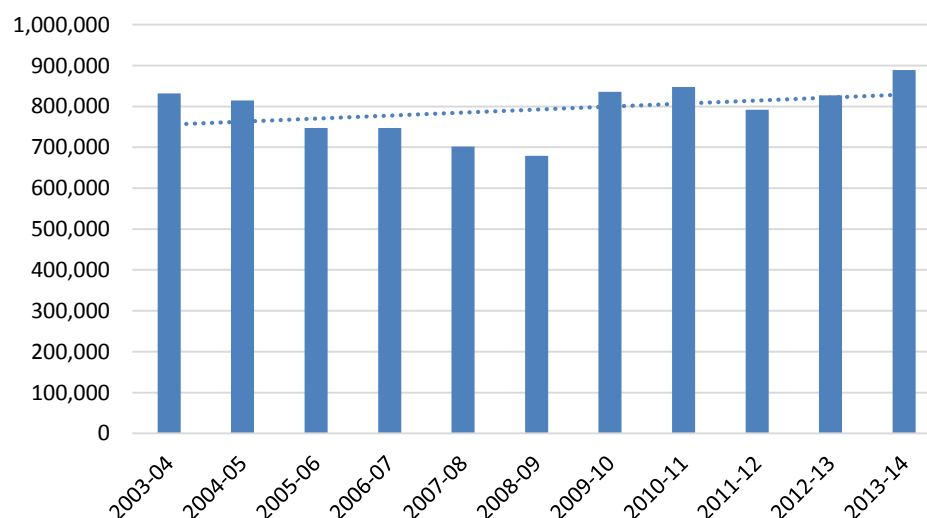
Notes: Calculation based only on those LGAs that reported public library data.
Source: SLWA, ABS, AEC

4.4.4 Members

National data indicates an increase in membership of public libraries in Australia. During the period 2008-2009 to 2012-2013 registered members have increased from 9.96 million to 10.13 million with the per capita membership remaining steady over the same period. In 2012-2013, 44% of the Australian population were members of a public library.

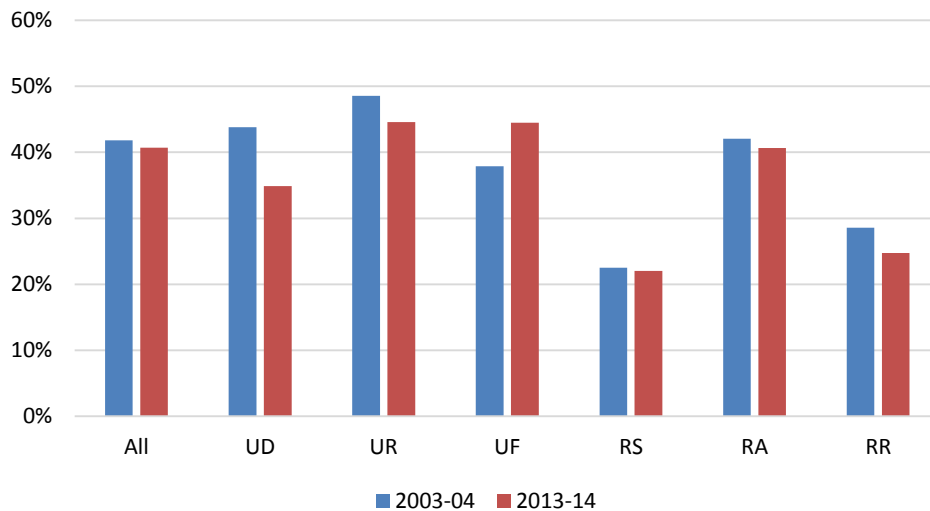
In Western Australia membership as a percentage of the population is lower than that for the nation at 40.7% in 2013-2014 and slightly down from 41.8% recorded in 2003-2004.

Figure 4.9 Resident Members of WA Public Libraries



Notes: Calculation based only on those LGAs that reported public library data.
Source: SLWA, AEC

Figure 4.10 Resident Members of WA Public Libraries, % of population

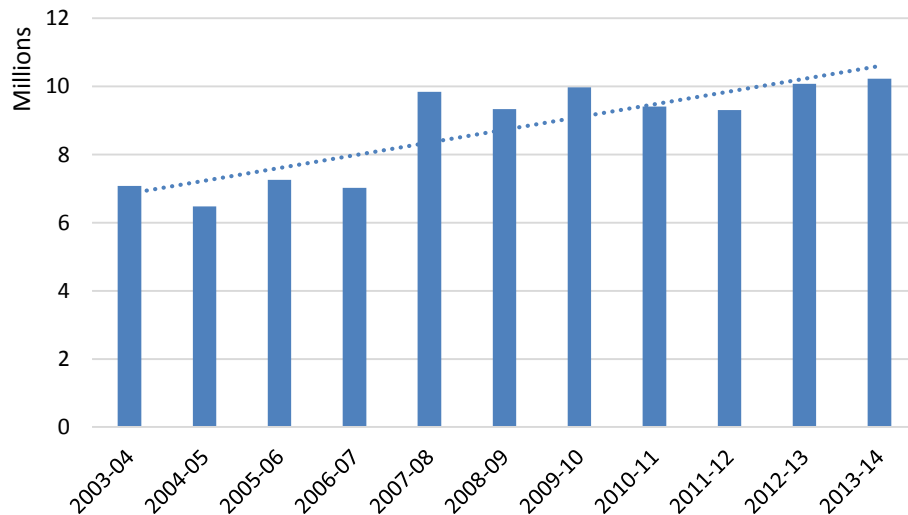


Notes: Calculation based only on those LGAs that reported public library data. ACLG classification: Urban Developed (UD), Urban Regional (UR), Urban Fringe (UF), Rural Significant Growth (RSG), Rural Agricultural (RA), Rural Remote (RR). City of Perth (classified Urban Capital (UC)), Christmas Is and Cocos Keeling Is are included in All where data was reported.
Source: SLWA, ABS, AEC

4.4.5 Visitors

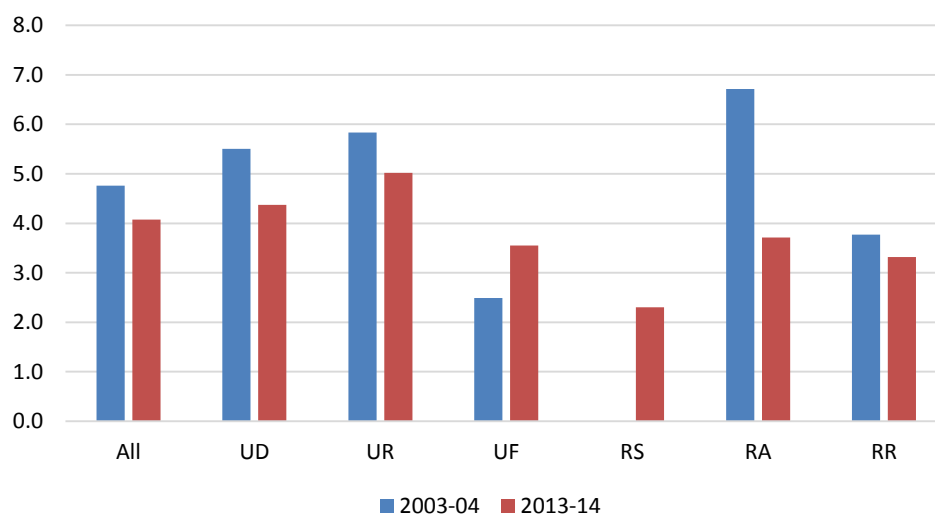
Visitors to WA public libraries have exhibited an upward trend over the last ten years increasing by 44.5% from 2003-2004 to 2013-2014. However, on a per capita basis over the same period the number of visitors has declined by 14.4% from 4.8 to 4.1.

Figure 4.11 Visitors to WA Public Libraries



Notes: Calculation based only on those LGAs that reported public library data.
Source: SLWA, AEC

Figure 4.12 Visitors to WA Public Libraries, per capita

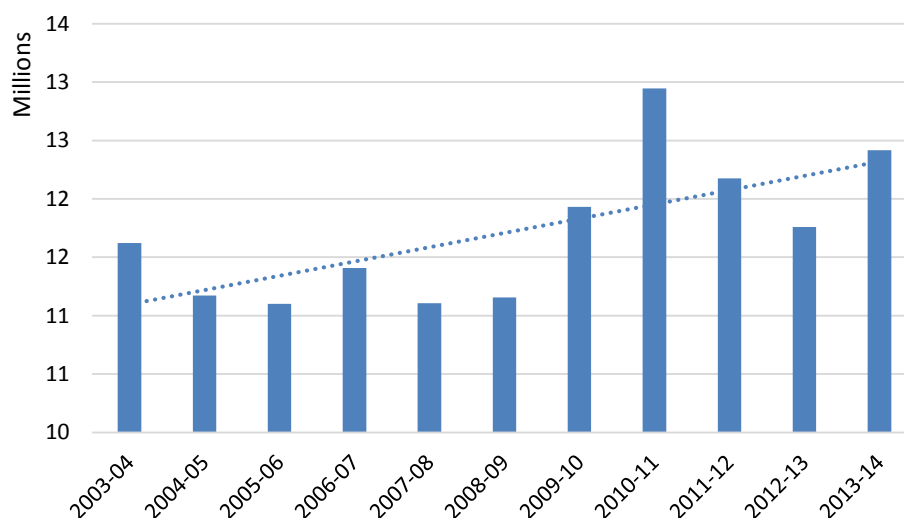


Notes: Calculation based only on those LGAs that reported public library data. ACLG classification: Urban Developed (UD), Urban Regional (UR), Urban Fringe (UF), Rural Significant Growth (RSG), Rural Agricultural (RA), Rural Remote (RR). City of Perth (classified Urban Capital (UC)), Christmas Is and Cocos Keeling Is are included in All where data was reported.
Source: SLWA, ABS, AEC

4.4.6 Loans

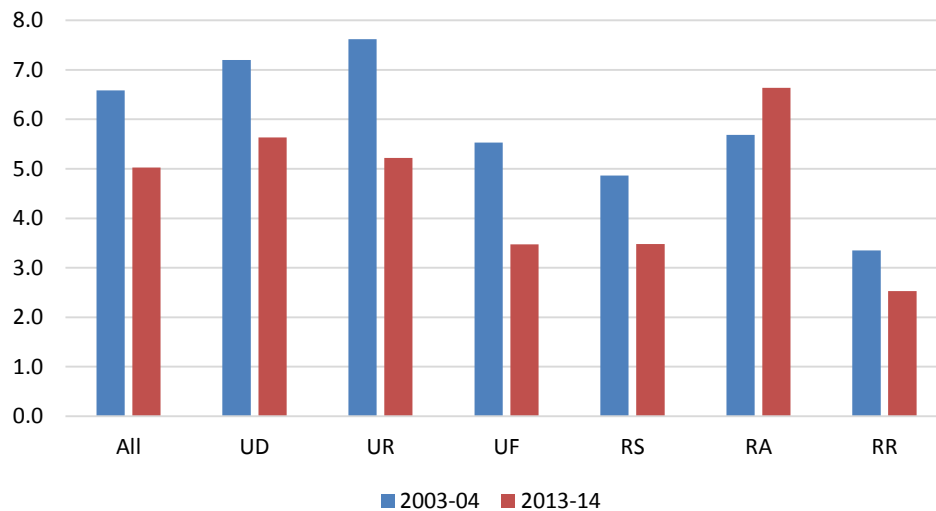
Loans by WA public libraries have exhibited a slight upward trend over the last ten years increasing by 6.8% from 2003-2004 to 2013-2014. However, on a per capita basis over the same period, the number of loans has declined by 23.6% from 6.6 to 5.0. This is in accordance with national trends. Over the past five years national loans per capita has declined by 10.0% (NSLA, 2014, p.5).

Figure 4.13 Loans by WA Public Libraries



Notes: Calculation based only on those LGAs that reported public library data.
Source: SLWA, AEC

Figure 4.14 Loans by WA Public Libraries, per capita

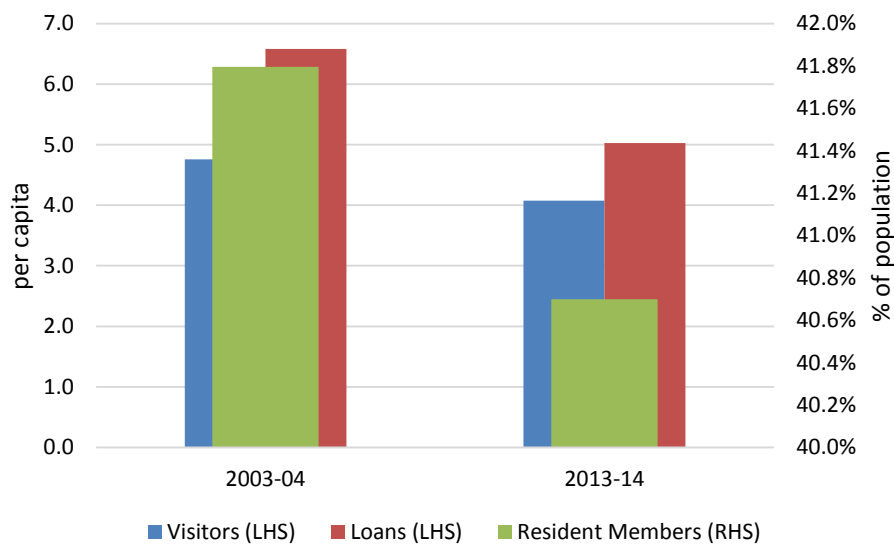


Notes: Calculation based only on those LGAs that reported public library data. ACLG classification: Urban Developed (UD), Urban Regional (UR), Urban Fringe (UF), Rural Significant Growth (RSG), Rural Agricultural (RA), Rural Remote (RR). City of Perth (classified Urban Capital (UC)), Christmas Is and Cocos Keeling Is are included in All where data was reported.
Source: SLWA, ABS, AEC

4.4.7 Visitors, loans & resident members

On a per capita or % of population basis visitors, loans and resident members have all declined over the period 2003-2004 to 2013-2014. However there are significant differences in the level of decline. Visitors per capita have declined by 14.4%, loans per capita by 23.6% and resident members, as a % of the population by just 2.6%.

Figure 4.15 Visitors, Loans and Members, WA Public Libraries

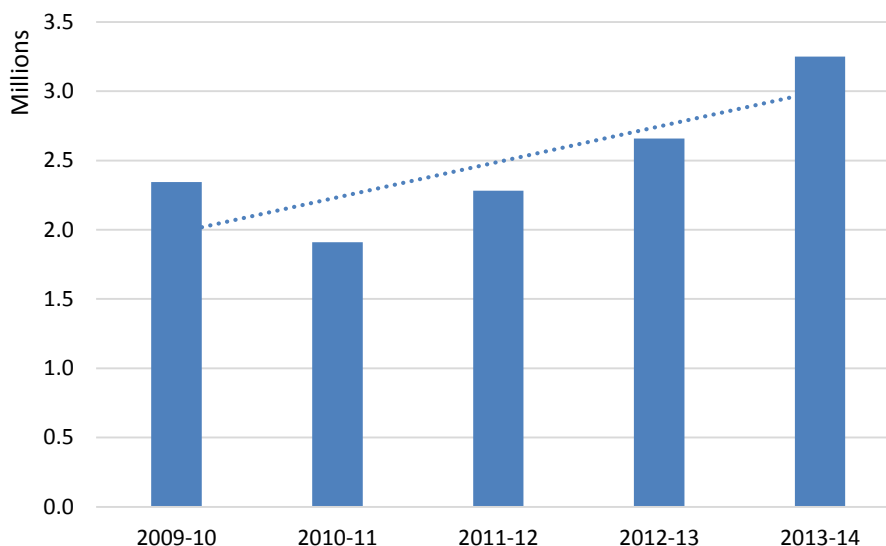


Notes: Calculation based only on those LGAs that reported public library data.
Source: SLWA, ABS, AEC

4.4.8 Online access

At the same time that traditional lending is falling, there has been an increase in visitation to public library websites, with over 3.25 million visits in 2013-2014.

Figure 4.16 Visitors to WA Public Library Websites



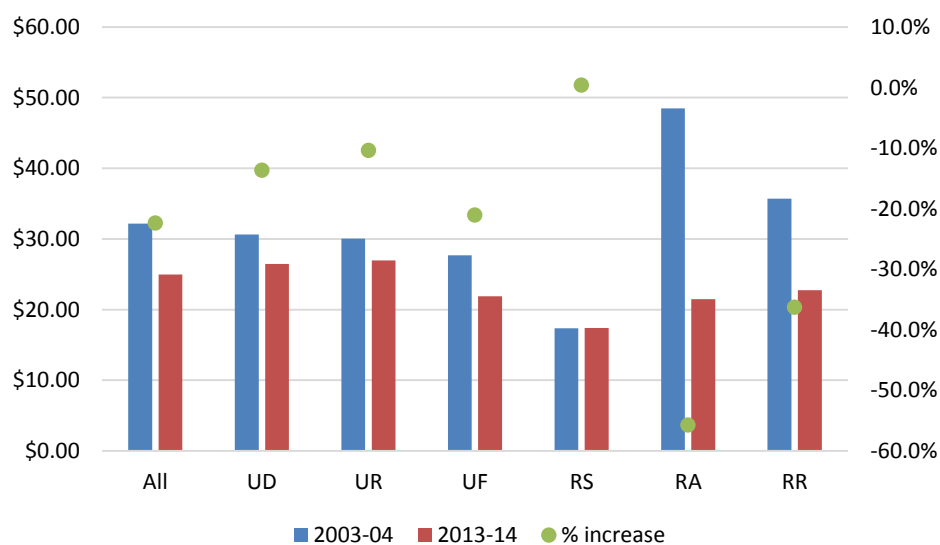
Notes: Calculation based only on those LGAs that reported public library data.
Source: SLWA, ABS, AEC

4.4.9 Operating costs

4.4.9.1 Staffing costs

Expenditure on library staff in Western Australian public libraries has decreased in real terms from \$32.17 to \$24.97 per capita (down 22.4%) over the period 2003-2004 to 2013-2014.

Figure 4.17 WA Public Library Staff Expenditure Per Capita (\$ 2013-14)

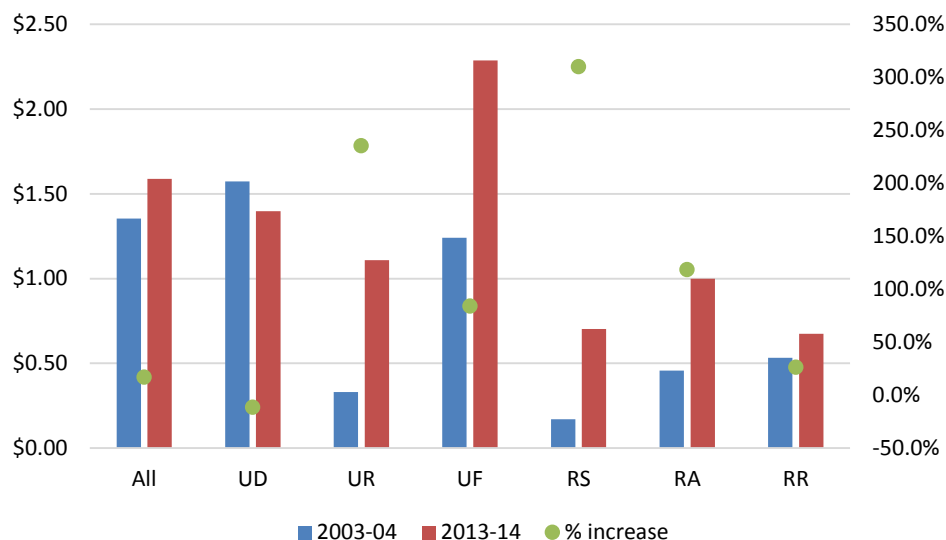


Notes: Calculation based only on those LGAs that reported public library data. ACLG classification: Urban Developed (UD), Urban Regional (UR), Urban Fringe (UF), Rural Significant Growth (RSG), Rural Agricultural (RA), Rural Remote (RR). City of Perth (classified Urban Capital (UC)), Christmas Is and Cocos Keeling Is are included in All where data was reported. Reported expenditure has been adjusted to remove wage indexation and is expressed in 2013-2014 dollars.
Source: SLWA, ABS, AEC

4.4.9.2 Materials costs

Overall expenditure on local materials (lending, reference stock, local history collections and hard copy serials) using local funds in Western Australian public libraries has increased in real terms from \$1.35 to \$1.59 (up 17.3%) per capita over the period 2003-2004 to 2013-2014.

Figure 4.18 WA Public Library Local Materials Expenditure Per Capita (\$ 2013-14)

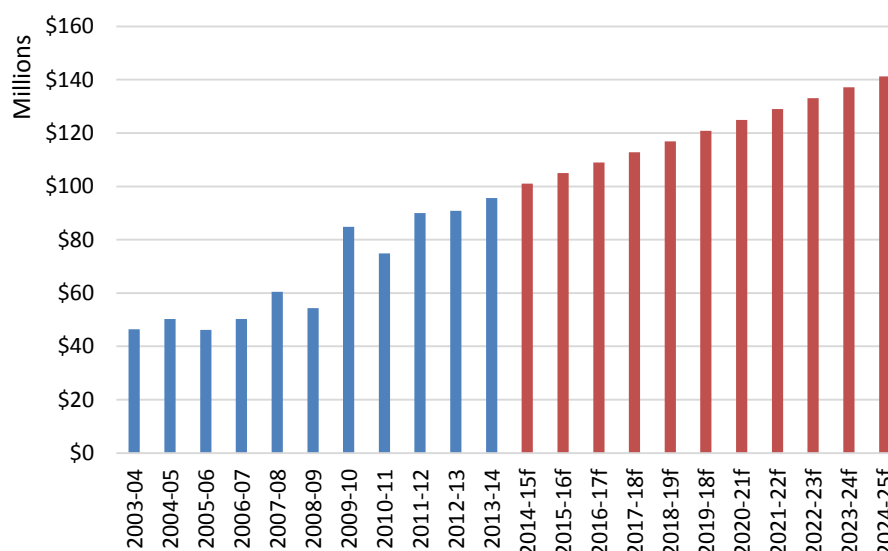


Notes: Calculation based only on those LGAs that reported public library data. ACLG classification: Urban Developed (UD), Urban Regional (UR), Urban Fringe (UF), Rural Significant Growth (RSG), Rural Agricultural (RA), Rural Remote (RR). City of Perth (classified Urban Capital (UC)), Christmas Is and Cocos Keeling Is are included in All where data was reported. Reported expenditure has been adjusted to remove price indexation and is expressed in 2013-2014 dollars. Source: SLWA, ABS, AEC

4.4.9.3 Projected operating costs to 2025

West Australian public library recurrent costs have been projected forward to 2025 using ABS population projections (medium series). The projections indicate that local government recurrent expenditure on public libraries will increase from an estimated \$95.6 million in 2013-2014 to \$141.3 million in 2024-2025 (growth of 47.8%).

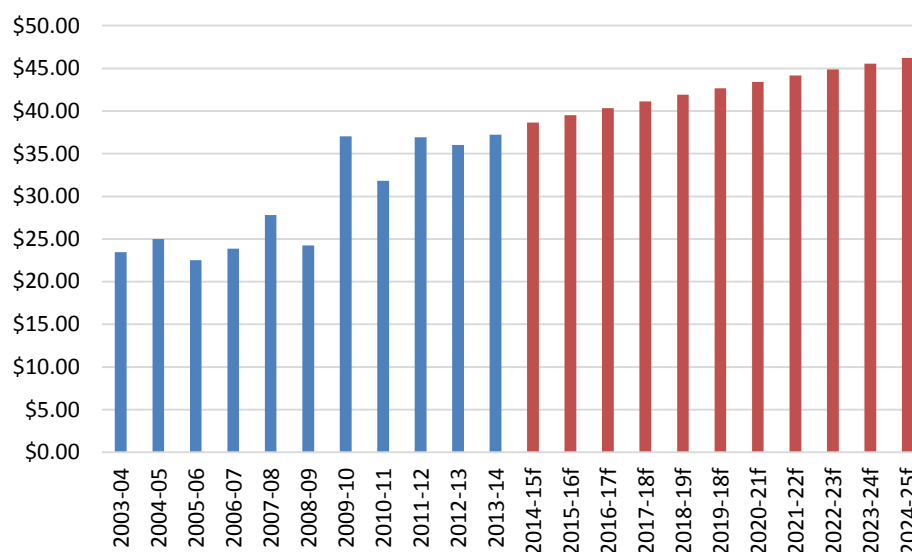
Figure 4.19 WA Public Library Recurrent Expenditure (\$ 2013-14)



Notes: Calculation based only on those LGAs that reported public library data. Reported expenditure has been adjusted to remove price indexation and is expressed in 2013-2014 dollars. Source: SLWA, ABS, AEC

On a per capita basis the forecast show that recurrent expenditure will increase from \$37.21 in 2013-2014 to \$46.23 in 2024-2025.

Figure 4.20 WA Public Library Recurrent Expenditure (\$ 2013-14 per capita)



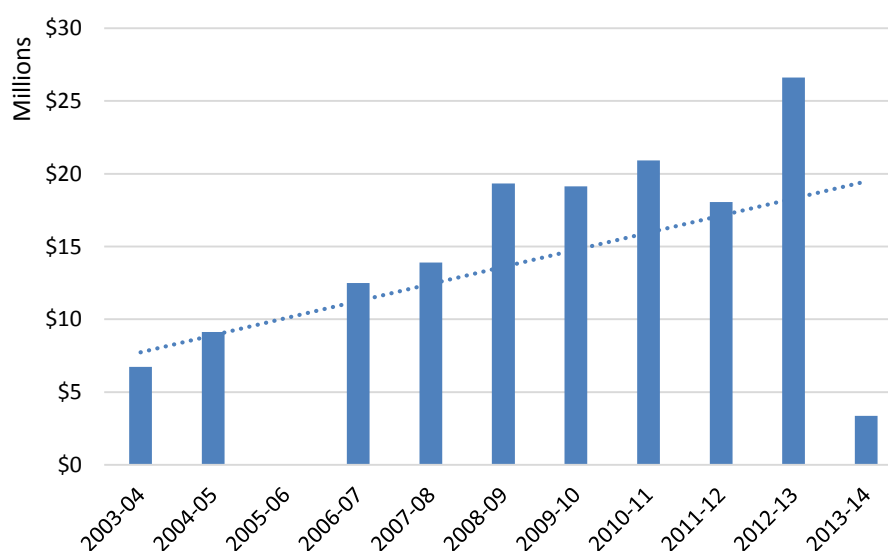
Notes: Calculation based only on those LGAs that reported public library data. Reported expenditure has been adjusted to remove price indexation and is expressed in 2013-2014 dollars.
Source: SLWA, ABS, AEC

4.4.10 Capital expenditure

4.4.10.1 Capital expenditure

Capital expenditure on WA public libraries has grown significantly from \$6.7 million in 2003-2004 to \$26.6 million in 2012-2013.

Figure 4.21 WA Public Library Capital Expenditure (\$ 2013-14)

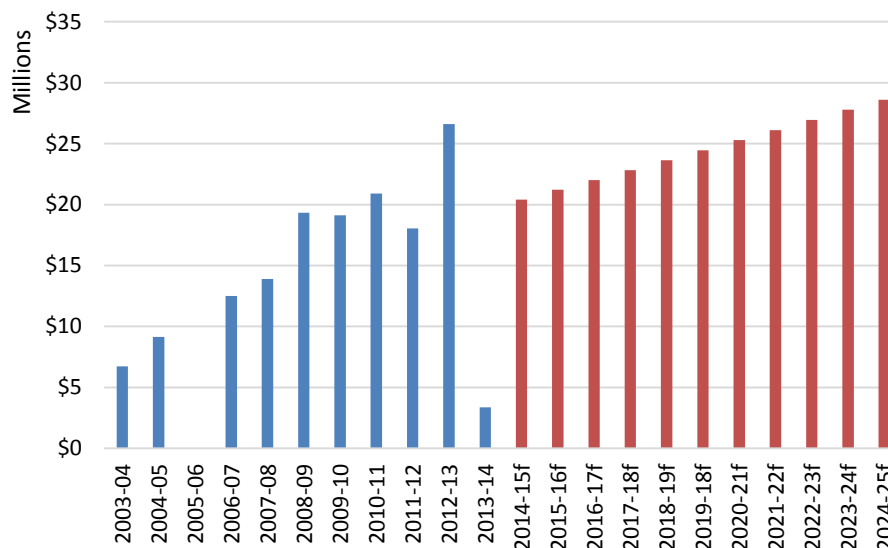


Notes: Calculation based only on those LGAs that reported public library data. 2005-06 capital expenditure data missing. 2013-14 capital expenditure data appears abnormally low but may have been impacted by local government reform. Reported expenditure has been adjusted to remove price indexation and is expressed in 2013-2014 dollars.
Source: SLWA, ABS, AEC

4.4.10.2 Projected capital expenditure to 2025

West Australian public library capital expenditure has been projected forward to 2025 using ABS population projections (medium series). The projections, which show a slower growth rate than history would suggest, indicate that local government capital expenditure on public libraries will range from \$20.4 million in 2014/2015 to \$28.6 million in 2024/2025. Actual capital expenditure is by its nature irregular but the projections indicate that some \$270 million may need to be invested in Western Australian public libraries to 2024/2025.

Figure 4.22 WA Public Library Capital Expenditure (\$ 2013-14)



Notes: Calculation based only on those LGAs that reported public library data. 2005-06 data missing. Reported expenditure has been adjusted to remove price indexation and is expressed in 2013-2014 dollars.
Source: SLWA, ABS, AEC

On a per capita basis, Western Australian public library capital expenditure is forecast to range from \$7.80 in 2014-2015 to \$9.36 in 2024-2025.


Figure 4.23 WA Public Library Capital Expenditure (\$ 2013-14 per capita)



Notes: Calculation based only on those LGAs that reported public library data. 2005-06 data missing. Reported expenditure has been adjusted to remove price indexation and is expressed in 2013-2014 dollars.
Source: SLWA, ABS, AEC

4.5 Key issues & opportunities


4.5.1 Co-operative activity




PLWA consultation conducted in 2014 identified a range of opportunities for collaboration at the local and regional level and provided suggestions for more efficient service delivery. There are certainly very successful models of innovation, the application of new technology and co-operative activity in other states.

Library spaces are changing to become multipurpose community facilities that contribute to place-making and community connection. In 10 years' time, they will be a space for creativity and participation, where people come together to share ideas and create new knowledge.

Auckland Council, 2013, p.25



These include the large regional and state initiatives (such as the SWIFT network in NSW, co-operative activity to share multi-cultural resources among local libraries, and the work that is being done at the state level in Victoria to work towards a single state-wide library management system and library card). Partnerships with learning, business and government providers have also been developed in many libraries.



Western Australia has in place some elements of what many other states have been working towards and whilst there needs to be a focus on continuous improvement, the value of co-operative activity should not be diminished. This includes centralised purchasing for those that wish to participate, shelf ready supply, the state-wide delivery of inter library loans, and online training through an e-learning software platform.

4.5.2 Use of public libraries in Western Australia

Statistical data provided by SLWA needs to be qualified given that the accuracy depends on the quality of data submitted at the local level, and some methods of data collection vary. It is clear that community members are using libraries for more than traditional lending services, particularly in larger libraries. Membership statistics do not provide a true picture of the level of use as many people use the library for purposes other than lending or activities that require a membership card. The virtual environment has also changed the way that people use public libraries, and we note that there is increased use of library websites to access information and services.

4.5.3 Infrastructure

The cost of maintaining, replacing or funding new library infrastructure will be a major challenge for local government in the future. New ways of thinking may be required about the spaces that library services are delivered from.

The Integrated Planning Framework (IPF) should foster a stronger culture of planning and opportunities for shared service delivery across council areas. There are also opportunities for increased co-location of library services with other service providers and (government, business and other agency services) through partnerships and cooperative activity. This could potentially be done through co-joined shop-fronts.

Many libraries already have space that can be adapted for multiple uses. It is predicted that traditional collections will shrink and space could be provided for alternative functions. Liaison with state government and learning providers that are transitioning from physical to online spaces for service delivery could provide agreements for access to spaces to support their service provision. This could include spaces for student interaction for online students, group conferencing, community meeting spaces and interview rooms for state government and community service providers.

The imperative to share space, partner, or broker services through other agencies in small communities has been strengthened by the need to achieve efficiencies around infrastructure and staffing. There are several good examples of these partnerships in place nationally, including co-location and partnerships with Community Resource Centres, Tourism Centres, and Visitor Centres. There may be opportunities in the future to rationalise infrastructure with further development of some of these hybrid service offers. There is also an opportunity for a stronger partnership approach with the Regional Development Commissions (RDCs).

There is also the opportunity for increased collaboration between neighbouring LGAs for the planning of new infrastructure. Indeed, there may be some opportunities for local governments to rationalise service points over a period of time, particularly if the reform agenda is progressed with local authorities. It is generally agreed that users do not recognise LGA boundaries in accessing services. Drivers are more likely to be influenced by proximity to home or services including retail and the quality and scale of service provision. Aligning service delivery with retail or community hubs in the future also makes sense in terms of one-stop shopping and, in many cases, public transport routes.

There is currently inadequate information available about the quality of public library infrastructure across the state and the cost of maintaining assets. A strategic assets audit of infrastructure would be valuable (such as the audits conducted in NSW and Victoria.) Western Australia does not have access to any infrastructure funding, such as the competitive grants processes in NSW and Victoria. Opportunities to tap into funding for joined up government service delivery and innovative solutions with business providers should be investigated to help fund new initiatives.

Innovative models for infrastructure development should also be investigated – such as the planning underway in The Hills Shire in NSW, where library and community space is fully integrated and library space transitions into additional community use after hours. Public libraries in the eastern states have had access to innovations grant funding to develop new models of service delivery. Funding will need to be identified to encourage, set up, evaluate and showcase innovative models in Western Australia of hybrid service delivery based on partnerships.

Of course, new models of delivery and the impact of increased access to online services will have an impact on assumptions about the size of public libraries. Guidelines such as the service benchmark calculator for space in *People Places* (2012) are more useful than raw estimates of space requirements based on catchment population, because it is based on the types of services to be delivered and the size of the collection. Ultimately, the quantum of space will be determined at the local level by the nature of the service offer and capacity to fund new infrastructure. Space efficiencies through innovative solutions such as partnering will need to be identified on an ongoing basis in public libraries.

4.5.4 Staffing

It is significant to note that expenditure on public library staffing across the state has decreased by 22.4% over the period 2003-2004 to 2013-2014. The major change in staffing levels has been at the Library Officer level (down 17.8% over the same period). This could be attributed to the introduction of self-check technology and work efficiencies including increased shelf-ready supply of library collections. Budget constraints at the local level could also be impacting.

Despite increased efficiencies at the local level, staffing public libraries will continue to be the highest cost for service delivery. Fundamental to any discussion about staffing levels and costs in the future will be agreement at the local level about what services will be provided, at what level, how they will be delivered and how they can be funded. This relates to the previous discussion about the identification of core and value-added services.

It is anticipated that the skills mix will change in public libraries. ALIA has identified a base list of competencies which include:

- Know your public library context.
- Understand your public library structure and community and the organisational structure (where does the library fit in?).
- Focus on your collection.
- Develop information literacy

In addition, it is noted that all public library staff should have a basic understanding of and commitment to excellence in customer service and sensitivity to diverse populations with varying needs, as well as readers' advisory skills and knowledge of Library Management Systems and emerging technology and social media trends (ALIA, 2015).

It is suggested that these competencies will be required into the future but there needs to be some discussion about what new skills will be required, particularly as hybrid models of service delivery emerge. These skills may depend on the range of different services being offered.

There is also an opportunity for libraries to work more collaboratively at the local or regional level to plan, deliver and market programs and events and potentially share staff resources and information. At the least, information sharing and collaborative planning will reduce duplication and could result in some skill sharing and development. Conversations should include the scope and depth of service delivery across identified areas and how costs could be shared.

New technologies (such as self-check) and work efficiencies including the implementation of shelf-ready supply will have had an impact on the roles that public library staff undertake. Some old roles have fallen away with these changes and new roles have emerged. A clear service specification for public library service delivery will provide clarity about what services are to be delivered.

4.5.4.1 Ways of working differently

If staff costs are to be contained, we need to think about how to meet agreed outcomes at the local level through working differently. For example, there is the opportunity to develop a stronger facilitation role for programs and events in collaboration with other groups such as informal learning providers, community groups, book clubs, creative industries, and service clubs. There could also be a higher level of self-generated community activity, where the library is the facilitator and provider of space and other persons or agencies provide the programs under identified guidelines - for example parent-run story-time.

The Australian Bureau of Statistics (ABS) in *Voluntary Work, Australia, 2010* notes a slight increase in volunteering rates nationally (ABS, 2010.) However, a more recent publication notes that "growth in the participation rates by Australians in giving and volunteering activities has slowed since the world economic crisis in 2008." (McGregor-Lowndes et al, 2014.) The 2011 report, *Volunteering and Local Governments in Western Australia* (Painted Dog Research, 2011) and the accompanying Fact Sheet notes that in the period 2009–2010 in Western Australian local government, 39% of councils reported an increase in volunteering numbers, 32% reported no change and 29% reported a decrease. (*Fact Sheet: Helping local councils support volunteering* (Western Australian Department of Communities, 2011. p.2-5.)) Anecdotal evidence since that period suggests that people are staying in the workforce longer and that the pool of volunteers is diminishing.

There will need to be a discussion about what volunteering will mean in public libraries in the future and what roles they might undertake. Given the decline in volunteer participation rates in Western Australian public libraries, consideration needs to be given to how the state government's Delivering Community Services in Partnership (DCSP) Policy) could be applied to investigate what public library services might be applicable under this policy (Government of Western Australia, 2011). These could potentially be services currently or formerly undertaken by volunteers, or by library staff where viable.

New strategies to support service delivery in cost effective ways need to be considered. There will also need to be greater clarity about whether it is the council's role to directly deliver, facilitate, broker or outsource some of the services they deliver. This will require some cultural change. There may be some things that libraries no longer need to do, or that other parties could deliver through a variety of arrangements.

4.5.5 Collections

Collection size is decreasing in public libraries in Australia. There is increasing emphasis on providing collections that are tailored to the needs of local communities and good practice in collection management.

State-owned stock as a percentage of all stock in public libraries has decreased from 70.3% to 63.9% over the past 10 years (SLWA, 2013). However, all councils will require ongoing funding from the state to provide collections to meet needs. Local government

contributions to the purchase of collections varies significantly, but larger metropolitan councils still rely heavily on the state allocation.

The importance of sharing information about local holdings will increase as these collections grow. Local authorities can still determine what items or categories of their local collections they will make available for inter-library loan.

4.5.6 Technology & the online environment

The increase in online access to public library websites highlights the importance of facilitating ease of access to library websites and increasing the interactivity of websites for service transactions and access to information, bookings and online services. The trend for government and business to push business online has put increased pressure on public libraries to support community members navigate the online environment and technology. While there is no data available in Western Australia about the impact of this shift, the New South Wales Public Libraries Association (NSWPLA) has estimated the additional labour cost state-wide to support government services only available online and state government programs (such as the NSW Premier's Reading Challenge) at just under \$4 million per annum (NSWPLA, 2014). It would be useful to assess the extent of this subtle cost shift for public libraries in Western Australia.

National trends and observations in public libraries show that internet terminals in public libraries continue to be well-used, despite increased access to the internet using other devices. Public libraries will continue to play an important role in facilitating equitable access to the internet. However, it would be useful to conduct research at the local level to identify the usage and changing use of technology in the public library and how changes in access will influence the provision of terminals and space allocation in the future. For example, how will the move from PCs to tablets, and the prevalence of laptops influence what technology will be provided in the future in the public library and the amount of space required?

Opportunities for more efficient operations, particularly through the application of technology, need to be pursued. Investment in self-serve technologies for users has been a trend in modern public libraries and the efficiencies are evident for medium to larger libraries. These should be pursued where viable, with sound business cases to demonstrate the benefit of investment (and re-investment).

4.5.6.1 Library management systems

There is insufficient data to quantify the return on investment in a single library management system and attempts to fund such a study in Western Australia have been unsuccessful. Developments such as Cloud computing will also now need to be taken into account. Additionally, new solutions are emerging where vendors (such as Civica) are offering a total library solution, including technology, staffing and collections which may completely change the way public libraries operate.

WALGA is currently developing a panel of suppliers for the provision of suitable Library Management Systems as a number of local government authorities are seeking to upgrade their current library management systems.

If a state-wide solution is not forthcoming, local co-operation may provide some efficiencies of scale. For example, the Bunbury Wellington Group of Councils (BWGC) which includes Harvey, Bunbury, Dardanup, Collie, Capel and Donnybrook-Balingup councils are currently looking to have a shared Library Management System for the councils involved.

It is timely to act in a co-ordinated way, and opportunities for collaboration at the local and regional level for cost efficiencies should be pursued. It may be useful to pursue *Royalties for Regions* funding for this purpose.

4.6 Service performance - Key principles, strategic implications & considerations for discussion

The following key principles have been identified from analysis of delivery and performance of Western Australian public libraries and national trends for public library performance on a range of indicators. The strategic implications and considerations have been developed from the underpinning principles.

Principle	Strategic Implications	Strategic Considerations for discussion
Effective workforce planning	<ul style="list-style-type: none"> Understanding what new skill sets will be required into the future Library staff have the skills to deliver services effectively 	<ul style="list-style-type: none"> How do we develop a workforce that will meet future needs for service delivery? What skills and qualifications might we need in the future?
Cost efficient allocation of labour resources	<ul style="list-style-type: none"> Transition to new ways of working, including facilitating, outsourcing, partnering or brokering services Collaborative planning and delivery and resource sharing at the local level where viable Focus on delivery of services in accordance with agreed specifications 	<ul style="list-style-type: none"> What public library services could be delivered by other agencies in the future? How could library staff resources be shared more effectively between LGAs at the local level in the future?
Sustainable and flexible library infrastructure that meets changing needs	<ul style="list-style-type: none"> The Integrated Planning Framework should drive planning at the local level Collaboration at the local and regional level to plan for new and replacement infrastructure Rationalisation of existing infrastructure in the metro area where viable (now or in the future as infrastructure ages) An understanding of the real cost of providing or maintaining infrastructure (Infrastructure Audit) Shared use of infrastructure with identified partners (state, business, and community) where viable to share costs Innovative use of infrastructure with identified partners 	<ul style="list-style-type: none"> What opportunities are there to rationalise or plan better for library infrastructure with neighbouring councils? What innovative options are there to better use or share library space in the future? Who could we partner with?



Principle	Strategic Implications	Strategic Considerations for discussion
Enabling technology that demonstrates return on investment	<ul style="list-style-type: none">• Investment in technology based on sound business case with demonstrable return• Opportunities for shared Library Management Systems (local, regional, state) where efficiencies and cost savings are identified	<ul style="list-style-type: none">• What technology options should we pursue to enable library services to be delivered in the most cost-efficient way?



5. Positioning for the future: Trends & research

5.1 Key findings

- Population change by 2025 will be a key driver in how public library services will be mapped. Public libraries will need sound data at the local level to plan for infrastructure, collections and services to meet community needs, now and into the future.
- Building cohesive, engaged and informed communities through programming for learning, literacy and creative endeavour will continue to be a key role for libraries. This will require flexible space, effective partnerships, and some re-skilling of staff. Strategies will need to be put in place to transition thinking about the public library from a focus on books on shelves and bricks and mortar to a focus on the outcomes that library services deliver and how these outcomes can be best met.
- There is a need for stronger partnerships at the local and state level as well as with community and commercial providers. Public libraries occupy valuable real estate in the community and could add additional value through a more diverse service offer.
- Public library services in the future will continue to play a key role in providing access to physical and online content and information, as well as developing digital and technical literacies.
- By 2025, the uptake of the e-book and access to content from a range of mobile platforms will mean that libraries will not need as much space for traditional collections.
- Public libraries will need to improve their access to quality e-books.
- There is a need for a strong and united voice by the public library network (PLWA) and local government (WALGA) to promote the social and economic value of public libraries in Western Australia to state government and local decision makers and funders.

Increasingly the libraries of the new millennium are no longer simply repositories for books but serve as a civic gathering place and making the library space more open to opportunities for sociability.

Commission for Architecture and the Built Environment, 2003, p. 10

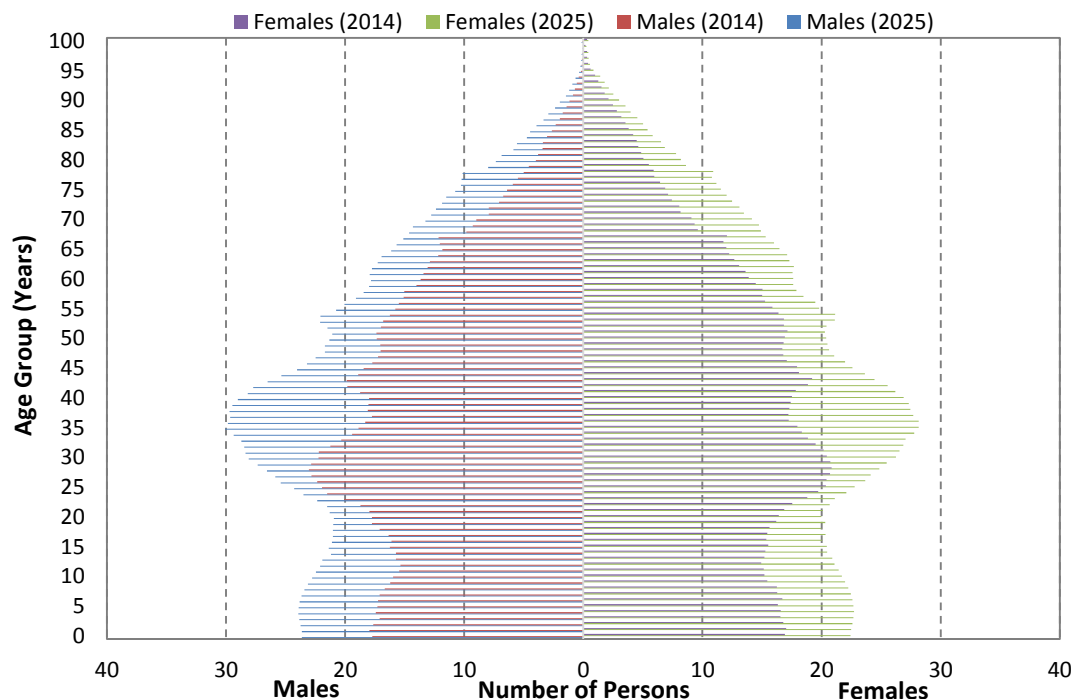
5.2 Changes in population

5.2.1 Estimated population makeup in Western Australia in 2025

In June 2014, the estimated resident population of Western Australia was 2.6 million. Around one fifth (19.1%) of the population was aged less than 15, while 11.8% of the population was aged over 65 (including around 1.3% aged over 85). The working-age population (aged 15 to 64) was more than two thirds of the total population (69.1%), and there was a total dependency ratio of 45% (that is, there were 45 'dependents' for every 100 'workers').

The ABS (2013) predicts that if fertility, net overseas migration and life expectancy rates were to continue in line with recent trends the following population pyramid shows what Western Australia's population would look like in 2025.

Figure 5.1 Western Australia Population 2014 & 2025



Source: ABS (2013, 2014)

Under this scenario, the population would be 3.5 million in 2025. The proportion of persons aged 65 and over would increase to 13.7% (from 11.8%), and the proportion of children (under 15 years) would increase slightly to 19.5%.

The working age population would decrease to 66.9% of the population, and there would be 50 'dependents' for every 100 'workers'. The proportion of persons aged 85 and over would increase marginally to 1.5% (ABS, 2013, 2014).

5.2.2 Implications of changes in our population on public library service delivery

5.2.2.1 Supporting an ageing community

The ageing population will have significant implications for Western Australia. Most baby boomers have now retired or are transitioning to retirement. As more people retire, there will be a reduction in human capital which will impact negatively on the economy.

The services and facilities these retirees will require are going to place financial pressure on local, state and federal governments. Declining health and the rising risk of disability with advancing age are also impediments to community participation. Increasing rates of dementia and Alzheimer's and implications for aging carers will also have social impacts.

In 2009, close to one in ten people in Australia aged 65–69 years and just under two in ten people aged 75–79 had a severe or profound disability. In 2011, approximately 3.8% of the Western Australian population required assistance with core activities. In addition, 8.2% of the population aged over 15 years provided unpaid assistance to a person with a disability (Hayes, Weston & Baxter, 2011, p.9).

Libraries will need to continue to provide services to support an ageing population, including adaptive technology, services for clients with special needs, ongoing support to increase digital literacy for seniors, and flexible spaces for social engagement. The increase in one person households will make the library increasingly important in breaking down social isolation and facilitating community engagement. Outreach services, potentially in partnership with other providers or volunteers will need to be flexible to meet mobility and access needs. Skilling up older persons to access digital content and e-books in their own home or in nursing and retirement homes will provide for more efficient distribution models. Clearly, social engagement strategies will also be critical through bringing older people in to library spaces in partnership with care providers or through housebound services.

There are also some opportunities for library services. Active retirees are often more likely to participate in volunteer activities that are of benefit to the community. Libraries could increasingly tap into this labour resource with the added benefit of further building social capital. This group will also have a wealth of knowledge, skills and experience that could be harnessed to share with the younger generations.

5.2.2.2 Building cohesive communities

Similarly, the range of different linguistic and cultural backgrounds from which our migrant populations originate is greatly changing the social and cultural fabric of the state. In 2011, about one third of Western Australia's population was born overseas, which means that our racial make-up and linguistic composition is now extremely diverse (over 200 languages are now spoken in Western Australia, which includes approximately 45 Indigenous languages). Although English is by far the dominant language, a significant amount of the population (15.4%) speaks a language other than English at home. The main language groups in Western Australia, in order of dominance are: English, Chinese and Italian. The most prominent sources of migrants to Western Australia include the UK, New Zealand and Maritime South East Asia (ABS, 2011).

A multicultural society enriches the fabric of Western Australian culture, and public libraries can play a key role in celebrating diversity and culture and minimising social exclusion and inequality between different groups. This will require targeted cultural and literacy programs and the provision of resources to meet the diverse needs of this client group. Materials in languages other than English (LOTE) will need to be provided in more accessible formats that can be downloaded and shared easily. Once again programming and community development in libraries will require adaptable spaces, and staff skills will need to be tailored to meet these needs. Partnerships with service providers to provide programs in library spaces or to facilitate engagement need to be strengthened.

Approximately 3.3% of the Western Australian population identifies as Indigenous (ABS, 2011). Health and education outcomes for Indigenous people, particularly in rural communities, continue to be well below average. Certainly, the ongoing sustainability of small communities has been questioned in recent years. Since 1911, the distribution of population in Western Australia has changed significantly. Over this time frame, the proportion of persons living in an urban area increased from 56.2% to 89.9% in 2011 (ABS, 2011). There is a need to maintain a library service delivery model that does not disenfranchise small communities due to size, distance or socio-economic characteristics.

5.2.2.3 Investing in younger people

In 2014, 19.1% of Western Australia's population were aged under 15 years (ABS, 2014). By 2025, this proportion is anticipated to increase to 19.5% (ABS, 2013). In 2014 13.5% of Western Australia's population were aged between 15 and 24 years (ABS, 2014). By 2025, this proportion is anticipated to decrease to 12.1% (ABS, 2013).

Libraries play a key role in early childhood development and literacy, through early exposure to storytelling for programs for young people and development of literacy skills. James Heckman, who was the Nobel Laureate in Economic Sciences in 2000, notes that

the greatest return we can have economically is by investing in the very young (Heckman, 2006, p.3). Libraries will continue to contribute to the economic and social well-being of communities by supporting early childhood development and literacy. Programs for younger people have had a huge uptake in public libraries over the past decade, and Western Australian public libraries have led the way through programs such as *Better Beginnings*. It is anticipated that this demand will continue to grow as parents seek opportunities to further enrich their children's experiences and development. Once again, libraries will need to provide flexible spaces to support these programs and work across sectors to facilitate the best outcomes.



5.3 Social & technological trends



5.3.1 Changes in family & social life

The changing way that we operate in our society will have an impact on planning for library service delivery. An overview of research findings from *The Australian Institute of Family Studies* provides the following snapshot.

Family size has become smaller, and many women now become mothers much later than was the case for previous generations. Many children also live with only one parent, and there is an increase in the number of single parent households and increasing rates of social isolation. We have also now become one of the most ethnically diverse countries in the world.

In recent decades there has been a marked upward shift in the participation of young people in formal education; however, the proportion of young people in paid employment, either solely or in combination with study, has decreased. Youth unemployment has increased, and there are increasing proportions of older people remaining in paid work. People change careers more often and may need to reskill several times. Changes in family work arrangements and child care responsibilities have left many feeling "time poor." We note that the proportion of people engaged in regular volunteer work increases progressively with advancing age, reaching a peak at age 65–74 years. Research highlights pockets of disadvantage, with a correlation to poor health, employment and education outcomes, particularly for younger people (Hayes et al., 2011, pp. 7-8, 10, 17).

Hugo (2011, pp.10-16) notes other trends including increasing levels of obesity, intergenerational attitudinal differences and evidence of social exclusion amongst marginalised groups. Other trends impacting are the declines in rural communities and general movement to urban areas or the coast for a "sea-change" exacerbating issues of sustainability for smaller communities.

An increased focus on economic sustainability has been evident at all levels of government. There has also been an increased tendency for business and governments to push business online and public libraries are increasingly filling the gap to provide access and to develop digital literacy skills. The prevalence of natural disasters and global instability in recent years has also provided an increased emphasis on security as well as increased community participation in group dialogue in recovery from events and trauma at the social level. Libraries also provide anchor points in times of instability and uncertainty and when there are tensions between social groups, through opportunities for greater interaction and engagement.



5.3.2 How we use media is changing rapidly

According to the 2013 *Infinite Dial Report* by Edison Research, media usage has changed dramatically in the US. Media multitasking is the new norm where consumers are using more devices across a common set of platforms. The most significant development has been the amount of time people spend on a mobile device which is growing at 14 times the rate of desktop usage (Edison Research, 2013). These trends will be reflected and potentially amplified in our society, given the high uptake of technology in Australia.

The rapid rise of social media as a personal online space and as a means of learning, communicating and accessing information is changing the way people interact with each other. Social networking has also become a tool for coordinating social action. Mobile devices such as the smart phone and tablet PC mean that services and information are

available 24/7 wherever there is Wi-Fi or data capability. It has been suggested that Australia is at the forefront of social media usage. Smartphone penetration had reached more than 65% in 2014 and it is predicted that more than half the population will be using a media tablet by 2016 (Napier, 2014).

The pace of cultural and social change has been exponential and is likely to accelerate. The advent of wearable technology including smart watches will shift information away from the mobile phone screen to an alternate viewing screen and experience. Futurist Morris Miselowski notes: *"Mixed in with all of these parallel, converging, competing and merging influences is the ever diminishing line between local, national, international, physical and virtual."* (quoted in Pash, 2014).

The huge increase in the availability of online information and courses and the mass expansion of access to university education has also brought about a fundamental shift in how we access learning. Digital technologies will transform the way education is delivered and accessed. There is an increased global mobility in access to courses and the emergence of Massive Open Online Courses (MOOCs) provides increasing choice of online courses and providers.

At the other end of the spectrum we have kindergartens and pre-schools that require students to arrive on their first day with their iPad. The blackboard has been replaced by digital boards to access multimedia and the internet.

5.3.3 The rise of the e-book

Changes in format for content have always impacted on the collection mix in public libraries. The increasing penetration of e-books has probably had the most dramatic effect since the Gutenberg Press. A market analysis of the Australian book industry estimates that e-book sales could reach \$700 million in Australia within a few years. Driving this demand has been the rapid uptake of smart phones, e-readers and tablet computers (PricewaterhouseCoopers, 2011).

Research published in 2014 from the Association of American Publishers (AAP), shows that e-books now account for 27% of all adult trade sales, up from 23% in 2012. However, AAP reported in 2013 that adult e-book sales were up by just 4.8% in 12 months, compared with an 11.5% increase for hardcover reads (The Bookseller, 2014). Clearly, comparative growth in e-book sales slowed in 2013, but it is clear that e-books are now fully embedded in the format infrastructure of book publishing and will need to be considered in library collection planning. The highest sales of e-books are in the adult fiction category. It is unlikely that there will be a demise of the e-book as predicted by some in 2013; more likely a stabilisation of use between the digital and physical formats, until technology moves users to new and richer ways of accessing content digitally. Although collection space will be reduced, collection budgets will need to be maintained or enhanced as the collection mix changes.

5.3.4 Implications of social & technological changes for public libraries

5.3.4.1 Libraries will continue to have a key role in building social & cultural capital

There has been a wealth of published commentary over the past decade confirming the role of the public library as a space for diverse community members to engage and build social cohesion and capacity (for example, Putnam, 2005; Cox, 2000; Bundy, 2005.) In addition, in-depth research undertaken as part of the *Libraries Building Communities* (LBC) project in Victoria demonstrated that public libraries make a vital contribution to a range of positive social outcomes and build social capital, learning and inclusion (State Library of Victoria, Library Board of Victoria & Victorian Public Library Network, 2005a).

Libraries have moved from using spaces for shelves of books to thriving, innovative places, offering environments for communities to gather to learn, play, explore and share. Literacy nowadays involves much more than simply reading and writing; the term has evolved to include 'transliteracy', the ability to communicate across a range of platforms.

Barry, 2015

The LBC research showed that public libraries play a crucial role in bringing people together from across the social strata; forging greater understanding of other perspectives and other cultures; offering a safe space that embraces diversity; and providing connection into the community for people who are otherwise excluded. For many, public libraries provide that first important link to government information and services. Data from the LBC project also shows that marginalised groups, people on low incomes and those who are unemployed are well represented among library users (SLV et al., 2005a, p.14).

Public libraries also undertake a range of activities to showcase and support community creativity that produces specific cultural benefits. Increasingly, libraries internationally are providing space and facilitating clients to learn new crafts, exhibit artworks, compose, celebrate diverse culture, generate multimedia, create and perform. Recent research in Victoria shows that people highly value the cultural dimension of their library, and want libraries to assume a bigger role in this sphere. Public libraries are "facilitating the production of creative content; supporting, disseminating and showcasing multi-faceted creative endeavour." (State Library of Queensland, Local Government Association of Queensland & Queensland Public Libraries Association, 2014, pp.9-10). It is clear from the research that libraries are emerging as creative cultural hubs, with many now engaging with groups and service providers in the community to create "makerspaces" facilitating content creation in the library, physically and virtually.

The breakdown in traditional family structures; increasing levels of fragmentation, isolation and special needs through an ageing and more culturally diverse population; the need for workers to reskill several times over a working career; and the emerging dominance of online learning highlights the community hub and development role that the library plays. Public libraries will continue to play a critical role in developing literacies (traditional and digital) and providing spaces for interaction that have been lost as other service providers move out of physical spaces into the online environment.

5.3.4.2 Co-location, integration & stronger partnership models

There has been extensive conversation about the library as a "community hub." Community hubs simply provide a focal point to facilitate greater local community activity and engagement and access to services to improve the quality of life of the community.

Each local government authority will determine how best local services can be aligned for co-location or for integrated delivery. They will also make decisions about shared space for other council activities or with other agencies or even commercial providers. This will be driven by opportunities and synergies at the local level for the best use of infrastructure.

Underpinning this will be an appreciation that library services in the future may be offered out of entirely different spaces, in both the commercial and the public realm. Assumptions about what the public library might look like in the future need to be founded on what outcomes are delivered for local communities, rather than a focus on public libraries as institutions or buildings.

Many local governments have already started thinking about how they can adapt, co-join or relocate flexible physical spaces in partnership with other arms of council service delivery as well as business, community and cultural service providers.

Libraries have the opportunity to further develop non-traditional services including the provision of council and government information, bill paying, printing, publishing, and supporting small business. They also occupy valuable real estate in the community. New

Changing perceptions about what's possible in libraries can generate new and varied uses. Different uses can animate the atmosphere and the spaces within the library and extend its role in the cultural life of a city or town.

SLQ et al., 2014, p.74

Library spaces are changing to become multipurpose community facilities that contribute to place-making and community connection. In 10 years' time, they will be a space for creativity and participation, where people come together to share ideas and create new knowledge.

Auckland Council, 2014, p.25

models are emerging where libraries are developing as hybrid community centres and flexible library space is used after-hours as community space.

5.3.4.3 Libraries will continue to play a key role in supporting literacy & learning

Access to information and learning opportunities, and support to develop literacy in all its forms, is a vital component of the knowledge society. The research amplifies the continuing role for libraries in providing information and resources, facilitating self-motivated learning and developing traditional and digital literacy skills. The *Tomorrow's Library* research refers to the public library in the future as a "learning village," noting that successful and relevant public library services will provide collections and deliver programs and activities with a learning and literacy focus (Ministerial Advisory Committee, 2012). It is also evident that job seekers and those wishing to obtain new skills for retraining are now using internet facilities at their library as one of their primary sources of information, particularly in lower socio-economic areas (SLV et al., 2005a, p.14).

Increasingly, public libraries will undertake the role of developing digital literacy and supporting community members to negotiate the online environment. Public library services will also continue to support English as a second language, assist in skills to work and retraining programs through basic learning modules and collections and develop traditional literacies through learning and literacy development services, such as children's programs and book clubs.

5.3.4.4 Libraries will need to respond to changes in media & access to content

A community's social and economic development increasingly depends on how well its residents can access and use information and technology. Recent research suggests the risk of the "digital divide" and the role that public libraries play in alleviating this. Access to the internet and digital literacy will continue to be a crucial service offered by public libraries, providing a gateway to information for those without internet access at home or skills in navigating an increasingly online environment (SLV et al., 2005a, p.9). There is the opportunity to partner with informal learning providers or use volunteers in library spaces to meet this outcome.

The Australian Library and Information Association (ALIA) predicts that library print and e-book collections will establish a 50:50 equilibrium by 2020 (ALIA, 2013a) and that this balance will be maintained for the foreseeable future. This will mean that shelf space will be freed up, which will allow more space for study, relaxation, events, meetings and creative uses with more opportunity for people to use the library space for other learning and community purposes.

ALIA and the Australian Public Library Alliance (APLA) also found that more libraries are loaning e-reading devices — 23% in 2014, up from 19% in 2013 (APLA & ALIA, 2014, p.2). However, for the majority of the 97% of public libraries in Australia lending e-books, this format represents less than 1% of total loans, although on average e-books make up 5-6% of a public library's collection. The survey found that between half and two thirds of libraries are less than satisfied or not satisfied with the choice of overall content. The major reason for the dissatisfaction with content is that some major publishers will not sell e-books to libraries in Australia for fear of piracy or loss of sales.

Working together to access e-content is still the most effective way to increase library use of e-books. The State Library of Western Australia Public Libraries Digital Media Collection provides access to a core collection of selected e-books on the platform provided by *Overdrive*, which has secured rights for more than 1 million titles from more than 1000 publishers worldwide. There will need to be continued advocacy from the profession for increased access to content.

5.3.4.5 Libraries will continually need to advocate their value proposition

There has been a wealth of research over the past ten years on the economic value of public libraries. *Dollars, Sense and Public Libraries*, a major three-year project to assess the economic value of public libraries in Victoria, found that for every dollar invested in public libraries the community receives at least 3.6 times as much value in return (SGS Economics and Planning, 2011a). A similar study in Queensland, *The Library Dividend*,

found that for every dollar invested in Queensland's public libraries, \$2.30 is the average rate of return in community benefits (SGS Economics and Planning, 2011b, p.1). An earlier study in NSW, *Enriching Communities*, found NSW public libraries generate at least \$4.24 of economic value for each dollar expended (J.L. Management Services, 2008, p.5).

However, the research needs to be augmented by continued advocacy at the local and state level to promote the social and economic value of public libraries. The State Library of Queensland has recently developed a range of materials to support the library sector to clearly and powerfully articulate the benefits of Queensland public libraries including a tool to estimate the dividend the library service generates for the local community and economy, and an *Advocacy Action Planning Workbook* for use at the local level (SLQ, 2015).

5.4 Key issues & opportunities

The Next Horizon: Vision 2017 (the positioning statement for Queensland public libraries) identified four common themes to deliver sustainable, innovative 21st century public libraries:

1. Creative community spaces;
2. Connectors — physical and virtual;
3. Technology trendsetters; and
4. Incubators of ideas, learning and innovation (SLQ et al., 2014, p.3).

The Victorian public library network also noted that public libraries in the future will extend their traditional content management and distribution role. The framework for the future of Victorian public libraries is based on the key findings from their research that public libraries can capitalise on five prominent and emerging social trends: creativity, collaboration, brain health, dynamic learning and community connection. This is described as *"the transition from passive, product-based environments to ones that deliver active, service based experiences"* (State Library of Victoria & Public Libraries Victoria Network, 2013, pp.3-5). This trend has been flagged internationally.

Based on the research and planning conducted in other states and social and technological trends it is predicted that:

- There will be a transition in the public library from a repository based centre to a combined service offer that supports local government's broader community and cultural outcomes. The range of activities and services will differ between communities, but will generally include providing access to information and collections targeted to local needs, programming, cultural activities, collaborative learning and the provision of social spaces such as community lounge rooms and coffee shops.
- Co-location will be more prevalent and increasingly libraries will offer services on behalf of council and other organisations, such as tourism information, bill payments, Centrelink and Medicare.
- There will be a stronger focus on the library as a facilitator of cultural and community well-being outcomes such as lifelong learning and community development, as well as facilitating the creation of content and preserving and sharing the heritage and identity of communities.
- Staff will have developed extended skill sets and will be working more collaboratively with other community and cultural development service providers.

21st century public libraries offer flexible physical and virtual spaces for learning, working and creating. They will take an entrepreneurial approach to strengthen their role as community and business hubs.

SLO et al., 2014, p.4

As the future unfolds, libraries will need to challenge public perceptions about their role, while staff, programs, resources and spaces will adapt and shift towards a 'non-traditional' but community-relevant model.

SLV et al., 2013, p.8

5.5 Service planning & positioning - Key principles, strategic implications & considerations for discussion

The following key principles have been identified from recent research into future directions for public libraries, nationally and internationally. Principles identified in seminal studies such as the LBC study, and the work completed in NSW, Victoria and the United Kingdom have informed their development. The strategic implications and considerations for discussion have been developed from the underpinning principles.

Principle	Strategic Implications	Strategic Considerations for discussion
Responsive to changing needs	<ul style="list-style-type: none"> Evidence based forward planning for service delivery Flexibility to adapt to emerging social and technological trends Innovative service delivery and shared learning 	<ul style="list-style-type: none"> What are the evolving models of service delivery in public libraries to meet changing needs? How can we support innovative models in WA?
Supporting community and cultural development and lifelong learning	<ul style="list-style-type: none"> Continued role of the library for community and cultural development and promote learning and literacy (print-based and digital) with outcome based programs. Consideration of alternative delivery options and partnerships for delivery. Access to flexible spaces and programs across the state to promote learning communities, community and cultural engagement, celebrate diversity and break down social isolation Co-operative ventures to share programs and events across the state (e.g. touring writers' program) 	<ul style="list-style-type: none"> What alternate options are there for delivering library community and cultural development programs and programs supporting learning and literacy?
Recognised value proposition	<ul style="list-style-type: none"> Joint advocacy of the economic and social value of public libraries Advocacy tools for use at the local level Alignment at the local level of library services, programs and events with identified council outcomes 	<ul style="list-style-type: none"> How will public libraries most effectively market their social and economic value to decision makers and funders in the future?




Glossary of terms

Term / Acronym	Full name
ABS	Australian Bureau of Statistics
AEC	Australian Economics Consulting (Report author)
ALA	American Library Association
ALIA	Australian Library and Information Association
APLA	Australian Public Library Alliance
CABE	Commission for Architecture and the Built Environment (UK)
CRC	Community Resource Centre
CAFF	Culture and the Arts Facilities Fund
IFLA	International Federation of Library Associations and Institutions
JAC	Joint Advisory Committee
LBC	Libraries Building Communities Report
LBV	Library Board of Victoria
LGA	Local government Authority
LGNSW	Local Government NSW
LMS	Library Management System
MAC	Ministerial Advisory Committee (on public libraries) - Victoria
MAV	Municipal Association Victoria
OMG	Operational Management Group
PLAG	Public Libraries Advisory Group
PLCC	Public Libraries Consultative Committee (NSW)
PLVN	Public Libraries Victoria Network
PLWA	Public Libraries Western Australia
NSLA	National and State Libraries Australasia
QPLA	Queensland Public Libraries Association
RDC	Regional Development Commission (WA)
RLQ	Regional Libraries Queensland
SLA	Service Level Agreement (Queensland)
SLPACS	Strategic Library Partnership Agreement Steering Group
SLNSW	State Library of New South Wales
SLQ	State Library of Queensland
SLV	State Library of Victoria
SLWA	State Library of Western Australia
WALGA	Western Australian Local Government Association

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Appendix A: Governance models in other states

New South Wales

Public library services in New South Wales include a mixture of independent (or standalone) library services operated by a single local government authority and regional libraries where neighbouring local councils have entered into an agreement under the Library Act to provide a combined service. Local councils and their library services are autonomous. The State Government funds public library services via an annual subsidy and grants program, administered through the State Library of NSW (SLNSW). The formula for distributing the State Government funds is approved annually by the Minister for the Arts on the recommendation of the Library Council of NSW. Currently a MOU operates between the public library network (NSWPLA) and the State Library of NSW. Local Government NSW (LGNSW) also works closely with the NSWPLA.

The Public Libraries Consultative Committee (PLCC), established in 1996, is a sub-committee of the Library Council of New South Wales. The Committee provides policy advice to Library Council and acts as a consultative framework for key public library stakeholders in NSW. NSWPLA, SLNSW and LGNSW are represented on the Committee.

Queensland

The State Library of Queensland (SLQ) supports local governments through annual grants, support services and specialised collections, access to Queensland wide electronic databases and the operation of the Rural Library Queensland (RLQ) Scheme, which is similar to the Western Australian Exchanges system.

Local governments operating Independent library services receive cash grants calculated on a weighted per capita formula. Local governments serving populations of less than 15,000 are eligible to participate in the RLQ Service. In lieu of a cash grant these local governments receive a notional allocation which funds the purchase of library materials and e-resources accessed through a shared Library Management System (LMS).

Service Level Agreements (SLAs) are in place between local governments and SLQ for the following:

- Cash grants for Independent Local Government Library services (classed as populations over 15,000).
- Managed library services for Rural Libraries Queensland – one Library management System with one library card for RLQ now (classed as populations below 15,000).
- Indigenous Knowledge Centres (Indigenous Councils with no rate base only), includes set-up, collection development and 50% staff funds to 24 hours).
- Delivery Best Start funds (\$20 million over 4 years for Early Literacy development across the State through Public Libraries).

These SLAs outline the Library Board's responsibility and Local Government's responsibility and are around distribution of funding. There is no formal agreement with the Queensland Local Government Association (LGAQ), or the Queensland Public Libraries Association (although a draft has been prepared on the latter).

For cooperative ventures such as Vision 2017 and the Learning Strategy under Vision 2017, QPLA, SLQ and LGAQ worked together and signed off on the final content.

A Public Library Advisory Group (PLAG) is in place made up of representatives of SLQ, QPLA, metro and regional library managers, the Local Government Department and Education Queensland. PLAG advises the Board on public library matters and meets about three times per year. PLAG gives signoff for state-wide licences and provides advice on any changes to the Library Guidelines as they are updated.

South Australia

The South Australian public library network operates within The Libraries Act (1982) and a Memorandum of Agreement (MOA) between the Minister for the Arts and the President

of the Local Government Association (LGA) for funding public library and community information services.

The Director of the State Library is responsible to the Executive Director of Arts SA and the Libraries Board of South Australia which is a statutory authority operating under the provisions of the Libraries Act 1982 as amended. The Board is responsible for the administration of the State Library and Public Library Services, and is responsible to the Minister for the Arts.

Governance of public libraries in South Australia operates within a memorandum of agreement between the Minister Assisting the Premier in the Arts and the President of the Local Government Association for funding public library and community information services 2011-12 to 2020-2021. The Associate Director of Public Library Services reports to the Libraries Board through the Director of the State Library.

The Libraries Board, through its business unit Public Library Services (PLS) provides centralised e-procurement and contract management, outsourced cataloguing of all items purchased, free internet and wireless access and a number of state wide collections and services. The Libraries Board provides operating subsidies and library materials grants to all libraries. Public Library Services (PLS) business unit is funded from within the State's funding to public libraries.

Victoria

Two types of public library services operate in the State: single service municipalities (30) and regional library corporations (14). Single services are run by their municipalities and are mainly located in metropolitan Melbourne. Regional libraries are two or more councils which have agreed to provide services jointly. Regional library corporations are constituted under the *Local Government Act 1989* and have the same operating and reporting structures as municipal councils.

Specific responsibility for public library policy in Victoria rests with the Minister for Local Government who is advised by a Ministerial Advisory Council (MAC) on Public Libraries, a bi-partisan committee that includes peak bodies, councils and library services. The MAC was tasked to comprehensively review the role of Victorian public libraries, including services and funding arrangements. This is known as the *Tomorrow's Library* review which was completed in 2013. The MAC includes members of the major political parties, the Municipal Association of Victoria, the Victorian Local Governance Association, the Local Government Professionals, two representatives of the Public Libraries Victoria Network, the State Librarian/CEO of the State Library of Victoria, the Department of Transport, Planning and Local Infrastructure (DTPLI), a metropolitan single-council library service, a metropolitan regional library service, a regional/rural single-council library service, a regional/rural regional library service and an Executive Officer.

Local Government Victoria, a division of the Department of Planning and Community Development is responsible for administering core public library funding, the collection of public library statistics and benchmarks and regional library corporations legislation, and has as a priority area ongoing networking with public libraries, the State Library of Victoria, and key industry groups.

Under the *Libraries Act 1988* the Library Board of Victoria retains a range of functions in relation to the wider library network and works collaboratively with the public library network. A *Framework for Collaborative Action* has been developed between the Library Board of Victoria and Public Libraries Victoria Network and was revised in 2014 by representatives of Public Libraries Victoria Network (PLVN), the Municipal Association of Victoria (MAV), and the Library Board of Victoria and the State Library of Victoria (SLV).

Appendix B: National library statistics

The following selected statistics are sourced from NSLA (2014).

Table B.1 Total items lent

	ACT	NSW	NT	QLD	SA	TAS	VIC	WA	AUS
2008-09	2,562,599	49,782,998	1,028,034	40,732,190	18,447,848	5,171,196	48,493,826	16,421,313	182,640,004
2009-10	2,520,737	50,585,814	1,142,425	41,489,233	18,132,406	5,002,129	51,776,167	16,726,254	187,375,165
2010-11	2,765,201	48,911,125	960,676	40,511,975	17,656,868	5,015,518	50,279,939	16,656,354	182,757,656
2011-12	3,090,717	47,720,855	1,014,087	39,629,608	16,850,921	4,755,821	51,336,800	16,395,311	180,794,120
2012-13	3,173,342	46,328,680	1,011,471	37,808,192	16,466,085	4,494,194	48,927,877	15,505,467	173,715,308
5 year change	23.8%	-6.9%	-1.6%	-7.2%	-10.7%	-13.1%	0.9%	-5.6%	-4.9%

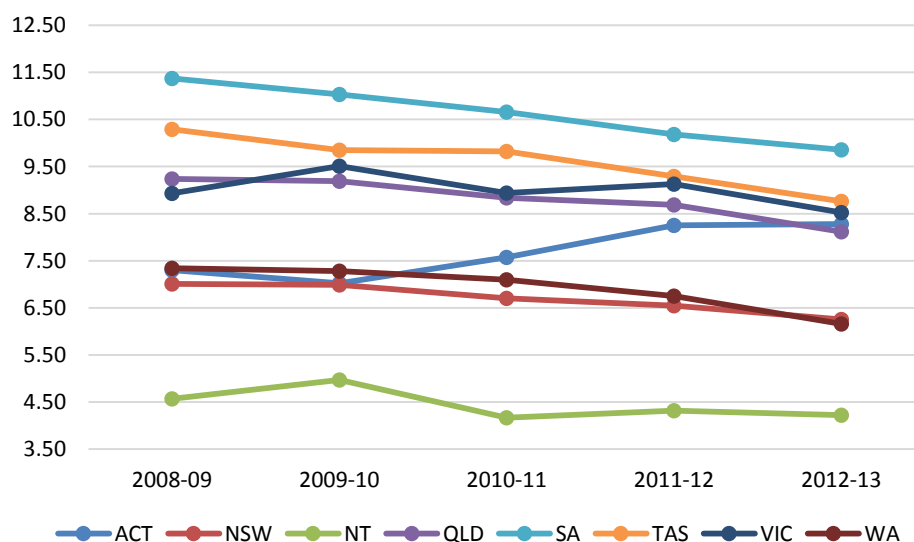
Source: NSLA (2014)

Table B.2 Items lent per capita

	ACT	NSW	NT	QLD	SA	TAS	VIC	WA	AUS
2008-09	7.30	7.01	4.57	9.24	11.37	10.29	8.93	7.34	8.35
2009-10	7.02	6.99	4.97	9.19	11.03	9.85	9.51	7.28	8.43
2010-11	7.57	6.70	4.17	8.84	10.66	9.82	8.94	7.10	8.08
2011-12	8.25	6.55	4.32	8.69	10.18	9.29	9.13	6.75	7.97
2012-13	8.28	6.25	4.22	8.12	9.86	8.76	8.53	6.16	7.51
5 year change	13.4%	-10.8%	-7.6%	-12.2%	-13.3%	-14.9%	-4.5%	-16.1%	-10.0%

Source: NSLA (2014)

Figure B.1 Items lent per capita



Source: NSLA (2014)

Table B.3 Expenditure on Public Library Services (including the purchase of library materials), \$M

	ACT	NSW	NT	QLD	SA	TAS	VIC	WA	AUS
2008-09	\$10.71	\$297.85	\$7.19	\$180.06	\$74.60	\$17.14	\$181.96	\$99.96	\$869.47
2009-10	\$12.27	\$312.86	\$9.32	\$179.15	\$84.01	\$19.23	\$195.16	\$102.18	\$914.18
2010-11	\$13.02	\$318.15	\$3.13	\$189.59	\$93.24	\$20.14	\$208.87	\$102.22	\$948.36
2011-12	\$13.47	\$332.14	\$10.56	\$201.06	\$114.35	\$22.76	\$208.86	\$107.20	\$1,010.40
2012-13	\$14.02	\$339.54	\$10.34	\$199.76	\$114.70	\$23.14	\$214.41	\$111.86	\$1,027.77
5 year change	30.9%	14.0%	43.8%	10.9%	53.8%	35.0%	17.8%	11.9%	18.2%

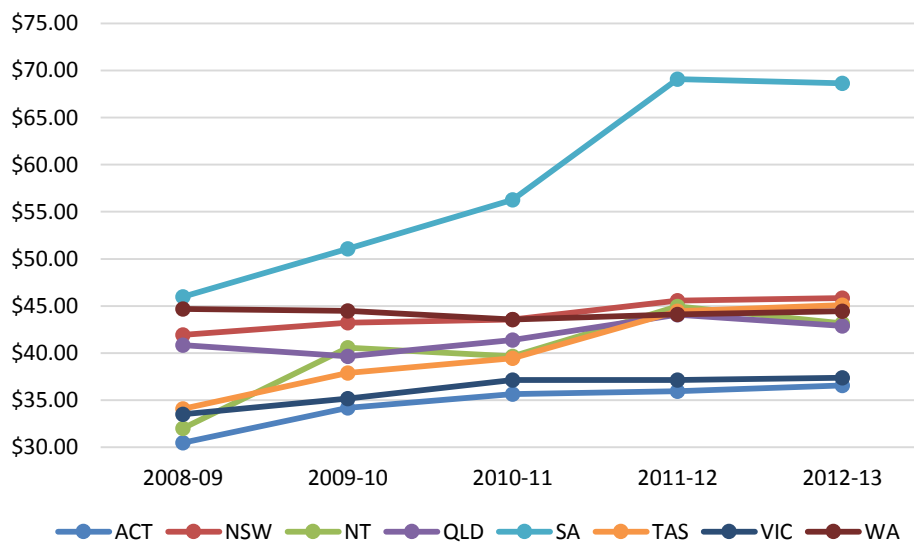
Source: NSLA (2014)

Table B.4 Total Expenditure per capita (including the purchase of library materials)

	ACT	NSW	NT	QLD	SA	TAS	VIC	WA	AUS
2008-09	\$30.50	\$41.95	\$32.01	\$40.86	\$45.97	\$34.10	\$33.52	\$44.69	\$39.75
2009-10	\$34.20	\$43.22	\$40.58	\$39.67	\$51.08	\$37.89	\$35.18	\$44.50	\$40.92
2010-11	\$35.64	\$43.56	\$39.67	\$41.39	\$56.27	\$39.45	\$37.14	\$43.57	\$42.19
2011-12	\$35.94	\$45.56	\$44.97	\$44.09	\$69.10	\$44.45	\$37.14	\$44.12	\$44.55
2012-13	\$36.57	\$45.84	\$43.17	\$42.88	\$68.65	\$45.11	\$37.37	\$44.44	\$44.44
5 year change	19.9%	9.3%	34.9%	4.9%	49.3%	32.3%	11.5%	-0.6%	11.8%

Source: NSLA (2014)

Figure B.2 Total Expenditure per capita (including the purchase of library materials)



Source: NSLA (2014)

Table B.5 Expenditure on Library Materials, \$M

	ACT	NSW	NT	QLD	SA	TAS	VIC	WA	AUS
2008-09	\$1.82	\$31.93	\$0.86	\$30.43	\$8.99	\$2.37	\$27.84	\$12.89	\$117.13
2009-10	\$2.68	\$31.51	\$0.86	\$29.16	\$9.35	\$2.34	\$28.77	\$12.02	\$116.69
2010-11	\$2.42	\$31.27	\$0.93	\$30.20	\$9.25	\$2.34	\$31.09	\$11.18	\$118.68
2011-12	\$2.64	\$32.46	\$1.21	\$30.14	\$9.35	\$2.35	\$34.58	\$11.12	\$123.85
2012-13	\$2.48	\$33.09	\$1.17	\$31.24	\$9.52	\$2.35	\$34.96	\$13.61	\$128.42
5 year change	36.3%	3.6%	36.0%	2.7%	5.9%	-0.8%	25.6%	5.6%	9.6%

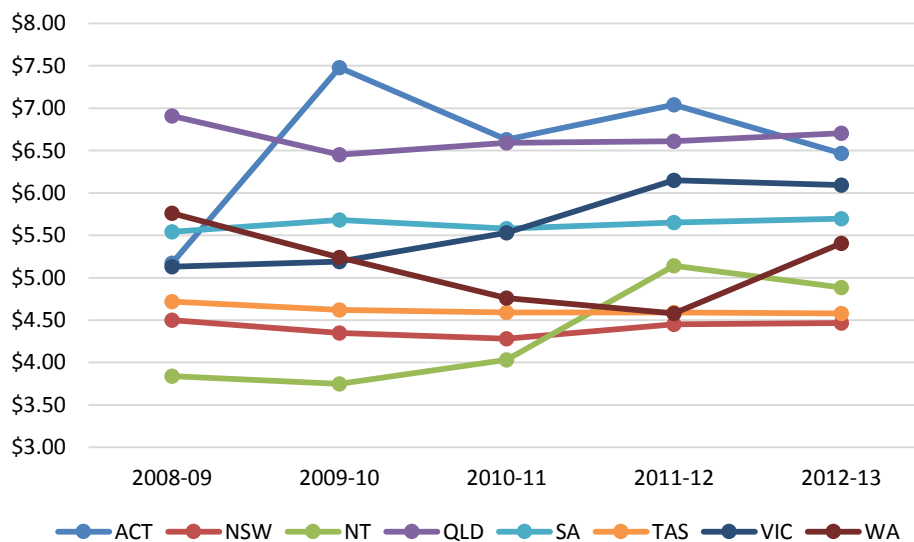
Source: NSLA (2014)

Table B.6 Expenditure on Library materials per capita

	ACT	NSW	NT	QLD	SA	TAS	VIC	WA	AUS
2008-09	\$5.17	\$4.50	\$3.84	\$6.91	\$5.54	\$4.72	\$5.13	\$5.76	\$5.36
2009-10	\$7.48	\$4.35	\$3.75	\$6.45	\$5.68	\$4.62	\$5.19	\$5.24	\$5.22
2010-11	\$6.63	\$4.28	\$4.03	\$6.59	\$5.58	\$4.59	\$5.53	\$4.76	\$5.25
2011-12	\$7.04	\$4.45	\$5.14	\$6.61	\$5.65	\$4.59	\$6.15	\$4.58	\$5.46
2012-13	\$6.47	\$4.47	\$4.89	\$6.71	\$5.70	\$4.58	\$6.09	\$5.41	\$5.55
5 year change	25.1%	-0.7%	27.2%	-3.0%	2.8%	-2.9%	18.8%	-6.1%	3.6%

Source: NSLA (2014)

Figure B.3 Expenditure on Library materials per capita



Source: NSLA (2014)

Table B.7 Expenditure on Electronic Resources, \$M

	ACT	NSW	NT	QLD	SA	TAS	VIC	WA	AUS
2008-09	\$0.17	\$1.11	\$0.07	\$1.87	\$0.35	\$0.37	na	\$0.62	\$4.56
2009-10	\$0.17	\$1.11	\$0.08	\$1.58	\$0.34	\$0.47	na	\$0.91	\$4.66
2010-11	\$0.13	\$1.59	\$0.09	\$1.61	\$0.36	\$0.29	\$2.35	\$0.74	\$7.16
2011-12	na	\$2.09	\$0.40	\$2.59	\$0.34	\$0.28	na	\$0.78	\$6.48
2012-13	\$0.21	\$2.39	\$0.26	\$3.51	\$0.42	\$0.29	na	\$1.33	\$8.41
5 year change	23.5%	115.3%	271.4%	87.7%	20.0%	-21.6%	#VALUE!	114.5%	84.4%
per capita	\$0.55	\$0.32	\$1.09	\$0.75	\$0.25	\$0.57	na	\$0.53	\$0.36

Source: NSLA (2014)

Table B.8 Total Public Access Internet Terminals provided in Australian Public Libraries (including mobile libraries)

	ACT	NSW	NT	QLD	SA	TAS	VIC	WA	AUS
2008-09	82	2,587	103	1,974	890	484	1,723	809	8,652
2009-10	78	2,735	103	2,023	1,093	391	1,951	819	9,193
2010-11	68	2,872	114	2,063	1,346	688	2,036	832	10,019
2011-12	76	3,027	89	2,226	945	518	2,218	875	9,974
2012-13	91	3,068	104	2,323	935	542	2,315	877	10,255
5 year change	11.0%	18.6%	1.0%	17.7%	5.1%	12.0%	34.4%	8.4%	18.5%

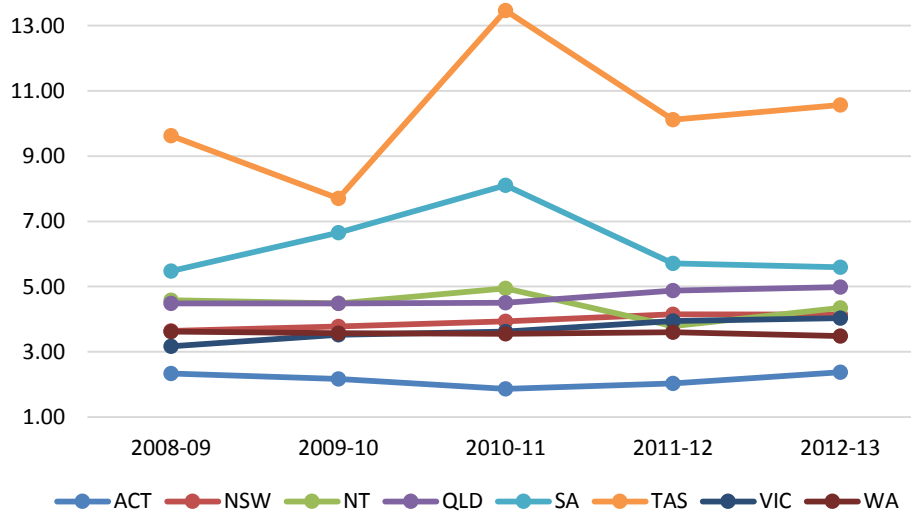
Source: NSLA (2014)

Table B.9 Public Access Internet terminals per 10,000 persons

	ACT	NSW	NT	QLD	SA	TAS	VIC	WA	AUS
2008-09	2.33	3.64	4.58	4.48	5.48	9.63	3.17	3.62	3.96
2009-10	2.17	3.78	4.48	4.48	6.65	7.70	3.52	3.57	4.12
2010-11	1.86	3.93	4.95	4.50	8.11	13.47	3.62	3.55	4.43
2011-12	2.03	4.15	3.79	4.88	5.71	10.12	3.94	3.60	4.40
2012-13	2.37	4.14	4.34	4.99	5.60	10.57	4.03	3.48	4.43
5 year change	1.9%	13.8%	-5.2%	11.3%	2.1%	9.7%	27.3%	-3.9%	12.0%

Source: NSLA (2014)

Figure B.4 Public Access Internet terminals per 10,000 persons



Source: NSLA (2014)

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Melbourne	Level 13, 200 Queen Street Melbourne VIC 3000	GPO Box 4500 Melbourne VIC 3001	T +61 3 8648 6586
Perth	Level 2, 580 Hay Street Perth WA 6000 Australia	PO Box 2576 St Georges Terrace Perth WA 6831	T +61 8 6555 4940
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