Review of School Community Libraries
Future Models of Service Delivery

FINAL REPORT ~ 07-03-12

This report has been prepared for

Contents

1. Executive Summary

The School Community Libraries (SCL) program was established in South Australia in 1975, creating a partnership model that has worked extremely well for rural communities. Reviews in 1981 and 2002 focused on the lessons learnt from implementation, governance and funding, but left the model virtually unchanged. Recent developments in government policy, rural demographics, and telecommunications indicated that the next review should assess the overall appropriateness of the model and the capacity of its partnership arrangements to deliver library services that meet the changing needs of schools and communities in rural and remote areas.

KPPM was commissioned to undertake the *Review of School Community Libraries - Future Models of Service Delivery* in mid 2011. The Review involved extensive desk research, consultation and service mapping to identify the issues, opportunities and emerging directions for School Community Libraries. This *Executive Summary* provides an overview of the contextual framework in which libraries operate and a summary of the key elements of a future SCL program to facilitate the development of local community models of collaborative service delivery.

Contextual Framework

Public libraries are responding to rapid change in their operating environment by reinventing their traditional role as centres for learning, research, information and social connection. Modern libraries provide access to expanded content, advice about how to use electronic equipment, and face-to-face contact based on communities of interest. Today's libraries are multi-function venues, with well equipped meeting rooms, early learning activities, formal teaching and learning programs, cafes, internet and wifi, reading areas and discussion space. South Australian libraries provide free internet to both members and visitors, making them an important stopping point for travellers and in the process, providing connectivity between local residents and different places and cultures.

Perhaps the most significant change in the way libraries now operate flows from the rapid expansion of internet and web-based services. Reference material is now primarily delivered in e-format, e-catalogues are simplifying user access and making available a hugely expanded range of resources, and e-books are outselling print copies at amazon.com. This shift to the online environment requires library staff to have the skills to manage online content, direct patrons to relevant information, and to be problem solvers who assist individuals to use their own digital devices to access online material.

School Community Libraries operate in smaller towns where there is sufficient population to host a school, but where the population is too low (defined as less than 5,000 people within the program formulae) to make a 'main street' library viable. The existing SCL funding formula has assumed that there is a direct connection between population, school size and demand for library services. However ageing communities, an influx of 'tree and sea changers', and increases in tourism and transient populations in many communities have put pressure on a formulaic approach to the provision of a statewide network of library services in rural schools - particularly in communities where there has been a significant increase in the population at the same time as school numbers are remaining stable or declining. In these cases, it is not unusual for community

expectations about the level of library service (particularly large print materials, CD/DVDs and opening hours) to outstrip the resource capacity of SCL host schools. Council resourcing can also be stretched where Council amalgamations in the 1990s resulted in a number of SCLs within the same Council area.

Recent changes in government education policy has impacted SCLs in two key areas. Curriculum changes that incorporate early learning, literacy improvement and research-based learning mean that libraries can play a central role in supporting new learning directions by providing materials, expertise and an active learning space. The second policy change directly affecting SCLs has been the introduction of the Department for Education and Childhood Development's (DECD) Student Centred Funding Model which devolves decisions about the deployment of staff to schools - specifically to Principals and the Personnel Advisory Committee. In this environment, SCLs no longer have surety that a dedicated Teacher Librarian will be available, a situation made more complex as a result of a national undersupply of Teacher Librarians.

The final influence on SCLs is the introduction over the next three years of the 1LMS by the Public Library Service (PLS), which will provide new opportunities for streamlining traditional library management tasks and sharing resources and services with other libraries.

Going forward

The brief for this Review required consideration of location-specific models for sustainable public library services in communities currently served by SCLs. The consultants found that the current model was already being adapted by SCLs to meet the needs of local communities, although this was poorly documented and sometimes hampered by the lack of flexibility and responsiveness within SCL decision-making structures.

This Review identified a range of potential models (some of which have been implemented or partially implemented) that could form the basis for a suite of options to be considered by all SCLs. These include:

1. Remaining as an SCL but with additional staffing resources to meet increased community demand for library services.
2. Establishing a Joint Use Library at the School, with a more equitable distribution of costs across the parties.
3. Moving to a Main Street Library with minimum opening hours of between 25-50 hours per week.
4. Establishing a Main Street Library integrated with existing Council services (e.g. tourism).

This Review finds that systemic changes to the current program model are needed to facilitate the future development and resourcing of models that more effectively match local capacity with identified community needs and expectations. These changes include the restructure of program Agreements between the Libraries Board of South Australia, the Department for Education and Childhood Development and Local Government to secure base-line contributions from the key stakeholders, simplify decision-making structures, and the introduction of a new approach to planning at the community level.

The introduction of these systemic changes will allow communities to build on the successes and achievements of their local library service and to more effectively plan for future services within the available resources.

The recommendations of this Review take into account changes in the operating environment for libraries and the findings from the comprehensive research and consultation undertaken for this Review. Key areas for change include:

- The base-line program contributions of the Libraries Board of South Australia, the Department for Education and Childhood Development and Local Government to be secured through simplified Agreements and the program Handbook redesigned to promote greater local flexibility in decision-making.

- The current complex process for strategic planning to be replaced by a biennial Community-led Business Planning process, sponsored by local Councils, in collaboration with local Schools, the Libraries Board of SA and the LGA, to facilitate council wide integrated planning for the provision of community library services that takes into account all libraries in each Council, including Joint Use Libraries, Main Street libraries, SCLs and depots.

- The Community-led Business Planning process will require all Councils with an SCL where the population is approaching or has exceeded the limit of 5,000 to formally consider options for transitioning the library service to a Joint Use facility at the School or a Main Street library at another location. If the Council is unwilling to progress with either of these option the Libraries Board of SA will set a limit on the public library services to be provided by the SCL to ensure that community library services are within the capacity of the available staffing.

- Local Library Boards of Management to become just one of a number of options for the monitoring and oversight of SCLs; other options include an Advisory Committee or Friends of the Library Group. This reflects current practice and will enable the management structure for SCLs to be determined locally, based on the capacity and involvement of local people and the complexity of the business plans developed through the Community-led Business Planning process.

- A new full time position of School Community Library Co-ordinator to be established at each SCL with appropriate training for the new position provided by the Libraries Board of SA. This allows each SCL to operate effectively, recognises the need for trained library practitioners, acknowledges the shortage of Teacher Librarians and the need for School Principals to have the flexibility to deploy teaching staff to meet changing curriculum needs and work agreements.

- Professional development for SCL staff to be accelerated through the development and delivery (or contracted delivery) of dedicated training by Public Library Services (on behalf of the Libraries Board of SA) and through the creation of an SCL website that facilitates SCL staff sharing their knowledge and experience.

- A review of PLS Bibliostat data collection and a detailed analysis of the 2011 ABS Census data to support evidence based Community-led Business Planning and the development of service deliverables for SCLs.

2. Recommendations

1. That the Memorandum of Agreement between the Minister for the Arts and the President of the Local Government Association be retained as the only central agreement for the School Community Library program.

2. That a Schedule to the Memorandum of Agreement is developed that sets out the core contributions to be made by the parties to be endorsed by the Minister for the Arts, the President of the Local Government Association and the Minister for Education.

3. That any variations to the scheduled contributions during the life of the MOA be endorsed by the Minister for the Arts, the President of the Local Government Association and the Minister for Education.

4. That those Councils with School Community Libraries within their Council boundaries and which receive any funding through the Memorandum of Agreement be required to endorse a copy of the MOA SCL Schedule as a condition of funding.

5. That the Guidelines for School Community Libraries be reconstituted as a Handbook that includes base-line program contributions, directions in regard to DECD and Libraries Board of SA policies and procedures that must be implemented, and management options that SCLs may choose to adopt.

6. That the Libraries Board of South Australia negotiate with DECD and other key stakeholders to facilitate the provision of a minimum of one full time School Community Library Coordinator at each School Community Library.

7. That the Libraries Board of South Australia provide appropriate training for School Community Library Coordinators to ensure sustainable delivery of public library services at SCLs by trained library practitioners.

8. That Public Library Services, on behalf of the Libraries Board of SA develop and roll out a Community-led Business Planning Model for School Community Libraries.

9. That the development of the Community-led Business Planning Model for School Community Libraries should include the following parameters:

   Location: To be hosted by each of the 23 Councils in the program.

   Planning cycle: Bi-Annual with individual Council sessions staged over the two year period

   Participants:
   - Council CEO or other Senior representative;
   - School Principals and SCL staff from all SCLs in the local Council area;

- Senior PLS staff representing the Libraries Board of SA;
- Representatives of the LGA to be invited to attend;
- Invited representatives from other public/community libraries or depots.

Documentation: Stakeholder strategic plans, SCL Annual reports, ABS and Bibliostat data.

10. That Public Library Services review the data collected from SCLs in Bibliostat to determine that the range of data collected is appropriate for small community libraries and its usefulness for the purposes of monitoring program outcomes, business planning and developing SCL service deliverables.

11. That Public Library Services review the current data instructions for collecting SCL service data to ensure that they are clear in their intent and use language appropriate for small community libraries.

12. That Public Library Services undertake an analysis of demographic data relating to core customer groups in Council areas following the release of the latest ABS Census data in May 2012. The results of the analysis to be compared against SCL Bibliostat data on the provision of key services for the purpose of developing service deliverables for each SCL.

13. That a web-site and or blog specifically for School Community Libraries be developed and hosted by Public Library Services.

14. That the range of ideas, innovative practices and photos taken at the regional Workshops undertaken during this Review be presented on the SCL website.

15. That if the Community-led Business Planning Model for School Community Libraries recommended in this report is adopted, copies of the business plans should be available on the website along with other key documentation relating to SCL operations or considered to be of interest to SCL practitioners.

16. That long serving SCL staff be encouraged to tell their stories on the web-site/blog to preserve them for the next generation, this could take a multi-media format created by their students.

3. Introduction

School Community Libraries (SCLs) were established in South Australia in 1975 using a model that has been described as remarkably successful and *'unique in Australia, if not in the world'*[1].

The aim in establishing the SCLs was to provide a public library service to rural and remote areas. The framework for the introduction of School Community Libraries (SCLs) was developed in 1975 and the first SCLs at Pinnaroo and Cleve opened their doors in 1977. There are currently 43 School Community Libraries across the state, and they form an intrinsic component of the Public Library Network of South Australia.

The model used to implement the Network of School Community Libraries has been effective, in large part due to the co-operation of the Libraries Board of South Australia, the Department for Education and Childhood Development (DECD) and Local Government, represented by the Local Government Association of South Australia (LGA).

However, the operating environment for Libraries in general, and SCLs in particular, has changed significantly in the last 5-10 years. In recognition that these changes have created 'pressure points' on the current model for small SCLs, the Libraries Board of South Australia commissioned this Review to consider the impact of these change on SCLs and identify options for developing a model for future service delivery.

One of the key aims of this Review is to build on the success of the current School Community Libraries program to develop a more flexible and responsive approach to meet the range of diverse needs, expectation and capacities in relation to the provision of library services across rural South Australia.

The Review considered in detail the following:

- The changing role of public libraries
- Changes at School Community Libraries
- Program pressure points
- Program structure
- Staffing
- Community-led service planning
- Service mapping
- Examples of best practice
- Transitioning from an SCL to a Main Street public library
- School Community Library service deliverables
- Changes required to get SCLs from where they are now to a future model in line with school and community expectations

This Report analyses the Review findings, identifies and document a series of appropriate options to build future capacity within a sustainable framework and makes recommendations to facilitate the development of new models of collaborative service. Detailed findings of the research and consultation undertaken for this Review are provided in the Attachments.

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[1] *School Community Libraries in Rural Areas of South Australia: Guidelines for Operation: 1995* quoted in *School Community Libraries – Funding and Governance*, Tony Lawson and Michael Barry, April 2001, P1.

4. Project Methodology

The methodology for the SCL Review was based on the need to be inclusive, to recognise and value difference, and to make effective use of available research and data. The project methodology included the following components:

1. **Project Steering Committee**
2. **Broad Ranging Consultation**
3. **Document Research**
4. **Data Analysis/Service Mapping**
5. **Analysis of findings**
6. **Preparation of Final Report**

1. Project Steering Committee The Steering Committee provided context, direction and perspective from each of the key stakeholder groups. Research findings were presented during the project to allow the committee to provide informed feedback to the Review. The Steering Committee comprised:

- Beth Davidson-Park (Chair)
- Geoff Strempel, Teresa Brook, James Kemperman (PLS)
- Cate Atkinson (LGA)
- Bob Muster, Deidre Maloney, Jane Dicker, Meralyn Stevens (SCLs)
- Leonie Pech (DECD)
- Kristine Peters and Carolyn Lloyd (KPPM)

2. Consultation: The consultation was designed to gather rich information from as many stakeholders in the School Community Library program as possible and included the following elements.

SCL Stakeholder Consultation: The following diagram shows the range of stakeholders and the process used for consultation.
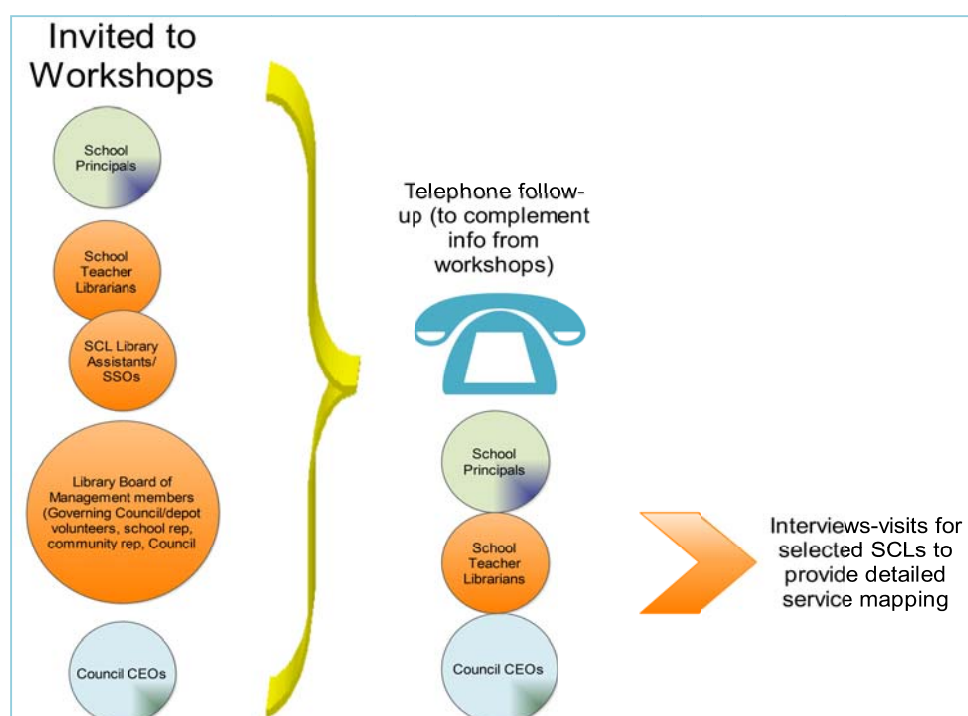
Regional Workshops: Workshops were held in Jamestown, Maitland, Mannum, Cleve, and Tintinara - an open invitation was extended to Principals, Council CEOs, Teacher Librarians, Community Library Assistants, and members of the Library Boards of Management.
78 people attended the workshops.

Telephone Interviews: Telephone interviews were undertaken with School Principals and Council CEOs unable to attend the workshops. **All but three of the 28 Council CEOs participated in either a workshop or a telephone interview. Of the 43 School Principals, 6 attended the workshop, 25 were interviewed by telephone and 1 was interviewed at the School**.

Visits to SCLs: Visits were made to SCLs at Moonta and Yankalilla to gather detailed information on local service provision to assist in service mapping.

SCL Library Users Web Survey: A web-survey for School Community Library Users was designed using Survey Monkey. The survey was completed on-line by users of SCLs over a period of four weeks. **882 valid responses were received.**

Meetings or telephone interviews with other key stakeholders: Meetings/interviews were held with staff from Public Library Services, the Local Government Association and the Department for Education and Childhood Development (formerly the Department for Education and Children's Services) to ensure the perspective of these stakeholders were well understood, particularly the impact of the DECD Student Centred Funding Model Review. KPPM also attended the SCL training day for the 1LMS to gather information on the implementation process and its impact on SCLs.

Detailed findings of the consultation process are provided in the Appendices to this report.

3. Document Research: The document research included desktop research and documentation on the SCL program provided by Public Library Services, School Librarians and stakeholders. All SCL websites were examined and a range of other web-based sources were referenced to provide an overview of local, interstate and international models and trends.

4. Data Analysis: A thorough analysis of PLS's Bibliostat data was conducted to inform the service mapping element of the project that identified the location, frequency and volume of a range of services provided by SCLs.

5. Analysis of Findings: Findings from the Review were systematically analysed and a series of draft reports prepared for feedback from the PLS and the Project Steering Committee.

6. Preparation of Final Report: KPPM worked collaboratively with PLS to ensure the final report covered all aspects of the project brief and addressed the key issues relevant to the future provision of School Community Library services.

5. Context

The Changing Role of Public Libraries

The SCL Review is occurring in a period of rapid change in public libraries. No longer quiet repositories of books, or even print material, libraries are reinventing their traditional role as centres for learning, research, information and social connection. Importantly, libraries are an integral part of digital engagement, providing access to content, advice about how to use electronic equipment, and face-to-face contact based on communities of interest.

Swinburne University[2] estimates that 50% of Australians have a library card, making it the largest membership organisation in the country. A recent Victorian report (*Dollars, Sense and Public Libraries, 2011)* estimated that Victorian public libraries return $3.56 for every $1 spent (i.e. for every dollar invested in public libraries, the community receives at least 3.6 times as much value in return) and in 2007–08 the community benefit was $681 million against a cost of $191 million.

Apart from the traditional function of borrowing and access to resources, Australians use libraries to interact. Today's libraries are multi-function venues, with well equipped meeting rooms, children's story time, formal teaching and learning activities for people of all ages, cafes, free wifi, access to the internet on the library's computers, reading rooms and book (and other club) discussions. In South Australia, the availability of free internet in all libraries makes them a locus for travellers who use e-communication to catch up with friends and family and charge their

phones and laptops so they can stay in touch as they move around. Importantly, libraries reduce isolation, whether people sit and read quietly with others nearby, interact socially in the process of accessing resources, seek (or even provide) advice and information, or use the library's cafe and meeting spaces for group or social activities.

The 2011 floods in Brisbane highlighted the value of libraries as a centre of connectivity:

> *"During the floods, the libraries had a really practical role to play because we're located where people live. We found that people were coming into the library and using the internet access because they'd lost their access at home. They were using the wifi. They were needing to print out their insurance policies to check them, claim forms, apply for urgent financial assistance using the internet at their library. Using the wifi and their laptops to Skype their loved ones overseas and say 'hey, we're OK'. And we also found that they were recharging their phone batteries and their torches and laptops so that when they went home they still at least had some communication. So it was a really practical community support role that people needed. We had libraries that stayed open for three days without closing so that that community could access those services."* Sharan Harvey, Life Matters, 8/4/11.

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[2] McShane, I. (2011) *Life Matters interview*. Australian Broadcasting Corporation. First Broadcast 8/4/11.

Libraries were forerunners of the digital age, rapidly recognising that some resources (e.g. encyclopaedias and other reference material that dates quickly and requires extensive display space) are more effective in the e-format. Similarly, e-catalogues are simplifying access to a hugely expanded range of resources. Increasingly, libraries are providing advice on e-equipment; Brisbane City Council[3] estimates that it provides training and advice about digital technology to 5,000-10,000 people per year, and this number is growing rapidly. Librarians need to know not only how to use content, but also to be adaptable problem solvers who can help people to use their own digital devices to access electronic content.

The *Dollars and Sense* report identified the following changes to the library environment (p5, Summary Document):

- Libraries are natural partners for the rollout of high speed broadband, investment in ICT is 'a must;'
- E-books are outselling hard copy books in some key markets (e.g. Amazon);
- Population growth is putting pressure on libraries in fast-growing areas;
- Migration increases the need for multicultural materials and resources;
- There is heightened community expectation of materials and opening hours;
- The ageing population increases demand for home delivery and formats for people with print and other disabilities;
- Libraries have a role in addressing poor literacy through lifelong learning;
- Staff need to keep up with the shifting landscape, which means recruiting the right skills and providing professional development;
- Libraries need a sustained investment.

To complicate the situation, there is a shortage of librarians, and particularly Teacher Librarians, with the Australian School Library Association estimating a national shortfall of 2,500 to 3,000 Teacher Librarians[4]. Contemporary libraries require skills in managing complex and changing environments, understanding and taking a leadership role in the digital economy, and involving and engaging communities in learning. However there is a major shortfall in qualified library staff due to an ageing population, an increasingly technological workplace, and competition and savvy marketing from other sectors[5].

In consideration of these trends for the SCL Review, KPPM developed a model (see diagram next page) that shows the main drivers of planning for contemporary libraries, reflecting the role played by libraries in the support of student information and research, and the service responses (skilled staff, ICT, outreach and facility configuration) to these drivers. The recommendations developed in this Review are framed by this model.

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[3] Harvey, S. (2011) *Life Matters interview*. Australian Broadcasting Corporation. First Broadcast 8/4/11.
[4] Reported in *The Australian,* 16/06/10: http://www.theaustralian.com.au/higher-education/ber-library-building-spree-exposes-teacher-shortage/story-e6frgcjx-1225880086087
[5] Kennewell, S. (Dec 2005-Jan 2006) *Worldwide Shortage of Librarians!* Australian Bookseller & Publisher, Vol 85: 6.

Model of Main Drivers of Contemporary Library Planning
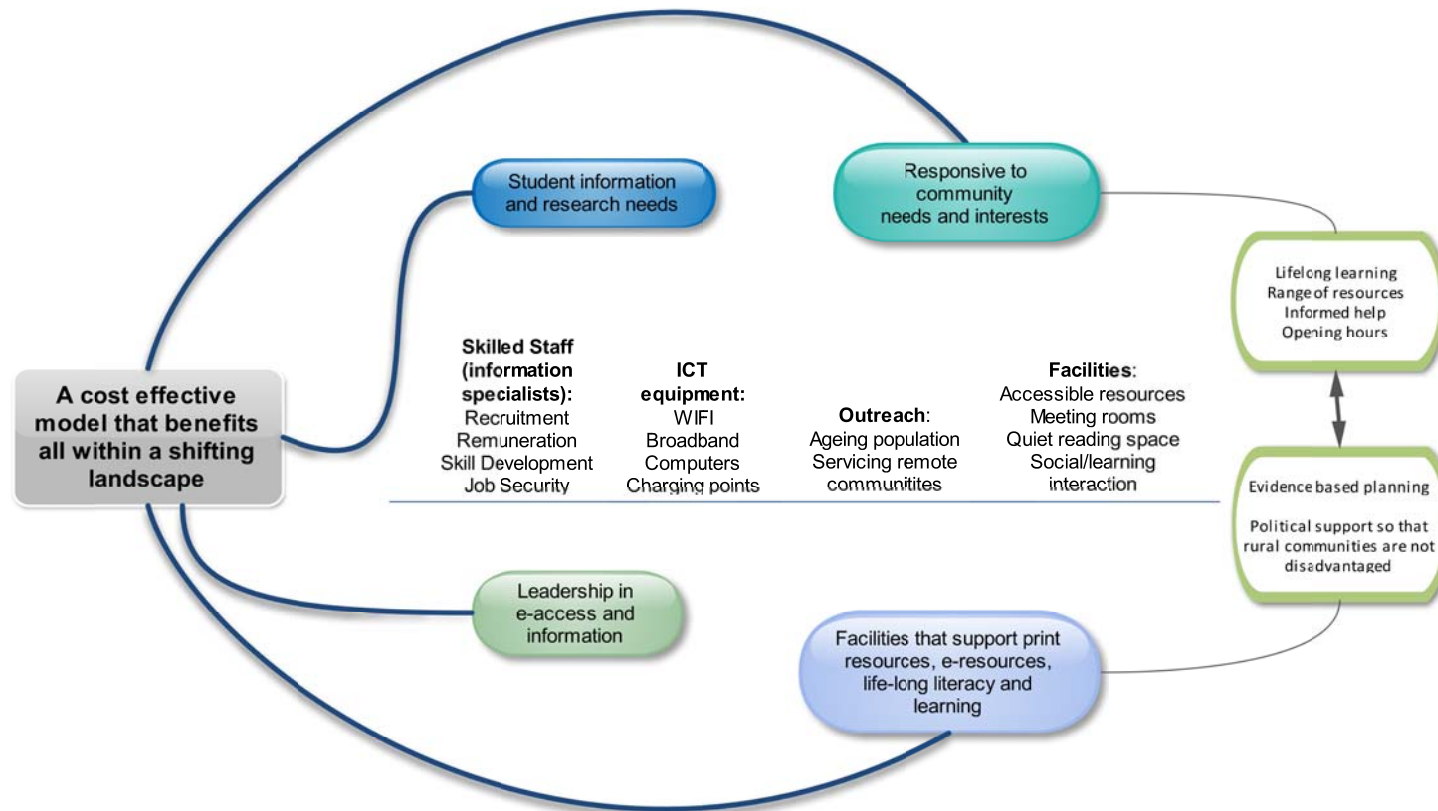
The two green boxes on the right show the key differences between the current SCL model and the contemporary model, that is increased responsiveness to community calls for range of resources and services (e.g. DVDs, large print, literacy, Early Years and Research Based Learning), informed help (particularly ICT) and user-friendly opening hours. A contemporary model will also need evidence-based planning and political support to provide appropriate resourcing to enable SCLs to provide a key role in supporting the objectives of *South Australia's Strategic Plan* through the provision of equitable access to public library collections and services and facilitating lifelong learning for all South Australians.

Changes at School Community Libraries

As part of the Public Library Network SCLs not only need to accommodate the changes happening across libraries in general, but also the specific changes to their role as a service provider to both schools and to communities in rural South Australia. Participants at the Review Workshops identified the following changes in how SCLs are used.

Increased use of technology across the community meant that SCL staff needed to respond to questions such as *'how to download stuff, scan documents, save and find again'* or *'I'm having trouble ringing Bangkok'* from all age groups, including students and older members of the community. Those in tourist areas identified an increase in demand for internet services from tourists and backpackers, while others identified increased demand from short term workers staying in the area.

Changing demgraphics and turnover of population Most SCLs commented on the effect an ageing population was having on demand for their services, for some this was accompanied by a reduction in the school population which impacted on SCL staffing levels. Three schools in the Mid-North reported a large turnover in population due to the availability of cheap housing and these populations often presented with low literacy, requiring addtional support. Retirees from the city had greater expectations of what the library should provide and a number of SCLs said that many temporary residents joined the library to use the internet or read newpapers or magazines but did not borrow books.

Changing role of SCLs within the Community SCLs identified an increase in community services and community involvement through the provision of programs such as Baby Bounce or hosting events in partnership with other local service providers. Some SCLs in collaboration with their local Council were considering or taking on a role as a local business or information centre.

Introduction of new curriculum and NAPLAN testing SCLs identified changes to the services to be provided at schools in response to new approaches to teaching and learning being implemented by the Commonwealth and State Governments. These included the Australian Curriculum, the Early Years Learning Framework and the DECD Literacy Improvement Model. Some SCLs commented that in response to publicity about these changes and the published NAPLAN results, more parents and Family Day Care providers were using the library for resources to improve children's learning outcomes.

The changing role of the Teacher Librarian was a key issue at the workshops. The focus on enquiry learning at schools, research projects for the new SACE and 1:1 computers for senior students meant that *'The Teacher Librarian role working with students has changed, before it was about reading stories now it includes providing support for research based learning for Years 11-12'*.

The need for Teacher-Librarians to spend more time on school business has meant more tasks are being taken on by Community Library Assistants *'Twenty-five years ago CLAs did community work but now they can have more of a management role including budget, liaison with Council and managing staff'*. Interviews with School Principals indicated that this shift is likely to continue as the result of curriculum changes and the new Enterprise Agreement and funding model.

Program Pressure Points

Based on the wide ranging consultation for this Review, the following pressure points that affect the future provision of School Community Library services were identified:

- Changes to the role and services provided through the Public Library Network and the growing expectations of users.

- Demographic changes in rural areas resulting from ageing local populations; retirees moving from the City; an increase in the transient population including international tourists, backpackers, grey nomads, migrant workers, fly-in/fly-out workers, people seeking cheap accommodation; and fluctuating school populations.

- A lack of integrated council-wide library services in Councils that have multiple SCLs and/or depots. While the amalgamation of smaller Councils has driven service reform in other areas, this has not happened with libraries. There are currently nine Councils supporting more than one SCL, which may be limiting their capacity to sustain current service provision or increase services in response to future community needs.

- Increased use of technology by schools and library patrons who now require additional and different types of services to support a range of technologies and access to on-line services.

- The introduction of the 1LMS system by the Libraries Board over the next three years. This will have an impact on financial and staff resources during implementation, but when fully implemented, is expected to provide new opportunities for streamlining traditional library management tasks and sharing resources and services with other libraries.

- The introduction of Commonwealth and State Government initiatives to improve teaching and student learning outcomes is impacting and will continue to impact on how libraries are used and the role of the Teacher Librarian.

- The introduction of the DECD Student Centred Funding Model and changes to the Departmental Enterprise Agreement will give School Principals, in consultation with the school Personnel Advisory Committee (PAC), greater capacity to deploy and reallocate staff within their schools. It will also mean that Principals are not bound by the current formula used for staffing SCLs, reflected in the current trend of using Teacher Librarians to manage Non Instructional Time. These changes are expected to create greater variances in the staffing resources available to SCLs across the program.

6. Program Structure

As discussed in the previous sections there have been significant changes to the services provided by School Community Libraries since the program was introduced. However these changes have not been reflected in the structure of the program which has remained remarkably consistent since implementation.

The 'deal'

At the core of the structure is a pragmatic 'deal' struck by the three key stakeholders in order to establish a Public Library Service in rural and remote areas of South Australia. This description of a program advertisement in *The Education gazette* in March 1977 describes its key components and illustrates how little has changed:

> *Specified in the advertisement was a population of 3,000 or less, eligibility for area schools, special rural schools and smaller high schools; all local councils had to agree; all institutes had to dissolve; in unincorporated areas the State Government would bear the full cost; non-school library stock would be supplied by the Libraries Board; local government would contribute half the cost of the replacement bookstock, $200 for periodicals and half the administration costs; and staffing of the main school community library would be an Education Department responsibility. It was also noted that 'some flexibility maybe exercised when these guidelines are not entirely met'.[6]*

The contribution made by local Councils is now called an Operating Grant calculated via a population based formula, the Libraries Board provides a Materials Grant (also using a population based formula) and the Education Department continues to provide SCL staffing.

Changes such as increasing the population cut-off point to 5,000, and the introduction by the Libraries Board of South Australia of an on-line network to facilitate inter-library loans, have maintained the core arrangements.

Overall the program has been remarkably successful both in its longevity and in achieving the outcome of embedding SCLs within their local communities. They are now a resource greatly valued by all parties as the consultation for this Review has shown.

However the original deal contained an imbalance between the contributions of the key stakeholders, with Councils bearing the least cost burden for SCLs, and this has never been effectively addressed. Historically, this situation evolved from the provision of country library services by independent Institutes which were not regarded by Councils as core business. The imbalance was perpetuated through Council representation in negotiations by the Local Government Association (LGA) which consults with its members but cannot to direct individual Councils in regard to their level of contribution. While the Libraries Board of SA now has the power to set the minimum contribution paid by Councils, to date this has resulted in only incremental changes to the formula.

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[6] *Widened Horizons, The Rural School Libraries of South Australia*, Alan Bundy, Auslib Press, 1997, P88

The project to implement School Community Libraries, begun in 1975, officially ended in 1998 (although an additional SCL was established at Yankalilla in 1991). Other libraries that have been established more recently in regional South Australia have come under the category of Joint Use Libraries, generally serving a larger population and negotiated on a case by case basis which results in Councils making a larger contribution and hence a more equitable cost sharing arrangement.

The capacity to provide Councils with a 'good deal' for the initial establishment of an SCL was made possible by the contribution made by the Education Department in regard to staffing and facilities. The arrangement has been beneficial for the Department because the Libraries Board contributes library resources and services that would not otherwise have been affordable for small rural and remote schools.

As the School Community Library service has matured, any changes to contributions by the key stakeholders have been introduced through a series of central agreements and guidelines that define in general terms the commitment, financial and in-kind contributions, and responsibilities of the parties. In order for the resourcing outcomes of these agreements to be applied across a range of different locations and communities, indexed formulae for the contributions made by Councils and the Libraries Board have been introduced that mirror the staffing formula used at Schools. This has resulted in a continuation of the minimalist approach to the guaranteed provision of resources to School Community Libraries that do not recognise or any differentiate need across Councils or respond to changes in community expectations or changing demographics.

In some cases the minimal contribution has been augmented by additional resources provided by Councils or improvements to School facilities funded through Commonwealth or State initiatives such as the recent upgrade of a number of SCLs through the Building the Education Revolution (BER) program. However, this is not well documented and has largely occurred outside the program formulae on an ad hoc basis.

While renegotiation of the centralised agreements has introduced incremental changes to resource provision, one key resource that has remained constant is the allocation of Teacher Librarians to SCLs based on a longstanding school staffing formula. The recent decision by DECD to introduce a new funding model that dispenses with the staffing formula, has thrown into stark relief the role played by staff at SCLs in ameliorating the gap between minimalist resource provision and the demand for services. Since the beginning of the program, many staff at SCLs have generously given extra unpaid time to their community library responsibilities and their contribution to the success of the program cannot be underestimated.

While the current DECD review of SCL staffing, following the introduction of the new funding model, may provide a short term fix to the issue of Teacher Librarian allocations, it is likely that the certainty of minimum staffing that has underpinned the program is gone forever. This Review considers that the continuation of a minimalist approach to resource provision, and the over-reliance on staff to take on more tasks to cover the shortfall, will not be sufficient to address the challenges faced by SCLs in a changing environment.

It is therefore timely to reassess the effectiveness of the Agreements and arrangements currently in place to determine resource requirements for individual SCLs and to develop new local planning processes with a focus on greater Council involvement in developing and implementing long term sustainable models for the delivery of community library services.

Agreements

Examples of four program Agreements were provided for consideration by this Review. Key aspects of each of the agreements are discussed below followed by a diagram and a table which show where the SCLs sit in relation to the agreements and the operational tasks that flow from them.

It should be noted that of the four Agreements, only the Memorandum of Agreement to secure PLS funding for the next ten years is current at the time of this Review.

1. **Memorandum of Agreement (MOA).** The MOA is entered into by the Minister Assisting the Premier in the Arts and the President of the Local Government Association. It sets out the funding level for public libraries in South Australia and *'affirms the commitment of the State and local government to addressing the library and information needs of the people of South Australia through an effective and responsive public library network'* (Preamble 3.1)[7].

    The MOA sets out the outcomes expected from the public library network in relation to South Australia's Strategic Plan (SASP) as follows:

    '*Through the Agreement, the State Government seeks to fund specific public libraries outcomes that support the SASP objective of* Growing Prosperity, Improved Wellbeing, Fostering Creativity, Building Communities and Expanding Opportunity. *These outcomes are:*
    - Equitable access to public library collections and services for all South Australians;
    - Access to the information economy through public libraries;
    - Free public access to the internet;
    - Public libraries to facilitate life-long learning for all South Australians (Outcomes 4.1).

    The MOA covers all partnership arrangements for the delivery of library services in local government areas including joint use and school community libraries and acknowledges the provision of in-kind support made by DECS (Preamble 3.5) and recognises the Local Government contribution to public library and community information services made locally by individual Councils (Preamble 3.6).

    However the MOA *'is not intended to create binding legal relations either between the parties or between the State and local councils'* (Preamble 3.7). While the MOA is not legally binding, it recognises the on-going partnership and collaboration that contributes to the provision of library services to all South Australians, whilst remaining flexible enough to accommodate changes to the details of contributions by the various parties.

2. **School Community Libraries Agreement 2010-20.** This agreement to be entered into by the Minister for Education, the Minister Assisting the Premier in the Arts and the Local Government Association of South Australia is an overarching agreement between the three key stakeholders responsible for the establishment of the School Community Libraries program. The Agreement is still in draft form and has yet to be signed by the relevant parties.

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[7] Memorandum of Agreement between the Minister Assisting the Premier in the Arts and the President of the Local Government Association Regarding Funding for Public Libraries 2006-07 to 2010-11, 3 Preamble, 3.1

The Agreement sets out the roles and responsibilities of each party, outlines resourcing arrangements and expectations in relation to the Library Board of Management, reporting, business planning and a local Partnership Agreement between the library Board of Management and the Local Council, a copy of which is provided as an attachment.

The Agreement does not commit the parties to any specific details in relation to the amount of contributions each party makes to the operations of SCLs. As discussed earlier the LGA is not empowered to direct individual Councils on matters of expenditure, however the Agreement states that the LGA has a responsibility to *'Encourage Councils involved to be aware of and meet any common expectations of the Agreement or Handbook in relation to School Community Libraries'[8]*.

The Agreement refers to the Handbook for School Community Libraries in Rural Areas of South Australia for further details of agreed resourcing arrangements as follows: '*The formulae for resourcing are detailed in the Handbook. Any variation to current contributions must be agreed to by all parties'* (3. Resourcing). However no process is provided for how such an agreement would be reached or whether the parties have any responsibility for advising of any proposed variation to current contributions.

 DECD introduced the new Student Centred Funding Model into schools without reflecting on its impact on School Community Libraries. This is perfectly understandable as the Department administers staffing and resourcing for approximately 900 DECD sites; only 43 of which have SCLs. However it illustrates the difficulties inherent in a non-binding commitment by Ministers flowing through to bureaucratic decision-making.

3. **The Partnership Agreement**. The introduction of a Partnership Agreement to be entered into by the School Community Library, the Local Council and the School was a recommendation of the Lawson Report completed in 2001[9]. The Agreement is still in draft form and cannot be implemented until the School Community Libraries Agreement is adopted.

    The aim of the document is to provide a simple written agreement that provide Library Boards of Management with a clear operating charter and to commit the partners at the local level to agreed contributions, staffing arrangements, funding and a service charter.

    The Partnership Agreement proforma attached to the School Communities Libraries Agreement is a simple document. Its exact purpose is unclear although the preamble states that it *'does aim to provide some clarity on locally negotiated priorities'[10]*.

    To arrive at this document, the School Community Libraries Agreement and the Partnership Agreement set out a series of other plans that should feed into the Partnership Agreement including:

    *   The School's Strategic and Business Plan;

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[8] Draft Agreement for School Community Libraries between Minister for Education and Minister Assisting the Arts and Local Government Association of South Australia 2010-20, 2.2 LOCAL GOVERNMENT ASOCIATION, 2.3.2 Responsibilities of LGA
[9] School Community Libraries in South Australia – Funding and Governance, prepared for the Joint Use libraries Committee by Tony Lawson Consulting P/Land Michael Barry Prodirections P/L, 2001, pps 4 & 54
[10] Draft Partnership Agreement between a School Community Library, the Local Council and the School, Preamble

- The Councils' Strategic and Business Plans; and
- The SCL Library Board of Management 3-year Strategic Plan and Annual Business Plan to be developed by the Teacher Librarian as the library manager working with the Library Board of Management.

This plethora of planning at the local level, if implemented, would represent a chicken and the egg conundrum for Teacher Librarians whose expertise may not include planning, and who understandably may not know where to start. While the Guidelines provide a simplified overview of what is entailed in developing the Partnership Agreement, no guidance is given on a process of development nor how the Teacher Librarian should go about gathering the required information on which the Partnership Agreement is based.

4. **Guidelines for School Community Libraries (referred to in a number of the Agreements as the Handbook).** The Guidelines provide an operational framework for managing a School Community Library. Monitoring and updating the Guidelines is the responsibility of the Joint Use Libraries Committee (JULC)[11], formerly the School Community Libraries Committee.

The Guidelines set out the core contributions agreed to by the parties e.g. the formula used for determining Operating and Materials Grants and the provision by DECD of the allocation of Community Library Assistant time, agreed representation on the Library Board of Management, as well as agreed responsibilities for a range of operational matters such as building maintenance, insurance and cleaning.

The Guidelines also include information, not subject to specific agreement, but which supports the effective management of the library e.g. DECD staffing formula and procedures for filling vacancies; services available through the Libraries Board of SA; selection, maintenance and cataloguing of the library collection; an example Board of Management Constitution; as well as advice on budgets and financial reporting.

While the non-binding Agreement at the heart of the program has remained unchanged, the Guidelines have been revised numerous times. The Lawson Report (p5) identified eight separate occasions between 1974 and 1995 when the Guidelines were revised in response to identified operational problems. No information was provided on how many times they have been subject to revision since then.

Program policies governing the operation of SCLs were not provided to this Review. This is understandable as there is no central authority that can determine policies for the key stakeholders. In this context the Guidelines appear to have operated as a policy substitute and are seen by some SCL staff as the 'rules' of the program. This was apparent at some workshops where a number of staff felt that the Guidelines should be 'toughened up' to ensure that Principals continued to provide the current Teacher Librarian allocation even though DECD policy no longer includes a staffing formula and Principals may deploy Teacher Librarians as they see fit.

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[11] Draft School Community Libraries Guidelines, Jun 2011, SECTION 5-REPONSIBILITIES OF PARTNERS AND KEY COMMITTEES, 6. Joint Use Libraries Committee (JULC), p19 ,

The Guidelines provide little information and advice to SCLs on working with their local Council to ensure they meet their responsibilities a set out in the Guidelines. There appears to be an assumption that this is covered by the presence of Council representatives on the Library Board of Management. However discussion with SCLs during the workshop and at the Service Mapping meetings showed that SCLs with good working relationships with Council staff outside of the formal Board structure were more successful in getting Council involvement and additional resources.

5. **School Community Library Boards of Management.** Local Library Boards of Management have been part of the structure of the program since its inception and the original Guidelines contained a section on the duties of the Boards. It was originally considered that the Boards would be responsible for setting policy for each library and play a significant role in encouraging greater involvement and input from local Councils.

   While this may have happened during the implementation phase it does not appear to be happening currently. At the Regional Workshops, SCL and Council representatives discussed at length the role of the Board and the responsibilities of Board members, described memorably by one participant as *'We sit, nod and leave'*. Council representatives, particularly new members, expressed frustration at not understanding what was expected of the Board. A number of SCLs reported having difficulty attracting members. Those happiest with how their Boards were working appeared to have accepted their limitations and in these cases the Boards operated more like an Advisory Committee or a Friends of the Library group.
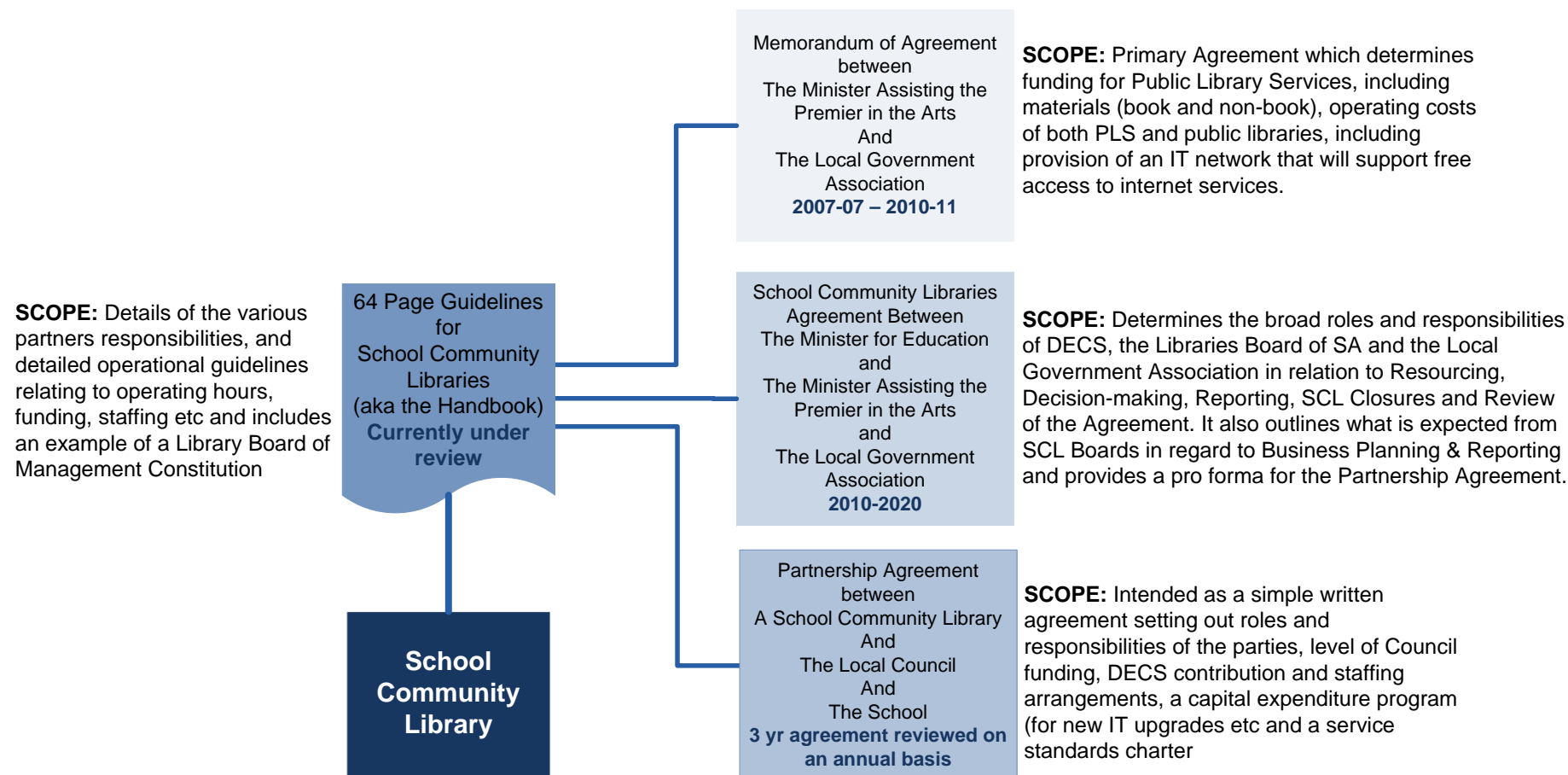
   While the Boards are expected to develop Strategic Plans, many SCLs reported that they either do not have a Strategic Plan, that they prepare one but don't refer to it, or that it is an 'ideal' document that is not implemented.

   It is difficult to see how the Boards can fulfill the strategic role expected of them as set out in the Agreements and Guidelines. The Boards are unincorporated stand-alone Committees that work alongside the School's Governing Council and as such have no authority to allocate funds or implement strategic decisions. This incapacity of the Boards to meet their original charter was identified by Bundy (p172) in relation to the failure of the Education Department and the Public Libraries Board to act on a 1985 Report that suggested the Boards should be given a wider range of decision making powers.

   Based on the consultation for this Review it is considered that Boards of Management should be a management option and not a requirement for SCLs. Depending on the size of the school and the scale of planning required for on-going service delivery (see Section on Community-Led Planning below) it may be more appropriate for the monitoring and oversight of SCLs to be undertaken by a representative Advisory Committee or a Friends of the Library group.

   One of the aims of the additional Agreements developed under the primary Memorandum of Agreement is to address the imbalance in program contributions at the Council level. This has not been systematically achieved and instead the additional Agreements (if they were all implemented) would be more likely to have the effect of increasing the workload of SCL staff for little gain, as illustrated by the diagram and table.

Impact of Agreements on the operations of School Community Libraries

SCOPE: Details of the various partners responsibilities, and detailed operational guidelines relating to operating hours, funding, staffing etc and includes an example of a Library Board of Management Constitution

64 Page Guidelines for School Community Libraries (aka the Handbook) **Currently under review**

School Community Library

Memorandum of Agreement between
The Minister Assisting the Premier in the Arts
And
The Local Government Association
2007-07 – 2010-11

SCOPE: Primary Agreement which determines funding for Public Library Services, including materials (book and non-book), operating costs of both PLS and public libraries, including provision of an IT network that will support free access to internet services.

School Community Libraries Agreement Between
The Minister for Education and
The Minister Assisting the Premier in the Arts and
The Local Government Association
2010-2020

SCOPE: Determines the broad roles and responsibilities of DECS, the Libraries Board of SA and the Local Government Association in relation to Resourcing, Decision-making, Reporting, SCL Closures and Review of the Agreement. It also outlines what is expected from SCL Boards in regard to Business Planning & Reporting and provides a pro forma for the Partnership Agreement.

Partnership Agreement between
A School Community Library And
The Local Council And
The School
3 yr agreement reviewed on an annual basis

SCOPE: Intended as a simple written agreement setting out roles and responsibilities of the parties, level of Council funding, DECS contribution and staffing arrangements, a capital expenditure program (for new IT upgrades etc and a service standards charter

The following table (colour-coded to match the diagram above) outlines the roles, responsibilities, tasks and activities to be undertaken at a School Community Library to comply with the requirements of each of the Agreements and the Guidelines. This activity is in addition to the day to day provision of library services.

Support SASP outcomes:
- Equitable access to public library collections and services for all South Australians
- Access to the information economy through public libraries
- Free public access to the internet
- Facilitate life long learning for all South Australians
Provide a Community Information Service

Support the Library Board of Management (LBM) as follows:-
- Recruit, maintain and provide secretariat services to a the LBM
- Maintain formal minutes and reports on each LBM meeting
- Develop an LBM Annual Report, including agreed KPIs, and present to School Governing Council
- Develop with the LBM a three year Strategic Plan and an Annual Business Plan
- Develop an annual budget with the LBM that takes into account strategic planning objectives, capital expenditure, emerging trends and the needs of the community
- Provide regular reports on library budget, expenditure and operations
- Provide appropriate reporting as required by local government and DECS
- Provide an Annual Statistical return report to the Libraries Board of South Australia
- Managemen all relevant finances
As a Teacher/Librarian maintain a dual role, responsible for school and community library services and directing the activities of the Community Library Assistant (CLA)
Attend Public Libraries SA and Joint Use Libraries Association (JULA) meetings as required

Support the Library Board of Management (LBM) as follows:-
- Provide advice and support to the LBM to develop and maintain a 3 year Partnership Agreement between the Local Council, the School Principal and the LBM, to be reviewed on an annual basis.
-The Partnership Agreement will include:
      - roles and responsibilities of the parties,
      - level of Council funding,
      - DECS contribution and staffing arrangements,
      - a capital expenditure program and a service standards charter.
- It will also encompass:
      - a budget based on School and Local Government contributions,
      - YTD expenditure by both parties each quarter,
      - School and Community library goals (linked to Site and Local Government corporate goals),
      - 3-5 key projects to be achieved during the year,
      - Targets for the year,
      - YTD quarterly updates on achievement of targets.

- Be familiar with the content of the 64 page Handbook for School Community Libraries in Rural Areas of SA
- Understand the funding responsibilities of DECS, the PLS and the local Council in relation to all costs associated with the operation, facilities and resources of the SCL
- Assist the LBM to monitor the Strategic plan, Annual Business Plan and Partnership Agreement (now referred to as an annual Partnership Plan)
- Oversee the development and maintenance of a Policies and Procedure manual
- Regularly review the operations of the SCL and implement changes a required
- Be aware of security/duty of care requirements for staff and patrons
- Monitor staff requirements and make recommendation to DECS
- Consider optimum Design and Facilities for the SCL
- Be familiar with DEC Human Resource Policies and staff conditions as they relate to SCLs
- Be aware of school and local government budget cycles when preparing budget submissions
- Request and respond to requests for inter-library loans
-- Maintain and manage a Library Information Management System
- Manage the replacement and repair of library computers
- Manage access to School or Library internet services for student and community clients
- Manage the transportation of library books and materials via the PLS 'black box' courier service
- Manage all services associated with use of the School and Community Library collections and equipment
- Develop and maintain balanced collections of books and material for Community Library and School patrons
- Undertake local purchases of library materials a required (up to 30% of the Library's Material Grant)
- Maintain library catalogues for the School and the Community
- Manage the SCL according to the Libraries Board of SA Code of Behaviour
- Ensure a safe and secure environment for students, staff and visitors
- Actively promote and market the Library within the community

Back to the Future

> *..the relatively unusual longevity and success of all the rural school community libraries in South Australia derives from judicious planning, careful screening of applications, written agreements, and the continuing existence of a multisectoral School Community Libraries Committee to approve, inform, resolve major difficulties, and to negotiate revised agreements.*[12]

While this was true for the establishment and settling in phases of the program, this Review finds that the centralised planning approach that underpinned the successful introduction and implementation of the current network of School Community Libraries may have run its course.

The School Community Libraries and Joint Use Libraries are now firmly embedded in their local communities and form a key component of the community service provided by Councils. However the current structures do not encourage further development of libraries at the local level. While a number of Councils contribute over and above the core contribution established by the Operating Grant formula to fund additional staff or one-off capital projects, this is not happening consistently across the board. This has resulted in an uneven provision of public library services across the SCL network (see the Section on *Service Mapping* for details).

The hiatus in the endorsement and adoption of program Agreements and Guidelines and the shift of responsibility for deploying SCL staff to School Principals should be seen as an opportunity for the program. Instead of attempting to rewrite a suite of centralised agreements to accommodate the new flexible staffing arrangements, action should be taken to simplify and secure the central Agreement on base-line contributions and shift the locus for planning and resourcing of additional services to local communities. This approach would be in-line with the aims of the new DECD funding model and is supported by the results of the wide ranging consultation undertaken for this Review which found the most successful and innovative models for service delivery were developed when local agreements went beyond the program formulae to more effectively meet the needs and aspirations of the local community.

The current structure of the program still evinces the central flexibility required at the start of the program to establish a School Community Library network in the face of reluctance by Councils to commit to any funding at all. What is required, now that SCLs are well established and in recognition of the many challenges faced by the program, is certainty at the centre regarding base-line funding and flexibility at the local level to facilitate community-led planning to develop a range of models that meet the specific needs of rural and remote communities.

In a sense this 'goes back to the future' by revisiting and recommitting to the central 'deal' while supporting local communities to put in place some of the anticipated outcomes from School Community Libraries that have not been achieved to date. These include, but are not restricted to, greater ownership and resourcing of the libraries by local Councils, community driven opening hours and the transitioning of SCLs to Main Street Libraries.

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[12] *Widened Horizons, The Rural School Libraries of South Australia*, Alan Bundy, Auslib Press, 1997, P12

The approach proposed for simplifying the central Agreements is to retain only the Memorandum of Agreement that commits State and local governments to work co-operatively to address the library and information needs of the people of South Australia and sets out the broad funding levels and conditions to achieve this.

It is proposed that a schedule (or similar) should be attached to the MOA that sets out the base-line contributions guaranteed by each party to support a public library service for rural and remote communities. This should be endorsed by the three key stakeholders: the Minister for Education, the Minister Assisting the Premier in the Arts and the Local Government Association of South Australia.

A copy of the Schedule should also be endorsed by each Council that hosts SCLs, as a condition of the funding they receive through the MOA, in order to secure their agreement and on-going commitment, something not achieved with the Agreements currently in place.

The draft Guidelines for School Community Libraries should be reconstituted as a Handbook to avoid the current confusion about the status and purpose of the document. The Handbook should clearly set out and differentiate between the core contributions guaranteed by each party; DECD and Libraries Board of SA policies and procedures that must be implemented at the library; management options (including options for monitoring and oversight of SCL service delivery and planning outcomes) that may be adopted at the library, and a process and timeframe for updating any policy changes at DECD or the Libraries Board of SA that may impact on library management and service delivery.

Recommendations:

1. That the Memorandum of Agreement between the Minister for the Arts and the President of the Local Government Association be retained as the only central agreement for the School Community Library program.

2. That a Schedule to the Memorandum of Agreement is developed that sets out the base-line contributions to be made by the parties to be endorsed by the Minister for the Arts, the President of the Local Government Association and the Minister for Education.

3. That any variations to the scheduled contributions during the life of the MOA be endorsed by the Minister for the Arts, the President of the Local Government Association and the Minister for Education.

4. That those Councils with School Community Libraries within their Council boundaries and which receive any funding through the Memorandum of Agreement be required to endorse a copy of the MOA SCL Schedule as a condition of funding.

5. That the Guidelines for School Community Libraries be reconstituted as a Handbook that includes the core program contributions, directions in regard to DECD and the Libraries Board of SA policies and procedures that must be implemented at the SCL and management options that SCLs may choose to adopt.

7. Staffing

The Kloeden Committee (1976) which oversaw the establishment of the School Community Libraries program made a deliberate decision that only one of the key stakeholders would be responsible for staffing. This was done to avoid some of the problems that had been experienced overseas where a division of administrative responsibility was implemented at community/school libraries[13]. However, the committee made what Bundy has referred to as a *'sin of omission'* in making '*the assumption that no additional professional staff would be needed in school community libraries'*[14]*.* This assumption has meant that the adequate staffing of the community component of the School Community Libraries has been a contentious issue for most of the life of the program.

The staffing issue was first comprehensively documented in a 1985 report *Staffing of School Community Libraries in country areas of South Australia: an analysis of problems and suggestions* prepared by the Chef Librarians' Association of SA (CLASA) and submitted to the Committee to Review Library Services.[15] This report focused on the additional pressures faced by Teacher Librarians in terms of workload and user expectations and it suggested the inclusion of a minimum equivalent of one FTE Teacher Librarian at each SCL and negotiations with local government for a contribution to the additional professional salary costs.

While no decision was made to change the staffing formula for Teacher Librarians, the 1998 Guidelines established a formula to provide additional administrative support for the SCLs in the form of a base allocation for Community Library Aides – now Community Library Assistants – of 10 hours per week with additional hours provided based on population figures. This formula was confirmed in a formal agreement between the Chairman of the Libraries Board of SA and the then Minister for the Arts and Education[16]. Changes to the formula to increase the hours allocated for administrative support were included in the Handbook for School Community Libraries in Rural Area of South Australia (2007) and the same formula is included in the draft School Community Libraries' Guidelines (2011).

In summary the current staffing resources provided by DECD as set out in the Guidelines are as follows:

1. **Teacher Librarian:** Minimum of 0.5 FTE at each SCL with additional time allocated through the application of the DECD Area School and Secondary School staffing formula. Teacher Librarians have responsibilities for both school and public library services.
2. **Community Library Assistant (CLA):** A base allocation of 15 hours per week at each SCL plus 5 hours per week to allow for after school hours and 1 hour per week for every 150 people over 800 within the population served. Community Library Assistants have responsibility for supporting the public library operations of the School Community Library.

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[13] *Widened Horizons, The Rural School Libraries of South Australia*, Alan Bundy, Auslib Press, 1997, p86
[14] Ibid, p171
[15] Ibid, p170
[16] School Community Libraries in South Australia – Funding and Governance, prepared for the Joint Use libraries Committee by Tony Lawson Consulting P/Land Michael Barry Prodirections P/L, 2001, p9

3. **School Support Officer (SSO):** SSOs are allocated to schools according to a DECD formula. Deployment of SSOs at the library is at the discretion of the Principal and the Personnel Advisory Committee (PAC) who determine their roles and responsibilities.

The introduction of the DECD Student Centred Funding Model (SCFM) has again made the issue of Teacher Librarian time a contentious one. The new model provides funding to schools based on an allocation for each student enrolment. It does away with the previous 'lock step' formulae in order to provide School Principals and PACs with the flexibility to deploy staff resources according to the needs of their particular school.

The SCFM was introduced for the 2011 school year and is currently under review to determine additional funding for 'non-standard' items i.e. services not required for every child or at every school; these include services for students with identified learning difficulties and School Community Libraries. The outcomes of this Review are not expected to be introduced until the 2013 school year and in the meantime existing funding arrangements and staffing formulae are being carried over.

At the Regional Workshops SCL staff expressed concerns about the uncertainty they felt in the absence of a formula for staffing SCLs and the lengthy review process being undertaken by DECD. Discussions at the workshops described staffing changes already taking place; with some schools making greater use of Community Library Assistants or SSOs to manage library services, while others had increased the allocation of Teacher Librarian hours.

To get an idea of how Teacher Librarians were being deployed, an analysis of the 2009-10 Bibliostat data was undertaken. This showed that almost all schools deployed at least the minimum 0.5 FTE required by the Guidelines, however there was considerable variation in how the staffing formula was applied as shown in graph below (see Bibliostat data table at the end of this section for full details).

These variations appear to indicate that the actual allocation of Teacher Librarian time is subject to a range of influences and pressures at the local level.

Telephone interviews were conducted with 26 School Principals and 6 attended the workshops. All spoke of the staffing pressures they were under to accommodate the significant changes underway to teaching and learning at schools as well as variations in student numbers.

SCL Teacher Librarians Application of Staffing Formula 2009-10
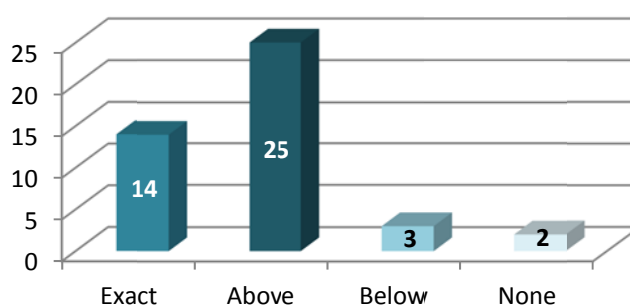
During the interview, Principals were asked if they were considering changes to staffing at their School Community Library following the introduction of the SCFM.

Seven said no (with one saying this depended on retention of the CLA hours). Ten said that staffing was under review but not just because of the SCFM; other pressures mentioned were ensuring they were compliant with the Enterprise Bargaining Agreement and variations in student numbers.

Two said they might look at changes in the future '*it depends how it falls out* (we) *don't know what will happen after the guarantee is gone'.* Six said they had already made changes, four of which were due to the need to reallocate Teacher Librarian hours. Two had increased SSO time to cover services and one had put in additional hours to support students reading time.

The analysis of how the current staffing formula for SCL was applied is based on data for the year prior to the introduction of the SCFM. Given the range of staffing pressures on School Principals; the changing role of libraries in schools; the shortage of Teacher Librarians and the need for Principals to meet the requirements of the Enterprise Bargaining Agreement it seems likely that whatever the outcome of the DECD review, Teacher Librarians at SCLs will increasingly be needed for teaching duties, often outside the library.

Table1: SCL by school type, FTEs, students and members

School Community Library – School Type	SCL FTE Staff	SCL FTE Teacher Librarian	No students	No SCL Registered Members
Andamooka P.S.	0	0	38	194
Ardrossan Area	1.6	0.6	172	1517
Balaklava H.S.	2.6	0.8	391	1202
Burra Community	2.28	1	254	1258
Cambrai Area	1.1	0.5	62	432
Ceduna Area	3.28	1.5	533	2085
Central YP Area	2.1	1	243	1174
Cleve Area	1.8	1	348	990
Coober Pedy Area	2.6	0.6	268	1198
Coomandook Area	1.4	0.6	165	547
Cowell Area	1.2	0.6	183	993
Cummins Area	3.4	1.5	387	1462
East Murray Area	1	0.5	55	240
Eudunda Area	0.8	0.8	231	674
Hawker Area	1	0.5	30	222
Jamestown Community	2	1	267	1343
Karcultaby Area	1.51	0.5	68	252
Karoonda Area	1.1	0.5	129	176
Keith Area	1.58	0.58	334	921
Kimba Area	1.5	0.8	165	745
Kingston Community	2.53	1	380	1533
Lameroo Community	1.5	0.8	200	800
Leigh Creek Area	1.6	0.6	180	1004
Lock Area	1.2	0.5	92	736
Lucindale Area	1.5	0.8	199	598
Mannum Community	2.45	1.2	393	1755
Meningie Area	2.1	1	220	838
Minlaton District	1.88	0.8	261	1764
Moonta Area	4	2	488	2693
Ororoo Area	1.41	0.5	145	587
Penola H.S.	2.2	1	140	1121
Pinnaroo P.S.	1.15	0.5	74	284
Port Broughton Area	1.8	0.6	208	1350
Quorn Area	1.54	0.8	282	1133
Riverton P.S.	2.12	1	180	1102
Snowtown Area	1.42	0.5	86	562
Streaky Bay Area	2.2	0.8	263	1151
Swan Reach Area	1.54	0.2	96	412
Tailem Bend P.S.	1.25	0.6	186	1005
Tintinara Area	3	0	122	564
Tumby Bay Area	2.23	1	291	1214
Wudinna Area	0.6	0.6	175	674
Yankalilla Area	3.25	1.5	370	2174
Yorketown Area	2.5	1	272	3125

To avoid a continuation of what Bundy (p266) has described as *'the cost of success'* of the program being borne primarily by part time Teacher Librarians, consideration should be given to replacing the current Community Library Assistant staffing allocation with a full time Community Library Coordinator at each School Community Library.

A full time staff position at each SCL would support smaller libraries to provide the range of services now required from a statewide public library service to meet the SASP outcomes of equitable access and lifelong learning opportunities for all South Australians set out in the MOA.

The position should be classified at an appropriate level to meet the requirement of a modern Community Library service (by comparison School Resource Centre Managers are paid at an SSO3 Level). The Libraries Board of SA should enter into discussions with key stakeholders about funding sources for this position; however employment conditions and day-to-day management of staff should remain the responsibility of DECD, as agreed at program implementation.

Community Library Coordinators should undertake training funded by Public Library Services, on behalf of the Libraries Board of South Australia. This training could be in Cert IV Library Studies or the TAFE Library Technicians Diploma. Alternatively the Libraries Board could develop a customised training course specifically developed to meet SA Public Library Network service deliverables. An example of training developed specifically for small public libraries to ensure a consistent delivery of para-professional services across a statewide network is the State of South Dakota Library Training Institute (supported by the US Institute of Museum and Library Services)[17] where students who complete the primarily on-line course earn University credits and are recognised as Certified Library Practitioners. The Community Library Coordinator should have primary responsibility for the delivery of public library services to meet SCL service deliverables set by the Libraries Board of SA. Any additional direction, guidance and support for the role by the Teacher Librarian and/or SSOs should be determined by the School Principal and the PAC.

Introducing a full time higher level position to replace the current position of Community Library Assistant would recognise, value and support the trend identified by this Review of increasingly using CLAs to take on higher level library management duties; a trend that seems set to continue. It would also reduce the pressure on Principals and Teacher Librarians; provide a career path for SSOs interested in continuing to work at Libraries and facilitate the sustainable provision of public library services by trained library practitioners.

Recommendations:

6. That the Libraries Board of South Australia negotiate with DECD and other key stakeholders to facilitate the provision of a minimum of one full time School Community Library Coordinator at each School Community Library.

7. That the Libraries Board Of South Australia agree to provide appropriate training for School Community Library Coordinators to ensure the sustainable on-going delivery of public library services at SCLs by trained library practitioners.

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[17] http://library.sd.gov/LIB/DEV/training/institute/index.aspx#Information

8. Community-led Service Planning

Community-led service planning builds upon the traditional library service model and provides a new method, which brings library staff together with community members to identify and meet community needs.[18]

The research and consultation for this Review has illustrated the diversity of communities served by School Community Libraries. This diversity is not confined to changing demographics but also encompasses history, tradition and disposition. As one workshop participant put it, in the Mallee *'there are people who are readers and people who are not and you won't get the non-readers to join'*.

How effectively SCLs and Councils can work together to respond to community library and information needs depends on how the local Council is disposed to providing additional resources to meet changing populations and their expectations. Some Councils are working well with SCLs to come up with practical and affordable solutions for meeting changing community needs, others consider that they have met their obligations with the Operating Grant and any additional resources should come from elsewhere.

Why the current planning process needs to change:

As discussed earlier it was originally expected that the Libraries Boards of Management would play a significant role in encouraging greater involvement and input from local Councils. While this may have been the case initially, they are having limited success in the current business environment (see also Section on *Program Structure*). There are a number of reasons why this could be the case.

In the telephone interviews with Council CEOs, some discussed the difficulties in negotiating additional library services with the Education Department who were seen as the owners of the service *'the Council has less input into services and facilities and that's handled by the Education Department'*.

Another reason is that in the 30 years since the program began, financial management and decision-making has become considerably more sophisticated at all levels of government. Far more is now expected in terms of data and evidence to support requests for expenditure. Gathering and compiling this evidence would generally be beyond the capacity of a Board that is not fully constituted in its own right and lacks resourcing for administration - in most cases; local Boards are serviced by a part time and very busy Teacher Librarian.

The program Agreements propose a complex series of plans which would require part time Teacher Librarians at schools with a student population of as few as 30 students to develop, implement and monitor on behalf of the Board a three year Strategic Plan, an Annual Plan and a Partnership Agreement as well as compile numerous reports (using the same information) for a

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[18] *It takes a Community to Create a Library*, Kenneth Williment, Halifax Public Libraries, Canada, Public Libraries On-line, accessed December 4, 2011

range of stakeholders. Little wonder that one small school has decided to have only one Board Meeting a year and hold periodic workshops to get things done.

In addition, while the expectation was that the Council CEO would be an active participant on the Library Board of Management, consultation for this Review showed that busy CEOs delegate this responsibility, and representation on the Boards is now the province of new Elected Members or administrative staff.

What is needed is a simple but effective planning process at the local level that engages a range of stakeholders who have the authority within their respective organisations to make decisions that can support the achievement of planning outcomes.

What effective Community-led Business Planning should include:

Participation in the planning process should include representatives of the three key program stakeholders i.e. the local Council, the School and the Libraries Board of SA. Invitations to attend should also be extended to the LGA although it should not be a requirement that they attend each planning session. Now that School Principals are responsible for deploying staff resources at their school, it will be important for them to be active participants in the planning process.

The planning cycle should reflect the realities of local budget cycles (Councils work to a financial year while Schools work to a calendar year) and decision-making structures, and include regular consultation and feedback from the local community - in other words a community development approach or Community-led Planning.

The planning process should develop a Business Plan that encompasses all School Community Libraries within each local Council area, based on the Strategic Plans of the three key local stakeholders. This will allow the partners to determine whether the issues raised during the planning process conform to their strategic directions and identify the availability of funding or other resources to achieve the SCL business objectives developed at the planning session. If this is available within current budgets, participants can take action within their own organisations to secure the resources required. If not, collaborative action can be taken to identify and secure alternative sources of funding such as State or Commonwealth grants.

Based on the consultation for this Review, it is considered that the time is right for this approach. Unlike 30 years ago Councils now see the provision of library services as part of their core business and a community service obligation. Libraries are now routinely considered part of internal planning and budgeting, as the following findings from the CEO interviews show:

- All of the Council CEOs interviewed for this Review saw libraries as a valuable or very valuable resource for their communities;
- Seventeen Councils were planning expansions or improvements to libraries (including Joint-Use Libraries and SCLs);
- Just over half said libraries were specifically mentioned in their Strategic Plans and the same number reported that demographic changes will affect how their libraries operate in the future;
- Four Councils were keen to pursue opportunities to use the SCL as a community hub for Council or Centrelink payments, one has succeeded.

- The most frequently mentioned improvement to the current service was additional resources (5) while three Councils thought the responsibilities of the parties should be more clearly defined, especially in relation to capital improvements.
- None of the Councils said they were considering reducing services or funding, although some were concerned about the added cost from the introduction of the 1LMS.

A number of Council CEOs expressed a willingness to do more for their SCLs but needed additional information and clarity about how things would work before committing; '*There's a need for greater definition of responsibilities especially capital improvements'; 'We're trialing a Saturday morning service…one thing our libraries haven't done is provide services that are more conducive to peoples lifestyles…* (but) *you can't expect staff to work shifts in the hope it will increase demand…it needs to be well marketed.'; 'There could be improvement in school/council relationships, and perhaps more defined responsibilities in the role played by each party in the relationship'.*

What effective Community-led Business Planning could achieve:
The community-led planning approach proposed by this Review would clarify the roles and responsibilities of the key players in relation to planning for the business of SCLs and provide an opportunity for a collaborative approach to gathering the information and resources required to implement SCL business objectives. Outcomes of the planning sessions could be made available across the program to facilitate learning from each other's experiences (see the Section on *Sharing Ideas*).

A key objective of the planning process would be to develop Council wide integrated plans for the provision of library services that take into account Joint Use Libraries, SCLs and depots. The planning process should incorporate statistical data from the ABS on local demographic trends and Libraries Board of SA Bibliostat data on demand and use of services.

This would facilitate the resolution of the long standing program issue of what should happen once the population served by an SCL exceeds the limit set for establishing the service (initially 3,000 now 5,000). An integrated and evidence based approach to planning would support careful consideration of the following options:

1. Maintaining the minimum service model with restrictions on the services provided to ensure that the expectations put on staff were manageable.
2. Establishing a Joint Use Library at the School (as occurred at Strathalbyn) including establishing a Joint Use Library Agreement between the Council and the School to determine a more equitable approach to funding, management responsibilities and control of library resources.
3. Transitioning to a 'Main Street' library at a different location fully managed by the local Council and governed by a Joint Use agreement between the local Council and the Libraries Board of SA (as occurred at Two Wells).

An integrated local approach to planning could also consider the potential of introducing shared service arrangements across Council libraries or with adjoining Council libraries, formalising

relationships between SCLs and 'Main Street' libraries to support consistent service provision or reviewing opening hours to increase access to library services where they are most needed.

Consideration could also be given to whether new SCLs are required in response to changing demographics. Three of the original SCLs are no longer part of the program (the two mentioned above and Browns Well where the school was closed). This means that the possibility exists to establish further SCLs if required by a particular community.

Community-led Business Planning parameters:
The business planning process should establish the following common parameters that can be adapted across the network to reflect the diversity, capacity and disposition of the communities serviced by School Community Libraries:

- Biennial Business Planning sessions to be hosted by each of the 23 Councils in the program. These should be staged over a two year period so that approximately 12 planning sessions are held each year.

- Participants to include:
  - Council CEO or other Senior staff from the local Council;
  - School Principals and SCL staff from each SCL within the local Council area to facilitate resource sharing and a collaborative approach to service delivery within the Council area;
  - Senior Public Libraries Service staff representing the Libraries Board of SA;
  - Representatives of the LGA to be invited to attend
  - Invited representatives from other public or community libraries or depots within the Council area or other Council areas (if considered appropriate).

- Prior to the Biennial Business Planning session participants should circulate documents and reports that relate to the provision of library services within the local community e.g. relevant sections of the Council Strategic Plan, the School Site Development Plan and the Libraries Board Strategic Plan, PLS reports from Bibliostat and Public Library Network service deliverables, ABS demographic trend data, SCL Annual Reports and any other information they collect on the use and demand for services.

- Small or adjacent Councils should be encouraged to have combined planning sessions if appropriate to further facilitate the sharing of resources and ideas.

- As part of the biennial planning process the Libraries Board of SA will allocate seed funding to support local initiatives that support the strategic directions of the Public Library Network.

- The planning session should determine responsibility for documenting and circulating planning outcomes (standard format to be developed).

- The progress of development and implementation of the biennial plan will be overseen by an appropriate committee to be determined at the planning session based on the extent and complexity of the planning outcomes.

Benefits of a Community-led Business Planning Approach:

The proposed Community-led Business Planning Model for School Community Libraries would benefit the program overall by introducing a consistent approach to service planning and addressing current blockages to facilitating local engagement. Other benefits include:

- Greater flexibility for Councils in planning the integration of SCL services within their overall community service provision rather than providing a single model or solution. One size does not fit all in rural and regional South Australia.

- Adoption of the Community-led Business Planning Model will be a choice for Councils. Those that wish to continue with the current minimal approach to service delivery will be free to do so. However it is anticipated that much like the introduction of the original program, once some Councils have adopted the model and the benefits are seen, others will follow.

- The proposed planning model will enable unresolved issues in the current program to be addressed effectively on a case-by-case basis. For example the expansion or modification of SCL buildings on DECD sites has been a particularly thorny issue, however for some Councils it may be the only viable option to meet increased community demand for information and library services.

  If an outcome of the Community-led Business Planning in a particular Council area is the expansion of the current facility and the local Council is prepared to invest, the participants, including the Libraries Board of SA can work together to negotiate with DECD on a ruling that can be applied in other cases to support a consistent program-wide approach to future investment by local Councils.

- Public Library Services, as a business unit of the Libraries Board of SA, can play a major role in developing and rolling out the Community-led Business Planning Model for School Community Libraries. This would be in line with its mandate to provide a consistent, high level library and information service to all South Australians.

  PLS is currently successfully rolling out the 1LMS, being introduced at Councils on a voluntary basis, so has experience at working with individual Councils to get agreement on program initiatives to deliver improved library service outcomes across the network.

Recommendations:

8. That Public Library Services, on behalf of the Libraries Board of SA develop and roll out a Community-led Business Planning Model for School Community Libraries.

9. That the development of the Community-led Business Planning Model for School Community Libraries should include the following parameters:

   Location: To be hosted by each of the 23 Councils in the program.

   Planning cycle: Bi-Annual with individual Council sessions staged over the two year period

   Participants:
   - Council CEO or other Senior representative;

- School Principals and SCL staff from all SCLs in the local Council area;
- Senior PLS staff representing the Libraries Board of SA;
- Representatives from the LGA to be invited to attend
- Representatives from other public/community libraries or depots within the Council area, as appropriate

Documentation: Stakeholder strategic plans, SCL Annual report, ABS and Bibliostat data

Community-led Business Planning Model for School Community Libraries

School Community Libraries

This diagram shows the relationship between core program funding and the proposed Community-led Business Planning Model for School Community Libraries.

9. Service Mapping

The Review's service mapping exercise used the following information sources:

- Public Library Services Bibliostat Data
- Interviews with Public Library Service staff regarding data collection
- LGA Shared Services Report
- LGA School Community Library Review 2011- Council Feedback (11 Councils participated)
- Telephone Interviews with Council CEOs (24 CEO were interviewed)
- On site meetings with the Teacher Librarians at Yankallilla and Moonta SCLs
- School Community Library information on School and Council web-sites
- SCL Library User online survey findings

The service mapping looked at the range of data and information available against key research areas identified for the Review in order to identify where data and information was available to formulate recommendations for future service models and support future planning.

Bibliostat data had not been analysed for this purpose before and a number of anomalies in the data were identified and discussed with PLS. The data collected from SCLs through Bibliostat will be an important source of information to support the proposed Community-led Business Planning Model discussed in the previous section. Accordingly a number of recommendations are made at the end of this Section to improve how SCL data is collected and used for planning and reporting purposes.

Value of SCL services to the local community:
A web-based survey of 882 SCL users showed that most used the Library at least fortnightly (85%) and placed a high value on the resources available with 88% rating the range of book a 'good' or 'excellent'; 90% rating the availability of computers as 'good' or 'very good' and 90% of respondent reported that it was 'fairly easy' or 'very easy' to obtain a specific item they needed.

SCL users sought advice from their library on how to use computers(44%) as often a they sought advice on the local history collection (44%) and 58% attended activities or events at the library. While books (42%) or borrowing (28%) were the most important reasons given for using the library almost a quarter of respondents cited friendly and helpful staff as one of the main reasons they used the library.

All 25 School Principals interviewed indicated that the SCL was very important to their school. Comments included *'critical'*, *'incredibly so'* and *'on a scale of 0-10 it's a 10'*.

Interviews with 24 Council CEOs showed that the library service was valued by all CEOs particularly for its capacity to connect the community (especially in sparsely populated areas) and to deliver a high level of service at reduced cost.

Shared Services: The Local Government Association (LGA) established a Financial Sustainability Program (2005-10) to support SA Councils to plan for long term sustainability both collectively and individually. In the program documents PLAIN is identified as a model of State/Local Government

collaboration and a survey of Councils indicated that a number were willing to explore ways of sharing library service, although consultation for the Review finds few examples of shared services between libraries or across Council boundaries.

Two examples where services are shared across Council boundaries are Ceduna, which provides outreach services outside of the Council boundary at Penong and Cactus, and the Mallee Library Network which links four SCLs and a Depot across the Karoonda East Murray and Southern Mallee Councils. The Network has a shared web-site with community links, information on opening times and activities and allows members to search one or all of the libraries.

Workshop participants identified the following areas where services could be shared:

- Professional development;
- Specialised non-fiction;
- School resources;
- Combined fund raising events or author tours;
- Big print books for retirees;
- Regional couriers so *'we don't need to rely on the dog catcher to deliver books'*.

The introduction of the 1LMS will allow groups of SCLs to set up sub-networks to provide a combined catalogue search.

Location of School Community Libraries: Almost all Council CEOs said there was no process for decision-making about the location of SCLs. 42% said the location was historic, often inherited from pre-amalgamation arrangements. A quarter said the location of the library was determined by the location of the schools and three said that the Council had only one main town, which made it the obvious place. Only two Councils had actively considered where the SCL should be located based on community demand and assessment of infrastructure and access.

Transitioning to a Main Street Library: The population criteria for establishing a School Community Library was originally set at 3,000 and subsequently revised to 5,000. Four SCLs are currently nearing or above this figure. These are Mannum (5,577); Cummins (5,462); Yankalilla (4,497) and Yorketown (4,036). Of these communities, only Yankalilla Council discussed the possible transition of their SCL into a Joint Use library.

If the recommendation to introduce a Community-led Business Planning Model for School Community Libraries is adopted, Councils with larger populations should be targeted to participate in the first round of the roll-out of Community-led Business Planning.

Public Library Services provided by SCLs:
Service mapping of Public Library Services at SCLs considered staffing levels, library collections, adult community activities and early learning services.

The data on services shows a wide variety in the number of service types and the volume of services provided. As discussed below additional information on demographics is needed to

assess the effectiveness of SCLs in meeting community needs. Due to the anomalies identified in the current services data, clearer instructions are needed. This will ensure that SCLs understand what is required of them in order to produce reliable and accurate data to support the proposed Community-led Business Planning.

Data collection:

Data collected by Public Library Services in the Bibliostat system is the main source of quantitative data for the School Community Libraries program. Bibliostat was developed to collect data across the Statewide Public Library Network, primarily for the purpose of providing data snapshots for reporting requirements such as Annual Reports.

Bibliostat collects a wide range of data from large metropolitan libraries and initially SCLs were required to provide data on the same range of services and activities as larger libraries and input a nil response as required; this was time consuming and led to the collection of inaccurate data. PLS have now simplified and automated the data collection from School Community Libraries and the situation is much improved.

However, further improvements should be implemented particularly in relation to the data input instructions which were not developed specifically with SCLs in mind so use language that may be unfamiliar to SCLS and which is interpreted very literally. For example, the data collected on staffing resources may not be completely accurate as some SCLs use different position titles (such as Community Library Manager) which are not always captured by Bibliostat because data on Community Library Managers is not specifically requested. It is unclear how often similar misunderstandings may be occurring.

Other issues identified with the Bibliostat data collected from SCLs include:

- While data is collected on the volume of Early Learning services such as Baby Bounce or Story Time sessions, no data appears to be collected on services provided to older members of the community to support lifelong learning outcomes. This is an expanding service area for SCLs in rural areas and accurate data can provide evidence to support appropriate funding.

- A comparison of Bibliostat data with information provided from the LGA School Community Library Review (2011) indicates that the data collected from SCLs about the level of Council contributions may be incomplete. In at least one case a Council provided information to the LGA on the cost of providing regular additional staffing to a SCL to support extended opening hours; however this was not included in Bibliostat data. Again, this could be happening in a number of cases because the data entry instructions did not specifically request this information. However, in this particular case discussions with the Teacher Librarian showed that it was not included because they did not have access to the amount expended by the Council. Requiring Councils to provide details of expenditure over and above the Operating Grant to the proposed Community-led Business Planning will ensure accurate and up to date information on expenditure is used for planning purposes and to update Bibliostat.

The Bibliostat data shows a wide variation in the types and volumes of service delivery across SCLs. Early Learning services provide a good example of this, with some SCLs reporting a high volume of service provision while others provide none at all (see School Community Library tables below). It was unclear from the data alone whether this variation was due to demographics; the Teacher Librarians' view on the purpose of a library (some believe libraries should be quiet places where readers are not disturbed by young children); or because these services are being provided by Councils at other venues. This was a topic much discussed at the Regional Workshops.

Bibliostat has the potential to be a rich source of data for monitoring program outcomes (something that has not been done to date) and providing the quantitative data for evidence based business planning. For it to be effective for these purposes, it needs to be as accurate as possible and where appropriate integrated with data from other sources. For example a comparison of accurate Bibliostat data with up to date ABS demographic data (particularly after the release of the 2011 Census data in early 2012) would provide the PLS with a sound basis on which to develop service deliverables for each SCL.

Better integration of Bibliostat data on SCL community service provision with Council community service information will assist in identifying service gaps that could be addressed through the proposed Community-led Business Planning process.

Recommendations:

10. That Public Library Services review the data collected from SCLs in Bibliostat to determine that the range of data collected is appropriate for small community libraries and its usefulness for the purposes of monitoring program outcomes, business planning and developing SCL service deliverables.

11. That Public Library Services review the current data instructions for collecting SCL service data to ensure that they are clear in their intent and use language appropriate for small community libraries.

12. That Public Library Services undertake an analysis of demographic data relating to core customer groups in Council areas following the release of the latest ABS Census data in May 2012. The results of the analysis to be compared against SCL Bibliostat data on the provision of key services for the purpose of developing service deliverables for each SCL.

The tables on the following pages show:

Councils by Local Government Area: a summary of PLS 2009-10 Bibliostat data on the number of SCLs in each Council, population served, registered library members, financial contributions by SCL and Council and the information on SCLs available on Council web-sites.

The tables show the location and number of SCLs in each Council area and variations in the financial contributions made by individual Councils. While some information is collected on additional contributions, no information is collected on the purpose for which this is used. It is

possible, based on the research and consultation for this Review that the Bibliostat data underestimates the extent of additional contributions made by Councils.

Services provided by School Community Libraries: a summary of PLS 2009-10 Bibliostat data on SCL FTE staff, number of students, registered library members, provision of library services and the information on SCLs available on School web-sites. The data in the tables uses selected services to illustrate variations in service provision by type and volume across the program (see Attachment 5 for further details).

Table 2: Council Services by location, population, registered members and contribution

Local Government Area	Council	Location of SCL	Population Served	Number of registered SCL members	Info provided on Council web-sites	SCL Council Contribution 2009-10	Total Council Contribution 2009-10
Central Local Government Region	Clare & Gilbert Valleys Council	Riverton	2418	1102	Opening times	$19,721	**$19,721**
	District Council of Barunga West	Port Broughton	2614	1350	Opening times	$21,974	**$21,974**
	District Council of Copper Coast	Moonta	3749	2693	Address, times, links	$23,730	**$23,730**
	District Council of Orroroo Carrieton	Orroroo	949	587	No	No details provided	
	District Council of Yorke Peninsula	Minlaton*	2443	1764	Addresses, times	$16,075	
		Maitland*	2596	1174		$23,762	
		Yorketown*	4036	3125		$86,874	
		Ardrossan	2596	1517		$20,900	**$147,611**
	Flinders Ranges Council	Hawker	457	222	No	$4,592	
		Quorn	1370	1133		$9,789	**$14,381**
	Northern Areas Council	Jamestown	2185	1343	No	$14,495	**$14,495**
	Regional Council of Goyder	Eudunda	1971	674	Address	$16,920	
		Burra*	2313	1258	Hours, brochure	$24,628	**$41,548**
	Wakefield Regional Council	Balaklava*	2596	1202	SCL/depot phone numbers	$20,122	
		Snowtown*	2070	562		$14,603	**$34,725**
Eyre Peninsula LGA	District Council of Ceduna	Ceduna	3731	2085	Services, times	$23,625	**$23,625**
	District Council of Cleve	Cleve	1921	990	Services, times, links, events	$13,017	**$13,017**
	District Council of Elliston	Lock	1161	736	No	$8,562	**$8,562**
	District Council of Franklin Harbour	Cowell	1339	993	Opening times	$12,883	**$12,883**
	District Council of Kimba	Kimba	1139	745	Services, times	$10,250	**$10,250**
	District Council of Lower EP	Cummins	5462	1462	No	$35,641	**$35,641**
	District Council of Streaky Bay	Streaky Bay	1878	1151	Services, times	$13,766	**$13,766**
	District Council of Tumby Bay	Tumby Bay	1975	1214	Services, times	$16,335	**$16,335**
	Wudinna District Council	Karcultaby	587	252	Services, times, link to schools	$6,028	
		Wudinna	1026	674		$10,354	**$16,382**

*Indicates SCLs that support Library Depots. There are eight library depots on the Yorke Peninsula and five in the Mid North

Local Government Area	Council	Location of SCL	Population Served	Number of registered SCL members	Info provided on Council web-sites	SCL Council Contribution 2009-10	Total Council Contribution 2009-10
Murray Mallee LGA	Coorong District Council	Coomandook	700	547	SCL addresses	$6,699	
		Meningie	1866	838		$13,334	
		Tintinara*	1341	564		$16,207	
		Tailem Bend	1924	1005		$15,508	$51,748
	District Council of Karoonda East Murray	East Murray	356	240	No	$4,848	
		Karoonda	830	176		$7,325	$12,173
	Mid Murray Council	Mannum	5577	1755	No	$32,182	
		Swan Reach*	1014	412		$8,701	
		Cambrai	1014	432		$7,229	$48,112
	Southern Mallee District Council	Pinnaroo	1033	284	Services, times, links	No details provided	
		Lameroo*	1165	800		$28,535	$28,535
South East LGA	Kingston District Council	Kingston	2442	1533	Services, times, links	$23,653	$23,653
	Naracoorte Lucindale Council	Lucindale	1350	598	Opening times	$9,672	$9,672
	Tatiara District Council	Keith	2339	921	Services, times, links	$20,224	$20,224
	Wattle Range Council	Penola*	1876	1121	Services, times, links to libraries across the region	$13,372	$13,372
Sthn & Hills LGA	District Council of Yankalilla	Yankalilla	4497	2174	Services, times	$28,114	$28,114
Outback	District Council of Coober Pedy	Coober Pedy	3000	1198	Services, times, links	Paid by Libraries Board	
	Outback Communities Authority	Andamooka	600	194	No		
		Leigh Creek	1200	1004			

*Indicates SCLs that support Library Depots. There are three library depots in the Murray Mallee LGA and two in the South East

Table 3: School Community Library services by staff, students, registered members and selected service type

School Community Library	SCL FTE Staff	No students	No registered members	Info provided on School web-sites	Local history collection	Toy library	Community Info enquiries	Meeting Room Bookings	LBBC Bags	Baby Bounce Sessions	Story Time Sessions	Adult events	Author/ Book talks	Book Week Activities
Andamooka SCL	0	38	194	No		✓								1
Ardrossan SCL	1.6	172	1517	No	✓	✓					1	1	1	3
Balaklava SCL	2.6	391	1202	Couldn't access				12			16	1	25	4
Burra SCL	2.28	254	1258	Brochure	✓	✓		50	20		90			7
Cambrai SCL	1.1	62	432	Services, times	✓				5					1
Ceduna SCL	3.28	533	2085	Services, times	✓		291	16	28	40	8	1	12	2
Central YP SCL	2.1	243	1174	No		✓	65	133	46	40	3	62	14	5
Cleve SCL	1.8	348	990	Need to log in					11	10	5			
Coober Pedy SCL	2.6	268	1198	No mention	✓	✓	5	10	20	50	40	1		1
Coomandook SCL	1.4	165	547	Services, times, links	✓	✓	10	30	36		40	4		1
Cowell SCL	1.2	183	993	Services, times		✓	20	12	21	34	27	5	10	2
Cummins SCL	3.4	387	1462	Services, times, links			37	12	27	40		1	1	2
East Murray SCL	1	55	240	No info			26	12	25		20	2		5
Eudunda SCL	0.8	231	674	Services					8		20	9	9	2
Hawker SCL	1	30	222	Services	✓							2		1
Jamestown SCL	2	267	1343	Services, times	✓		100	200	14		24	1		4
Karcultaby SCL	1.51	68	252	Services, times, links	✓		42	7	11	12	36	4	1	6
Karoonda SCL	1.1	129	176	Times, link to Mallee Library Network	✓			12	8		1			1
Keith SCL	1.58	334	921	Services, times, links			11	32	46		40	1		10
Kimba SCL	1.5	165	745	Services	✓		10	12		4	4	1	12	1
Kingston SCL	2.53	380	1533	Services, times, links	✓				30	20	20	1		5
Lameroo SCL	1.5	200	800	Services, times	✓	✓	242		26		11		11	2

School Community Library	SCL FTE Staff	No students	No registered members	Info provided on School web-sites	Local history collection	Toy library	Community Info enquiries	Meeting Room Bookings	LBBC Bags	Baby Bounce Sessions	Story Time Sessions	Adult events	Author/ Book talks	Book Week Activities
Leigh Creek SCL	1.6	180	1004	Services, times	✓		150	12	12		39	2	6	4
Lock SCL	1.2	92	736	No			8	29	30	8	1	3		2
Lucindale SCL	1.5	199	598	No	✓	✓	250		14					1
Mannum SCL	2.45	393	1755	Opening hours			100		30			1	11	3
Meningie SCL	2.1	220	838	No	✓	✓	23	85	42	35	35	2	1	2
Minlaton SCL	1.88	261	1764	No	✓		253	11	45		4	1	9	2
Moonta SCL	4	488	2693	Services, times, newsletter	✓		421	109	45		40	6	13	5
Orroroo SCL	1.41	145	587	No			50	12	25		18	3	2	1
Penola SCL	2.2	140	1121	No	✓		452		121	10	5	2		5
Pinnaroo SCL	1.15	74	284	Services, times, link to Mallee Library Network					2					6
Pt Broughton SCL	1.8	208	1350	Opening hours	✓		45		30	8	8	2	1	3
Quorn SCL	1.54	282	1133	Brochure	✓			5	15		20			10
Riverton SCL	2.12	180	1102	No			55		6					
Snowtown SCL	1.42	86	562	Services, times			25							
Streaky Bay SCL	2.2	263	1151	No			40		32		10	1		1
Swan Reach SCL	1.54	96	412	Services, times			125				2			1
Tailem Bend SCL	1.25	186	1005	Services, times, links, events	✓	✓	53	24	28			2		1
Tintinara SCL	3	122	564	No	✓	✓	8		24				7	1
Tumby Bay SCL	2.23	291	1214	Services, times			400		25	4	4			1
Wudinna SCL	0.6	175	674	Services, times, links, newsletter		✓			18	19	20	1		10
Yankalilla SCL	3.25	370	2174	Yes missing link			300	25	6			2	10	3
Yorketown SCL	2.5	272	3125	Couldn't access			15		48	26	26	3	4	1

10.   Sharing Ideas

One resource in plentiful supply across the School Community Library program is good ideas. In times of rapid change, good ideas take on a currency of their own. Shared ideas can save time and money and facilitate the successful outcomes through adapting and improving services.

At all of the Regional Workshops good ideas were voiced and shared by the participants. They ranged across the whole gamut of activities and services that take place at SCLs and some examples are provided below:

One small Riverland SCL described how they had worked with their local Council to meet the large increase in demand for internet services from backpackers in the summer months. Together they developed a plan to enclose an outside area that could accommodate the backpackers while still leaving enough room inside the library for student to work undisturbed.

Another SCL described how when faced with the need for extra staffing resources to meet local demand for Rhythm and Rhyme sessions for young children, they had applied to a Commonwealth Department for a small grant. This enabled them to run the program for six months and collect attendance data to support a submission to Council for on-going funding of the program.

Two SCLs told how they had integrated services for students and older community members by encouraging students doing Community Studies to teach social media or basic IT skills to older library members.

Ideas for providing IT services to older members also include an 80 year old library member running daily IT sessions for fellow seniors on topics such as 'cut and paste' and e-mail.

At another SCL the Council provides a staff member to work at the library after hours. This person has IT skills so they also provide half hour sessions for older people.

A remote library started a crochet group that originally met once a month but now meets weekly, another has a foodie's group that meets regularly at the library.

An Eyre Peninsula SCL was contacted by a group of 50 local book enthusiasts who had met on facebook and wanted to get together. Local members of this group now meet regularly at the library.

Workshop participants appreciated the opportunity to get together and share ideas but talked about the increasing difficulty of networking and sharing ideas on a regular basis. A number said that regular Hub meetings were no longer run as attendance is *'dependent on funding, staff availability, timing, distance and support from Principals'.* A representative of one Council that has four SCLs said they would like to have a regular Hub meeting but all staff *'work part time and due to distance would need to take a half day out of a 0.6 FTE and find staffing back up, it just doesn't happen'.*

A number of SCLs said they used formal (e.g. LINK system, MIMSEC) and informal networks such as the JULA e-mail network for providing support and sharing resource, but these were not specifically for School Community Libraries.

The SA School Community Library program is considered unique in Australia if not the world and it is therefore considered that it should have it own dedicated web-site or blog as a mechanism to share ideas and stories with each other and with the global library community. As many current staff have worked at SCLs for long periods of time, at least one since the program was established, they should be encouraged to share their wisdom and experiences via the Internet with the next generation of School Community Librarians.

Recommendations:

13. That a web-site and or blog specifically for School Community Libraries be developed and hosted by Public Library Services.
14. That the range of ideas, innovative practices and photos taken at the regional Workshops be presented on the SCL website.
15. That if the Community-led Business Planning Model for School Community Libraries recommended in this report is adopted, copies of the business plans should be available on the web-site along with other key documentation relating to SCL operations or considered to be of interest to SCL practitioners.
16. That long serving SCL staff be encouraged to tell their stories on the on the web-site/blog to preserve them for the next generation, this could take a multi-media format created by their students.

11. Implementation

Specifics of the implementation of the recommendations of this Review will depend upon whether the report is adopted as provided. In anticipation of that outcome, KPPM have provided an implementation guide reflecting three events that will influence the rollout of these recommendations:

1. The release of the 2011 Census data which will provide up-to-date population and demographic intelligence;
2. The roll-out of the 1LMS during 2012/13 that will involve on-going engagement with Councils upon which the Review recommendations can be based;
3. The cycle of Local Government strategic planning, whereby new strategic plans need to be developed and adopted within two years of a Local Government election (the last was in November 2010). Most Councils are currently in the completion phase of their strategic planning, which means that the ability to increase Council's strategic attention to SCLs and SCL involvement in community development may be delayed until the next planning cycle.

Suggested approach

1. Introduction of the MOA with Schedule as the mechanism for funding agreement.

    a. Gain political support for the change to a single MOA and Schedule.

    b. Work with the LGA to educate Councils about the requirement for Local Government endorsement of the Schedule as a condition of funding (as part of a planned Communication Strategy regarding the outcomes of this Review).

2. Roll out the Community-led Business Planning Model for SCLs.

    a. Identify Councils for the first round of business planning, focusing on 'early adopters' and areas where there is significant population/demographic change.

    b. Educate participating SCLs, Principals and Council CEOs about the planning process.

    c. Develop and provide background material to support planning (see also 3.b).

    d. Implement planning, facilitated by PLS in collaboration with local Councils, School Principals, and SCL staff.

    e. Review the outcomes of the first round and incorporate these findings into the second round of planning sessions.

3. Negotiate with key stakeholders to provide a minimum of one full time School Community Library Coordinator at each School Community Library.

    a. Gain political support for this recommendation.

    b. PLS to collaborate with School Principals in regard to the service deliverables for the SCL Coordinator.

4. Review data to ensure the range of data and compliance effort is appropriate for SCLs, and that data is linked to service planning andreporting.

    a. Review the SCL data currently being collected through Bibliostat to ensure data integrity and the suitability of the range of data collected.

    b. Identify service reporting requirements for SCLs.

    c. Immediately upon release of the 2011 Census data, undertake a review of population and demographic change to inform the identification of Councils to be involved in the early rounds of Community-led planning.

    d. Establish a process to link key Bibliostat data with Census data to assist Schools and Councils with future service planning.

    e. Develop automated and customisable reports specifically to assist SCLs to provide usage and trend reporting that is of value to Schools, Councils and Libraries Board of SA.

    f. Provide clear instructions and definitions for use of Bibliostat, recognising the need for additional explanation or specific examples appropriate to SCLs.

5. Develop appropriate training for SCL Coordinators.

    a. School Principals and PLS to collaborate on the development of a sample Job Description for the SLC Coordinators.

    b. Identify the training needed by SCL Co-ordinators meet PLS service deliverables.

    c. Undertake an analysis of available training option, and work with providers to develop courses and content to deliver the required training.

    d. Develop and implement a training schedule that fits with PLS' skill development goals and is accessible by SCLs across the state.

    e. Undertake a review of fit between the training program and SCL operations at the end of 2014 and adapt as needed.

6. Develop a Handbook that outlines contributions, directions, policies and management options.

    a. Information in the Handbook should be presented in a clear and simple format so that it can be understood by School and Council staff and Elected Members.

    b. The Handbook should be available in draft form to provide guidance to stakeholders prior to the commencement of the first round of Community-led Business Planning.

    c. At the conclusion of the first round of planning the Handbook should be reviewed to incorporate knowledge gained and released in February 2014 to support the induction of new Elected Members, thereby raising the awareness of SCLs in anticipation of the revision of Council Strategic Plans during 2014 and 2015.

7. Develop a dedicated SCL website and/or blog that engages SCL staff and is used to share and disseminate knowledge. The website to present:

    a. Ideas and practices identified during the Review.

    b. Copies of SCL business plans and other key documentation.

    c. SCL stories.

    d. Featured ideas and good practice that emerge from the structured SCL training.

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13. ATTACHMENTS

1. Regional Workshop Findings

The following analysis of key findings from the workshops focuses on the impact of the 'pressure points' on SCL service delivery, identifies innovative community-led responses and includes additional information from the document research, Project Steering Committee feedback and interviews with DECS staff.

(The Regional Workshops were held at Cleve, Maitland, Jamestown, Tintinara and Mannum. A report with detailed findings from each workshop was provided to the Project Steering Committee at its November 2011 meeting)

What has changed?

At the workshops participants were asked to identify what had changed in the way School Community Libraries are used in the last 5-10 years.

Technology

Increased use of technology within the community meant that SCL staff needed to respond to questions such as *'how to download stuff, scan documents, save and find again or "I'm having trouble ringing Bangkok"* from all age groups, particularly older members of the community.

Four SCLs had responded to the increase in demand for IT services by ageing population in the following ways:

- Two had set up projects for Community Studies student to work with older library users to teach them ach basic computer skills or social media. In one project the students worked with older user each week for a full term.
- At another library an 80 year old volunteer had run sessions for over three months to teach fellow seniors basic skills such as 'cut and paste'. There is now a waiting list to attend his sessions.
- Another runs 4 X 30 mins sessions during the two hours that the library is open during the evening on a week night. The local Council provides an additional staff resource when the library is open late and this person also runs the Techno Skills for Oldies Sessions which are booked out.

SCLs that worked in tourist areas also identified an increase in demand for internet services, particularly from international tourists and backpackers who all seemed to know that South Australia had free access at libraries. At one SCL with limited space the local Council had provided additional funds to enclose an outside area for backpackers to use. At the same SCL the Principal has encouraged the CLA to gain TAFE accreditation in IT and to integrate early learning in IT with library sessions for young primary students including weekly lessons on key boards to learn enquiry steps and prepare them for research projects in later years.

These community-led initiatives are good examples of how SCLs use the resources available in their communities to meet the changing needs and expectation of library users.

Role of Teacher-Librarian

One workshop attendee summarised the changing role of Teacher Librarians as moving *'from lending books to providing services'*. While some thought that the increased use of IT was undermining the historical skills of research taught by librarians others considered that these skills were even more in demand and could be nurtured through both book and internet research.

The focus on enquiry learning at schools, research projects for the new SACE and1:1 computers at senior secondary level meant that students used the library in different ways and required different

Attachment 1: Regional Workshop Findings

support services. *'The Teacher Librarian role working with students has changed, before it was about reading stories now it includes providing support for research based learning for Years 11-12*.

The need for Teacher-Librarians to provide different services to support students in new ways of learning is also having an impact on how SCLs are managed.

'Previously some Teacher-Librarians did not have contact with either students or the community but managed the library. Twenty-five years ago CLAs did community work but now they can have more of a management role including budget, liaison with Council and managing staff.'

This shifting of some management responsibilities from Teacher-Librarians to experienced Community Library Assistant was apparent at a number of the workshops. The pressure on Principals to find teaching resources to meet the demands of new learning initiatives and the new Enterprise Agreement appears set to increase and there are already indications that using the skills and expertise of CLAs may provide a solution to some of the pressures faced by School Community Libraries. Particularly, as some SCLs indicated that there had been an overall reduction in library staffing levels *'Five years ago we had four staff but now there are only two'*.

Introduction of new curriculum initiatives and NAPLAN testing

Significant changes are underway at schools as they implement a number of new approaches to teaching and learning introduced by Commonwealth and State Governments.

- Introduction of the new national Australian Curriculum by 2013. The new curriculum extends across all areas of learning at schools and has a focus on general capabilities and literacy.

  'General capabilities are a key dimension of the Australian Curriculum. They encompass skills, behaviours and dispositions that students develop and apply to content knowledge and that support them in becoming successful learners, confident and creative individuals and active and informed citizens.

  'In the Australian Curriculum students become literate as they develop the skills to learn and communicate confidently at school and to become effective individuals, community members, workers and citizens. These skills include listening, reading, viewing, writing, speaking and creating print, visual and digital materials accurately and purposefully within and across all learning areas.'[19]

- Introduction of the COAG National Early Childhood Development Strategy, National Quality Standards and the Early Years Learning Framework (EYLF) which will make it mandatory that all children in early childhood education and care settings experience quality teaching and learning, including Kindys, Pre-schools, Child Care Centres and Family Day Care provider. This will be mandatory by 2013. The EYLF emphasises working with families and communities and

  'It has a specific emphasis on play-based learning and recognises the importance of communication and language (including early literacy and numeracy) and social and emotional development.'[20]

- Introduction of the DECD Literacy Improvement Model at all School sites to assist in implementing the national agendas related to literacy and learning from Birth to Year 12 and improving school NAPLAN results.

The impact on services from the rollout of these initiatives is already being felt at School Community Libraries.

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[19] Australian Curriculum website http://www.australiancurriculum.edu.au/ accessed 5-12-11

[20] BELONGING,BEING & BECOMING The Early Years Learning Framework for Australia, P5

Attachment 1: Regional Workshop Findings

Some SCLs commented that publicity on education standards and federal initiatives meant more parents coming to the library to source information on literacy and learning to support their child to do well at school.

One library reported a spike in enquiries following the publication of NAPLAN results. Two SCL reported an increased focus on literacy and learning at their school to prepare students for the NAPLAN and libraries were playing a role with one providing students with additional reading exercises each morning and the other conducting silent reading sessions twice a week.

One SCL said that they had worked with Family Day Care providers to help develop literacy and numeracy units for the EYLF and had agreed to share library resources including the Toy Library and Themes Boxes. The Baby Bounce or Rhythm & Rhyme sessions run by seventeen SCLs support literacy and numeracy development for 0-5 yr olds. One SCL reported that local Family Day Care providers attend these sessions with the children in their care.

One SCL without the resources to respond to requests for a Rhythm and Rhyme program applied for and received a $2,000 AEDI grant. This has enabled her to run the program for a year during which time she is collecting attendance statistics to demonstrate a need in the community. She will then use this information to support a funding application to the local Council for on-going funding for the program. This local initiative demonstrates how available resources can be used to introduce and potentially maintain community services not covered by the current funding arrangements for SCLs.

Changing demographics and turnover of population

The majority of SCLs commented on the effect that an ageing population was having on their services. In addition to an increase in demand for IT support there was also more demand for large print books and housebound services. Some SCLs were now spending more time visiting aged care centres on a regular basis to supply books to residents who were no longer mobile.

Retirees from the city were considered to be more aware of the State Library campaign to support reading and library use and therefore had greater expectations about the choices and resources that should be available to them. The promotion of the Public Libraries programs also played a role in increasing local demand for programs such as the Big Book Club and Storytime.

Changing demographic patterns meant that while a population might be increasing, due to an influx of retirees the school population might be reducing at the same time. This could have an impact on staffing levels and reduce the capacity to provide increased levels of service for older library users.

Three SCLs in the Mid-North commented on the turnover in population in their area due to the availability of cheap housing. Many newcomers did not know where the library was and it was hard to provide consistent services with a constant turnover of families. One SCL at a school with a 35% transient rate uses popular local shops to promote the library to new people and backpackers and works with the parents of new students to get them involved in the library *'with the aim of engendering reading as a habit by the time they are 11 or 12, if they stay long enough'*.

Some SCLs reported an increase in membership from temporary migrant or fly-in, fly -out workers. Many joined the library to use the internet and read newspapers and magazines but sometimes borrowed books. One SCL has migrant workers of all nationalities working k in local industries for 3 months at a time asks them about their background and if she can take a photo. She then makes scrapbooks of who they are and where they came to use as a library resource for students.

Changing role of SCLs within their communities

Two key issues in regard to the changing role of SCLs within their local communities were identified and discussed at the workshops.

- Increased community services and community involvement
- The library as a local business and information centre

Attachment 1: Regional Workshop Findings

Many SCLs identified an increase in community services and community involvement. A number mentioned delivering the Baby Bounce program or hosting playgroups. This brought young Mum's into the library where they took turns in reading to the children and also borrowed books for themselves. One SCL had worked with the local Heath Service to organise for a pathologist to come and speak to the Baby Bounce group. They had also worked with the Health Service to organise a 'Girls Night In' held at the library.

While some SCLs did not think the library was appropriate for groups of very young children many were enthusiastic about it because '*Social inclusion means making the library welcoming for Mums with small children by relaxing the old rule about keeping quiet and rocking the baby while Mum chooses a book.*' and '*Kids learn about the library and reading when they see Mum choosing a book to read at Playgroup*.'

One SCL provided access to resources such as overhead projectors to community groups as well as record repository services to store community group records and documents in a safe place. At one SCL a local foodies group use the library outside of school hours (this is part of the SCL's strategic plan for greater involvement with the community).

Another SCL started a crochet night once a month as part of a strategy to promote the library as a safe and inclusive place to meet – the group now meet there every Thursday night. A group of friends on facebook with a shared interest in books and reading decided to meet up so got in touch with their local SCL and now hold regular meetings at the library.

SCLs also noted the decline in the number Friends of the Library Groups and volunteers. One said that they now had fewer volunteers because DECD required that they have a police check which affronted some of their elderly volunteers.

A role for SCLs as local Business and Information Centres was discussed at workshops attended by Council representatives. One Council in particular saw this as a way for SCLs to evolve to meet the needs of the community, create opportunities through developing networks and relationships and to cater for a shifting migrant population that needs to belong. '*There needs to be synergies between Council and the School Community Libraries so there is one complete service across the community*'.

Some SCLs did not see this as role for the library or saw it as increasing their workload '*We try to take on too much that others want without the resources, there is an expectation that we can continue to take on more and more work.*'

Other SCLs had explored the option of providing additional services on behalf of the Council. One had entered into discussions about providing Tourist Information and Rate Paying services at the library. While the Council was interested in providing dedicated staff and a separate counter no agreement could be reached with DECD on having Council offices on a School site.

Another SCL was approached by her local Council about becoming a Centrelink access point as the Council had no space that could be readily accessed by users of the service. Centrelink pay $4,000 p.a. to host an access point, which is comprised of a fax machine, a phone and a table which Centrelink has installed. The idea was approved by the School Governing Council and the money generated is used for annual projects to upgrade the library.

Networking and Professional Development

SCLs discussed two activities that they considered important but which were no longer consistently engaged in as a priority by many SCL staff.

- Networking
- Professional Development

At most of the workshops SCLs reported attending regular hub meetings with other SCL staff but that these no longer happened. The Yorke Peninsula Hub Group is an exception it still meets regularly

Attachment 1: Regional Workshop Findings

four times a year and has invited other SCLs in the surrounding areas to join. There is a Limestone Coast Hub that meets once a term but is not solely for SCLs.

One SCL said they attended a Mid-North Hub for School, TAFE and Public Libraries which organises visiting authors and guest speakers.

It was generally agreed that while there were a number of formal (e.g. LINK system, MIMSEC) and informal networks such as the JULA e-mail network for providing support and sharing resource *'there was a need for networks to support and mentor new librarian at SCLs as the majority of Teacher-Librarians would be retiring in the near future.'*

Hub meetings were seen as a good way of sharing ideas and resources but were difficult to organise as SCLs were located a long distance apart and many staff worked part time so picking a suitable time to meet was problematic. Skype was not seen as an option for similar reasons and also because there was not consistent bandwidth across the regions.

One of the Councils would like to have a Hub as there are 4 SCLs in their council area but all the staff *'work part time and due to distance would need to take a half day out of a 0.6 FTE and find back up'*.

Community Library Assistants were enthusiastic about the Big Day Out organised for them by Public Library Services they found it a really good way to network and share ideas with others.

Discussion on Professional Development identified similar problems, while everyone thought it was both a good idea and necessary; time issues got in the way. They were also unsure where they could get suitable and appropriate training for their dual role as both a School and a Community librarian.

When speaking of sharing resources Professional Development was identified as something that could be shared by group purchase within regions or across the program.

While the School Librarians Association of SA (SLASSA) provides training and PD for school librarians the courses are run between 4-6pm which is not a suitable time for country people.

One SCL summed up the discussion a follows *'Attendance at Profession Development, Hubs or Conferences is dependent on funding, staff availability, timing, distance and support from Principals.'*

While this paints a bleak picture of any potential for SCL staff to engage in any in-depth networking, ideas sharing or suitable PD there needs to be further consideration of how this can occur if the skills base for School Community Libraries is to be retained and nurtured into the future.

Feeling the Pressure

Areas where SCLs felt under most pressure were:

- The introduction of the Student Centred Funding Model (SCFM) and the length of time DECD is taking to review staffing allocations for SCLs
- The flow on effects of the workload protections in the new Enterprise Agreement
- Increased expectations from everyone

The SCFM was introduced at the start of this year; the model provides funding to schools based on a funding allocation for each student enrolment. It does away with the previous lock step formula used for allocating teaching resources. The aim is to provide School Principals with greater flexibility to deploy staff resources to meet the identified needs of their school, particularly in light of the Enterprise Agreement workload protections introduced to facilitate the allocation of face to face teaching and Non Instructional Time (NIT).

One SCL articulated the concerns felt by a number of Teacher-Librarians '*The big issue about staffing libraries is that pre the Student Centred Funding Model, there were quite clear directions about staffing libraries at schools that flowed on to SCLs. Now it's up to Principals and PAC and the (SCL) guidelines for justifying and changing staffing levels are now gone.'*

Attachment 1: Regional Workshop Findings

SCLs discussed their reliance on Principals at schools with School Community Libraries having experience and background in community libraries and their concerns that new Principals without this background could make decisions that reduced the level of community library services in the future. One SCL said that it *'will end up being a School Library with the community bit an add-on and the 0.5 Teacher-Librarian will end up taking lessons and doing the budget.'*

There appeared to be a belief that new Guidelines for the School Community Libraries could resolve some of these issues by defining new 'rules' for Principals to abide by as under the new SCFM *'there are no hard and fast directions on what they should do they need guidelines on what is teaching/non-teaching time'*.

When the SCFM was introduced it did not include allocations for the provision of teaching or support services not required by every child; for example the additional resources required for students with identified learning difficulties. In these cases existing funding arrangements and the formulas for staffing were carried over.

Such 'non-standard' items, including any additional resourcing for SCLs, are the focus of the current SCFM review. The method used by DECD in other cases has been to calculate an amount of extra funding, in line with the precepts of the SCFM, rather than prescribe staffing arrangements. This is the method used in NSW where a similar funding model has been introduced.

Whatever the outcomes of the SCFM review the workload protections in the new Enterprise Agreement will still be in place as these were one of the outcomes of three years of arbitration. These changes are already having an effect on how Teacher-Librarian time is deployed at some SCLs. At the workshops Teacher-Librarians said they were now required to take NIT lessons in either the classroom or the library, and to plan and provide structured learning during these lessons.

It is unclear at this stage what impact this will have across the program on the time Teacher-Librarians spend on the Community Library component of their role.

In the face of the changes in their operating environment, including the introduction of the 1LMS, SCLs were feeling the burden of increased expectations from all sides and worried they could not meet them without additional resources and support.

Decision Making

At the workshops there was considerable discussion about the role of the Library Board of Management and what decisions it was empowered to make. Many SCLs felt that decisions were made elsewhere by DECS, Principals, Governing Council or the PAC. One said *'The Library Board of Management supports the librarians but doesn't have clear input on strategic directions – they are a comforting rubber stamp.'* While some SCLs had Strategic Plans that to set the directions of the library others didn't, or they weren't acts on *'I did a strategic plan, and it's in the cupboard so I know where it is'* and *'We did our strategic plan once and then just change the dates'*.

Some SCLs had trouble even getting members for their Boards while others said *'We have no trouble getting people on the Board, but they just listen and nod and don't make decisions.'* On SCL said they had to ask the Governing Council for more representatives to make up the numbers while another said they had four staff members on their Board.

A new Local Council member expressed a lack of knowledge about the role and function of the Boards. *'The Council isn't aware of the SCL strategic plan. Getting into Council is bewildering; libraries are just a small part of the puzzle for a new Councilor.'* Another who sat on a Board said *'Council members don't know the parameters of their roles; we'd like roles and responsibilities and accountabilities and what they mean at the local level.'*

While most expressed confusion about the role of the Board and its purpose some SCLs were happy with how their Boards operated. We have '*the best Council in the world (the Outback Trust) and the*

Attachment 1: Regional Workshop Findings

Library Board looks after them.' Our Board *'survey the community every four year and feeds findings into their Board – they have discussions even if they can't make big decision.'*

Those happiest with their Board appeared to have accepted their limitations *'We only have a Board of Management meeting once a year, but have workshops in between formal meetings. It's more an advisory board than a Board of Management.'*

Those unhappy with their Board expressed frustration about not being able to get things done *'We don't want Claytons' Boards of Management who rely totally on the Teacher Librarian. We'd like training for Boards so we know what we can and can't do.'*

The Library Boards of Management are not part of a governance structure; rather they sit alongside the school governance structure as described in the Agreement for School Community Libraries: *The Library Board of Management is a stand-alone committee which works alongside the school's Governing Council* (4.1).

While the Agreement and the guidelines state that the Boards have a responsibility to develop, maintain and monitor a strategic plan as a stand-alone committee they do not have any direct authority to implement decisions of a strategic nature. Rather, they must seek to influence others, such as the school or the Council to assist in implementing the Board's strategic directions. The capacity for the Boards to do this may rely on who is on the Board and their influence within the local community as one SCL put it *'The model changes with the personalities involved.'*

Another SCL provided an example of how the Boards strategic plan could be used in determining staffing levels at the library. For her submission to the PAC she brought together a number of documents including the Board's strategic plan, the SA Teaching for Effective Learning Framework and the Australian Curriculum to demonstrate the range of services the library was expected to provide and the staffing levels this would need.

Sharing examples of how a Library Board's strategic plan can be used in the interests of the School Community Library may assist in clarifying the role of the Boards.

Attachment 2: Council CEO Consultation Findings

2. Council CEO Interview Findings

Council CEOs who were not involved in the SCL workshops were interviewed by telephone. This report summarises the findings of those interviews. At the time of writing, all but three of the 28 Councils with SCLs participated in either a workshop or an interview (responses are pending for the remaining Councils). Questions that are analysed against the number of Councils total 24, the commentary of the Yorke Peninsula Council is included in the workshop findings.

Council Interviewed	CEO
Barunga West	Nigel Hand
Ceduna	Trevor Smart
Clare and Gilbert Valleys	Roy Blight
Cleve	Phil Cameron
Coorong	Michael Boyd
Copper Coast	Peter Harder
Flinders Ranges	Colin Davies
Franklin Harbour	Bruce Francis
Goyder	John Brak
Karoonda East Murray	Peter Smithson
Kimba	Daryl Cearns
Kingston	Martin McCarthy
Lower Eyre Peninsula	Rod Pearson
Mid Murray	Dean Gollan
Naracoorte Lucindale	Helen Macdonald
Northern Areas	Roger Crowley
Orroroo Carrieton	Iian Wilson
Southern Mallee	Rod Ralph
Streaky Bay	Lachlan Miller
Tatiara	Robert Harkness
Tumby Bay	Tony Irvine
Wakefield Regional	Geoff Sheridan
Wattle Range	Frank Brennan
Yankalilla	Roger Sweetman
Yorke Peninsula	Andrew Cameron (proxy attended Workshop)

Value of SCL to Councils

All but one CEO said that the SCL arrangement was 'valuable' or 'very valuable' (one person was very new in the job and didn't know the value of the SCL).

The table below summarises their comments, showing that the ability of the SCLs to connect community - particularly in sparsely populated areas - was the most valued aspect, followed by the reduced costs to Councils of delivering a library service via this arrangement.

> *"They are the only public library facility in those towns, two of them are fairly isolated places, so it's very important and they provide good resources"*

> *" Libraries are a required function of Councils, it's a way of making resources available to the community by sharing costs. As a small Council it allows us provide a better service."*

> *"Great interface between school and broader community, provide bricks and mortar as opposed to standard public library and great source of community resources."*

> *"Very important, Council contributed a fair bit of money for expansion about five years ago, even though the Library is on State Government land and is a State Government-owned building, Council put in large amounts to expand to service school a bit better."*

Value to Council	Number of comments*
Contribution to community connectivity	6
Council couldn't afford this level of service	5
Valued by the community	5
Access to library resources throughout the state	3
Shared costs delivers better service	3
Cost effective way to deliver essential services	2
SLCs are changing, more use of IT	2

* Multiple comments allowed

Attachment 2: Council CEO Consultation Findings

Strategic Plans

Slightly more than half of the Councils said that the SCLs were specifically mentioned in their Council's strategic plan (most of which are currently under review in response to the election cycle and requirements of the Local Government Act).

SCL in Council's Strategic Plan

Legend:
- Specifically Mentioned
- Implied
- Not Addressed

"It's part of our community service obligation in strategic plan, the libraries are the most heavily used community service so it's an important part of Council's business offering."

"We are a small community. We operate three Libraries and the service is seen as one that cannot be reduced. It's important to education and social wellbeing."

"They are a full part of the strategic and business plan and budget - we provide more than minimum amount of funding."

"Yes, they're recognised as great resource, an important tool for the council to build community relations."

Planned changes to SCL/Library services

Nearly a third (17 Councils) are planning changes to their SCL services - all involving expansions and improvements, such as:

- Expansion of existing community library

- Extended opening hours

- Providing additional and further support to the SCL

- Improving service, making them more exciting

- Constantly looking at increasing visitation

- Just completed a $4.5m Civic Centre/Library upgrade

- Population is driving consideration of Joint Use option

"There was some Elected Member discussion about value when they don't use it themselves, they feel that the internet might be taking over - but the new Council hasn't made any comment or resolution. There's a perception that libraries aren't being used as much as they used to, but libraries are evolving with the times."

"We'd like to improve them considerably - community members have been voicing interest in making changes such as combining the toy library back with books, we'd like to make them more interesting and exciting places to come, currently they're a bit old and staid in appearance."

" We're in this for the long haul!"

None of the Councils reported that they are considering reducing services or funding, although many that said they weren't planning changes to the SCL mentioned that the 1LMS will make a difference to the service in SCLs - some were concerned about the added costs.

Attachment 2: Council CEO Consultation Findings

Population/demographic change

Half of the Councils reported demographic changes that will affect how their SCLs operate:

- 5 said that their population was ageing, requiring more outreach (requiring additional resourcing)

- 2 mentioned the need to engage isolated farmers (one is doing it effectively through IT based weather tracking)

- 1 has more people working in the mining sector - increasing the number of families with young children

- 1 has more itinerant users (primary of wireless internet)

- 1 has made cross-funding arrangements with a large regional centre because of the flow of people between small towns and the larger rural city

- 1 has a significant and growing sea change population that is putting pressure on Library facilities

- 1 mentioned a large holiday population

"We have a high holiday population and the library is open on weekends and in the evenings to cater for them."

"In all the communities (13 towns) accessibility is an issue for some of the elderly, we endeavour to provide service to smaller communities by taking books to local post offices etc."

"There is a trend of the younger generation getting into ebooks etc, but our population's average age is ten years above state average so the Library still has a reasonably high usage because those people tend to prefer hard copies."

"Our librarian is really switched on. If there was something afoot he'd be the first to know and would take advantage if it gave them the edge. Ask him about his weather station, he has people from all over the world linked into tracking weather conditions. He's a real guru in IT and that's one of the emerging expectations for library services. Links in the farmers too."

"There has been a change in itinerant users due to library's free internet, and there are arrangements for short term borrowing for people doing short term seasonal work in the area."

"Mining is starting to take off so there may be lots more people, and they have lots of kids coming on."

"At the moment it's not a problem as we are still under the 5000 cap. If that was to change, it would be a pity to see the facility withdrawn just because of numbers rather than as a result of assessing the viability of the SCL."

Attachment 2: Council CEO Consultation Findings

Decision-making about which towns have SCLs

Almost all CEOs said that there was currently no process for decision-making about the location of SCLs. 42% said that the location of SCLs was historic, often inherited from pre-amalgamation arrangements. A quarter said the Library location was determined by the location of the school, and three Councils said they only had one main town, which was the obvious location for the school and SCL.

Only two Councils actively considered SCL location, based on community demand and assessment of infrastructure and access.

Rationale	Number*
Historic/inherited from pre-amalgamations	10
Location/availability of school	6
Only one main town	3
Community demand	1
Assess infrastructure and access at possible locations	1
DECS decision	1

* Multiple comments allowed

"There have been no recent decisions, they were made a long time ago and haven't been reviewed. But the Flinders Mobile Library is flexible and can go to towns when demographics change. It's unique in being a stand-along mobile library."

"It was an inherited thing, both main towns have them and we intend to keep them."

"Pinnaroo was one of the first and supported by Council at the time. There don't seem to be so many new ones now. But no one would want to be bold enough to write it off. They have state and local funding so it takes some pressure off council funding if they were going to run it by themselves. We donate equipment to SCLs so there's both cash and in kind to ensure the community has a user friendly resource."

"There's only one school, so that pretty much decides itself."

Attachment 2: Council CEO Consultation Findings

Suggestions about improvements to the SCL model

Ten Councils said they were happy with the current model and arrangements. Of those who suggested improvements, the most frequently-mentioned need (by 5) was for additional resources to provide the level of service expected by the community. Three Councils requested more defined responsibilities.

Improvements to model	Number*
Strategies for increasing funding	4
More defined responsibilities	3
Better School-Council relationship	1
Promote Library use	1
More electronic formats, eg e-books	1
Resources to open longer hours to fit with people's lifestyles	1
How to 'graduate' when population grows	1
Multiple comments allowed	

"There could be improvements in school/council relationship, and perhaps more defined responsibilities in the role played by each party in that relationship."

"More money! Depending on how One Library Management System is rolled out, there will be additional improvements, additional bookstock, cost to community in relation to ongoing service, limited staff capability and availability within the school system. If it generates more work, then it could have an impact on the schools' ability to continue to provide services, and cost implications to local government."

"There's increasing pressure financially on schools about the level of resources available to their libraries which has the potential to reduce number of human resources they can spare, so an increase in level of funding to service community is the biggest issue."

"We're trialling a Saturday morning service, but the one thing our libraries haven't done is provide services that are more conducive to people's lifestyles - people don't work business hours, they can't pop in when it suits them, it's always shut when I feel like using it. They could have lots more trade if they were resourced to open longer hours - it's not as easy as extending the hours of the existing staff (many are already full time or nearly full time) so you'd need to put on extra people and you don't know whether it would really make a difference - might not bring the value that you expect. You can't expect the staff to work shifts in the hope that it will increase demand, because it won't get attention unless it's been well marketed."

"There's a need for more greater definition of responsibilities especially capital improvements, whether Council would need to invest in assets that aren't its own, but belong to the Education Department. Reporting to Council by the boards needs to be more clearly defined."

Attachment 2: Council CEO Consultation Findings

Service hub

Only four Councils were keen to pursue opportunities to use the SCL as a community hub for Council or CentreLink payments, of these only one had succeeded. The others cited the barriers as: limited space, lack of support by the school, and concerns about governance and management of Council activity on school sites. One Council reported displaying Council plans for consultation at the SCL.

Five Councils mentioned the availability of free internet, but not that it was promoted as a tourism benefit. Four Councils actively promote free internet to tourists.

"Not at this stage but certainly have canvassed possibility of providing a broader range of council services."

"No, because it's on school premises, the Council has less input into services and facilities and that's handled by the Education Department."

"The school library does have good internet access for tourists and visitors which they help to advertise through council pamphlets etc. Library internet access is very popular with tourists and transient agricultural workers (Vitara) and is used regularly."

"We do promote free internet usage at moment and use as CentreLink payment hub and the opportunity exists to increase, it's a little limited at moment because the staff are all Education staff, but once model changes will be able to provide increased local government services from the library."

Other comments

"I think they are very cost effective. The Education Department should be thinking about that - not as something they have to do - they should see it as core service to the community and be planning for that in the infrastructure provision. They seem to do it grudgingly, I would like to use the Tasmanian model where its seen as critical, a key part of education, there could be more of them."

"The State Government have made a long term funding commitment, but it's reduced - it's a bit of a concern."

"Both of our schools have been very fortunate to get funding to upgrade and modernise. If it hadn't been for some of these government initiatives, the level of service delivery wouldn't have been so good (you can't build a model on luck). A lovely facility will attract more people because it has modern facilities, but other facilities in that school are Third World. The playground is good too but the school buildings are falling down."

"Communities with SCLs have an excellent service that some take for granted, but most don't. This is a great model of local government shared services - it's amazing what lateral thinking can do if people are prepared to give it a go. You never hear about each of the funding partners grumbling about each other - never been an issue of who's paying what - reflects the goodwill of all parties and the benefit the SCL provides."

"I know there are some issues with other Councils but we couldn't be more pleased with ours. We have a great working relationship with both school and staff, very pleased."

3. SCL Library User Survey Findings

Introduction

This report describes the findings of the web-based Library User Survey, conducted as part of the information-gathering for the School Community Library Review. The web survey opened on 1st November and closed on 2nd December 2012.

A total of 931 responses were received, of which 13 were excluded from the analysis because the respondent stated that they do not use a library (respondents from Ceduna, Coober Pedy, Coonalpyn, Keith (2), Kingston, Maitland, Moonta (2), Stansbury, Thevanard), because the survey exited when respondents answered 'no' to the question 'do you use a library?" - and because the survey was set to accept multiple responses from the same computer to allow it to be conducted on public computers in libraries and classrooms - it is possible that respondents who had accidentally answered 'no' to this question reaccessed the survey and completed it.

A further 25 responses were excluded because respondents did not answer the question 'which library do you use most often'. The reason for this exclusion was because the following questions specifically related to the library mentioned in this question and were therefore invalid if no response was provided. Respondents who were excluded as a result of not answering the question about the library they use most often were from Ardrossan, Burra, Ceduna, Coober Pedy, Coomandook, Coonawarra, Cummins, Eudunda, Hawker, Kimba, Kingston (3), Meningie, Minlaton, Moonta Bay, Port Moorowie, Robertstown, Stansbury, Yorketown (2).

A further group of 11 responses were excluded from the analysis because the 'most often used' library was not in a rural area of South Australia, these people listed their residential address as: Adelaide, Belgium, Brinkworth, Cooper Pedy (2), Fishermans Bay, Gawler, Hallett, Kadina, Moonta, and one was not stated.

The findings are therefore based on a total of 882 responses.

Findings for School Community Libraries that received more than 10 responses will be provided to PLS to distribute to those libraries.

Respondents in all age groups participated, with the largest groupings being school aged (under 18), and people from 41-80 years. 71% of respondents were female.
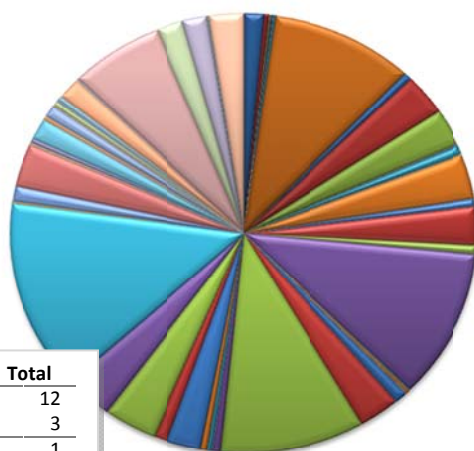

Age of Respondents — horizontal bar chart showing Number of Respondents by Age Group (< 18, 18-25, 26-40, 41-60, 61-80, >80, Not stated).
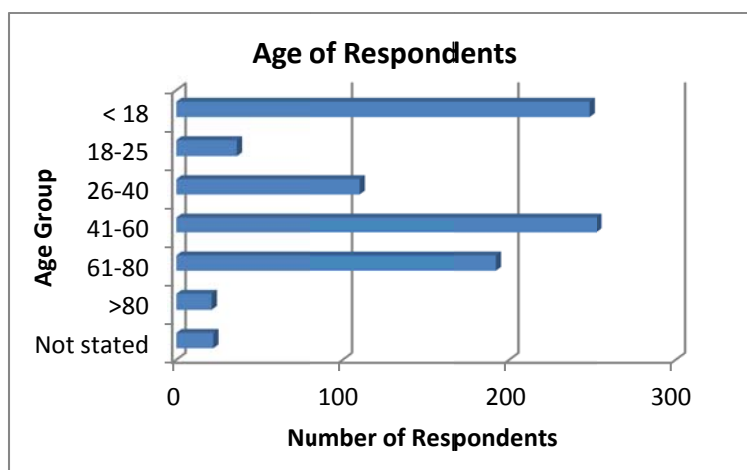
Attachment 3: SCL Library Users Web-based Survey Findings

Findings

Location

Responses were received for 48 Library locations in response to the question "which library do you use most often?" (see table and pie chart).

Responses by SCL

Which library do you use most often?	Total
Ardrossan	12
Balaklava	3
Bordertown	1
Caltowie	1
Cambrai Community Library	2
Ceduna	87
Cleve	5
Coober Pedy	27
Coomandook	24
Coonalpyn	1
Cowell	6
Cummins	29
East Murray	5
Eudunda	25
Hawker	6
Jamestown	97
Karcultably	1
Karoonda	2
Keith	8
Kimba	25
Kingston	88
Lameroo	5
Leigh Creek	3
Lock	4
Maitland	21
Mannum	9
Meningie	32
Minlaton	29
Moonta	123
Normanville	1
Orroroo	10
Penola	28
Peterborough	1
Pinnaroo	3
Port Broughton	14
Quorn	2
Riverton	8
Robe	1
Robertstown	3
Stansbury	1
Swan Reach	3
Tailem bend	14
Tintinara	1
Tumby Bay	57
Wudinna	17
Yankalilla	15
Yongala	1
Yorketown	21
	882

The largest number of responses by were from the and Yorke Peninsulas.

region Eyre

Region	No
Eyre Peninsula	231
Far North	38
Fleurieu	16
Kangaroo Island	0
Lower South East	28
Mid North	163
Murray Mallee	42
Murray/Riverland	60
Upper South East	97
Yorke Peninsula	207
	882

Attachment 3: SCL Library Users Web-based Survey Findings

Multiple library use

23.4% of respondents (206) said they use more than one library, with 175 of these (85% of those who use more than one library) using two or more libraries. 161 entered the name of other libraries used, presented in full in the table below.

Analysis of the distance travelled to libraries revealed that 77% of the main libraries used by respondents were within 50 kilometres of their home town (determined by Google Maps), but only 33% of additional libraries were within 50 kilometres.

| Which library do you use most often?	Which other libraries do you use?	Which library do you use most often?	Which other libraries do you use?
Ardrossan	Adelaide City Council Hutt St	Eudunda	Munno Para
Ardrossan	Adelaide City Council Tynte St	Eudunda	Nuriootpa (3)
Ardrossan	Maitland (3)	Eudunda	Robertstown
Ardrossan	State Library	Eudunda	State library
Balaklava	Clare	Eudunda	Tanunda
Balaklava	Eudunda	Hawker	Open Access Library Marden
Balaklava	Kapunda	Jamestown	Burra (3)
Balaklava	Smithfield	Jamestown	Clare (4)
Cambrai	Barossa (2)	Jamestown	Flinders Mobile Library (2)
Ceduna	Adelaide	Jamestown	Interlibrary loans
Ceduna	Ashford NSW	Jamestown	Marion
Ceduna	Bingara NSW	Jamestown	Murray Bridge
Ceduna	Kadina	Jamestown	Orroroo
Ceduna	Lock	Jamestown	Peterborough
Ceduna	Mt Barker	Jamestown	Port Augusta
Ceduna	Port Adelaide (2)	Jamestown	Port Pirie (3)
Ceduna	Port Augusta (2)	Jamestown	Salisbury Community Library
Ceduna	Port Lincoln (4)	Jamestown	State Library
Ceduna	Salisbury	Karoonda	Lameroo
Ceduna	SERU	Keith	Bordertown
Ceduna	Shepparton VIC	Keith	Breastfeeding Association Library
Ceduna	State Library	Kimba	Flinders University Theological Library
Ceduna	Streaky Bay (3)	Kimba	Goodwood
Ceduna	Texas Qld	Kimba	Marion Library
Ceduna	West Lakes	Kimba	Mortlock Library
Coober Pedy	Murray Bridge	Kimba	Port Lincoln
Coomandook	Coonalpyn	Kimba	Riverton
Coomandook	Geranium	Kimba	State Library
Coomandook	Meningie	Kimba	Unley (2)
Coomandook	Murray Bridge (4)	Kingston	Adelaide (2)
Coomandook	Seaford	Kingston	Glenelg
Coomandook	Tailem Bend (20	Kingston	Millicent
Coomandook	Tumby Bay	Kingston	Mount Gambier
Cowell	Noarlunga (2)	Kingston	Naracoorte
Cowell	Seaford School	Kingston	Robe (3)
Cowell	Woodcroft	Kingston	Senior Citizens
Cummins	Greenacres	Kingston	St Peters
Cummins	Grote St	Kingston	State Library
Cummins	Mitcham	Kingston	Tea Tree Gully
Cummins	Port Lincoln (2)	Kingston	UniSA
East Murray	Loxton	Kingston	West Torrens
Eudunda	Burra	Lameroo	Karoonda
Eudunda	Elizabeth	Lameroo	Murray Bridge
Eudunda	Gawler	Leigh Creek	Riverton
Eudunda	Kapunda (2)	Leigh Creek	Saddleworth

Attachment 3: SCL Library Users Web-based Survey Findings

Which library do you use most often?	Which other libraries do you use?	Which library do you use most often?	Which other libraries do you use?
Lock	Cleve	Penola	Naracoorte (2)
Lock	Port Augusta	Peterborough	Jamestown
Lock	Prospect	Port Broughton	Bremer Bay
Maitland	Ardrossan	Port Broughton	Kadina Library
Maitland	Inter Library Loans	Port Broughton	Moonta
Maitland	Kadina	Port Broughton	Port Pirie
Maitland	Port Victoria	Port Broughton	Regional
Maitland	Walkerville	Quorn	Adelaide City Library
Maitland	Wallaroo	Quorn	Mount Gambier
		Quorn	Port Augusta (2)
Mannum	Any when travelling	Quorn	Port Pirie
Mannum	Coorong	Quorn	State Library
Mannum	Mount Barker	Riverton	Clare (2)
Mannum	Murray Bridge	Riverton	Gawler
Mannum	Port Broughton	Riverton	Saddleworth
Mannum	Stirling	Robe	Kingston
Meningie	Aberfoyle park	Robertstown	Charles Sturt
Meningie	Barooga NSW	Stansbury	Yorketown
Meningie	Curtin University Online Library	Tailem bend	Murray Bridge
Meningie	Geelong VIC	Tumby Bay	Cleve
Meningie	Henley Beach	Tumby Bay	Cummins
Meningie	Murray Bridge (2)	Tumby Bay	Port Lincoln (7)
Meningie	Tailem Bend	Tumby Bay	Woodside (2)
Meningie	Woodcroft	Wudinna	Ceduna
Minlaton	Harvest Christian School	Wudinna	Lock
Minlaton	Henley Beach	Wudinna	Marion
Minlaton	Kadina	Wudinna	Port Augusta
Minlaton	Kapunda	Wudinna	Port Lincoln (2)
Minlaton	Maitland (2)	Wudinna	Port Pirie
Minlaton	Port Vincent	Wudinna	Streaky Bay
Minlaton	SAGHS	Yankalilla	Brighton
Minlaton	State Library (2)	Yankalilla	Goolwa
Minlaton	Unley	Yankalilla	Marion
Minlaton	Woodville	Yankalilla	Noarlunga
Minlaton	Yorketown (4)	Yankalilla	Norwood
Moonta	Any to use internet while travelling	Yankalilla	State Library
Moonta	Any when travelling	Yankalilla	Victor Harbor (2)
Moonta	Campbelltown	Yankalilla	Willunga
Moonta	Inter Library Loans	Yorketown	Aberfoyle Park
Moonta	Inter Library Loans	Yorketown	Edithburgh Depot (2)
Moonta	Kadina (2)	Yorketown	Minlaton
Moonta	Marion	Yorketown	Stansbury Depot
Moonta	Onkaparinga		
Moonta	Port Victoria		
Moonta	Prospect		
Moonta	Wallaroo		
Orroroo	Burnside		
Orroroo	Campbelltown		
Orroroo	Clare		
Orroroo	Inter Library Loans		
Orroroo	Jamestown		
Orroroo	Peterborough		
Orroroo	State Library		
Orroroo	Stirling		
Penola	Mount Gambier (4)		

Attachment 3: SCL Library Users Web-based Survey Findings
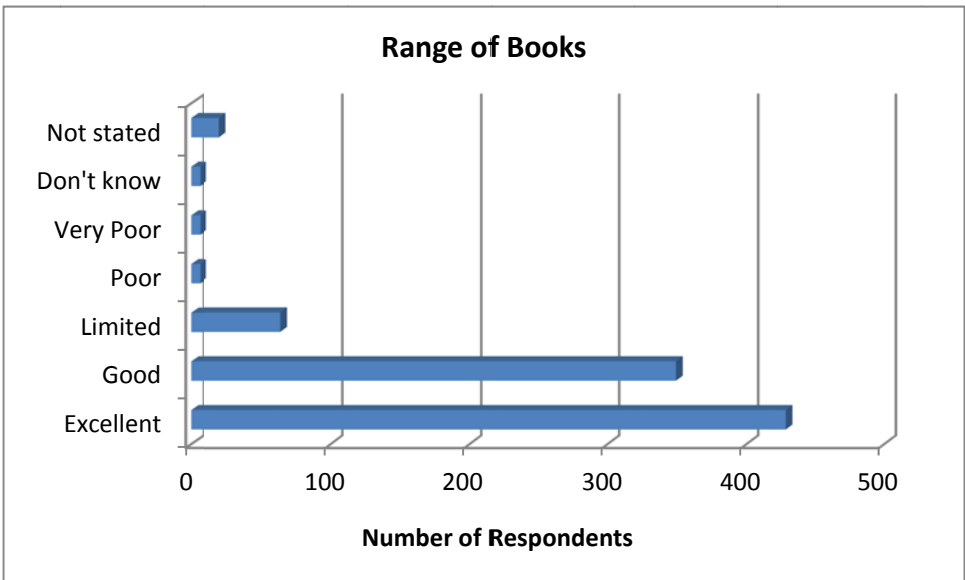
Frequency of Use

The majority of respondents (85%) used their main Library at least fortnightly.
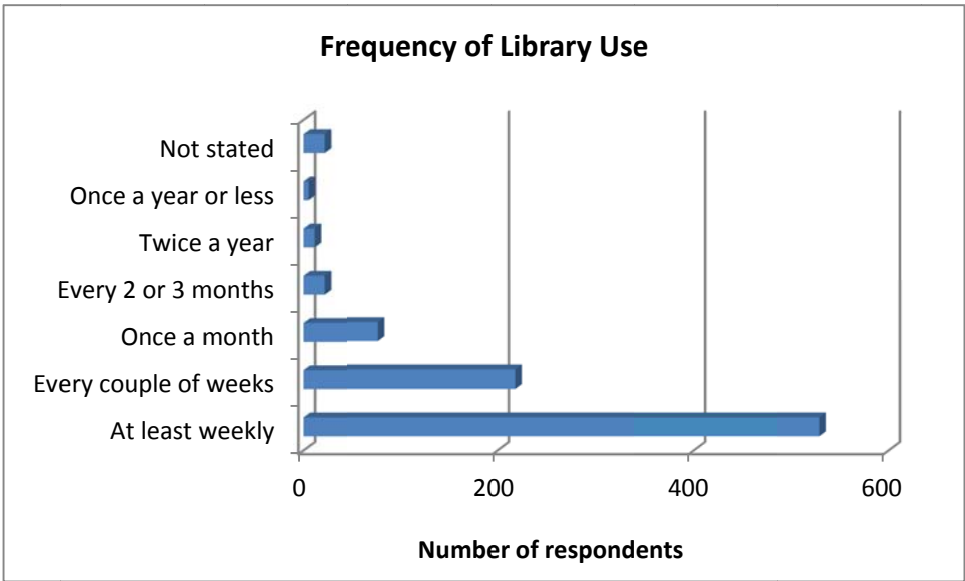
Quality of resources

88% of respondents rated the range of books at their main Library as 'good' or 'excellent'.

The survey also asked about availability of other resources (audio, video, magazines, reference material, newspapers, computers, online databases), with the results shown in the table below, which shows that all resources gained the largest responses for 'good' or 'very good'.

'Good' and 'very good' responses were analysed against the number who provided a rating for this question (i.e. did not answer 'Don't Know' or 'Not Applicable'), with the highest values for availability

Attachment 3: SCL Library Users Web-based Survey Findings

placed on Computers (90% felt they were 'good' or 'very good', noting that the use of an online format for the survey is likely to have introduced a positive bias towards computers); Reference Material (85%); Magazines and Online Databases (both 84%) and Newspapers (83%). Despite the interest reported at the SCL workshops for audio and video, these scored the lowest at 80% (in the 'good' or 'very good' availability category) for Videos/DVDs and 67% for Audio - possibly reflecting the challenge of maintaining extensive ranges of these resources.

Availability of Resources	Very poor	Poor	Just OK	Good	Very good	Don't Know/ Not Applicable
Audio Tapes/CDs	21	34	147	245	156	233
Videos/DVDs	9	23	121	233	371	84
Magazines	7	21	95	275	374	74
Reference Material	9	10	88	320	274	133
Newspapers	9	19	87	256	296	167
Computers	3	14	63	224	477	62
Online Databases	5	13	72	204	258	272

Ease of access to specific items

90% of respondents reported that it was 'fairly easy' or 'very easy' to obtain a specific item if they needed it.
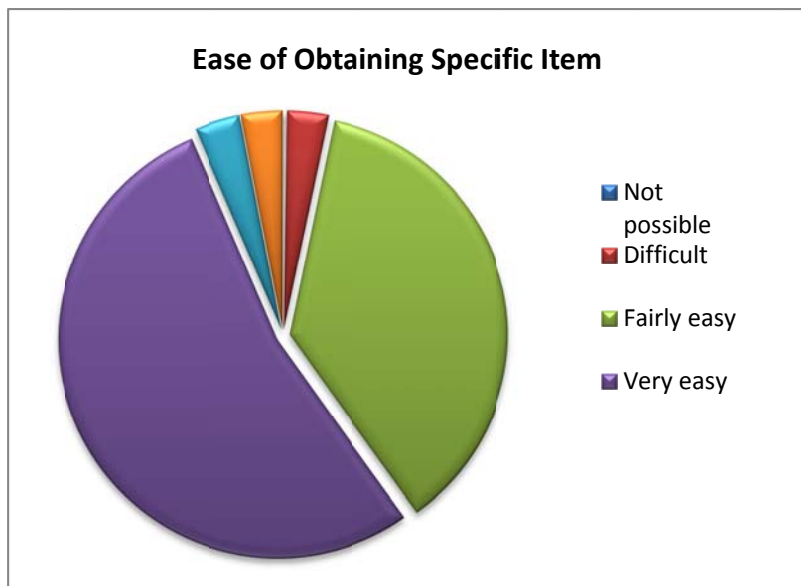
Attachment 3: SCL Library Users Web-based Survey Findings

Advice sought from Libraries

Feedback from key stakeholders during the early part of the consultation indicted that Library staff were a source of information about technologies and resources that are not typically a part of the Library service. The survey therefore included a question '*Do you use your Library for ADVICE about: using computers, using i-pads or tablets, the local history collection, and reports that are not available online. The results are shown in the chart below. As the consultation progressed, Library staff reported that they are asked about a number of other items, particularly how to use mobile phones, which would have been useful to include in this question - but it is not appropriate to add new questions part way through a survey.*

Advice sought from Libraries (chart: Number of respondents and % of Respondents for Using computers, How to use an i-pad or other tablet, The local history collection, Reports that are not available on-line)
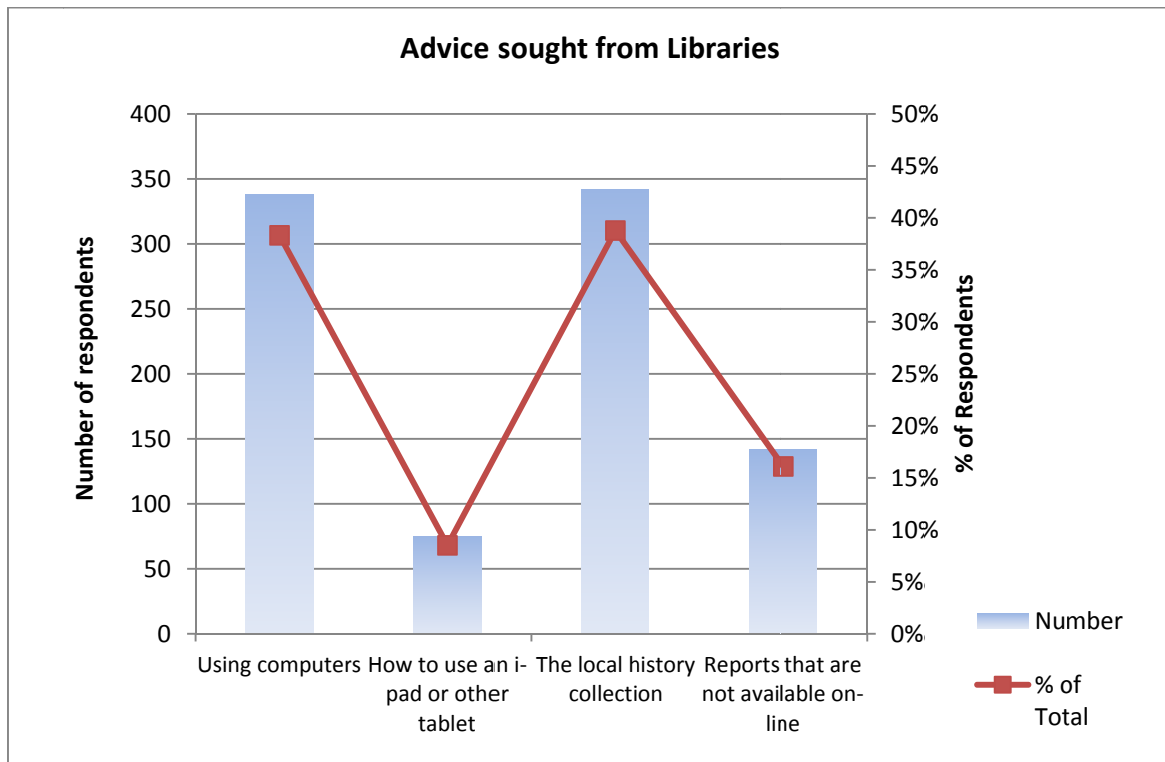
Attending events or activities at the Library

477 (58%) attend activities or events at their main Library.

Reasons for using the Library

The survey provided a free-text option to allow respondents to enter their own reasons for using their main Library, the results are shown below in cloud and table formats.

Most important Reason (860 responses)

Second Reason (807 responses)

Attachment 3: SCL Library Users Web-based Survey Findings

Third Reason (734 responses)

Showing 26 Most Important Words and Phrases

Access Atmosphere Books Borrowing
Community DVDs Environment Events Games Good Range
Internet Library Lots Magazines New Books Opening Hours
Place Pleasant Quiet Reading Research Resources
School Social Staff Study Videos

As can be seen in the clouds and the table below, by far the most important reason for using the library is to read/borrow books.

A quarter of respondents specifically mentioned friendly and helpful staff.

13% said access to the internet is one of the three most important reasons.

Reasons for using main Library	Main reason	Second reason	Third reason	Total
Books (not specifically borrowing)	178	104	85	367
Borrowing (mainly books)	151	50	45	246
Reading	91	89	45	225
Staff friendly/helpful	44	101	66	211
Internet	37	36	31	104
Fiction/Novels	28	7	5	40
Research	23	22	11	56
Magazines	21	23	27	71

Internet

56% of survey respondents use the Internet at their main Library. It should be noted that this finding reveals the bias inherent in the survey design:

- The survey was only available online
- Many Libraries encouraged patrons to complete the survey on a Library computer (as requested by the Consultants - the aim of the survey was to obtain as much data as possible and the online format is ideally suited to this).

Internet use

- Use Internet at Library
- No, use internet at other places
- No, don't use internet
- No, internet isn't available at Library

Opening hours

Opening Hours Required

- Weekends
- All school hours (inc breaks)
- School holidays
- Evenings
- After school
- Before school
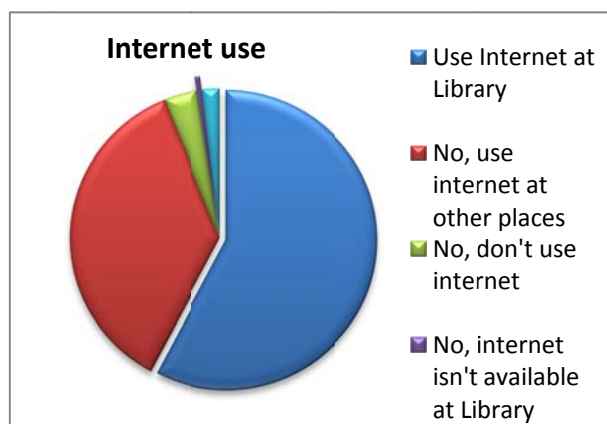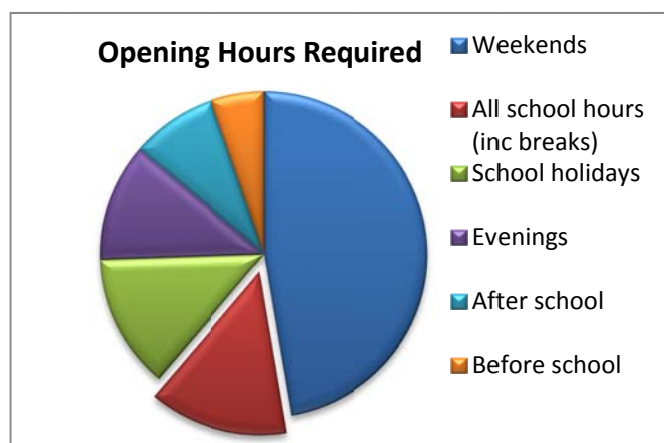
21% (183) of respondents said that their main Library wasn't open when they would like to use it. The most frequently-requested time was weekends, but 14% of respondents who wanted longer opening hours said that the Library wasn't open school hours, with Mondays often being mentioned as days that the Library is closed.

Attachment 3: SCL Library Users Web-based Survey Findings

Ease of access to the School Community Library

75 people said it was 'difficult' or 'very difficult' to get from the carpark to 'libraries that are on school premises'. Those who said it was difficult gave the following reasons, with the main problems being the distance from the carpark to the Library, and insufficient carparking (including Library carparks being used by parents and teachers).

Reason access is difficult	Number reporting this issue
Distance from carpark to Library	21
Insufficient carparking	18
Carpark under construction	9
Footpaths unstable/slippery	6
Steep path/steps	5
Have to walk through children playing (dangerous)	3
Only parking is on busy street	2
Poor lighting	2
Poor signage	2
Carparks too narrow	1
Doorway too narrow	1
Need disability access	1
No carpark at the school	1
No handrail on steps	1
School gates are shut during the day	1

73% said that toilets for community use were available at their School Community Library. Where toilets were not available, only 16 people said that it limited their use of the Library. These last two questions also demonstrate the design bias in the survey, in that it is likely that people who do not come into the library (because of toilet or access issues) did not hear about, or have access to computers to complete the survey.

4. School Principals –Telephone Interviews Responses

Schools
Andamooka
Ardrossan
Coober Pedy
Cowell
Cummins
East Murray
Karcultaby
Karoonda
Keith
Kimba
Lameroo
Lock
Lucindale
Mannum
Meningie
Orroroo
Penola
Port Broughton
Quorn
Snowtown
Streaky Bay
Tailem Bend
Tumby Bay
Wudinna
Yorketown

1. **How important is the School Community Library to your school?**

    All 25 respondents indicated that the SCL was very important to their school. Comments included: '*critical*' '*incredibly so*' and '*on a scale of 0-10 it's a 10.*'

2. **What are the advantages/disadvantages of having a school only library?**

    Advantages *(9 respondents)*

    There are no advantages (3)

    Wouldn't have to worry about security (2)

    It would be more oriented to servicing students

    The library would be more focused on adolescent/non-fiction more appropriate to kids

    Teacher Librarians could spend more time on school issues

    0.5 taken from Teacher Librarian time

    Disadvantages *(25 respondents)*

    Less library resources/materials (11)

    Less or no interaction with the community (10)

    Would lose inter-library loans for students and staff (5)

    The community wouldn't know as much about the school (4)

    We would have less staff to work in the library (4)

    There would be less support for those living in rural isolation (2)

    We would lose important resources for early childhood learning (2)

    We would lose access to some on-line resources

    There would not be as much family interaction at the school

    We would not have the volunteers from the community

    It would be more expensive

Attachment 4: School Principals Telephone Interview Responses

3. **Have you, or are you considering changing the staffing of the School Community Library following the introduction of the Student Centred Funding Model?**

Seven respondents said no to this question (with one adding *'not to say it won't happen in the future but as 20hrs comes as extra allocation, most unlikely'*)

Ten respondents said that staffing at the library was under review or consideration.
Previously had 0.6 Community librarian person, still some work to be done on whether we've got the mix right

We have considered, and it's still under consideration

Under review as there is more pressure on staffing and the library is part of that, school has declining numbers so under the old way staff would have already been cut

It's been discussed but as yet we haven't changed anything

Need to adjust every year according to student numbers - it's always something that has to be considered

At moment community library is way overstaffed due to Workcover issues-but as soon as issues go might not be able to staff in the same way

Currently SCFM has not impacted a great deal on their thinking, more concerned with Enterprise Bargaining Agreement, as they are not compliant with it as Teacher Librarian has way less face to face time than should have under the agreement

At this stage not going to change but under pressure to make staffing $$s count

We do consider it, we need to allocate the person to teaching, but that's how it always was, part of the Teacher Librarian role

We are currently keeping it the same with a view to possible increases in CLA time in the future

Two respondents said that staff changes might be considered in the future
It depends how it falls out - but at the moment no, as still receiving the extra money needed. But don't know what will happen after the guarantee is gone; it could end up being a financial burden on the school

It's something we are looking at closely, maintaining the same staffing for next year, but there will be consultation in 2012 and in 2013 there may need to be changes

Six respondents had made staff changes.
Have put in additional hours to support students reading time

Teacher Librarian is Preschool Teacher and have had to reallocate ½ day a week to Preschool

School number have fallen so can no longer justify 1.2 so changed to 1.0 but this has not affected time or intention for servicing community

Have had to reallocate Teacher Librarian time for extra lessons but have increased SSO hrs so there are always two people there

Trying to get more hours, have 0.6 Teacher Librarian in there and am bringing SSO up to full time (extra 10 hrs)

It's becoming more problematic to provide 1.0 person in the library and it's going to be more and more of a challenge, have had to reduce to 0.8 for next year
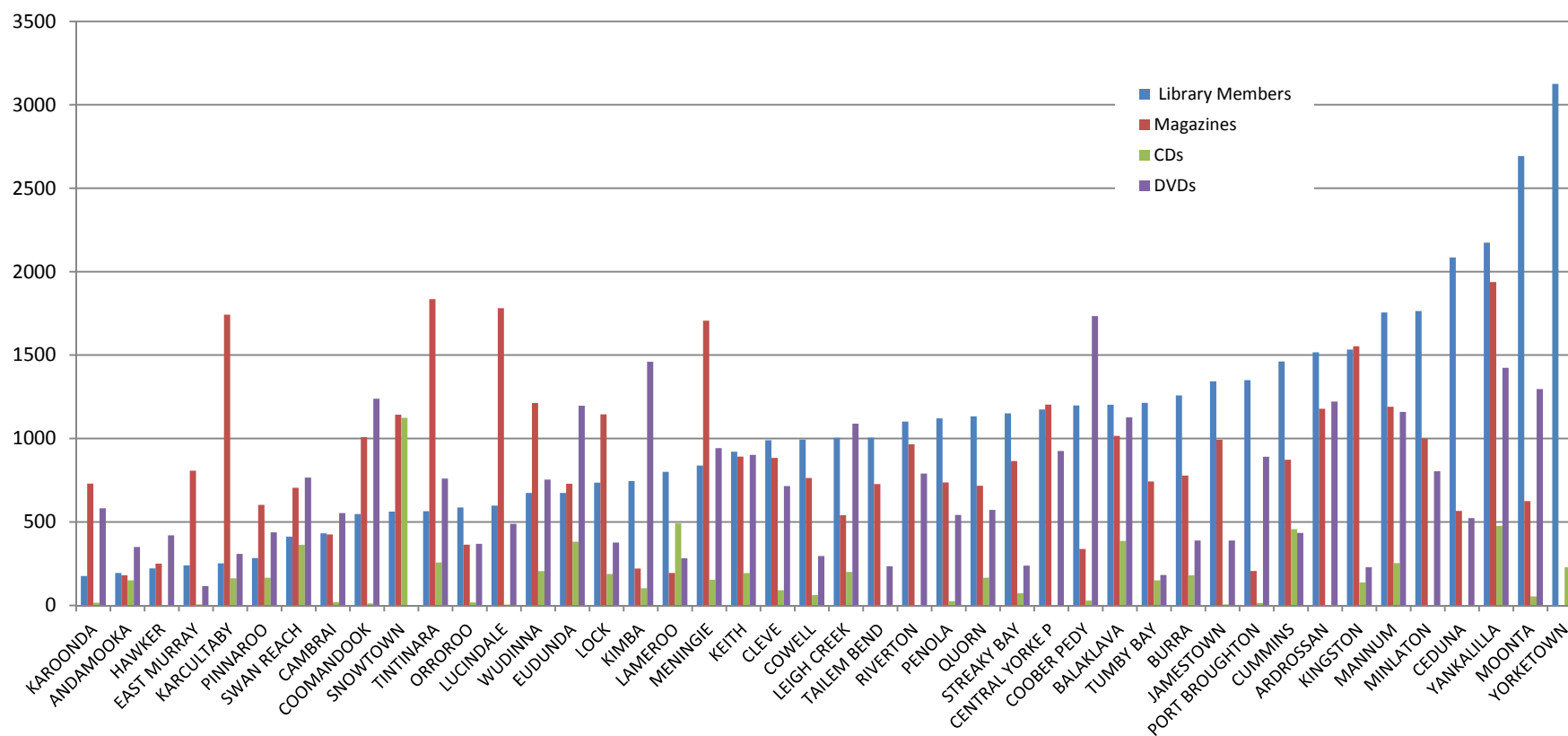
5. Service Mapping BiblioStat Data Analysis
Library Collections 2010-11

Magazine, CD and DVD Collections

The following graph shows the Magazine, CD and DVD collections held by each SCL by the number of members.

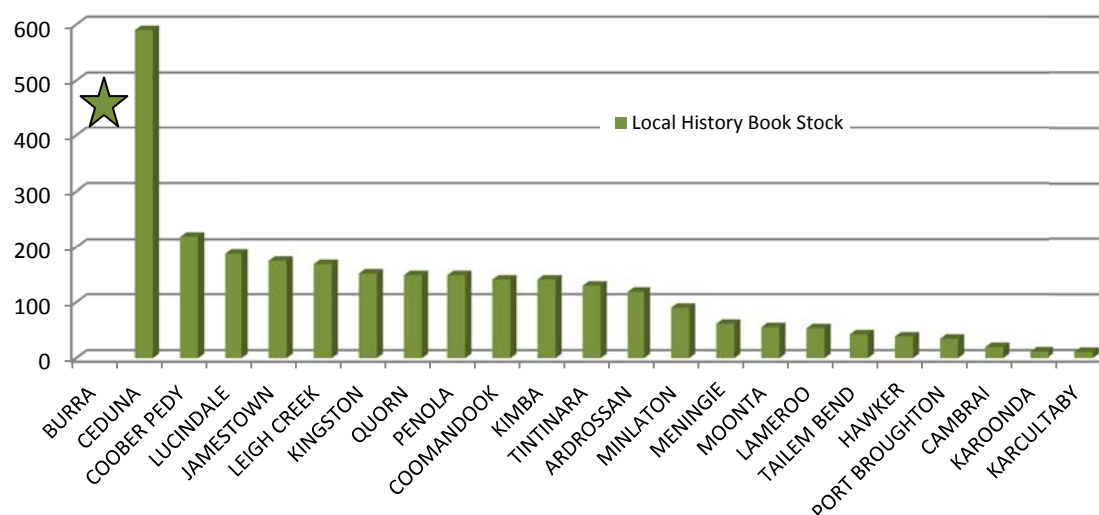# Attachment 5: Service Mapping Data Analysis

Local History Book Collections

Twenty three SCLs (52%) have collections of Local History Books.

The number of books held in the collections varies from 5156 in the Burra collection to 11 held by Karcultaby.

⭐ The disproportional number of local history books (5156) held by Burra were not included in the graph to facilitate clear representation of the data.

Local History Book Stock

Toy Collections

Thirteen SCLs (30%) have toy collections. The number of toys held ranges from 266 at Tailem bend to 2 each at Burra and Central Yorke Peninsula.

Toy Stock
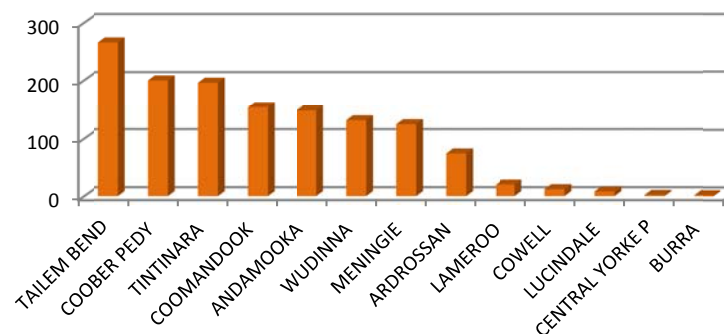
Attachment 5: Service Mapping Data Analysis

Services & Activities (not loans) 2010-11

In-house usage and reference enquiries

Data is collected from SCLs on the usage of in-house materials (not borrowed) such as newspapers and magazines and the number of reference enquiries where a staff members "*uses a range of resources to meet the information needs of the client*". The enquiry may be received "*in person, by phone, by fax or by mail, email or through live or networked electronic reference service*".

Thirty SCLs (68%) provided information on in-house usage and reference enquiries. This data is shown in the following graph against the number of Library Member. The high level of non-responses and the wide variation of responses given may indicate that SCLs may not fully understand what is required or may not have data collection systems in place to collect this information.
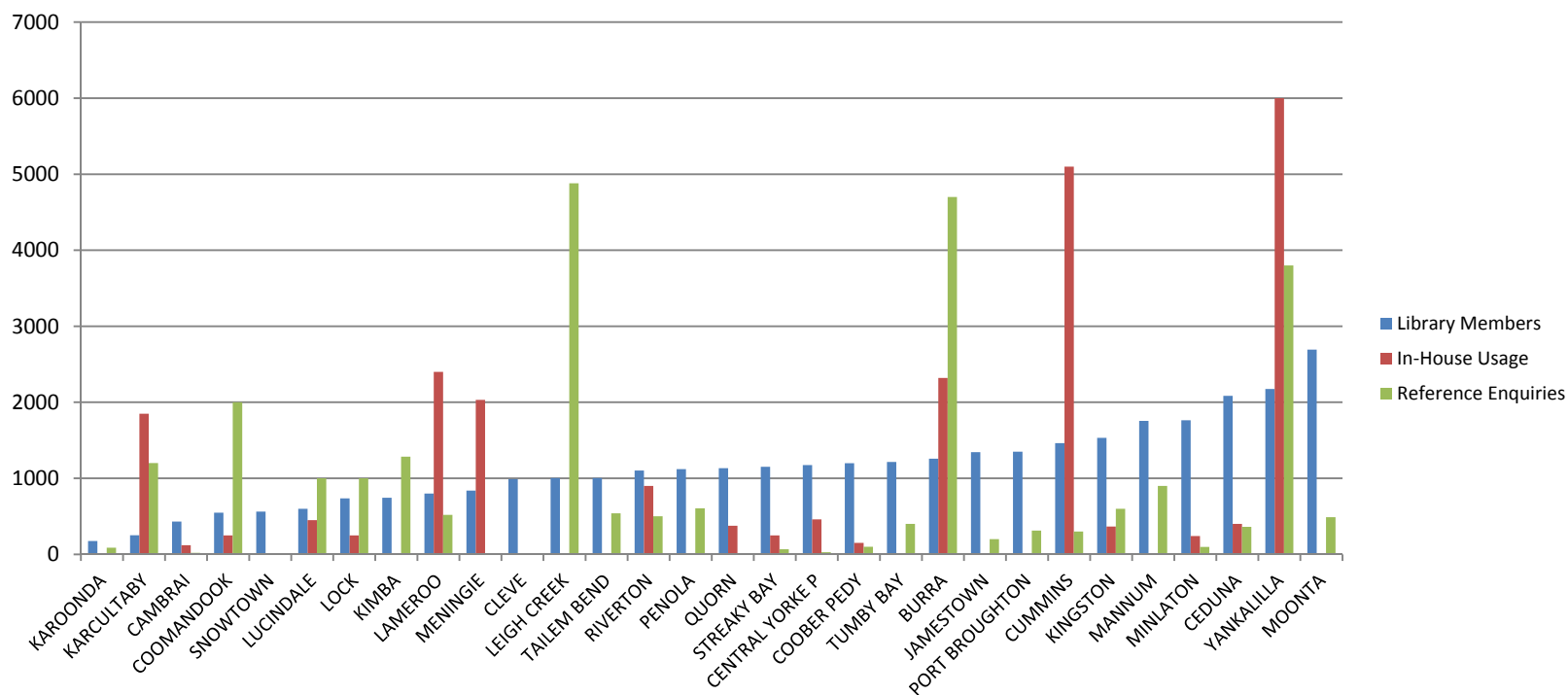
Attachment 5: Service Mapping Data Analysis

Community Information Enquiries

Community Information funds are provided to support the gathering and dissemination of information about community organisations, activities and events. Thirty two SCLs (73%) provided information on the number of Community Information Enquiries they received and this information is shown in the graph below. Burra advised that it had received 4,700 enquiries but as this was a disproportionally large amount and the same figure was provided for general reference enquiries (see above) it was assumed that an error had been made and therefore it was not included in the graph.

There was a wide variation in the number of Community Information Enquiries received. These ranged from 452 at Penola to five at Coober Pedy.

Community Information Reference Enquires 2010-11
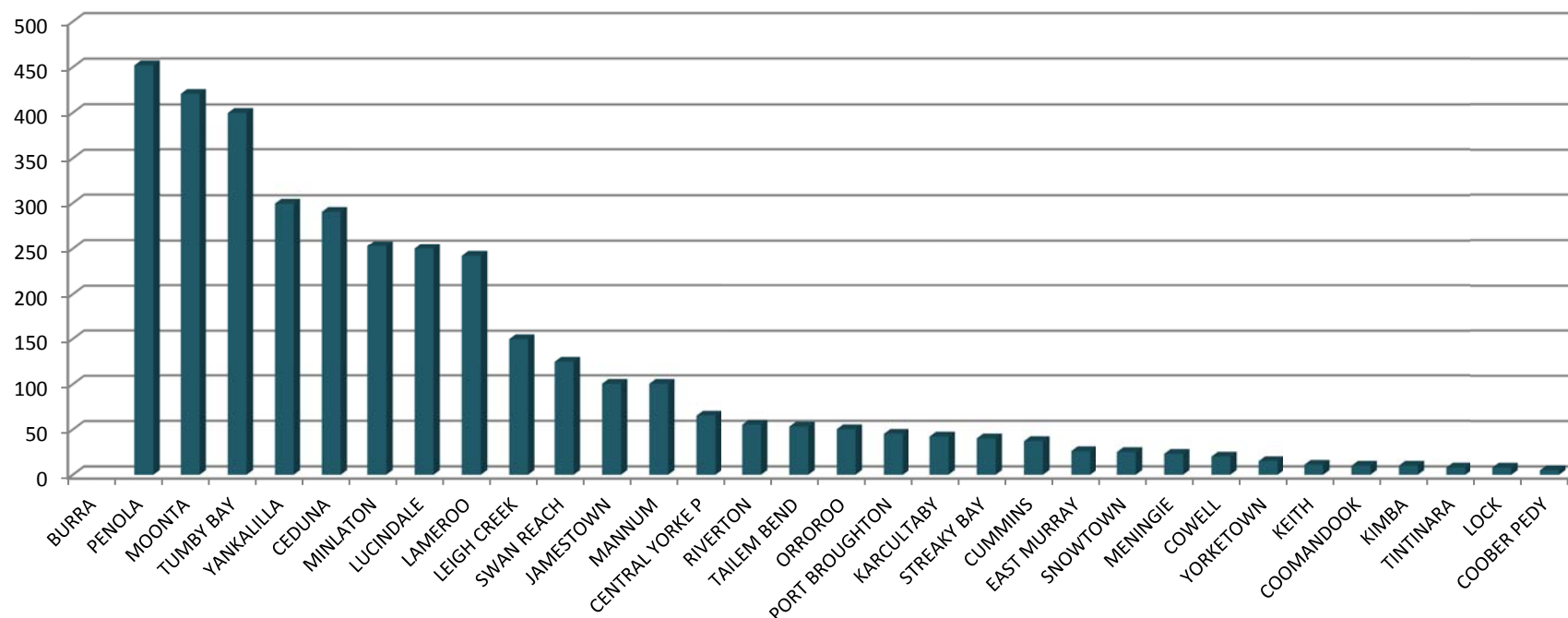
Attachment 5: Service Mapping Data Analysis

Meeting Room Bookings

A number of SCLs have meeting rooms that are available to the community to book for meetings, training etc. Twenty-four SCLs (55%) provided information on the number of Meeting Room Bookings they made and this information is shown in the graph below.

There was a wide variation in the number of Meeting Room Bookings made. These ranged from 800 at Port Broughton to five at Quorn.

⭐The disproportional number of Meeting Room Bookings (800) made by Port Broughton were not included in the graph to facilitate clear representation of the data.

Number of meeting room bookings 2010-11
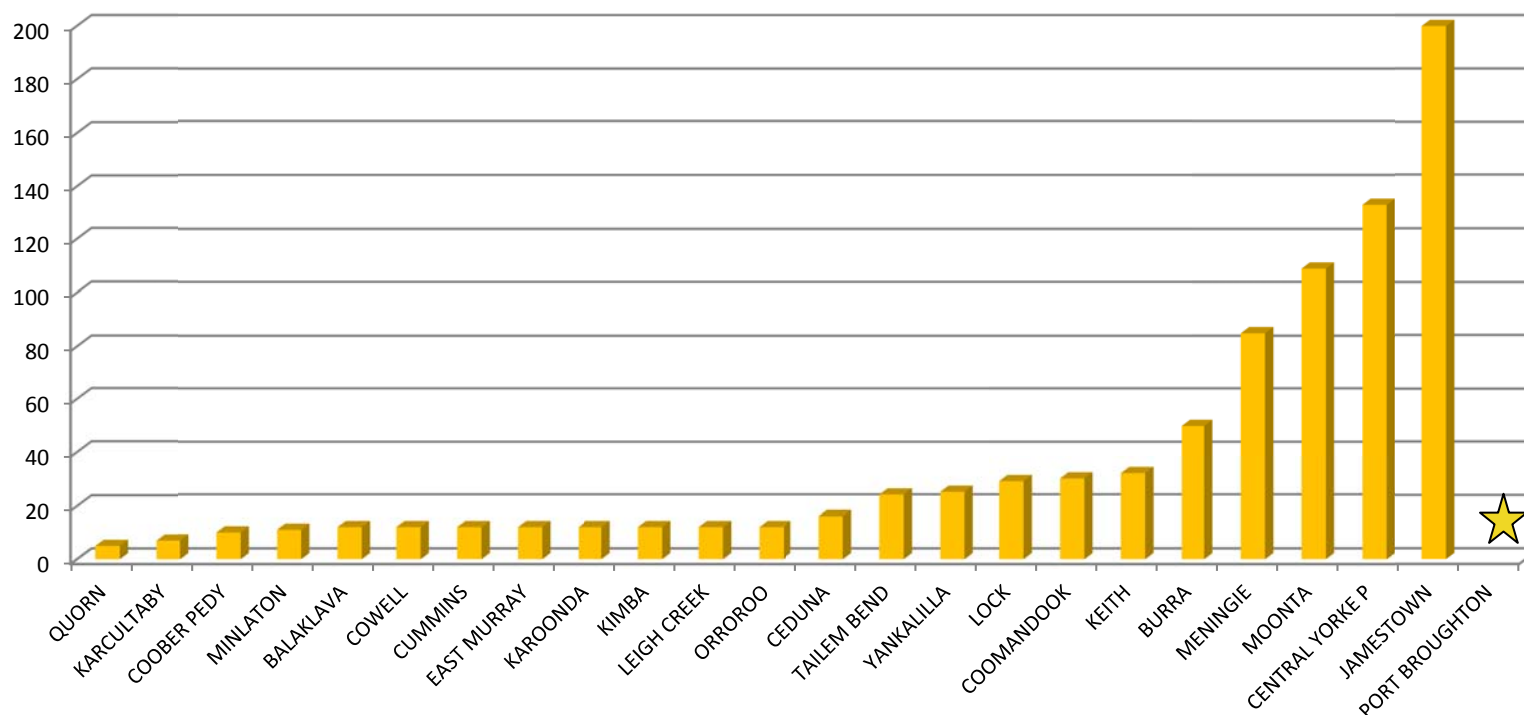
Attachment 5: Service Mapping Data Analysis

Distribution of Little Big Book Club Bags

The Big Book Club Inc. (TBBC Inc.) was established in South Australia in 2003 as a not-for-profit organisation to "promote reading, the discussion of books and the promotion of Australian authors and illustrators". Public Library Services is a partner in this program which provides reading packs (LBBC bags) to parents of babies and children up to the age of 12 months.

Thirty-seven SCLs (84%) distributed Little Big Book Club bags in 2010-11. The number distributed varied from 210 at Penola to two at Pinnaroo. Seven SCLs also held Big Book Club Events.

LBBC Bags Distributed
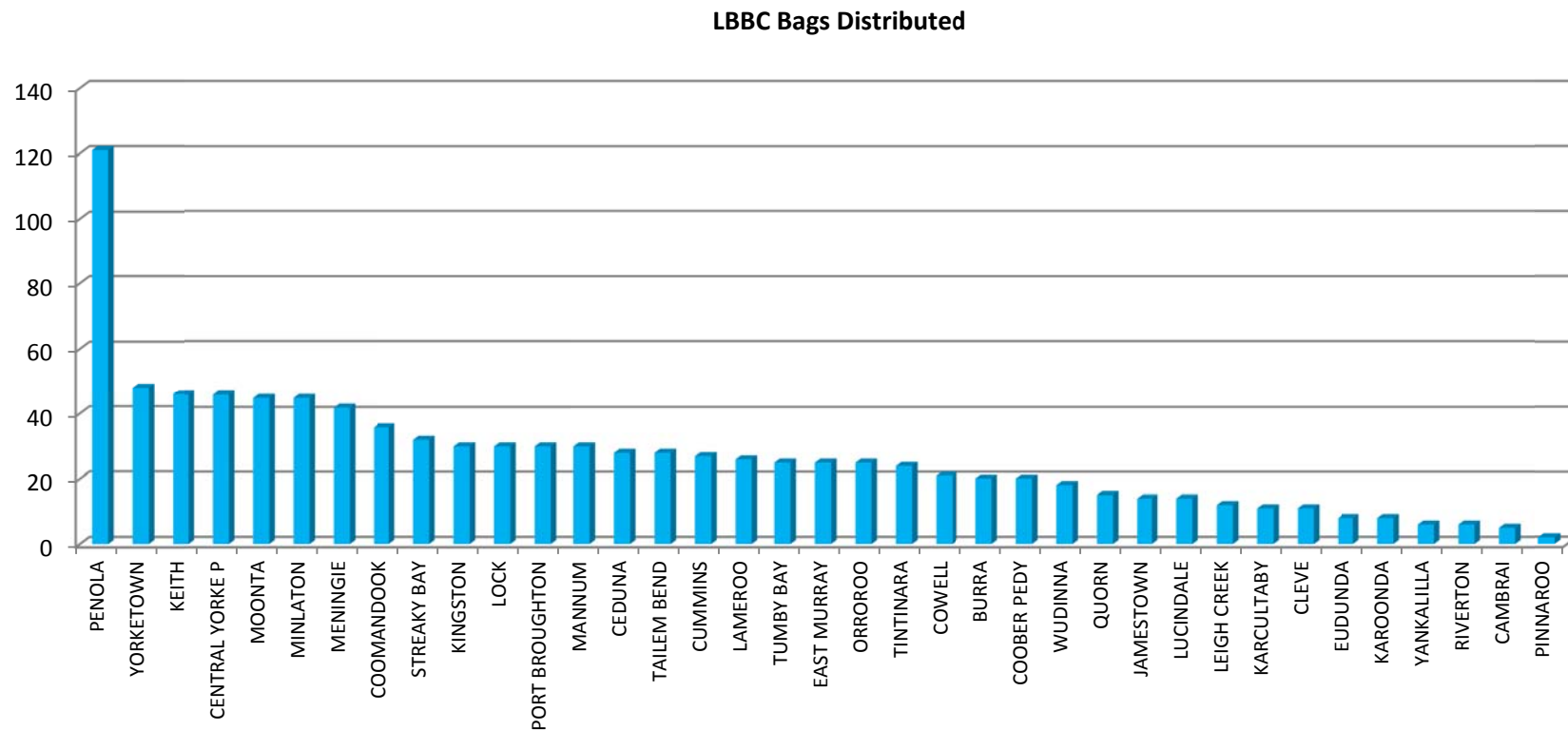
Attachment 5: Service Mapping Data Analysis

Events 2010-11

Adult Events

These include events run by staff or other organisations and hosted, co-ordinated or facilitated by the library (either internally or externally). No additional information is collected on what type of events this might include. Thirty SCLs (68%) provided information on the number of Adult Event they held and the number of attendees.

There was a wide variation in the number of Adult Event held and the number of attendees.

These ranged from 62 events with 745 attendees in total at Central Yorke Peninsula to one event with six attendees at Kingston.

This wide variation could be due to a number of factors that could include the amount of space available at the library to hold events; the availability of other community spaces within the town or nearby and the level of involvement of the library within the local community.
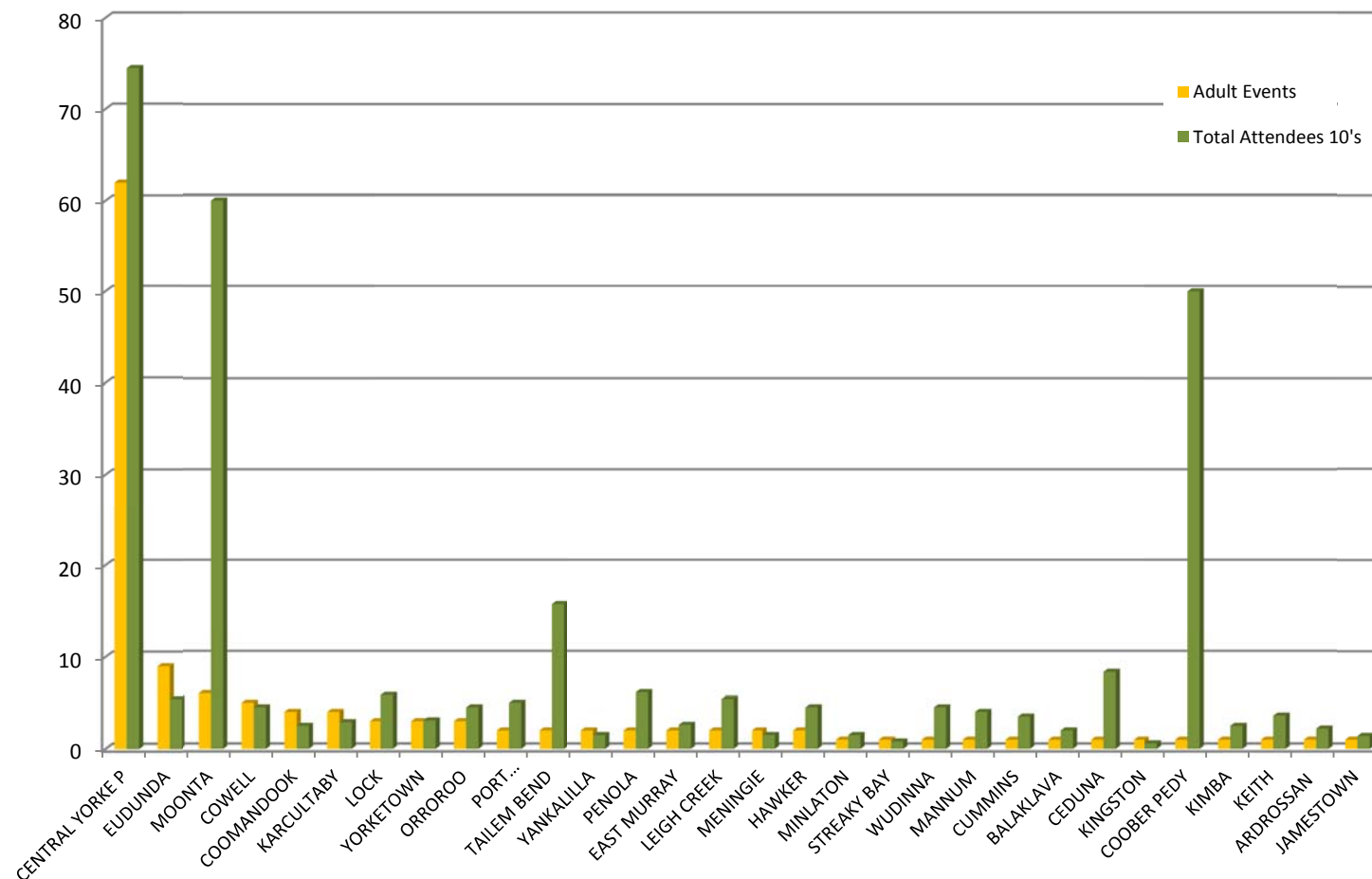
Attachment 5: Service Mapping Data Analysis

Author and Book Discussion Events

Twenty SCLs (45%) held Author and/or Book Discussion Events in 2010-11. In total 10 Author Events were held attended by 824 people and 150 Book Discussion Events with a total of 1,341 people in attendance.

Balaklava held the most Book Discussion Events (24) with an average of 18 people attending ach discussion. An Author Event held by Minlaton attracted 198 people.
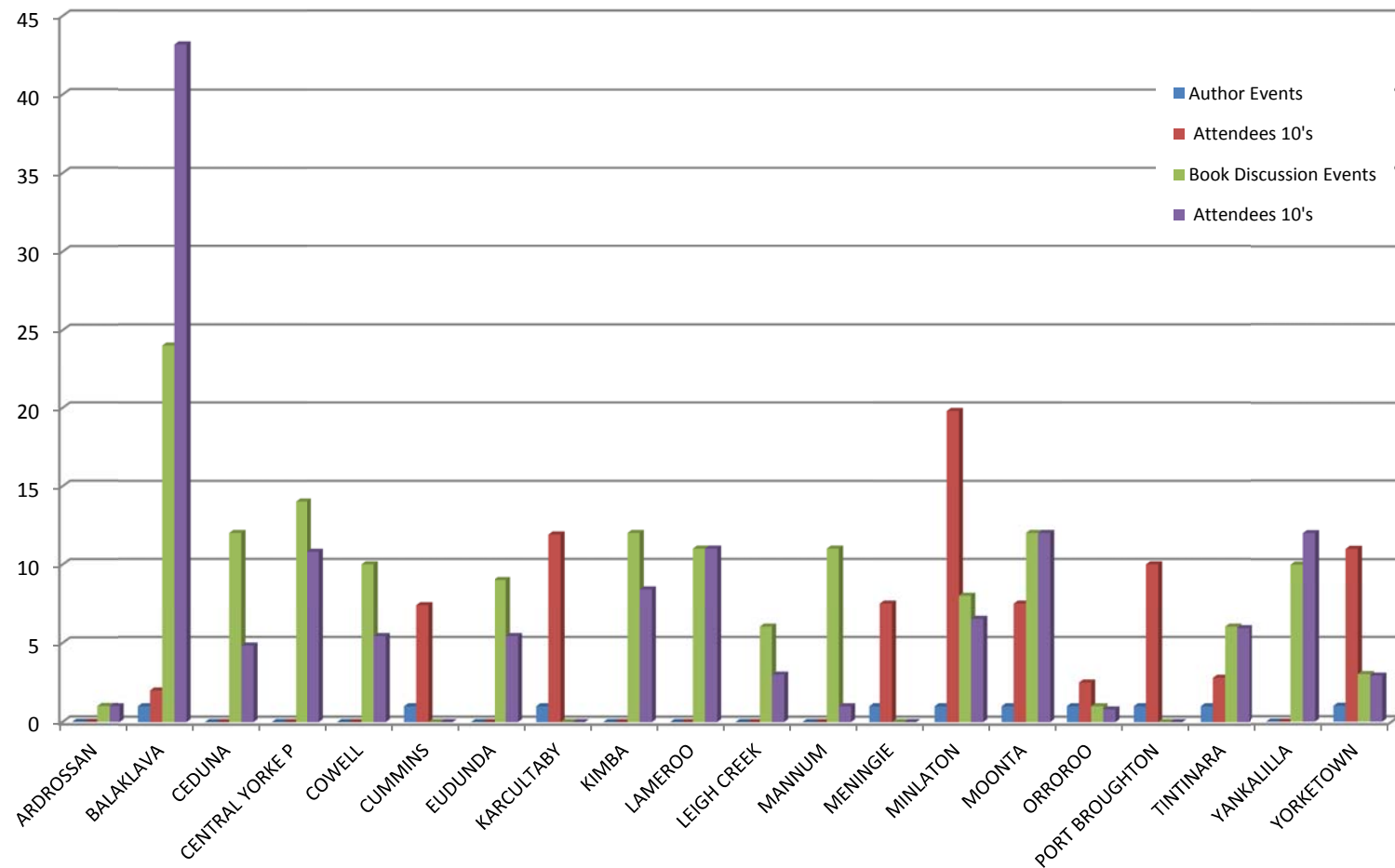
Attachment 5: Service Mapping Data Analysis

Book Week Activities/Events

Almost all SCLs (41/93%) held activities or events during Book Week. Fifteen (34%) held at last one activity/event; a further fifteen held between 2-4 activities/events while eleven (25%) held more than 5 activities/events. Three SCLs; Keith, Quorn and Wudinna each held 10 activities/events during Book Week involving more than 200 people at each library.
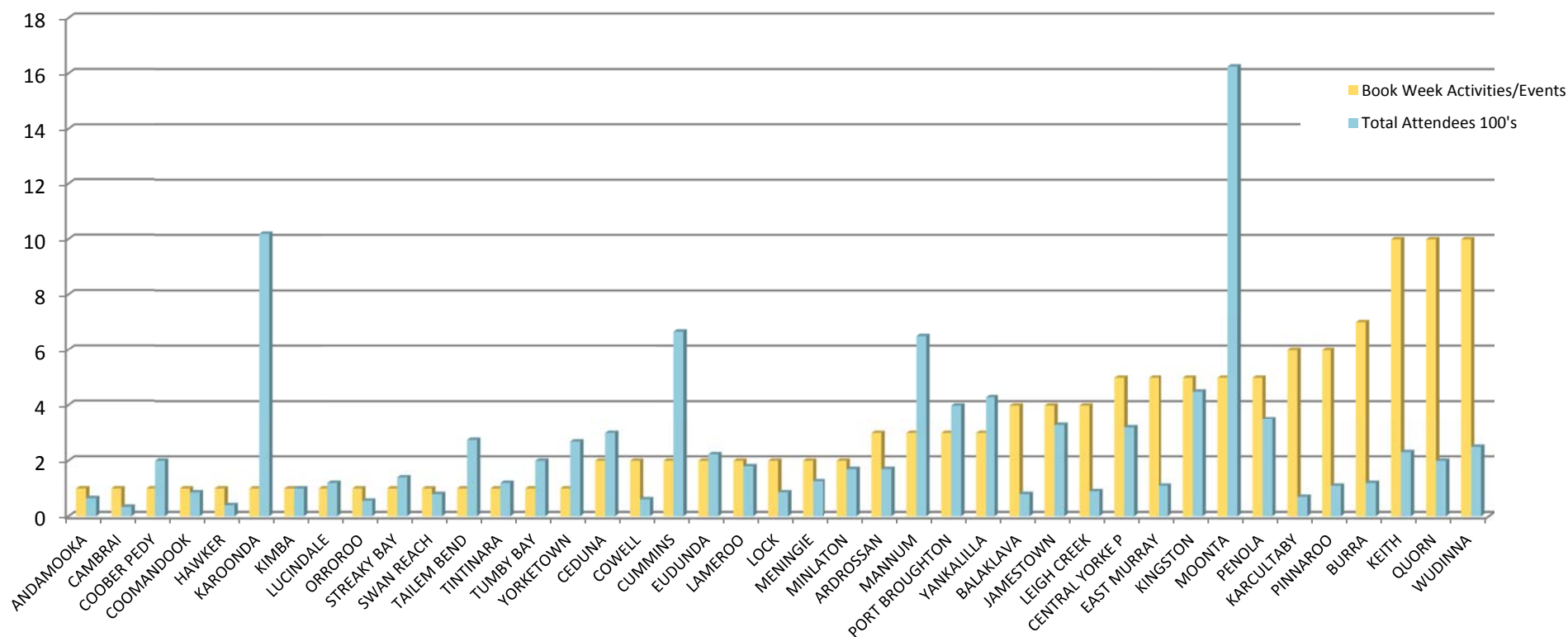
Attachment 5: Service Mapping Data Analysis

Early Years Learning: Baby Bounce & Preschool Storytime Events

Baby Bounce is a library-based early literacy program targeting very young children aged 0-2 yrs. The program was developed In SA through a partnership between UniSA, Public Library Services, Councils, the State Government and corporate sponsors and is now available a most public community libraries across the state. Preschool Storytime is reading for 3-4 yr old children attending preschool or kindy.

Ten SCLs (23%) provide no Early Years Learning programs; sixteen (36%) provide Baby Bounce and 33 (75%) provide Preschool Storytime. This information is shown in the following two graphs.
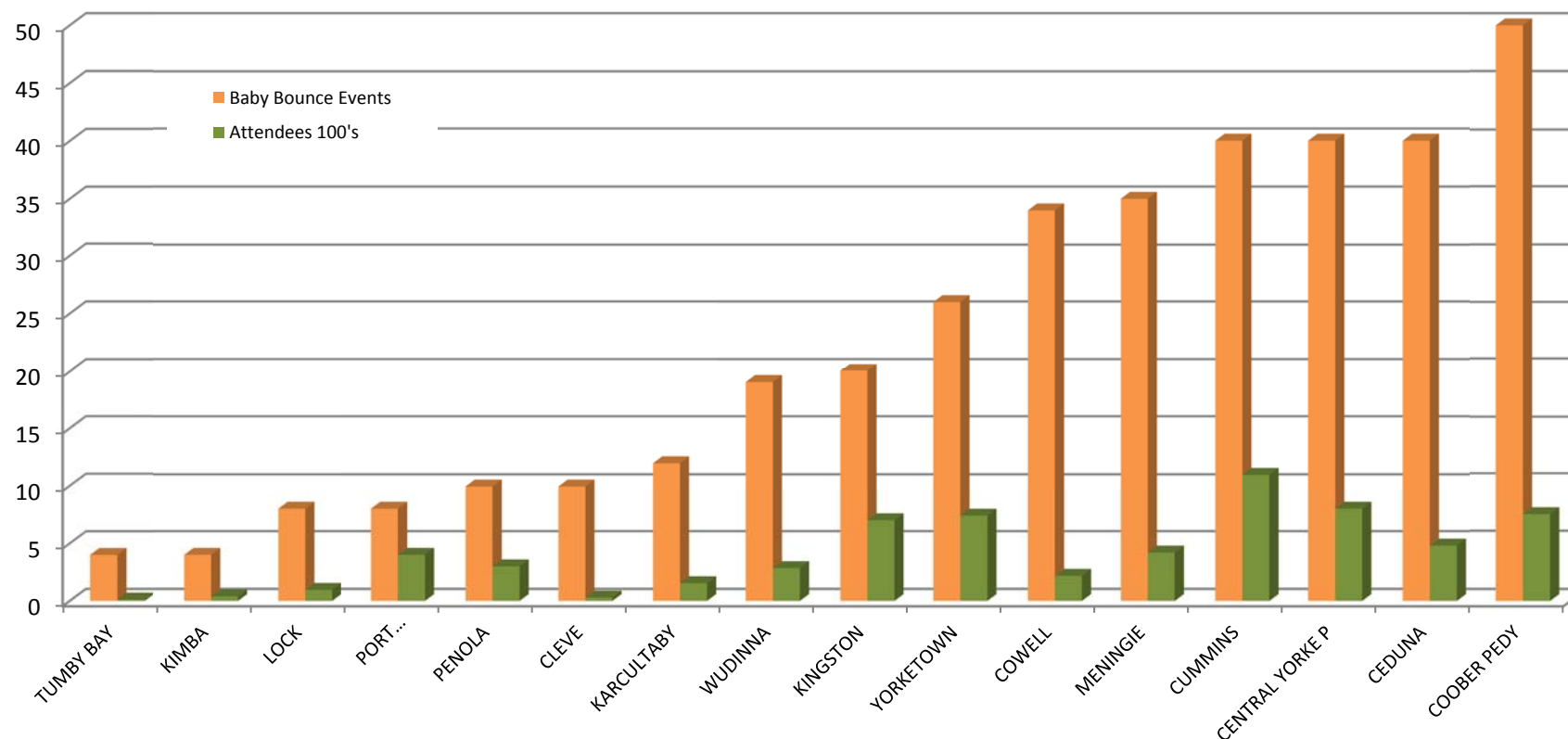
For graphing purposes adjustment were made to the figures of two SCLs (Meningie and Coober Pedy) where the data showed that the number of Attendees was less than the number of Baby Bounce events. In these cases it was considered that the SCL had provided the number of Attendees per event rather than the Total Attendees p.a.
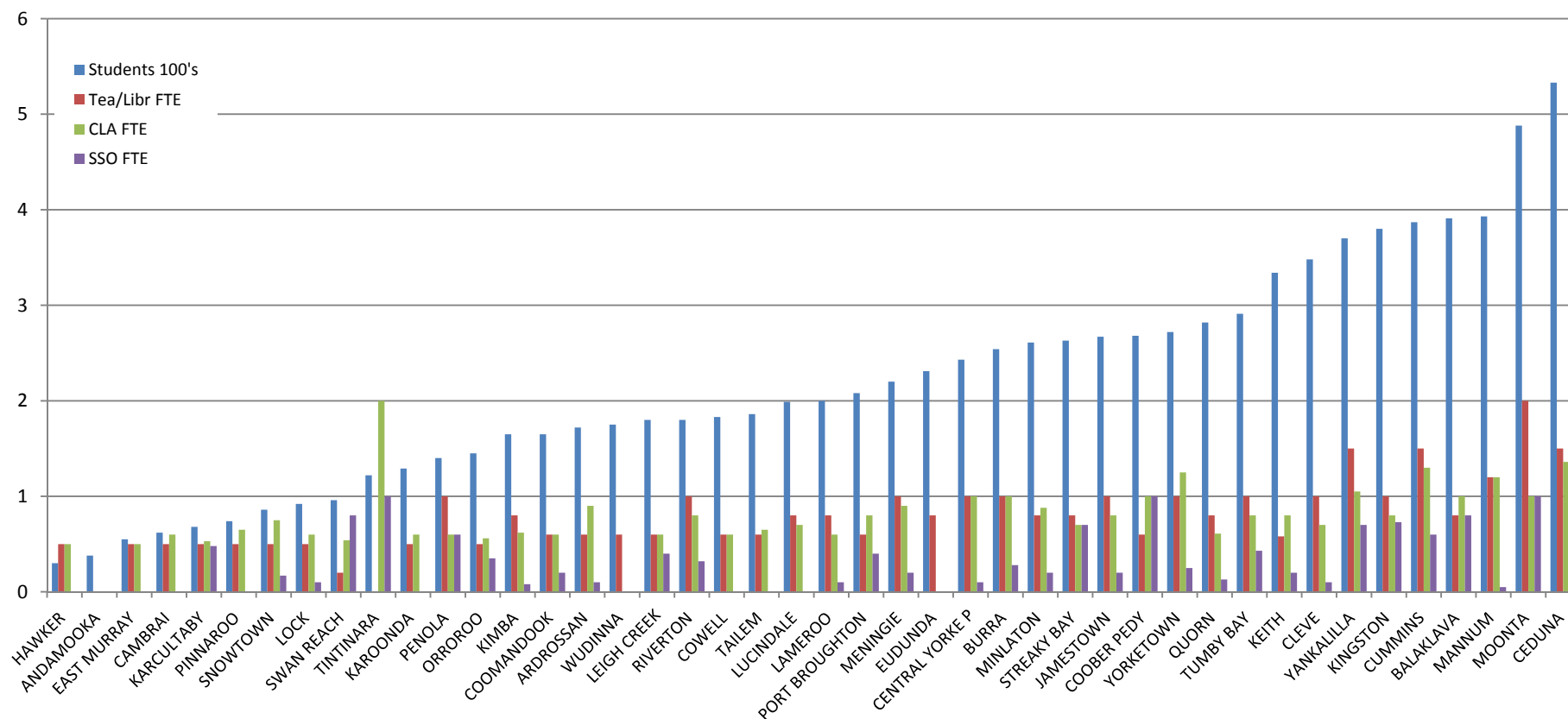
Attachment 5: Service Mapping Data Analysis
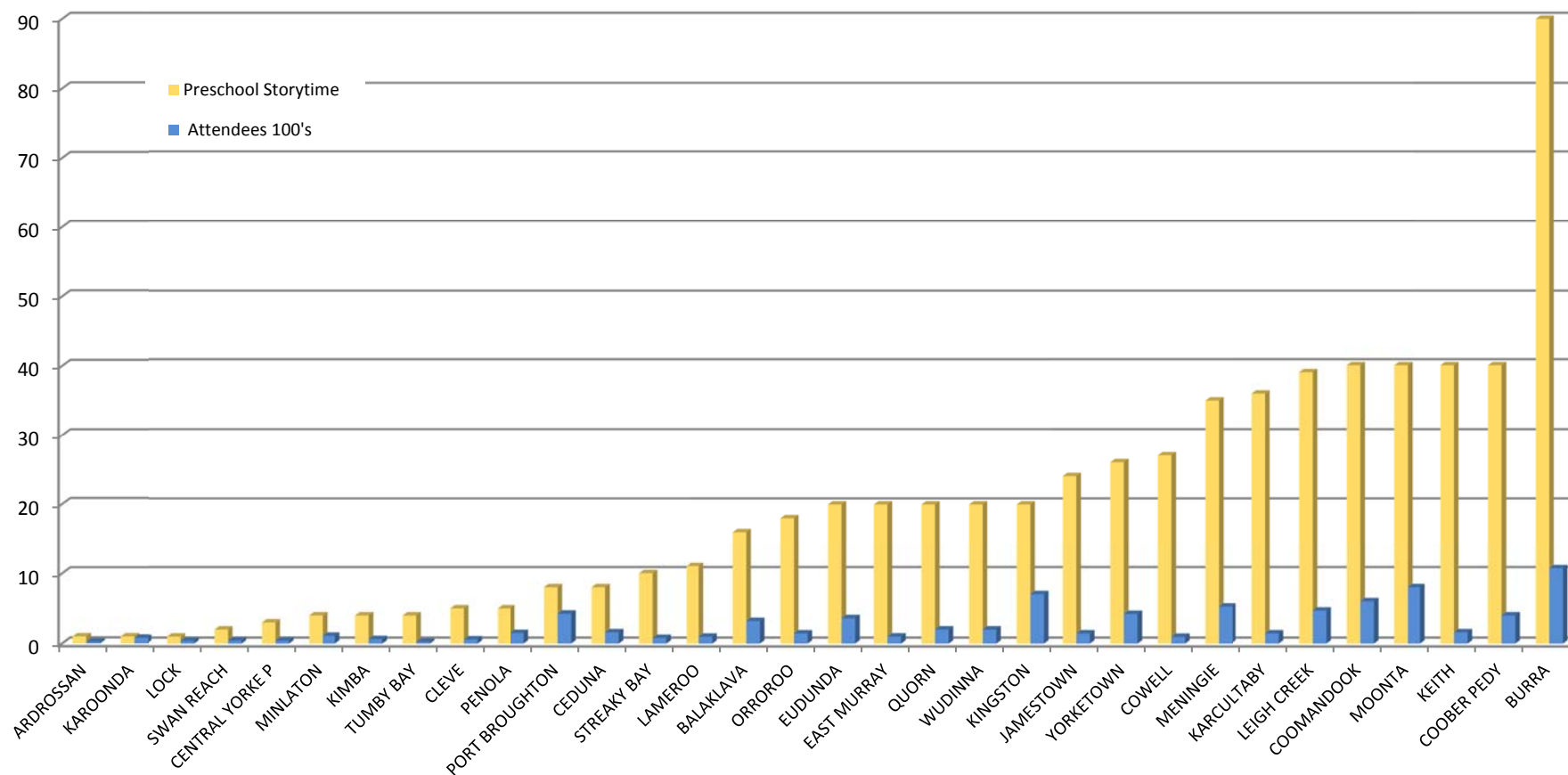
For graphing purposes adjustment were made to the figures of four SCLs (Orroroo, Eudunda, Meningie and Coober Pedy) where the data showed that the number of Attendees was less than the number of Preschool Storytime events. In these cases it was considered that the SCL had provided the number of Attendees per event rather than the Total Attendees p.a. One SCL (Tintinara) was left out altogether as while they had indicated that they had held 36 Preschool Storytime events the Attendees column showed a zero.
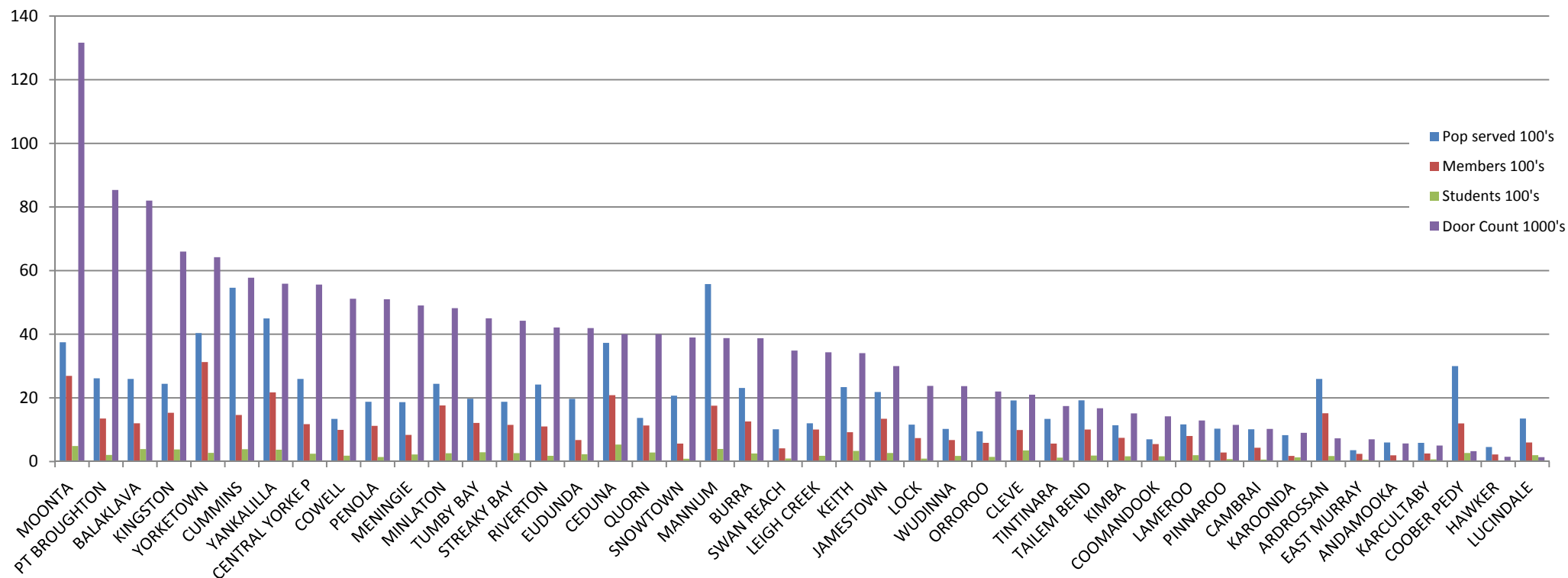
SCLs Staffing by Staff FTE and Students 2010-11

SCLs Door Count by Population served 2009-10

Attachment 5: Service Mapping Data Analysis

SCLs Population served by No. Library Members 2010-11