



Western Australian  
Local Government Association

# Framework Agreement

BETWEEN STATE AND LOCAL GOVERNMENT  
FOR THE PROVISION OF

## PUBLIC LIBRARY SERVICES

IN WESTERN AUSTRALIA

agreement





## 1. Statement of Purpose

***THIS IS A PARTNERSHIP AGREEMENT BETWEEN STATE  
AND LOCAL GOVERNMENT FOR THE PROVISION OF  
PUBLIC LIBRARY SERVICES IN WESTERN AUSTRALIA***

### **Preamble**

State and Local Governments have undertaken the joint provision of public library services in Western Australia since the 1950's. Agreements between the Library Board of Western Australia and individual Local Governments are up to 50 years old and both State and Local Government recognise the need for a current, overarching agreement that provides adequately for the future direction of WA's public library services.

*The Framework Agreement between State and Local Government for the Provision of Public Library Services in Western Australia* marks the beginning of a new phase in the partnership. This document sets out a shared vision and provides a statement of principles and clearly defined roles and responsibilities to guide collaborative action until 30 June 2008.

The relevant legislation for the provision of library services in Western Australia is the *Library Board of Western Australia Act, 1951-85* (the *Act*). Prior to entering into an agreement with the Library Board of Western Australia, each Local Government resolved to become, and was subsequently declared, a Participating Body under the *Act*.

The Framework Agreement will provide an overarching, agreed framework of broad parameters within which to develop a template for a more detailed agreement. The Library Board of WA and each Local Government will sign an individual, local-level agreement based on the template, with the addition, where appropriate, of additional specific arrangements required for the delivery of public library services to particular Western Australian communities.

The status of each Local Government as a Participating Body under the *Act* is deemed to continue.

### **WA Public Library Service**

Both State and Local Government continue to recognise that unique features of the WA public library service deliver significant benefits for WA communities. These features include:

- Location and operation of public library services in response to local community needs
- Universal and consistent levels of service regardless of geographic location
- Effective utilization of existing infrastructure and expertise within the State Library and within Local Government libraries across the State
- A centrally coordinated State-wide exchange system
- Centralised purchasing, processing and distribution of library resources
- A State-wide online catalogue and a centrally-coordinated inter library loans system

## Shared Vision

Central to the partnership between State and Local Government is a shared vision for Western Australia's Public Library Service as a sustainable and responsive network of vibrant and connected well-resourced, free public libraries that are hubs of community life. Our public libraries are seen as primary points of access for an extensive and diverse range of current information, meeting the business, recreational, cultural and life-long learning needs of members of the community, no matter their economic or social status, cultural or language background, level of ability or geographic location.

## Challenges and Opportunities

At the same time, it is recognised that external factors present both challenges and opportunities influencing the capacity of both State and Local Government to achieve this vision. Key among these influences are:

- Population growth, degree of diversity and demographic changes
- Financial capacity of both State and Local Government
- Changes in the purchasing power of funding allocations
- State and Local Government policies
- Local factors that drive planning and service delivery
- Rate of development of new technologies and growing expectations of a technologically-sophisticated community
- Emphasis on building strategic partnerships

## 2. Partners

The signatories to this Framework Agreement are:

- The Western Australian Government: *The Minister for Culture and the Arts*
- Local Government: *President, Western Australian Local Government Association*

Signatories for individual, local-level agreements to be developed within the parameters of the Framework Agreement will be:

- The Library Board of Western Australia: *Chair*
- Local Government: *President/Mayor*

## Acknowledgements

The following agencies and organisations are acknowledged for their involvement in negotiating this partnership agreement:

### *Library Board of Western Australia*

The Library Board of Western Australia is a statutory authority operating under the *Library Board of WA Act, 1951-83*, empowered by the Act to register public libraries and subsidise Participating Bodies. The Library Board is the governing body of the State Library of Western Australia.

### *State Library of Western Australia*

The State Library of Western Australia (SLWA) is one of several agencies within the culture and arts portfolio coordinated by the Department of Culture and the Arts. SLWA was established under the terms of the *Library Board of Western Australia Act, 1951-83* to provide a range of general and specialist information services to the people of WA; directly, to clients who visit the Alexander Library Building, and indirectly, in partnership with Local Government and other participating bodies, through the provision of public library services throughout the State.

#### *Department of Culture and the Arts*

With respect to Government policies, the Department of Culture and the Arts coordinates agencies comprising the culture and arts portfolio, including the State Library of Western Australia. Collectively, these agencies provide leadership, support and services to ensure that current and future Western Australians are informed and have access to a diverse range of innovative ideas, knowledge and cultural experiences.

#### *Western Australian Local Government Association*

The Western Australian Local Government Association is the peak body for Local Government in Western Australia. The Association provides political representation and policy advocacy for Local Government at the State and Federal levels. It represents 143 metropolitan and country Local Governments in Western Australia including the Shires of Christmas and Cocos (Keeling) Islands.

#### *Western Australian Local Government Librarians Association*

The Western Australian Local Government Librarians Association (WALGLA) is an association of librarians and library officers who are employed in public libraries in Western Australia. Its main objectives are advocacy, professional development and information exchange.

### **3. Objectives**

Key objectives of the Framework Agreement are to:

- Develop a statement of key principles for the provision of the Western Australian Public Library Service
- Define the mutual and respective roles of State and Local Government in the provision of public library services
- Provide an overarching, agreed framework of broad parameters within which to develop a template for a more detailed agreement. The Library Board of WA and each Local Government will sign an individual, local-level agreement based on the template, with the addition, where appropriate, of additional specific arrangements required for the delivery of public library services to particular Western Australian communities

### **4. Principles**

#### **Partnership Principles**

An agreed set of key principles will guide the joint provision of public library services by State and Local Government in Western Australia. These principles are:

- A commitment to the partnership – a shared belief that, by working together, State and Local Government can achieve the best possible public library service for Western Australian communities
- Recognition that planning, development and service delivery decisions, including expansion or withdrawal of public library services, are driven by community needs

- Within the partnership framework, autonomy and flexibility for Local Governments in response to community needs
- Free, universal and equitable access by all Western Australians to relevant and up-to-date public library services, regardless of individual circumstances or geographic location
- Within legal obligations, universal rights of access to information and ideas, free of censorship and the influence of sectional interests
- A transparent approach where both partners are accountable for their respective and mutual responsibilities in accordance with agreed outcomes and performance standards
- On-going sustainability of services
- Operate within the expectation that State and all Local Governments will make a financial commitment to the provision of public library services
- Support participation in a centrally-coordinated exchange System for public library resources
- Support the continuation of the partnership agreement and formalise joint decision-making arrangements and accountability mechanisms through the establishment of a Joint Advisory Committee
- Support the development of additional policies, guidelines and performance and reporting standards which will be adopted by both parties
- Ensure that the Library Board of WA enters into an agreement with each Local Government, which will uphold the principles of the Framework Agreement, define roles and responsibilities and specify the performance and other standards developed in consultation between the parties, together with a communication and reporting system
- Support a regionalisation scheme for non-metropolitan Local Governments which is based on agreed service outcomes
- Recognise that the shared responsibilities for public library services are applicable, regardless of any formal or informal arrangements between individual Local Governments and other Government or non-Government organisations for out-sourcing or collocation of public library services

## 5. Scope of the Agreement

### ***Both State and Local Government agree to:***

- Support a State-wide public library service that provides free access for all residents of Western Australia
- Provide Core Products and Services free of charge. Core Products and Services and the extent and manner in which they are provided throughout the State is defined in 'Definitions of Core Products and Services agreed Between State and Local Government' (see Attachment A). For the avoidance of doubt, the terms of Attachment A are to be read as incorporated within this paragraph and as forming an integral part of State and Local Government's commitments as set out within this paragraph and the Framework Agreement generally

### **Standards**

- The parties recognise the Library Board of Western Australia minimum standard as base stock provision of 1.25 items per capita. In addition, the Board's policy provides for the maintenance of existing collections at a replacement rate that can be calculated to equal 15% based on the known average shelf life of stock in the various categories and formats provided.
- For the life of this Agreement, the parties agree with the Library Board of Western Australia minimum standards as:
  - Base stock provision of 1.25 items per capita; and
  - Replacement stock provision at a rate of 12.5% per annum

for the effective delivery of public library services in WA, and agree to work together to assist the State Government to achieve and exceed these standards.

### **State Government**

#### ***The State Government agrees to:***

- Provide resources, consultancy, advisory and training services. Services provided in relation to operational aspects of the delivery of public library services will be free of charge to Local Government
- Provide adequate resources to ensure the timely selection, acquisition, processing and distribution of public library resources
- Commit to maintaining a minimum base level of annual capital funding for the public library service of \$6.5Million
- Commit to a minimum level of capital funding as outlined in the forward estimates for the years to, and including, 2007/08:
  - \$2.0M in 2004/05
  - \$2.2M in 2005/06
  - \$2.2M in 2006/07
  - \$2.4M in 2007/08
- Commit, in addition, \$1.5Million over the same four year period for staffing to ensure the selection, acquisition, processing and distribution of additional resources to public libraries

### **Local Government**

#### **Local Government agrees to:**

- Provide physical and technological infrastructure, staffing and meet operating costs, to agreed standards
- Establish collection development policies which are aligned with community needs
- Ensure that State assets are properly managed

## 6. Management

### Operations

State and Local Government agree to establish a Joint Advisory Committee (JAC) to oversee implementation of the Framework Agreement and ensure adherence to its principles, in accordance with a proposal endorsed by both parties during negotiation of the Framework Agreement.

The JAC's key responsibilities would include:

- Development of policies
- Establishment of regulations, standards, reporting and operating guidelines, including those pertaining to regionalisation
- Establishment of performance indicators
- Review of State-wide performance
- Development of strategic directions and forward plans
- Provision of advice relating to the Framework Agreement, as required, to the State Library of WA, Library Board of WA, Local Governments and public library practitioners

The JAC will have no regulatory power but report and make recommendations to the Library Board of Western Australia to ensure that both State Government and each Local Government is accountable within the State-wide system.

The State Library of WA will be tasked with monitoring individual libraries' performances against criteria developed by the JAC.

Secretarial support to the JAC will be provided by the State Library of WA.

### Membership

The membership of the Joint Advisory Committee will comprise:

- Equal numbers of State and Local Government representatives with a maximum of 8 members. The representatives are to be nominated by the Library Board and the WA Local Government Association, respectively, with the Director General, DCA or nominee and Director, Public Library Services, SLWA included on the committee as 2 representatives of the State Government
- A Chair elected from within the Committee, which rotates between the State and Local Government representatives, for terms of 1 year each

### Reporting

The JAC will make recommendations to the Library Board of WA, with a formal report required at least once in each financial year. This report will be provided to all parties.

## 7. Modification and Review Process

This Framework Agreement is to apply from January 2005 until 30 June 2008, with a formal evaluation commencing in July 2007. Formal evaluation will take no more than three months to complete.

The formal evaluation process will be initiated and managed by the Joint Advisory Committee, which will report with recommendations to the Library Board of WA. This report will be provided to WALGA.

This Framework Agreement may only be modified during the life of the Agreement with the written consent of both parties.



## **8. Implementation Plan**

The tasks, responsibilities, timeframes and the resources required at various stages of the implementation of this Agreement will be addressed by the JAC as set out in Clause 6.

## **9. Dispute Resolution Process**

In relation to any matter that may be in dispute between the parties in relation to this Framework Agreement:

- Any party may give notice in writing to the JAC, where appropriate, identifying the nature of the dispute
- If the JAC cannot resolve the dispute within 30 days of service of the notice of dispute, the JAC will develop and present a report outlining the dispute and recommendations to the Library Board and WALGA.

If the Library Board cannot resolve the dispute within 60 days of service of the receipt of the report, the parties agree to allow either party to refer the matter to an agreed independent mediator. The parties agree that if either party refers the matter to mediation both parties will participate in the mediation process in good faith.

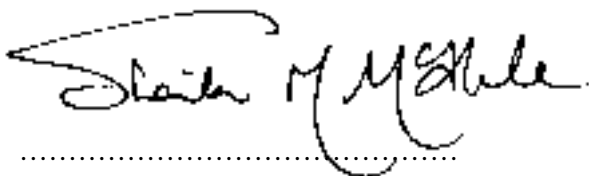
## **10. Break Clause**

This Framework Agreement may be terminated at any time by the mutual agreement of the Western Australian Local Government Association State Council and the Minister for Culture and the Arts.

Prior to terminating this Framework Agreement it is intended that where possible and appropriate the parties all use mechanisms provided within this Framework Agreement including but not limited to the Dispute Resolution Clause 9 and the Review and Modification process in Clause 7 to address and resolve any issues that may exist between the parties.

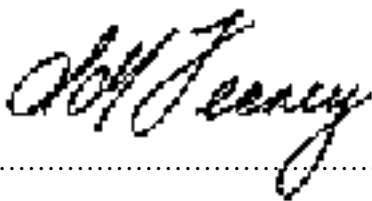
## 11. Agreement in Good Faith

This is an agreement made in good faith based on the commitment of the parties to an effective and sustainable partnership.



.....  
**Signed by the Hon Sheila McHale, MLA**  
MINISTER FOR CULTURE AND THE ARTS, FOR  
AND ON BEHALF OF THE STATE OF WESTERN  
AUSTRALIA

in the presence of



.....  
**Susan Feeney**  
ACTING CEO, STATE LIBRARY OF WESTERN  
AUSTRALIA



.....  
**Signed by Cr W (Bill) Mitchell**  
PRESIDENT, WESTERN AUSTRALIAN LOCAL  
GOVERNMENT ASSOCIATION, FOR AND BEHALF  
OF WESTERN AUSTRALIAN LOCAL GOVERNMENTS

in the presence of



.....  
**Ricky Burges**  
CEO, WESTERN AUSTRALIAN LOCAL  
GOVERNMENT ASSOCIATION

Dated *20<sup>th</sup>* of December 2004

## ATTACHMENT A

### DEFINITIONS OF CORE PRODUCTS AND SERVICES AGREED BETWEEN STATE AND LOCAL GOVERNMENT

#### Introduction

The concept of free library services is enshrined in the Framework Agreement, in accordance with the Australian Library and Information Association Statement on *Free Library Services for All* and United Nations documents, including *The Universal Declaration of Human Rights* and the UNESCO *Public Library Manifesto*.

The concept of free library services is supported by provisions of *The Library Board Act 1951-85*, which requires any Participating Body to enter into an agreement with the Board to provide free libraries and free library services.

Core library products and services, defined as agreed and delivered to agreed standards, will be provided free of charge to the people of Western Australia by State Government, through State Library of Western Australia (SLWA) and by Local Governments, through their public libraries.

Definitions of Core services will be subject to regular review to accommodate the changing nature of the community, technology and other unforeseen circumstances.

#### Value-Added Services

By definition, any service not here defined as Core, is considered Value-Added and eligible to be considered for a fee-for-service arrangement.

Value-Added services may be introduced, with or without charging, at the discretion of either State or Local Government provided that consultation with key stakeholders occurs, should the proposed service impact on the overall delivery of public library services.

#### Core Services

Three categories of Core products and services have been defined. They are those provided by:

- Local Governments, through public libraries, to their respective communities
- State Library of Western Australia directly to the Western Australian public
- The State, through State Library of Western Australia, to public libraries

#### Criteria for Defining a Product or Service as Core

Products or services defined as Core must meet all or some of the following criteria:

- There is a widely and deeply held conviction in Australian society that the product or service is a public good which benefits the whole community, whether or not particular individuals access it, and is therefore deserving of public funding
- Access to the product or service is fundamental to recognition of an individual's basic inalienable rights as articulated in the Universal Declaration of Human Rights, or to upholding the UNESCO Public Library Manifesto

- Definition of the product or service as Core is essential to ensure equality of access to resources and services and to prevent direct or indirect discrimination against particular individuals or groups in the community
- The product or service is directly related to or derives from the collective vision for public library services in Western Australia shared by State and Local Government

### **Core Services Provided By Local Government (Public Libraries)**

The following products and services, regardless of format or vehicle of communication, provided by public libraries to the community are considered Core:

- **Entrance to the library building**  
Includes occupation of general public spaces within the building during general opening hours.
- **State-wide membership for all Western Australian citizens**
- **Loans and renewals of items from the general lending collections of the library**
- **Access to the information and other resources of the library for use on the library premises**  
Includes public access to the Internet for accessing information content but excludes personal transactions, use of email and other communication modes that may be considered Value-Added.
- **Access to local public library catalogues, to the State-wide catalogue and access to SLWA website**  
Includes provision of the necessary means of access (hardware and infrastructure) and basic assistance by staff as well as introductory training for library clients in the use of local and State-wide catalogues.

- **Assistance in the use of the library and provision of basic reference / information services**

Includes assistance to identify and locate library materials (by any appropriate means) within the library or from other sources and assistance to identify, retrieve and make available, relevant information (by any appropriate means) in response to requests for information by library clients.

- **Provision of community information**
- **Provision of an inter-library loans service**  
Applies to loans of State-owned resources, within the State and includes placing reservations on items.

In addition, where the following are introduced in response to community needs, these are also considered Core:

- **Access to any adaptive technology or devices designed to provide equity of access to library collections by people with disabilities**  
For example: magnifiers, text scanners, large print screen displays, voice output.
- **Provision of basic library programs that:**
  - Educate the general community or sections of the community about the availability and nature of public library services
  - Train clients to develop skills and increase the knowledge necessary to access Core library products and services
  - Directly support or foster literacy by facilitating the development of language acquisition and the acquisition of reading skills, eg story times, family literacy programs

- Facilitate equity of access to library resources and Core library services by particular segments of the community who may experience barriers to using a library, such as seniors, Aboriginal & Torres Strait Islander peoples, people with disabilities or those from non-English speaking backgrounds
  - **Provision of outreach services that:**
    - Enable access to the library's collections, Core services and programs, such as home delivery services, bulk loans to aged care facilities, schools, pre-schools and other community facilities within the Local Government area
- **Access to the SLWA website and State-wide catalogue**

Includes provision of the necessary means of access (hardware and infrastructure) and basic assistance as well as introductory training for library clients in the use of the State-wide (SLWA) catalogue.
  - **Access to and use of any adaptive technology or devices provided in response to local community needs that are designed to provide equity of access to library collections and Core services by people with disabilities**

For example: magnifiers, text scanners, large print screen displays, voice output.
  - **Assistance in the use of the library and provision of basic reference / information services**

Includes assistance to identify and locate library materials (by any appropriate means) within the library or from other sources and assistance to identify, retrieve and make available, relevant information (by any appropriate means) in response to requests for information by library clients. (It should be noted that there are statutory and other mandates governing some aspects of SLWA's collections and services that need to be accommodated, for example restricted access to legal deposit collections or private archives.) Includes provision of bibliographic and library holdings information.

#### **Core Services Provided by SLWA to the Public of Western Australia**

The following products and services, regardless of format or vehicle of communication, provided directly to the public by key service areas within SLWA are considered Core:

- **Entrance to the library building**

Includes occupation of general public spaces within the building during general opening hours.
- **Membership (where applicable)**

Currently applies with regard to loans from the Music & Performing Arts Library, the State Film & Video Library and researcher access to archival collections.
- **Loans and renewals of items from the lending collections**
- **Access to the information and other library resources for use on the library premises**

Includes public access to the Internet for accessing information content but excludes personal transactions, use of email and other communication modes, which may be considered Value-Added.
- **Provision of State Government and community information**
- **Provision of basic library programs that:**
  - Educate the general community or sections of the community about the availability and nature of SLWA's services

- Train clients, formally or informally, to develop skills and increase the knowledge necessary to access Core library products and services
- Foster literacy by facilitating the development of language acquisition and the acquisition of reading skills, eg story times, family literacy programs
- In accordance with community needs, facilitate equity of access to library resources and Core library services by particular segments of the community who may experience barriers to using a library, such as seniors, Aboriginal & Torres Strait Islander peoples, people with disabilities or those from non-English speaking backgrounds
- **Provision of outreach services that:**
  - Enable access to the State’s collections, Core services and programs
  - Are necessary to reach non-user groups in the community
- **Provision of basic consultancy and advisory services that assist individual members of the public, groups or organisations:**
  - To participate in the State-wide system and access SLWA or public library services
  - To gain equal access to library services, regardless of age, culture, disability, literacy and other barriers

### **Core Services Provided by State (SLWA) to Local Government (Public Libraries)**

The following products and services, regardless of format or vehicle of communication, provided by key service areas within SLWA to Local Governments and public libraries are considered Core:

- **Provision of library resources purchased from the acquisitions budget allocated by the State Government, processed to an agreed standard**
- **Co-ordination and facilitation of an exchange system**
- **Provision of and access to the State-wide (SLWA) catalogue**  
Includes basic assistance and introductory training for library staff in the use of the State-wide (SLWA) catalogue.
- **Provision of and access to the SLWA web-sites**
- **Provision of basic reference / information services**  
Includes identification and location of library materials (by any appropriate means) within the Alexander Library Building or from other sources and assistance to identify, retrieve and make available, relevant information (by any appropriate means) in response to requests for information by public library staff or clients. (It should be noted that there are statutory and other mandates governing some aspects of SLWA’s collections and services that need to be accommodated, for example restricted access to legal deposit collections or private archives.) Includes provision of bibliographic and library holdings information.

- **Provision of an interlibrary loans service and document requesting system**  
Includes supply of interlibrary loans from SLWA stock or other libraries' stock.  
Includes supply of holdings information.
- **Provision of basic training programs**  
Includes a range of formal and informal learning opportunities that address a range of needs and service levels in order to develop the basic skills and minimum knowledge necessary to access SLWA's collections and services and to participate in the State-wide system.
- **Provision of consultancy and advisory services that assist and support Local Governments and public libraries:**
  - To participate in the State-wide system and access SLWA's collections and services
  - To ensure equity of access to library services by communities, regardless of geographic location or size
  - To ensure equity of access to library services by clients, regardless of age, culture, disability, literacy and other barriers
  - To present positive images to the public and to Government, i.e. marketing to agreed standards
  - To prepare, where appropriate, joint submissions to Government and other funding bodies
  - To access specialist knowledge, research, contacts and networks



**Western Australian  
Local Government Association**

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