

REGIONAL LIBRARY MANAGEMENT MODELS

SUMMARY PAPER

Prepared for the State Library of NSW

UTS:CLG
CENTRE FOR LOCAL GOVERNMENT

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Executive Summary

The Independent Local Government Review Panel's Final Report – *Revitalising Local Government* (2013) proposed a range of alternate council arrangements for consideration, including amalgamations, boundary changes, county councils, and a greater focus on councils providing core services regionally in cooperation with other councils. The report lists public libraries as a core council service.

Public libraries are managed by local councils, with assistance from the State Government through the State Library of NSW, and in accordance with the *Library Act 1939* (the Act). Currently there are 68 councils that are party to regional library agreements, which are enabled under Section 12 of the Act.

There are two broad agreement types specified under the Act:

- > Section 12(1) – enables two or more local authorities to agree that one council operates and manages library services on behalf of the councils party to the agreement (regional library model).
- > Section 12(2) – enables two or more local authorities to agree that one council operates specified aspects of the library services on behalf of the councils party to the agreement (cooperative library model).

In 2011, the Act was amended to add Section 12A. This amendment enables councils to propose alternative models for regional library management that offer greater flexibility in management arrangements – that is libraries operated on behalf of two or more local councils across NSW.

- > Section 12(A) – enables the development of alternate models for regional library management with the permission of the Ministers for the Arts and Local Government.

To date, there have been no applications from councils for consideration of alternate models under Section 12A.

There three public library models in NSW that are formalised under the Act, as amended, as being:

- > A **standalone library** – where local governments independently provide library services to their community. The library service is integrated within local government operations and may be part of a wider local government department such as Community Services
- > A **regional library** – where two or more local governments agree that one local government manages library services on behalf of the other(s). Although such arrangements often form within geographically recognised regions, the term 'regional' simply denotes the involvement of multiple local governments
- > A **cooperative library** – where two or more local governments agree that one local government provides a component or components of library service on behalf of the other(s).

It should also be noted that there are other models not formalised under the Act including the long-established Shorelink service in Sydney and the model in Glen Innes, which represents collaboration between the local council and the local TAFE (a State educational organisation).

The research project

The Centre for Local Government (CLG) at the University of Technology, Sydney (UTS) has been engaged by the State Library of New South Wales (State Library of NSW) to undertake research to explore and recommend regional management models for NSW public libraries.

The review of literature and extensive engagement process undertaken by CLG, directly engaged with representatives from the NSW State Library and public library managers from different library models across NSW.

In summary, the research proposes to ascertain:

- > The current types of arrangements across NSW that are in place between councils for regional and cooperative library services;
- > To examine the different types of arrangements that are encouraged by Sections 12(1), (2), and 12A;
- > To provide a comparative indication of perceived legislative enablers and barriers between sections 12(1) and (2), and section 12A of the Libraries Act;
- > To identify which of clauses 12(1) and (2) have had greater take up, and provide qualitative understanding of reasons for this;
- > To reveal the kinds of alternative models which may usefully, and legally, fall under section 12A;
- > Examine the barriers to and enablers of increased cooperation; and
- > To explore possibilities for future management models.

Stakeholder engagement

This report documents the stakeholder engagement process and associated analysis of key findings from the engagement process undertaken. The engagement process included:

- > **One-on-one in-depth interviews** with a representative selection of staff from the State Library of NSW and relevant staff associated with regional and cooperative library models from across NSW and are part of the NSW Public Libraries Association (11 interviews in total). The following lists the broad representation of key stakeholder interviewed:
 - State Library of New South Wales
 - Cessnock City Council
 - City of Canterbury
 - Pittwater Council
 - Wagga Wagga City Council
 - Griffith City Council
 - North Sydney Council
 - Orange City Council
 - Richmond-Tweed
 - Goulburn Mulwaree Council
- > **An online survey** distributed to all library managers across NSW (58 responses received from 45 different libraries).
 - 24 were from stand-alone libraries.
 - 31 were from libraries involved in some form of sharing arrangement.
 - > 14 based on a regional library model
 - > 13 based on a cooperative library model

> Four based on 'other' types of models

The following provides a breakdown of the stakeholders that took part in the online survey. The table states the library name and agreement type each respondent provided as part of their survey responses.

TABLE 1: ONLINE SURVEY RESPONDENTS - LIBRARY NAME AND AGREEMENT TYPE

Standalone	Regional	Cooperative	Other/Don't Know
Albury Libraries	Central West Libraries	Bogan Shire Library	Central Murray Regional Library
Armidale Dumaresq	Monaro Regional Libraries	Lane Cove Library	Glen Innes Severn Public and TAFE Library
Auburn City Library Service	Narrabri	Mosman	Wakool Shire Council Library
Bankstown	Tamworth- Central Northern Regional Library	Newcastle Region Library	Barham Branch Library
Kogarah Library and Cultural Centre	Richmond-Tweed Regional Library	North West Slopes and Plains Cooperative Library Service	
Sutherland	Ryde Library Service	Nowra	
Tenterfield Public Library	Riverina Regional Library	Port Macquarie-Hastings	
The Hills Shire Library	Clarence Regional Library	Port Stephens	
City of Canterbury Library	Richmond-Upper Clarence Regional Library	Upper Hunter Regional Library	
Cobar Shire and TAFE Library		Willoughby City	
Coffs Harbour City Library		Goulburn Mulwaree	
Grenfell and District Public Library		Eurobodalla	
Hurstville			
Inverell Shire Public Library			
Randwick City Library			
Rockdale City Library			

Leeton Shire Library			
Marrickville			
Parkes Shire Library			
Cessnock City Library			

Key findings from the engagement process

Geographic location of respondents

- > Approximately 25% of responses were from the Greater Sydney Metropolitan Area
- > Approximately 12% of responses were from the Northern Inland region
- > Approximately 10% of responses were from the Northern Rivers region
- > Approximately 10% of responses were from the Hunter region
- > Approximately 5% of responses were from the Illawarra and South Coast region.

Agreement type

- > 15 respondents stated agreements under Section 12 of the Library Act
- > 3 respondents stated agreements under the Local Government Act
- > 1 respondent stated agreements based on a MoU
- > 4 respondents were unsure
- > 29 respondents skipped this question

Attitudes and responses to Section 12A

Awareness of Section 12A

- > 67% of respondents are aware of Section 12A
- > 24% of respondents are unaware of Section 12A
- > 9% of respondents did not answer

Overall opinion of Section 12A

- > 53% of respondents had mostly positive opinion of Section 12A
- > 19% of respondents had a mix of positive and negative opinions
- > 22% of respondents had mostly negative opinions of Section 12A
- > 6% of respondents were unable to comment

Lack of take-up of Section 12A

- > 11 respondents believe arrangements without Section 12A are satisfactory
- > 5 respondents believe lack of take up is due to a lack of awareness
- > 4 respondents expressed a need for examples of alternative models to showcase benefits of implementing Section 12A
- > 3 respondents felt there is a lack of commitment or leadership in adopting Section 12A

- > 3 respondents believe the lack of take up is due to uncertainty surrounding the local government reform process

Attitudes towards regional and cooperative models

Stand-alone libraries

Of the 20 respondents from standalone libraries

- > 9 have previously been part of a regional or cooperative model
- > 9 have never been part of a regional or cooperative model
- > 2 respondents were unsure of whether they had one been a part of a regional or cooperative model

Commonly cited factors for withdrawing from these arrangements included

- > Three responses included financial aspects, libraries believing they were not getting value for money.
- > Two claimed decision to become a regional or cooperative model was not well thought out.
- > Others expressed political reasons such as self-interest or the impact of amalgamations.

Respondents from standalone libraries were also asked if their council had considered being part of a regional or standalone library.

- > 12 respondents have never considered being a part of a regional or cooperative model
- > 5 respondents have considered being part of a regional or cooperative model
- > 3 respondents were not sure

Reasons why stand-alone libraries would not want to participate in collaborative models

- > Half of these respondents raised financial issues as disincentives with the perception there was no value for money in these models
- > Strong expressions of current efficiency within the current model
- > A desire to remain autonomous
- > Budget considerations

Incentives for stand-alone libraries to become part of a collaborative model

- > Potential for scale economies, and the capacity to share funding, staff, collections and resources
- > Potential to offer better services and/or programs
- > State government's local government reform program as an incentive

Disincentives of regional and cooperative library models

- > Loss of flexibility and responsiveness to the community's needs
- > Loss of autonomy and control
- > Potential for additional costs
- > Belief that larger councils would bare the burdens of smaller councils
- > Complexity of combining organisational arrangements

Despite all of these concerns, almost all standalone libraries were already participating in various forms of shared activity. About half indicated they sharing resources, and many were sharing parts of their collection along with staff and program development.

Regional and cooperative libraries

Incentives for regional and cooperative models

- > Ability to achieve economies of scale through cost sharing and combined purchasing
- > The ability to share resources and systems
- > The ability to provide equitable services for customers over wider service areas
- > The provision of community programs/events
- > Relationship building with regional communities
- > Establishing a regional identity
- > Relationship building with other councils

Types of services undertaken through regional and cooperative models

- > Joint cataloguing
- > Reciprocal borrowing
- > Collaboration in relation to e-book provision
- > Collaboration in relation to purchasing collection material

Disincentives for regional and cooperative models

Strategic planning for library services was found to be the only area which the largest portion of respondents felt was more difficult as a regional or cooperative model. Administration, governance and reporting were nominated as being more difficult and time-consuming, as were staff-related issues.

Benefits and detriments of different library models

Benefits of stand-alone libraries

- > Autonomy
- > Close relationship with council
- > Local identity
- > Accessibility of library to local community

Barriers/challenges of stand-alone libraries

- > Higher costs
- > Staff isolation
- > Limited access to resources

Benefits of regional or collaborative libraries

- > Scale economies and cost effectiveness – reduced costs
- > Higher staff development opportunities
- > Access to wider resources – larger collection of library services and library system management

Barriers/challenges of regional and collaborative libraries

- > Complexity of library service provision across a range of councils
- > Potential threat to sustainability through withdrawal of one or more councils
- > Less control
- > Potential for disagreements – politics of council
- > Loss of local identity
- > Distances in rural areas between councils

The future of libraries and the role of shared services

- > The majority of respondents believed the community would want more access to activity and social spaces
- > Consideration around the need for greater access to various forms of e-resources and IT service
- > An increased need for programming, especially for children
- > Availability of better WiFi, and faster internet and/or better networking

Almost all respondents agreed that regional or cooperative library models have a role in responding to future changes. Common responses to the role that collaborative models may take included the use of shared specialists, providing better WiFi and online services, and generally providing better library services.

The overall value of libraries

- > Libraries provide a safe, neutral and social meeting places
- > The important role of libraries in providing activities and programs
- > The role of libraries as providing community hubs, spaces and activities as well as free and equal access to books and materials, providing support services and resources
- > Spaces that reduce social isolation and improve literacy

In essence, as one interviewee poignantly noted:

“...libraries create connections; they clearly create opportunities for literacy and for recreation and basically just space, a safe space for people to be in, and they’re free for all.”

Concluding remarks

- > The majority of those surveyed claim to be aware of Section 12A, however it was significant that nearly a quarter were not.
- > Only slightly over half of the group that claimed awareness of Section 12A were fully supportive, with nearly as many having negative or mixed views.
- > It was noted that Section 12A may lack relevance for many libraries – with respondents stating that they understand the potential benefits but are satisfied with current arrangements.
- > There seems to be degrees of polarisation – with those in stand-alone libraries happy to remain that way, while those in regional or collaborative models not seeing the need to adopt a different collaborative model. This perspective is reinforced by the number of stand-alone libraries that had previously participated in a collaborative model but had since left.

- > The issues underlying these decisions, which would appear to have little to do with Section 12A, need to be clearly understood as part of the process of encouraging these libraries and their councils to engage in regional cooperation. These include:
 - Potential loss of autonomy;
 - The costs and complexities involved; and
 - The concern that a joint library project could be impacted by the withdrawal of one or more participating councils.
- > There is a clear appetite for collaboration in some form, even among stand-alone libraries because of:
 - The potential to achieve economies of scales; and
 - To provide a better range of library services.
- > Many stand-alone libraries already participate in various limited and often informal types of collaboration, often around specific projects.
- > There was an overall degree of optimism of many respondents and interviewees around the future of libraries. Many respondents saw the role of libraries as not only providing access to reading and other materials but also acting as safe social and learning spaces and community hubs and activity centres.
- > There was a sense that libraries are well positioned to reinforce this position, particularly in rural areas and also in urban communities where there are few comparable spaces.
- > The role of collaboration should not only address the mechanics of achieving more efficient operations or economies of scale, but also a wider potential for community engagement.
- > Overall, there was also a degree of ambivalence regarding the practicalities of engaging in collaborative processes in the short term because of uncertainty surrounding the direction and final outcomes of the NSW Government's local government review process.

1 Introduction

The Centre for Local Government (CLG) at the University of Technology, Sydney (UTS) has been engaged by the State Library of New South Wales (State Library of NSW) to undertake research to explore and recommend regional management models for NSW public libraries.

Libraries have historically comprised a major component of local government infrastructure in NSW. The State Library of NSW is reviewing regional library management models in the context of Section 12A of the *Library Act 1939* and the range of alternate council arrangements considered in the Independent Local Government Review Panel's (ILGRP) 2013 report. The project seeks to include research into current arrangements under the Library Act (68 councils), other cooperative arrangements (formal and informal) between councils that include library services (e.g. shared library management systems, shared procurement etc.), and other possible models of council and library cooperation.

In summary, the research proposes to ascertain:

- > The current types of arrangements across NSW that are in place between councils for regional and cooperative library services;
- > To examine the different types of arrangements that are encouraged by Sections 12(1), (2), and 12A;
- > To provide a comparative indication of perceived legislative enablers and barriers between sections 12(1) and (2), and section 12A of the Libraries Act;
- > To identify which of clauses 12(1) and (2) have had greater take up, and provide qualitative understanding of reasons for this;
- > To reveal the kinds of alternative models which may usefully, and legally, fall under section 12A;
- > Examine the barriers to and enablers of increased cooperation; and
- > To explore possibilities for future management models.

The purpose of this paper is to provide an overview of the research undertaken to date. This includes:

- > An outline of the stakeholder engagement process undertaken
- > A conceptual analysis of the data gathered from one-on-one in-depth interviews and an online survey with key stakeholders
- > Recommended case studies for the next phase of the research.

2 Stakeholder engagement

This section outlines the engagement techniques undertaken as part of the research. It also provides an analysis of qualitative and quantitative data gathered. Two engagement activities were undertaken as part of this research. The engagement techniques were complementary, and enabled the breadth and depth of views and perspectives from a range of stakeholders. The engagement techniques included:

- > **One-on-one in-depth interviews** with a representative selection of staff from the State Library of NSW and relevant staff associated with regional and cooperative library models from across NSW and are part of the NSW Public Libraries Association (11 interviews in total); and
- > **An online survey** distributed to all library managers across NSW (58 responses received from 45 different libraries).

The purpose of the following section is to provide a conceptual analysis of the data gathered as part of the stakeholder engagement process. Of particular interest is the range of attitudes towards the 2011 Section 12A amendment to the *Library Act 1939*. This amendment enables councils to propose alternate and more flexible models for regional library management that offer greater flexibility. To date however, there have been no applications from councils under Section 12A.

The data provided comprises the outcomes of a detailed online survey of relevant library staff and the transcripts of 11 detailed interviews undertaken with key stakeholders in the libraries sector. The survey and interview questions differed slightly, however both covered the same broad areas:

- > Attitudes and responses to Section 12A
- > Attitudes towards regional and cooperative library models
- > The future of libraries and the role of shared arrangements.

The analysis has drawn on this material and in particular the detailed tables and cross-tabulations of the data from the survey. Both the survey results and the interview transcripts contained a large amount of qualitative data which was categorised to help identify common themes and views.

In relation to the statistics quoted in the analysis below and in particular the number and percentages of responses to many of the survey questions, it should be noted that the totals can add up to more than 100 per cent as many of the answers provided were quite complex, addressing multiple issues and making several points. This also means that there has been a degree of subjectivity involved in interpreting these responses as well as the more detailed statements contained in the transcripts of the 11 interviews and categorising both of these into the key themes or areas discussed in relation to each question.

For each question, there may be a difference between the total number of respondents who completed the survey, (n=58) and the number of respondents who answered each question (n < 58). This may be due number of factors, for example; the question is not relevant, they dropped out, or they did not answer.

2.1 Who was interviewed and surveyed?

2.1.1 In-depth interviews

A key component of this research is to engage with key stakeholders from across the NSW library sector. Stakeholder identification and mapping process was undertaken to identify the potential level of interest and relevance each stakeholder may have in the process and overall project.

The following lists the broad representation of the key stakeholders involved in the one-on-one in-depth interviews. A number of these stakeholders also form part of the NSW Public Libraries Association Executive Board.

- > State Library of New South Wales
- > Cessnock City Council
- > City of Canterbury
- > Pittwater Council
- > Wagga Wagga City Council
- > Griffith City Council
- > North Sydney Council
- > Orange City Council
- > Richmond-Tweed
- > Goulburn Mulwaree Council

During the in-depth interviews, the interviewees who indicated that they were connected with libraries in collaborative relationships were asked to describe the type of agreement involved. The responses provided were fairly detailed and wide-ranging, reflecting the diversity of agreements involved. Most commonly mentioned were the sharing of services, software and networks, shared administration and governance and the funding arrangements involved (for example, per capita or circulation based).

2.1.2 Online survey

In relation to the online survey, 58 responses were received from 45 libraries. The following provides a breakdown of the types of library models each respondent worked within.

- > 24 (41%) were from stand-alone libraries.
- > 31 (53%) were from libraries involved in some form of sharing arrangement.
 - 14 based on a regional library model
 - 13 based on a cooperative library model
 - Four (4) based on 'other' types of models

As part of the online survey, respondents were asked to state the name of the library they were associated with. The following table outlines the range of stakeholders that took part in the online survey.

Note: the State Library of NSW is satisfied that this response is appropriately representative of the variety of stand-alone, regional and cooperative library models across NSW, and includes large, medium and small metropolitan, regional and rural examples.

TABLE 2: ONLINE SURVEY RESPONDENTS – LIBRARY NAME STATED AND THE NUMBER OF RESPONDENTS FROM EACH LIBRARY

1 Respondent		
Albury Libraries	Kogarah Library and Cultural Centre	Sutherland
Armidale Dumaresq	Lane Cove Library	Tamworth- Central Northern Regional Library
Auburn City Library Service	Monaro Regional Libraries	Tenterfield Public Library
Bankstown	Mosman	The Hills Shire Library
Bogan Shire Library	Narrabri	Upper Hunter Regional Library
Central Murray Regional Library	Newcastle Region Library	Willoughby City
Central West Libraries	North West Slopes and Plains Cooperative Library Service	
City of Canterbury Library	Nowra	
Cobar Shire and TAFE Library	Port Macquarie-Hastings	
Coffs Harbour City Library	Port Stephens	
Glen Innes Severn Public and TAFE Library	Randwick City Library	
Grenfell and District Public Library	Richmond-Tweed Regional Library	
Hurstville	Rockdale City Library	
Inverell Shire Public Library	Ryde Library Service	

2 Respondents
Eurobodalla Shire Library
Leeton Shire Library
Marrickville
Parkes Shires Library
Riverina Regional Library
Wakool Shire Council Library

3 Respondents
Cessnock City Library
Clarence Regional Library
Goulburn Mulwaree
Richmond-Upper Clarence Regional Library

The overwhelming majority (over 90%) of survey responses were from managers or directors of libraries, other senior library staff or the managers of council departments or branches whose responsibilities included libraries. The following provides a breakdown of the top geographic locations of respondents:

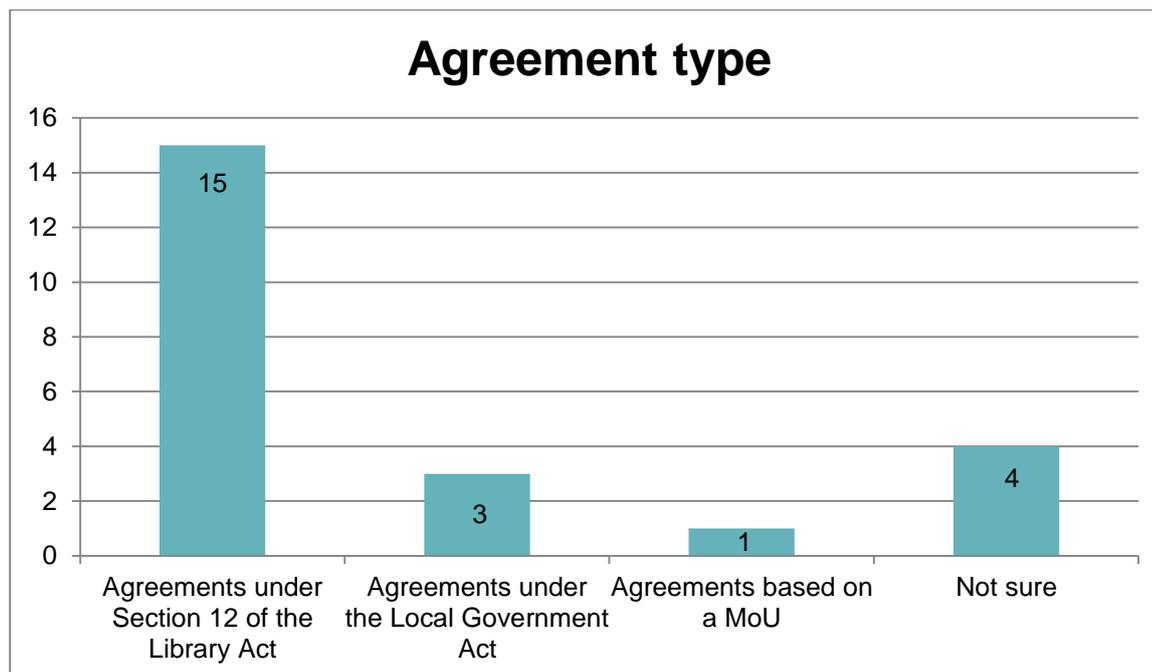
- > Approximately 25% of responses were from the Greater Sydney Metropolitan Area
- > Approximately 12% of responses were from the Northern Inland region
- > Approximately 10% of responses were from the Northern Rivers region
- > Approximately 10% of responses were from the Hunter region

- > Approximately 5% of responses were from the Illawarra and South Coast region.

2.1.3 Library agreement types

Respondents were also asked to state whether they knew which agreement type their library model fell under e.g. agreement under Section 12 of the Library Act 1939, agreement under Section 12a of the Library Act 1939, agreement under the Local Government Act 1993, a Memorandum of Understanding (MoU), not sure, or other. The following figure provides a summary of those respondents who responded to their agreement type.

FIGURE 1: LIBRARY AGREEMENT TYPE



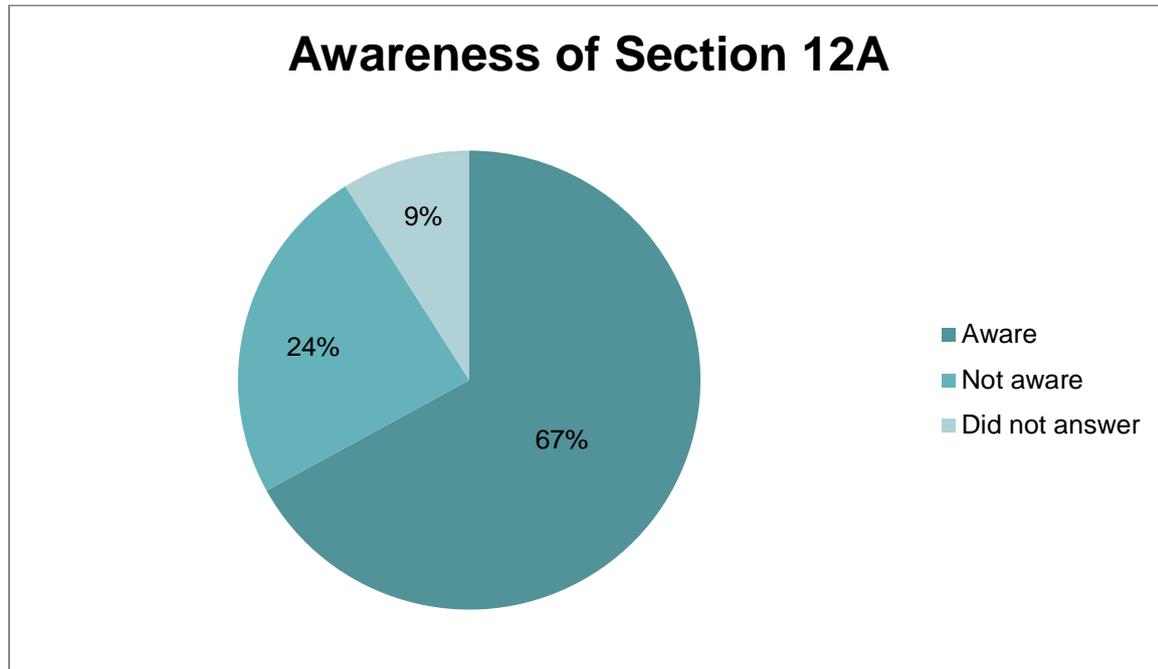
In addition:

- > Two respondents dropped out
- > Two respondents stated “other” agreement
- > Two respondents stated that their library agreement falls under Section 12A
- > 29 respondents skipped this question

2.2 Attitudes and responses to Section 12A

Respondents were asked questions specific to the 2011 Section 12A amendment to the *Library Act 1939*. Respondents were firstly asked whether they were aware of Section 12A amendment.

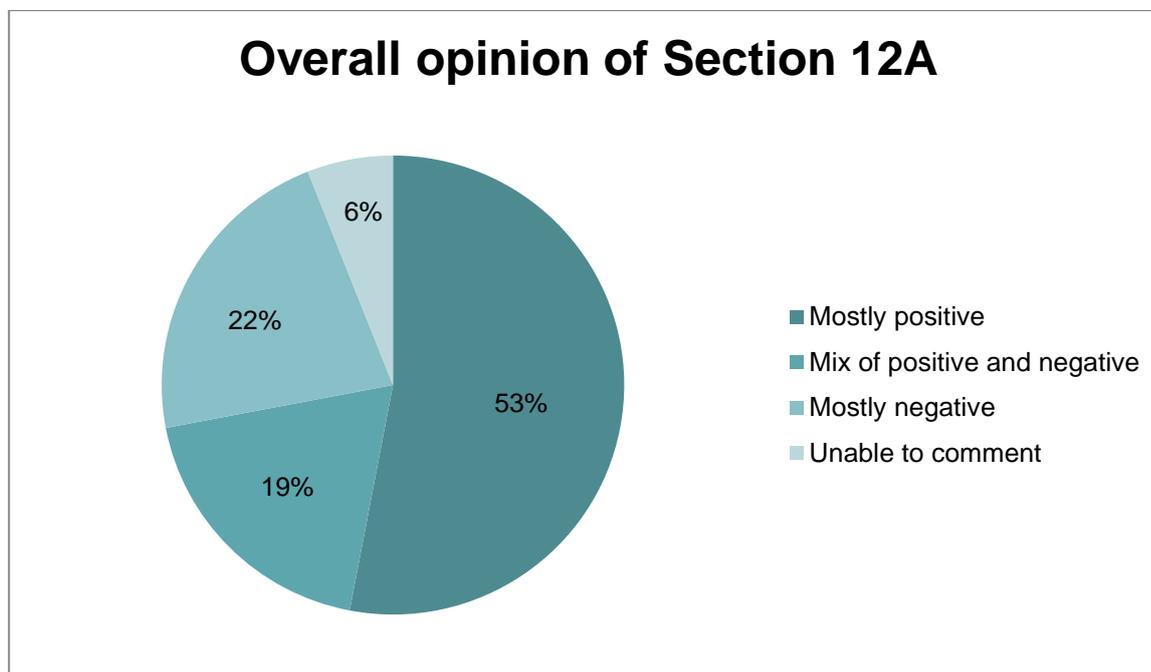
FIGURE 2: AWARENESS OF SECTION 12A



Respondents that stated that they were aware of the Section 12A amendment were then asked to provide an opinion of the amendment.

Of the 32 respondents (67%) who were aware and expressed an opinion on Section 12A:

FIGURE 3: OPINION OF SECTION 12A



2.2.1 Positive views of Section 12A

Those that were mostly positive about Section 12A expressed most support for its potential to encourage greater flexibility especially in relation to options for collaboration. Their comments included:

“I thought it was a good thing and would encourage libraries to explore more options to provide collaborative library services”

And

“...while libraries have been collaborating for many years on a much greater level than most local government Councils realise, this amendment encourages this collaboration to be formalised and recognised”

Several other responses highlighted Section 12A’s potential role in formalising alternative forms of collaboration, for examples ones that did not require appointment of an administering council while providing a better approach to resource allocation and as a response to declining funding.

2.2.2 Mixed views of Section 12A

Of the six responses with mixed views, a number recognised the potential for Section 12A to encourage flexibility, allow specialisation and/or formalise existing or potential alternative arrangements. However there were also concerns about its potential to remove local engagement and/or waste resources.

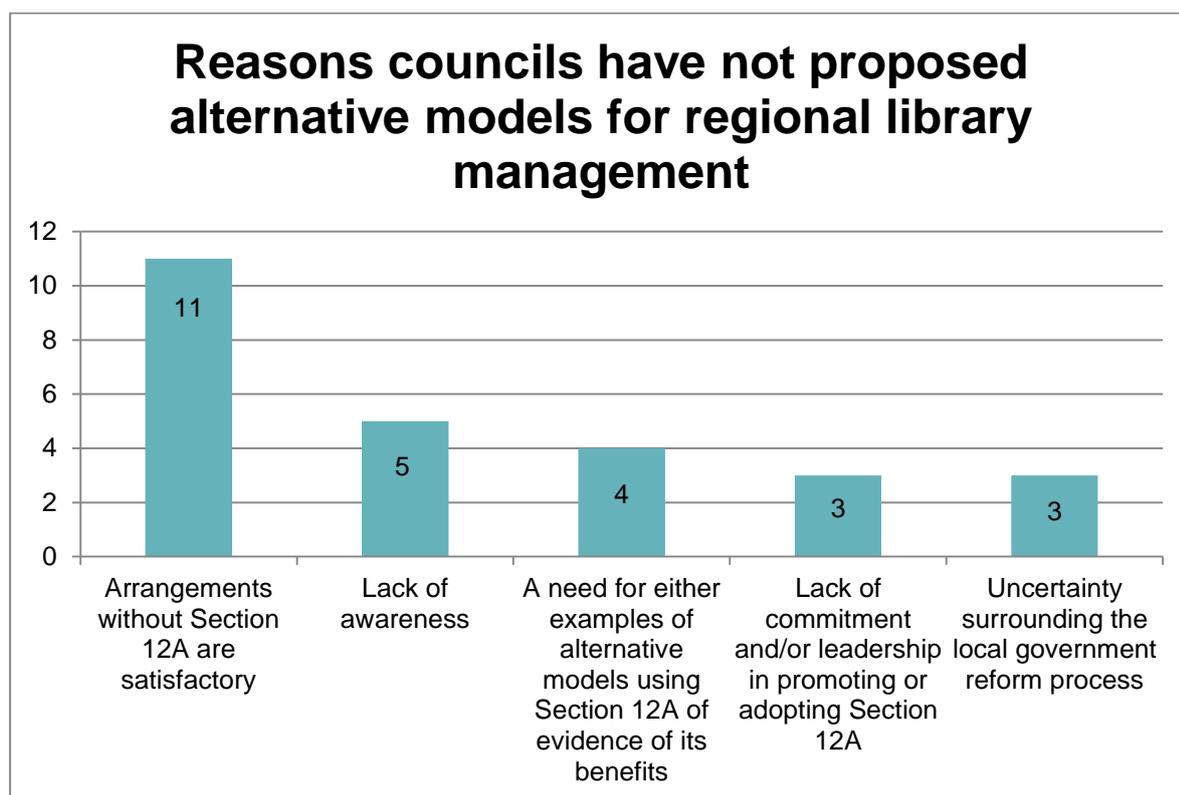
2.2.3 Negative view of Section 12A

Of the seven responses that expressed mostly negative views regarding Section 12A; four respondents indicated that they believed that the amendment was not necessary or applicable in their situation; one respondent indicated that the benefit of Section 12A was exaggerated; and one respondent indicated that Section 12A was an excuse for the government to delay funding increased for libraries.

2.2.4 Lack of take-up of Section 12A

Respondents were then asked to comment on whether there are any particular reasons councils have not proposed alternative models for regional library management. The views outlined above, were reflected and amplified in response to the question regarding the lack of take-up of Section 12A. The following figure outlines the responses to this question. Of the 40 responses made to this question:

FIGURE 4: REASONS COUNCILS HAVE NOT PROPOSED ALTERNATIVE MODELS FOR REGIONAL LIBRARY MANAGEMENT



Some of the concerns about the lack of take-up of Section 12A appear to have been made in the context of the respondents' perspectives regarding cooperative approaches more broadly. For example:

- > A number of responses referred to the preferences of communities and councillors for stand-alone libraries;
- > There was the suggestion that cooperation was potentially very expensive for unclear benefit;
- > A fear associated with the loss of local autonomy; and
- > The potential for the corporatisation of library services.

These perspectives were broadly reflected in the interviews. While attitudes towards Section 12A were generally positive, a majority of the interviewees felt that it was not particularly relevant to their situation.

One interviewee said:

"...there are a few things in 12A that are attractive but I think that we could probably do them under the current model as well."

Another respondent stated, more broadly:

“...at the moment councils are content with the arrangements they’ve got in place in the most part.”

It was also suggested by some that Section 12A had been introduced primarily in response to a specific issue affecting a single library service, with mixed views about its relevance in other circumstances.

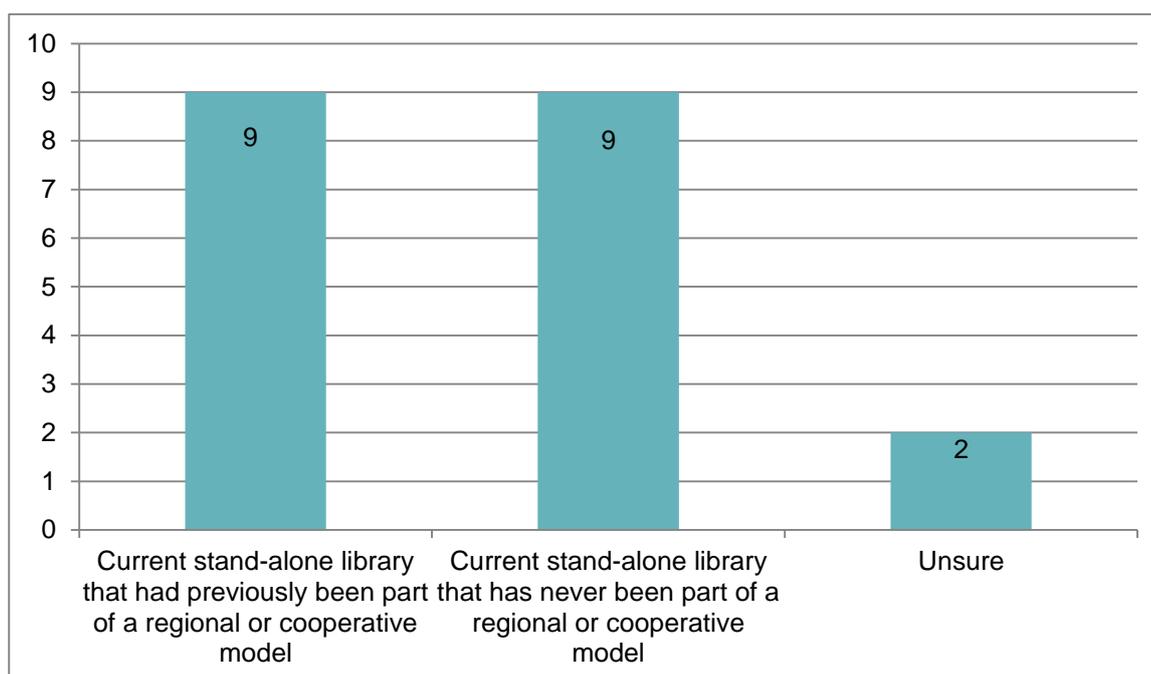
2.3 Attitudes towards regional and cooperative library models

A number of the survey and interview questions explored the responses and attitudes of the respondents and interviewees to regional and cooperative arrangements. These started with a number of questions specific to stand-alone library services and subsequently to regional and cooperative arrangements. The responses are outlined separately below.

2.3.1 Stand-alone libraries

Respondents from stand-alone libraries (20) were asked whether their library service had previously participated in regional or cooperative library model, but was no longer. The following figure illustrates the responses from this question.

FIGURE 5: STAND-ALONE LIBRARIES INDICATING THAT THEIR SERVICE HAD PREVIOUSLY BEEN PART OF A REGIONAL OR COOPERATIVE MODEL, BUT NO LONGER

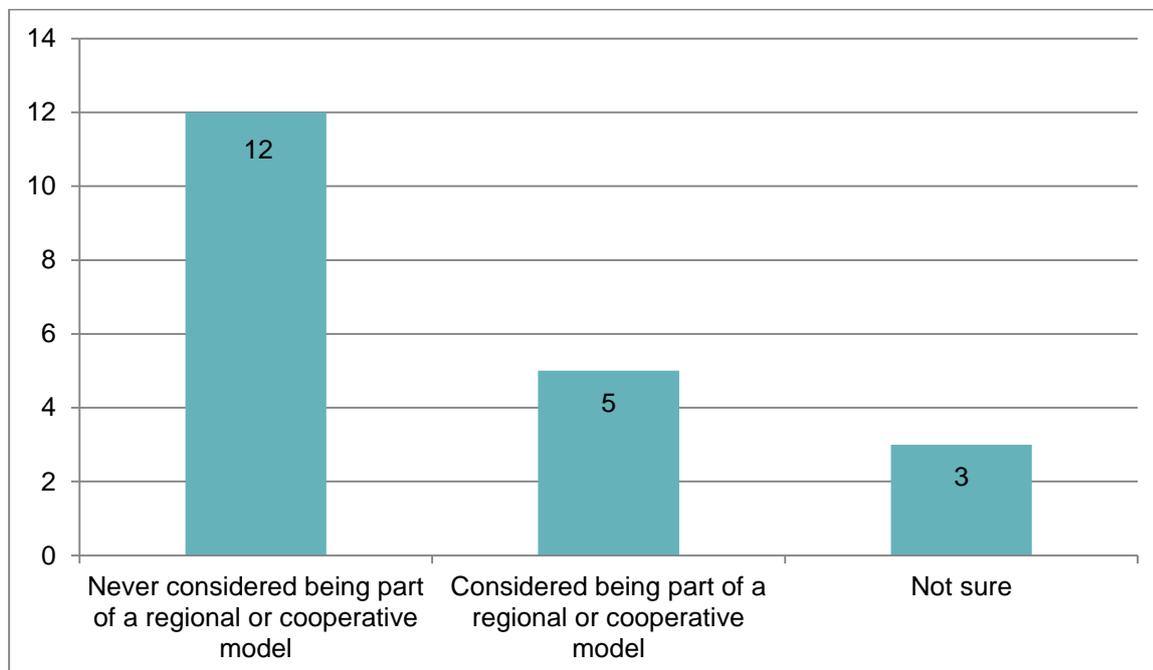


The following outlines reasons of respondents that stated that their service had previously been part of a regional or cooperative model, for withdrawing from these arrangements.

- Three responses indicated that reasons for withdrawing were at least in part financial, with the libraries believing that they were not getting value for money.
- Two responses claimed that the model adopted had not been well thought out.
- Others stated factors such as political self-interest and the impact of council amalgamations which effectively merged the participating libraries into one.

Those respondents currently in stand-alone library models were then asked whether their council had considered being part of a regional or cooperative library service.

FIGURE 6: COUNCIL HAD CONSIDERED BEING PART OF A REGIONAL OR COOPERATIVE LIBRARY MODEL (CURRENTLY STAND-ALONE LIBRARY MODEL)



Of the respondents who indicated that their library (or council) did not want to participate, half raised financial reasons – for example, a perception that such models did not offer value for money, or as one response stated:

“...we would be paying money for no real benefits.”

This was combined with the belief of several respondents that their library already operated efficient services with low-per-capita costs, an argument put strongly by two or three larger stand-alone services.

Closely associated with budgetary considerations, was a desire to retain autonomy, especially in a situation where councils provide most of the library budget. This was noted in seven of the responses, with one respondent noting:

“...the current [stand-alone] model allows the service to respond to the local needs of the community, unhindered by a wider governance structure.”

Similarly, other responses noted that the autonomy made their libraries more flexible and responsive to local community needs.

Incentives for regional and cooperative library models

In addition, several respondents noted that developing regional or cooperative libraries simply wasn't a priority for their council. Others claimed there wasn't a relevant proposal or that their council was considering options for amalgamation.

The respondents from stand-alone libraries were also asked to consider the incentives and disincentives for stand-alone libraries to participate in regional or cooperative library models regardless of their libraries' experience. Of the 18 stand-alone respondents:

- > Seven highlighted the potential for scale economies and the capacity to share funding, staff, collections and other resources.
- > Four specifically mentioned the potential to offer better services and/or programs.
- > Two cited the state government's local government reform program as an incentive.
- > Five claimed that they could identify no or limited benefits from adopting a regional or cooperative approach.

Disincentives of regional and cooperative library models

The disincentives cited most by the stand-alone library respondents include:

- > The loss of flexibility and the associated potential for lower standards, as one respondent stated:

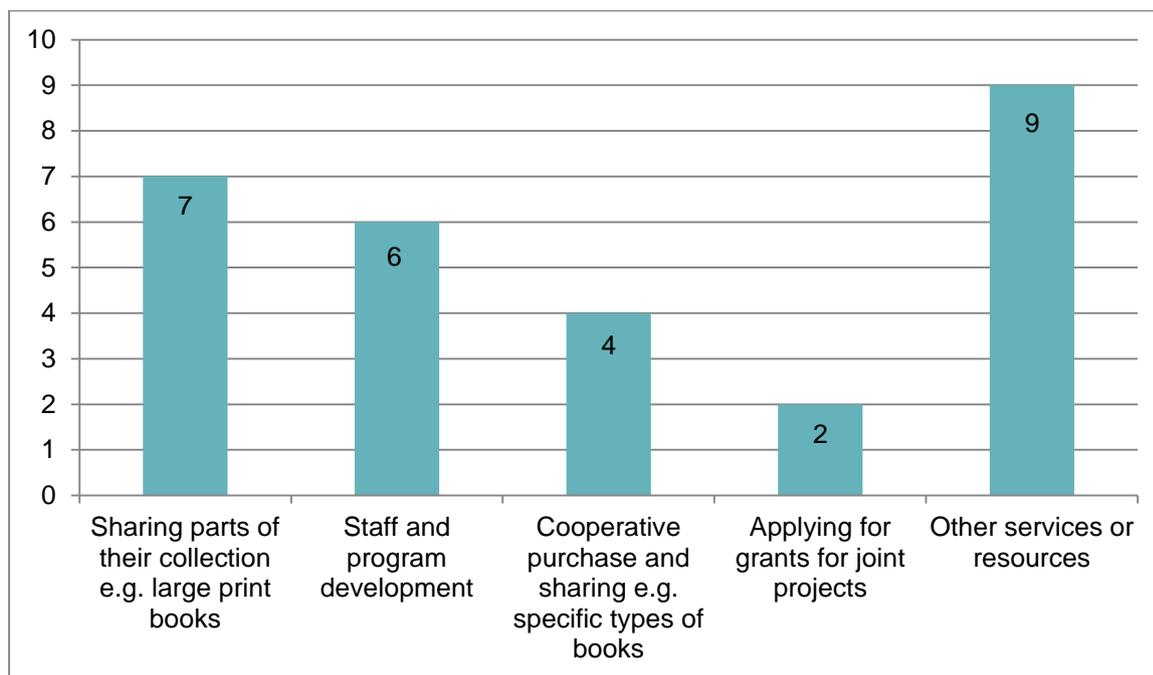
"...one has to compromise to the lowest common denominator and also it requires a lot of meetings and politics and not everyone enjoys this process. It also means that one is less flexible..."

- > The loss of autonomy and control.
- > The potential for additional costs and a perception in these.
- > Several other responses noted that some councils, usually the larger ones, could end up "carrying" the others.
- > Difficulties in combining different budgets, organisation structures and staffing arrangements.
- > Other factors mentioned were the potential to lose local community relevance and the close relationships with the library's "parent" council, along with the personal experience of some of the respondents.

Stand-alone libraries that share

Despite the concerns expressed about formalised forms of cooperation, almost all the stand-alone libraries participate in various forms of shared activity. A variety of responses were provided, with a number of respondents providing more than one response. The following graph illustrates the most common responses from the 18 respondents.

FIGURE 7: OTHER FORMS OF COOPERATION BY STAND-ALONE LIBRARIES



2.3.2 Libraries involved in regional or cooperative arrangements

Respondents who stated that they were in regional or cooperative library arrangements were also asked to comment on the incentives and disincentives of being in regional or cooperative arrangements.

Incentives for regional and cooperative library models

- > 18 of the 26 respondents in this group stated that the reason for cooperation was the ability to achieve economies of scale through cost sharing and combined purchasing.

As one respondent summarised:

“...more resources could be accessed by all the member communities and savings could be achieved through centralising purchasing and processing of resources.”

- > Closely connected with this was the ability to share resources and systems, which was mentioned by eight respondents.
- > 10 respondents mentioned the opportunity to provide a more equitable service for customers over a larger service area, for example, through one-card library access for residents at a wider range of libraries. As one respondent noted, cooperation:

“...creates equity of access to contemporary core services such as technology [and] e-resources...”

Associated with this was the ability to create and manage larger and more diverse collections.

Seven responses cited the library’s long history of involvement in formal collaborative arrangements. In some cases this entailed that the respondents were unable to nominate the original reasons for collaboration; however, it also means that these models are well-established and often complement other regional arrangements.

Types of services undertaken through regional and cooperative library arrangements

A total of 28 respondents provided information on the types of services undertaken through these relationships. The following highlights the most common responses.

- > 26 undertake joint cataloguing.
- > 26 participate in reciprocal borrowing.
- > 25 collaborate in relation to e-book provision.
- > 25 collaborate with regards to purchasing collection materials.

Other significant areas of collaboration include; sharing IT, combined reference service and sharing Internet Service Providers (ISPs) and Virtual Private Networks (VPNs). Less than a third of the respondents identified local studies, mobile services, learning management systems or HR as examples of collaboration.

2.4 Perceptions of the performance of regional and cooperative models

The views of respondents were sought in relation to whether regional and cooperative models made a set range of library-related activities easier or more difficult. The specified activities included:

- > Strategic planning for future library services
- > Provision of community programs/events
- > Relationship building with local community
- > Relationship building with regional community
- > Relationship building with other councils
- > Sharing of library resources
- > Establishing a regional identity.

Between 43 and 46 respondents provided answers to this question and in general, most of the activities were considered to be made easier, or much easier, through collaboration. The reason there is between 43 and 46 respondents is that some respondents did not provide an answer for each specified activity.

- > Between 19 (42%) and 39 (85%) respondents considered the provision of community programs/events relationship building with the regional community, establishing a regional identity, relationship building with other councils and in particular sharing of library resources was made easier, or much easier, through collaboration.
- > In relation to relationship building with communities, the largest group felt that regional and cooperative models made no change.
- > Strategic planning for library services was the only area which the largest proportion of respondents (18 or 41%) considered as being more difficult or much more difficult to achieve through these models.

All respondents were also asked whether there were other areas in which cooperating at a regional level would make their work easier or difficult.

Areas considered easier within a regional or cooperative library model

The areas which were identified as being easier were:

- > The sharing of services, financial resources, staff; other resources and services (eight respondents out of 41).
- > The provision of better services through the use of shared technologies (seven responses).
- > The ability to achieve scale economies (five responses).
- > Opportunities for better staff training and development (four responses).

Areas considered more difficult within a regional or cooperative library model

The areas which were identified as being more difficult were:

- > Administration, governance and reporting were nominated as being more difficult and time-consuming (seven responses).
- > Staff-related issues (three responses).

Other area stated as being more difficult included preserving autonomy and flexibility, achieving change and innovation and managing the greater geographic distances involved in these arrangements, particularly in rural areas.

Overall, more areas were identified as being made potentially easier through collaborative arrangements than those that were made more difficult.

2.4.1 Benefits and detriments of library models to council, library staff and the community

The respondents were asked about the benefits and detriments of the specific model (stand-alone, regional, or cooperative) they identified as working most closely with in relation to three specific areas: the council, library staff and the community.

The responses were cross-tabulated with these models. Due to the complexity of the results and a smaller number of responses in relation to some cross-tabulations, the management models have been grouped into two segments:

- > One containing responses from stand-alone library services; and
- > One containing responses from services identified as participating in regional, cooperative or other forms of collaboration.

Perhaps not surprisingly, the respondents from stand-alone libraries identified beneficial elements such as:

- > Autonomy;
- > A close relationship with council;
- > Local identity; and
- > Accessibility.

Those respondents from libraries with collaborative models highlighted:

- > Scale economies and cost-effectiveness;
- > Staff development; and

- > Access to better/wider resources.

The following table identifies the “top three” responses to the areas identified as benefits of stand-alone and collaborative library models.

TABLE 3: BENEFITS OF STAND-ALONE AND COLLABORATIVE LIBRARY MODELS - "TOP THREE" RESPONSES

AREA	“TOP THREE” RESPONSES
COUNCILS	
Stand-alone model	Autonomy (8 responses) Better accountability and management (4) Better cost management/effectiveness; investment kept local; positive community response (2 each)
Collaborative models	Scale economies and cost effectiveness (20) Better service delivery (5) Joint funding applications; closer cross-council ties (equal – 3 each)
LIBRARY STAFF	
Stand-alone model	Staff development and experience (4) Close relationship with council; simplified administration (2 each)
Collaborative models	Staff development and experience (13) Networking, collaboration and information sharing (12) Specialisation/flexibility/diversity (9)
THE COMMUNITY	
Stand-alone model	Local identity and accessibility (9) A more responsive library service (5) Access to better/wider resources (2)
Collaborative models	Access to better/wider resources (20) A more responsive library service; local identity and accessibility (3 each)

In terms of detrimental elements, stand-alone libraries identified:

- > High costs;
- > Staff isolation; and
- > Limited access to resources.

On the other hand, their collaborative counterparts mentioned issues such as:

- > Less control;
- > Potential for disagreements; and
- > Loss of local identity.

The following table identifies the “top three” responses to the areas identified as detrimental of stand-alone and collaborative library models.

TABLE 4: DETRIMENTS OF STAND-ALONE AND COLLABORATIVE LIBRARY MODELS - "TOP THREE" RESPONSES

AREA	"TOP THREE" RESPONSES
COUNCILS	
Stand-alone model	High and increasing costs (5 responses) Limited resource sharing opportunities (2) Staff expenses and recruitment issues (1)
Collaborative models	Limited input/less control (4) Complex administrative arrangements; requires considerable relationship building; loss of local identity (3 each)
LIBRARY STAFF	
Stand-alone model	Isolation/less opportunities for staff (8) Limited budget; limited capacity to change (2 each)
Collaborative models	Potential for disagreements and confusion (5) Isolation in branches from larger team and training opportunities (4) Staff perceptions regarding status and job security; reduced autonomy/identity (3 each)
THE COMMUNITY	
Stand-alone model	Limited access to resources (6) Difficult to innovate (3) Less funding/options/services (1)
Collaborative models	Loss of local identity (4) Confusion over branding/services/policies (3) Limited access to resources (2)

2.4.2 Online survey – benefits of and challenges/barriers to being in a regional or cooperative model

The previous results were supplemented by two additional questions which asked respondents to identify from a provided list the overall top three benefits and top three challenges or barriers for being in a regional or cooperative model.

The list provided to respondents to consider regarding top three benefits for regional or cooperative models included:

- > Building relationships between councils
- > Better service provision
- > Library system management
- > Collegiate environment between library and council staff
- > Economies of scale and reduced cost
- > Employment of specialist staff
- > Enabling the provision of mobile library services
- > Increased regional identity
- > Joint training opportunities

- > Larger collection of library resources
- > Provides opportunities for better Information Technology (IT) and communication capabilities
- > Regional operations enhance grant applications
- > Other (please specify)

Overall, the top three benefits were (of 47 respondents):

- > Economies of scale and reduced cost (25 responses);
- > Larger collection of library services (23); and
- > Library system management (19).

The list provided to respondents to consider regarding top three barriers or challenges for regional or cooperative models included:

- > Increased complexity of library service provision across a number of councils
- > Potential loss of autonomy
- > Potential loss of jobs
- > Potential loss of local identity
- > Smaller councils feel they have less influence
- > Potential threat to sustainability through withdrawal of one of more councils
- > Insufficient organisational capacity
- > Other (please specify)

Overall, the top three challenges or barriers were (of 47 respondents):

- > Increasing complexity of library service provision across a range of councils (32 responses);
- > The potential loss of local autonomy (24); and
- > The potential threat to sustainability through the withdrawal of one or more councils (20).

2.4.3 Online survey – what would assist collaborative arrangements between councils work better?

In addition the respondents were asked what would assist in making collaborative arrangements between councils work better. This question produced a very wide range of views, but 16 of 37 responses stressed the importance of aspects relating to the development and management of these arrangements, such as adopting a shared vision and agreed deliverables, as well as clarity and consistency in terms of finances, agreements and communications relating to the collaborative project. Other process-related areas included the importance of staff commitment and involvement in the project, combined with the provision of facilitation and support.

The in-depth interviews also addressed this issue but not the same extent. Some of the elements mentioned in the interviews included contiguous council boundaries and the presence of the Regional Organisation of Councils (ROCs) which can provide a context for councils to work together, thought it was also pointed out that as ROCs are inadequately recognised in current legislation they may not provide an appropriate model for libraries to collaborate. In addition, the boundaries for several regional library services do not conform to those of the relevant ROCs.

2.4.4 Interview responses – the benefits of and challenges/barriers to collaboration

The interviews involved a number of questions around the incentives and benefits of collaboration, the barriers involved and the elements that make regional and cooperative library models work. In practice the interviews ranged over these areas and as a result some of the decisions about linking responses to specific questions are somewhat arbitrary. Nonetheless, as with the online survey, the elements identified as benefits outweighed those described as barriers and are also fairly wide-ranging.

Those most commonly cited benefits related to:

- > Staff training and development;
- > The ability to aggregate capacity and resources; and
- > The efficiencies and savings that can be obtained through joint purchasing.

The most commonly cited barriers included:

- > Distances in rural areas;
- > Limited resources; and
- > The politics of councils.

Although one interviewee said that they believed there were no barriers.

The following table provides an overview of the benefits and barriers to collaboration identified within the interviews.

TABLE 5: THE BENEFITS OF AND BARRIERS TO COLLABORATION IDENTIFIED IN THE INTERVIEWS

Benefits	Barriers
Ability to share information, meetings	Cost to smaller councils of any library service
Able to aggregate capacity/funds/resources	Councillor/GM turnover
Act as model of cooperation	Different council conditions
Cost savings/joint purchasing	Distance in rural areas
Diversified/larger collections	Cost to smaller councils of any library service
Efficient	Different council conditions
Encourage innovation	Distance in rural areas
More flexibility for residents	Limited resources
Potential to be community hubs	Need for structure/parent body
Potential to establish centres of excellence	Need to demonstrate value to councils
Provide online access	No barriers
Set consistent standards	Politics of councils
Shared grant preparation	Potential to lose skills
Staff - user groups	Relationship of councils to library staff
Staff training/flexibility/development	Uncertainty over Local Government reforms
Supports role of the regional centre	

2.4.5 Interview responses – what would assist collaborative arrangements between councils work better?

The elements that make regional and cooperative library models work identified by the interviewees were also very diverse. The following table outlines these elements.

TABLE 6: ELEMENTS THAT MAKE REGIONAL/COOPERATIVE LIBRARIES WORK – INTERVIEWS

Elements
Ability for staff to specialise
Ability to offer centralised programming
Commitment of councillors
Communication with councillors
Councillors promoting rather than running libraries
Effective leadership from regional managers
Flexible approach to branding
Localisation while part of group
Making sure everyone gets something
Need to be open and collaborative
Offering free high-speed internet
Providing a meeting place/community hub
Sharing information/staff expertise
State Government funding contribution
Strong links to the community

2.5 Other shared services

The respondents were also asked whether they knew of any other examples of shared service arrangements other than for library services, either within their local government area or the surrounding region.

Of the 46 respondents who answered this question, 27 (59%) indicated that they were aware of such services. Of the wide range of services nominated, the most cited examples were:

- > Regional Organisation of Councils (ROCs) (seven responses);
- > Services relating to waste management (seven responses);
- > Child care services such as out of school hours care and family day care (five responses);
- > Environmental/sustainability initiatives (three responses); and
- > Water supply management (three responses).

2.6 The future of libraries and the role of shared arrangements

The final set of questions asked respondents to consider the future of libraries and the potential role of regional or cooperative library services in responding to those needs.

2.6.1 What the community may want from libraries in the future?

The question about what respondents thought the community may want from libraries in the future produced a very diverse set of responses, with some respondents providing more than one example in their answer (35 responses in total). The responses included:

- > 20 responses relating to more access to activity or social spaces;
- > 16 responses nominated greater access to various forms of e-resources and IT services;
- > 12 responses suggested increased programming, especially for children; and
- > Nine responses stated the availability of better WiFi, faster internet and/or better networking.

Other community needs identified included:

- > Community learning and education services;
- > Greater access to digital creative and publishing labs and other maker spaces;
- > More cultural and entertainment activities;
- > Greater assistance with both conventional and electronic literacy;
- > Assistance in interpreting research; and
- > Better access to libraries and library collections, both physical and online.

The interview responses also addressed some aspects of this question, these included:

- > The increasing demand for online services;
- > E-books and other IT resources; and
- > The corresponding decline in demand for books and traditional reference materials

2.6.2 Can regional or cooperative library models respond to these changes?

Respondents were then asked whether regional or cooperative library models have a role responding to these changes. Of the 41 responses, 36 agreed with this proposition and five did not. Again those that thought there was a role provided a very wide range of responses. Of the 32 that answered this question:

- > Six nominated the increased use of shared specialists,;
- > Four nominated better Wi-Fi and online service provision;
- > Four also nominated a uniform approach to sharing services and costs; and
- > Four nominated better library service provision (generally).

Similar responses were made in some of the interviews, which also noted the need for greater flexibility in staffing, including options to appoint staff who were not librarians but who had specific and relevant skills.

The answers from some of the five survey respondents who did not agree with this proposition provided a contrast. Some of these responses included:

- > Libraries would be both online spaces, in which case: *“it doesn’t matter where the e-book/audiobook comes from”* or community spaces where it was important for the building to be nearby.
- > However, in both these cases the general sentiment is captured by the statement: *“cooperative library models don’t help much.”*

- > Another response suggested that geographic distance between branches was a factor.
- > Another suggested that the staff of both stand-alone and regional or cooperative libraries would all be able to respond to the challenges.

2.6.3 The overall value of libraries

In contrast to the question on future community demands, there was a degree of consensus in response to the final question. This asked respondents to provide a short statement outlining the overall value they thought that libraries provided to their local or regional communities.

Of the 37 responses to this question, 20 nominated the role of libraries in providing safe, neutral and social meeting places and spaces, or as one respondent put it:

“...a meeting place to absorb information, share conversations and enrich fellow members of the community.”

Almost as many (19) nominated the role of libraries in providing activities and programs, in the words of one respondent:

“...a course of learning and entertainment that fosters community interconnectedness and relationships.”

Encompassing the role of the library in providing community spaces and activities, 17 (46%) respondents identified the role of libraries and key community hubs, the heart or “cornerstone” of their local communities, especially (but not exclusively) in remote rural areas.

A total of 13 (35%) of respondents mentioned the role of libraries in providing free and equal access to books and other materials, while 12 (30%) cited their provision of support services and resources especially in remote communities.

Overall, the interviews contained similar perspectives on the values of libraries, also nominating their roles as community hubs open to all the community and in doing so helping reduce isolation. They were also seen as providing safe and adaptable meeting spaces and opportunities for recreation, study and to improve literacy. As one interviewee summed up:

“...libraries create connections; they clearly create opportunities for literacy and for recreation and basically just space, a safe space for people to be in, they're free for all.”

2.7 Concluding remarks

The online survey and interviews have provided an interesting snapshot of the attitudes of senior library staff and other key stakeholders in the libraries sector towards library collaboration. They also suggest some key points which could be further examined in the project, especially through case study analysis:

- > While the majority of those surveyed claim to be aware of Section 12A, it was significant that nearly a quarter were not. Additionally, only slightly over half of the group that claimed awareness of Section 12A were fully supportive, with nearly as many having negative or mixed views. The problem however may be that Section 12A simply lacks relevance for many libraries. A number of respondents reported that they understand the potential benefits but are either satisfied with their current arrangements and/or the range of models currently available.
- > In this regard, there also seems to be a degree of polarisation, with those in stand-alone libraries happy to remain that way, while those in regional or cooperative libraries not seeing the need to adopt a different collaborative model. This perspective is reinforced by the number of stand-alone libraries that had previously participated in a collaborative model but

had since left it, along with the number who said their councils had never considered (and by inference, were unlikely to consider) joining such an arrangement.

- > The issues underlying these decisions, which would appear to have little to do with Section 12A, need to be more clearly understood as part of the process of encouraging these libraries and their councils to engage in regional cooperation. These include the concerns these libraries have about the potential loss of autonomy, the costs and complexities involved and the concern that a joint library project could be impacted by the withdrawal of one or more participating councils.
- > There is however a clear appetite for collaboration in some form, even among stand-alone libraries, because of the potential for both to achieve economies of scale but also to provide a better range of library services. Therefore many already participate in various limited and often informal types of collaboration, often around specific projects. It may be useful to explore how these arrangements can be better supported as well as pursuing more formal arrangements such as Section 12A.
- > Another outcome (though difficult to quantify) was the degree of optimism many of the respondents and interviewees appeared to have about the future of libraries. , it was striking how many respondents to the survey and most of the interviewees saw the role of libraries, namely not only providing access to reading and other materials but also acting as safe social and learning spaces, community hubs and activity centres.
- > In this context there is a sense that libraries are well positioned to reinforce this position, particularly in rural areas and also in urban communities where there are few comparable facilities. The role of collaboration therefore should not just address the mechanics of achieving more efficient operations or economies of scale, but also this wider potential for community engagement.
- > More immediately there was a degree of ambivalence regarding the practicalities of engaging in collaborative processes in the short term because of the uncertainty surrounding the direction and final outcomes of the NSW Government's local government review process. Without getting too deeply involved in the debate about the merits of these reforms, it may be useful to look at the implications of amalgamation but probably more importantly the Joint Organisation model for library collaboration, particularly in rural areas.

3 Case study selection

The following section outlines key criteria that have been used to assess the potential case studies for the next phase of the research project. The proposed method of selection is a discussion with key representatives from the State Library of NSW.

Compiling the case studies will involve synthesis of information in the available information and research undertaken to date. It is proposed that up to three in-depth interviews are undertaken per case study with key informants. These are likely to include; library manager/partner librarians, General Managers, and or Director level representatives from council etc.

The purpose of these interviews will be to:

- > Gain a greater understanding of the types of agreements in place or under consideration and the reasons underpinning the choices;
- > Identified/quantified economic, social, environmental or governance benefits of regional arrangements;
- > Pitfalls/arguments against regional arrangements and any 'compromises' reached;
- > Whether regional arrangements work to the advantage of all parties in the agreement;
- > Is there something unique about regional cooperation regarding libraries or can it be applied to other areas of work practice;
- > The current role of Regional Organisations of Councils and the potential role of County Councils and Joint Organisations.

The following tables outline eight potential case studies for the next phase of this project. In selecting suitable library models as case studies for this research, several criteria were used. Broadly these included:

- > Meeting the criteria as either being in a regional and/or cooperative library arrangement
- > Illustrating some form of shared service delivery or collaboration with one or more other library services and/or councils
- > Providing a library service under Section 12(1) or 12(2) of the *Library Act 1939*.

The choice of case studies aims to ensure diversity in terms of library model, agreement type, number of staff, geographic location, land and population size and expenditure per capita across the region.

Other key considerations included the information and data collated and analysed as part of the one-on-one in-depth interviews and online survey undertaken with library managers from different library models across NSW.

Note, that at the time of writing this report, the final selection of case studies is yet to be determined.

TABLE 7: POTENTIAL CASE STUDIES - REGIONAL LIBRARY MODELS

Criteria	Richmond-Tweed	Central Northern	Central West	Riverina
Type of model	Regional	Regional	Regional	Regional
Type of agreement	Agreement under s12 of the Library Act 1939	Agreement under s12 of the Library Act 1939	Agreement under s12 of the Library Act 1939	Agreement under s12 of the Library Act 1939
Council partners	Lismore Ballina Byron Tweed	Tamworth regional Gwydir Liverpool Plains Narrabri Uralla Walcha	Orange Blayney Cabonne Cowra Forbes	Wagga Wagga Coolamon Cootamundra Gundagai Junee Lockhart Temora Tumut Urana Corowa Greater Hume Bland Tumbarumba
Number of staff	74	31.05	18.45	41.78
Geographic location	Northern Rivers	Northern Inland	Central West	Riverina
Land area of region	1321 km ²	46,959 km ²	15359.5 sq kms	23532.2 sq kms

Criteria	Richmond-Tweed	Central Northern	Central West	Riverina
Population of region (2012)	205,296	94,835	82,983	103,400
Expenditure per capita (region)	35.72	38.66	39.62	35.47
Part of Joint Organisation Pilot?	No	Yes – some councils form part of the Namoi Joint Organisation pilot	Yes – all councils form part of the Central West Joint Organisation pilot	Yes – some councils form part of the Riverina Joint Organisation pilot

TABLE 8: POTENTIAL CASE STUDIES - COOPERATIVE LIBRARY MODELS

Criteria	SHORELINK	North Western	Mid North Coast	Taree and Great Lakes
Type of model	Cooperative (formal agreement not formalised under the Act)	Cooperative	Cooperative	Cooperative (not formalised)
Type of agreement	Agreement under the Local Government Act 1993	TBC	TBC	TBC
Council partners	Lane Cove Manly Mosman	Bogan Coonamble Gilgandra	Port Macquarie- Hastings Kempsey	Taree Great Lakes

Criteria	SHORELINK	North Western	Mid North Coast	Taree and Great Lakes
	North Sydney Willoughby	Warren		
Number of staff	133.98	7.4	26.26	25.92
Geographic location	Sydney Metropolitan	Central West	Mid North Coast	Mid North Coast
Land area of region	66.5 sq kms	40102.2 sq kms	7058.7 sq kms	7102.4 sq kms
Population of region (2012)	246,825	14,725	104,937	83,965
Expenditure per capita (region)	76.8	71.02	37.2	57.4
Part of Joint Organisation Pilot?	No	No	No	No



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