Department of Transport, Planning & Local Infrastructure

mach2 consulting

The Victorian Library

IMPLEMENTATION PLANNING FRAMEWORK

For the Implementation of 'The Victorian Library' Proposal

IMPLEMENTATION PLAN

September 2014

Contents

> *The Victorian Library* concept seeks to realise the 'borderless library' vision
>
> *The emergence of the digital and e-book era, with rapidly changing reading choices and vastly increased data portability, has brought the free public library movement to a critical point in its existence.*
>
> *This Implementation Plan sets out a process and framework for implementation of the project.*

1.   Introduction

1.1   Project Context

Mach 2 Consulting has been engaged by the Department of Transport, Planning and Local Infrastructure (DPTLI) to undertake a process of implementation planning for the 'The Victorian Library' proposal. The project has included detailed engagement with the library sector. This included a series of 5 workshops that were held throughout the State and attended by over 80 library managers and staff representing all except 2 library services in Victoria. The process has also include a library survey to test and verify assumptions regarding likely costs and savings and additional engagement with councils and CEOs. This Report provides the implementation framework that has resulted from that process.

'The Victorian Library' is a concept proposal that was generally described in the Stage 2 Report of the Ministerial Advisory Council on Public Libraries (the MAC) and presented to the Minister for Local Government 2013. A detailed and confidential Business Case for the proposal was also prepared in 2013.

1.2   The 'MAC' Review (Ministerial Advisory Council on Public Libraries)

The State Government's public libraries policy and strategy has in recent years been characterised and underpinned by two key principles: these are **accessibility** and **universality**.

The MAC Review process was initiated in August 2011 by the Minister for Local Government. The MAC aimed to bring together key stakeholders involved in public library services in Victoria and develop a strategic service planning framework for the future.

Stage one of the Review focused on services and community needs and consultation. Stage two of the Review process, informed by the outcomes of stage one, was focused on developing a detailed Business Case for the proposal.

1.3   'The Victorian Library' Concept

The concept of 'The Victorian Library' emerged out of a concept that has been around for several years. That concept is a broad 'seamless library' vision for public libraries in Victoria. It embodies the delivery of social, cultural and economic benefits to all Victorians. This vision emphasises the **interconnectedness** of all libraries across the State and the benefits to be gained from resource and information **sharing** between libraries. [1]

A cornerstone of State Government thinking, planning and policy in recent years has been to work towards the realisation of the notion of the 'borderless library'. This concept is one where anyone in the State of Victoria can access information, resources or material in library collections across the State from anywhere in the State (either in person or on-line).

---

[1] Ministerial Advisory Council on Public Libraries: The Library- The Key to Growing the Knowledge and Skills of the Victorian Community, 2007

This vision seeks to fully embrace the digital information age that is still emerging around us and changing the way we seek and get information: the vision challenges the prevailing paradigm of public libraries and library collections as being defined mainly by the physical buildings they occupy and the geographic boundaries of their local government (and regional library corporation) owners.

1.4 The Business Case

A detailed Business Case for the project was prepared by the State Government in 2012. The Business Case was not released for commercial reasons. It took the broad concept of the 'Victorian Library' (as described in the Stage 2 MAC Report) and examined, scoped and costed each specific aspect of it in far greater detail.

The Business Case breaks the broader concept of the Victorian Library down into a number of specific project components and examines each in detail in terms of costs, benefits and likely savings. The same overall project structure is applied to this implementation planning framework.

The Victorian Library will provide better and more accessible library services across the State.

It includes improved and expanded e-book/e-content and LOTE resources that can be shared across the State.

It will improve access by library users to the state-wide collection be enabling the movement of materials across the State.

It will provide a platform for libraries to provide quality services that are relevant to the community in the emerging digital era.

2. Project Description

2.1 Proposal Summary

The Victorian Library will enable users *borrow anywhere and return anywhere*. It will:

✓ Provide library users with seamless access to the whole statewide library collection.
✓ Establish improved e-book and LOTE collections to be shared state-wide.
✓ Enable the movement and sharing of library collections across the State.
✓ Provide a technological platform for libraries to remain relevant in the emerging digital era.

The Victorian Library comprises a number of inter-related projects and initiatives. These are summarised in the table below:

1. Fund a state-wide collection	What is proposed:
Tie recurrent library funding	• Library operating grants to continue at existing levels (indexed annually) • Grants to be tied (substantially) to collection acquisitions • Libraries still select, own and manage collection resources • Collections to be made available for state-wide lending within agreed state-wide policy parameters
2. Grow the collection	**What is proposed:**
Build a state-wide digital e-content collection	• Investment in a shared state-wide e-resource/e-content collection • Procured from a panel of e-content providers established through a tender process • Easy and seamless state-wide access to shared e-content through integrated LMS discovery layer • Easy downloading to a range of devices
Build a better state-wide LOTE collection to be shared across the State	• Investment in an improved state-wide LOTE collection to be acquired, owned and managed by libraries • A shared state-wide LOTE collection developed on a 'centres of excellence' model with different libraries specialising in different targeted language groups • Funding provide to libraries through a targeted grants program • Shared access to shared LOTE resources for all Victorians • Fully integrated with LMS for seamless searching
3. Share the Collection	**What is Proposed:**
One Library Card	• One state-wide library card enabling users to *borrow anywhere, return anywhere* easily • Library cards with local branding and design within a state-wide template • Libraries retain autonomy over policy, fees/fines etc. • New cards provided to all library members • Ongoing cards provided as additional members join • State-wide marketing program (and information provided to all Victorians)
RFID the state-wide collection	• Radio Frequency Identification (RFID) tagging of the state-wide collection • Allows the easy movement, tracking and sharing of the collection • Equipment/readers to be provided to all libraries receiving inter-library loans • Existing tags/data models tested to ensure compliance with ISO standards • RFID tags provided for all future acquisitions

State-wide movement of the collection	• State-wide courier service to libraries for inter-library loans • Centralised handling and sorting contract using RFID technology • Policies built into LMS and search/discovery processes to manage inter-library loan levels within budget (target state-wide level of 5% of total circulation) • Daily delivery/pick-up to major branches (c.150 state-wide)
4. Manage the Collection	**What is Proposed:**
Single state-wide LMS (and discovery layer)	• Single shared state-wide library management system (LMS) procured and provided to libraries on a managed services basis • Includes best available search, discovery, reporting, content review and collection management features and add-ons • A technological platform to enable libraries to remain relevant in the emerging digital era • Integrated search/discovery functions (multi-lingual) • Smart phone apps • SMS functionality • All LMS training • Choice of 3rd party products/add-ons • Managed services-based contract with help desk, support etc. • Transition, data migration etc. included

2.2 Fund a State-wide Collection

The Current Situation:

The Victorian Government currently provides significant operational funding to councils and regional library corporations through the *Public Libraries Funding Program*. (This is in addition to other funding programs such as the Premiers Reading Challenge, Living Libraries etc.).

Currently, this funding is not tied - it can be used by councils/RLCs for any purpose that supports the delivery of a free public library service. In 2014/15, the total funding pool was $39.5 million. Grants in the past have included base and per capita components. Historically, library operating grants have been indexed annually. It is proposed that this broad funding structure continue.

The Proposal:

Under the Victorian Library, it is also proposed to tie the library operating grants substantially to collection acquisitions. Libraries would still select, purchase, own and manage all materials and resources they acquire. The tying of library operating grants has been proposed to be on a flexible basis so that no councils/RLCs are disadvantaged from the change. It is proposed that approximately 60-80% of the total grants would be tied to collection acquisitions.

The Victorian Library proposal is being considered by the State Government separately from library operating grants. It is therefore assumed, for the purposes of this implementation Plan that the project would be fully funded by the State Government.

As a condition of participating in the Victorian Library project, it is proposed that libraries be required to make their collections generally available for State-wide lending. This would apply within agreed state-wide policy parameters that need to be determined as part of the first phase of the implementation. These policy parameters would be developed and agreed through the governance structure set up for the Victorian Library with the input of a library/local government sector working group.

2.3 Grow the Collection- e-content /e-resources

The Current Situation:

The ways in which the community accesses information is changing rapidly. An increased uptake of internet resources and the proliferation of personal computers, tablets, e-readers and e-books has led to a shift away from traditional printed materials.

Research shows that world-wide, e-book sales are growing rapidly whilst print book sales are declining marginally. But people are still reading and acquiring information in both print and digital formats. The advent of the internet and increased data speeds has significantly impacted on the need for and nature of the traditional reference collection in public libraries.

In addition to publishers, the library sector is serviced by content 'aggregators' that source, aggregate, process and on-sell content tailored to libraries needs.

Some publishers have been applying very restrictive access/license terms to libraries for e-content. Licensing terms offered to libraries for e-books vary from publisher to publisher and restrictions exist in a range of pricing and non-pricing ways. Libraries are concerned that they are being offered 'access' and 'use rights' for e-books (to limited resources only and on terms dictated by publishers) under licenses rather than outright ownership. Restrictions include measures such as 'windowing', limiting the number of checkouts per title, license periods, catalogue access and price.

Libraries need to remain relevant in this age - it is critical that they can offer a good range of quality digital information and resources easily to users.

Any solution proposed for e-resources will need to respond within the context of the market realities as they currently exist.

Another challenge relates to database subscriptions. In the past, these have been provided to public libraries through a consortia approach but this arrangement is no longer available.

The quality of e-book access and discovery varies greatly from library to library. A key concern among libraries is the lack of integrated search and discovery capability available through existing supplier/aggregator channels. At present, search and discovery, whilst originating in the library discovery layer, overtly moves to a different (aggregator) platform where an e-book/e-resource option is then chosen by the user. Lack of integration with the main library catalogue is an inconvenience to users - it does not promote the idea of the public library being the repository and access point for all forms of content.

The key challenges for libraries with e-content are **terms** and **access**, more than the delivery platform itself. Libraries need to be able to get access to a quality range of e-content on reasonable terms. They need to be able to offer their patrons access to the e-content they have acquired in a convenient, seamless way.

The Proposal:

The proposal is to specify, tender and enter into state-wide contracts with a panel of one or more providers/aggregators of digital content to provide e-content to be made accessible to library users across the State.

A panel is proposed as it is unlikely that any single provider/aggregator will be able to offer access to all the resources required on acceptable terms. The size and diversity of the panel, as well as the supply specification, would need to be defined (with library sector input through a working group) to ensure a balanced e-resource offering and coverage.

Through this panel, a core e-resource procurement program would be undertaken (within the defined Victorian Library e-resource budget). The proposed contract would include a wide range of e-resources including e-books, e-music, e-magazines, databases and journals. It is also proposed to address library needs in relation to digitized local content to be stored and made discoverable through a single state-wide LMS.

In addition, individual councils/RLCs would be able to supplement the core level of e-resources procured and directly procure (and self-fund) additional e-resources through the panel (ie; over and above those made available through the state-wide initiative).

The panel e-content providers will need to be fully compatible with existing catalogues to ensure e-resources can be easily searched and located by library customers. Libraries will

need to be part of the common LMS as proposed under *The Victorian Library* model to have access to the shared state-wide e-content.

Additionally, it is proposed that state-wide contracts and pricing be negotiated with online database and journal suppliers as part of the process.

This approach is considered the best available solution for providing better public access to e-content in the short to medium term in a way that recognises (and works within) the realities of the publishing market place as it exists today.

It is also proposed that Victoria continue to work closely with other Australian states and peak bodies to further develop a national and long-term solution to providing library users with full access to e-resources.

The Benefits:

This proposal:

- ✓ Significantly improves library user access to e-resources across that State, especially for users of rural and regional library users.
- ✓ Aggregates library e-content purchasing power with the aggregation benefits focused on the smaller/lower population libraries.
- ✓ Applies a centrally driven and managed approach to what is a significant strategic challenge for public libraries.
- ✓ Enables continued development of, and investment in, existing larger library e-book collections.
- ✓ Provides a sector-level response to the current e-book access challenges while recognising the underlying commercial and licensing-related access barriers that exist.
- ✓ Recognises and allows for integration of ongoing developments in library e-content access worldwide.
- ✓ Positions Victoria to continue to participate in future national initiatives in relation to e-content access.

2.4   Grow the Collection- LOTE resources

The Current Situation:

According to 2011 Census data, 23.1 per cent of Victorians speak a language other than English (LOTE) at home and 26.2% or people were born overseas. However, populations of non-English speaking communities are not evenly spread throughout the State - there are larger concentrations in some areas and smaller, more isolated pockets in other areas.

This dispersal, together with the sheer variety of languages involved, makes providing a quality library service for these residents difficult and expensive.

In Victoria, LOTE items currently comprise only 6.3 per cent of total library collections state-wide. Under current arrangements, each library service is responsible for purchasing LOTE materials for their own local community. This is easier for services with large populations of certain CALD (Culturally And Linguistically Diverse) groups (ie; Greek, Italian, Chinese). Many of these larger CALD communities are generally well serviced.

However, providing a wide range of quality materials to smaller, transient or more isolated LOTE communities is very challenging. Interlibrary loans are provided for LOTE material currently. However, for many smaller language groups there is simply not the breadth of material available to meet their needs and/or, it is difficult for them to discover it. LOTE materials are much more expensive than other library materials and often more difficult to source and catalogue. This adds to the complexity and cost of purchasing LOTE material.

Many library services have already made substantial investments in quality LOTE collections. These have tailored their collections to meet their own local needs. These

services understandably want to protect these collections and ensure that local library users have priority access to them.

A shared state-wide LOTE collection that is more easily discovered (and can be searched in multiple languages) and more mobile would provide Victorians with vastly better access to more, high quality resources in more community languages.

The Proposal:

It is proposed to establish a shared state-wide LOTE collection through a new targeted State grants program to be established specifically to facilitate this (ie. this is in addition to existing funding programs). Library services would be invited to apply for funds to purchase, manage and store a LOTE collection in particular community languages. A condition of this funding would be that the all LOTE resources be made available to be shared state-wide.

LOTE acquisitions would still be planned and executed locally by the funded library (using their local knowledge and expertise in that particular language group) but within an agreed state-wide LOTE collection development plan. This plan, to be developed through a working party and the governance structure, would provide a state-wide strategic framework for the acquisition, management and sharing of LOTE resources.

This approach would ensure that the highest need languages and resource categories are addressed. Through a state-wide plan/profile, gaps in LOTE resources available can be identified and the needs of minor language groups can be resourced and met over time. Items would be selected (according to the plan), acquired and then housed by various library services throughout the State (as part of the funding arrangement). The collection would be made available to all Victorians on agreed terms. Items would be procured and catalogued and made available through the discovery layer as part of the proposed single LMS.

This approach harnesses existing expertise and language specialisations that already exist in particular public libraries throughout the State. This knowledge can be used and leveraged through the planning/acquisition program to deliver benefit both locally and state-wide.

Once purchased, items funded through the program would be owned (conditionally) by the local library service and for all intents and purposes (policy, accountability, storage, culling etc.) be and remain part of their local collection. Items would move around Victoria on demand through the inter-library lending system. The material would also be available for bulk loan to libraries as required.

This approach would also mean libraries that are currently interested in and investing in local LOTE resources would retain an incentive to continue to invest in LOTE. To achieve efficiency in cataloguing and processing, a central contract (or contracts) is proposed to be offered for third-party providers to undertake all processing and cataloguing, including placing materials onto the common LMS.

The Benefits:

This proposal will:
- ✓ Substantially increase the number and quality of LOTE resources available state-wide.
- ✓ Provide an overarching strategic framework to plan and deal with the resource and literacy needs of CALD communities.
- ✓ Add value to and build on existing quality LOTE collections in public libraries.
- ✓ Respond to the needs of niche and emerging language groups and fill existing gaps in the quality and breadth of state-wide LOTE resources.
- ✓ Recognise and harness the existing areas of LOTE specialisation developed over many years by public libraries throughout the State.

✓ Recognise the leadership role of libraries that have existing LOTE specialties and interest in continuing to develop quality LOTE programs and collections state-wide.

✓ Maximise user visibility and accessibility of LOTE collection items (through a shared state-wide discovery layer).

✓ Provide an opportunity to achieve/improve efficiency in the sourcing, acquisition, processing and cataloging of LOTE collections state-wide.

2.5 Share the Collection- One State-wide Library Card

The Current Situation:

Library users are required to be members of each library service they use. In becoming members, they are required to accept the terms and conditions of that library service (borrowing periods, fines, fees and charges etc.).

People can be members of multiple libraries - they generally do not need to be residents to join. Many Victorians are members of multiple library services for various reasons (holidays, place of work, change of address, local collection focus etc.). But many are unaware that they can join other library services as well as the local service. The need to rejoin may, in some cases, deter them from doing so.

Currently, each library service issues a library card to members to enable borrowing of materials and access to services. Currently, people who are members of more than one library must obtain multiple membership cards. There is currently no reciprocity in membership benefits between libraries and no portability of membership. Library cards are locally branded with the council/RLC logo and other information and they vary in format. Cards also vary in capability. But they generally contain a magnetic stripe on the back of the card and/or a printed barcode.

Community respondents to the survey undertaken as part of Stage 2 Victorian Library Report process overwhelmingly said they felt it would be convenient to be able to borrow and return books from any public library using just one card. A single card, *'borrow anywhere, return anywhere'* system currently applies in South Australia where it has proven extremely popular with users.

The Proposal:

It is proposed to introduce a single library membership card across the State. It would have multi-functional bar-code and magnetic stripe capability and with the additional option of an RFID chip. This is the best way to increase service accessibility, customer convenience and member benefit portability to library members across the State.

It is also proposed that all children in the State be issued with a library card upon the commencement of school. This would be done collaboratively by library services and primary schools.

Stage 2 community feedback showed that customers in the new digital era will increasingly expect service portability and seamless access to library services across the State. A single state-wide library card responds to that need.

A single library card for Victoria would:

✓ Be designed to ensure local council/RLC branding is predominant, within a broad state-wide template.

✓ Include both a barcode and magnetic stripe (subject to sector input).

✓ Retain local autonomy over lending policy, terms and conditions (including fees).

✓ Include optional RFID chip capability for councils/RLCs requiring this.

Every library member in the State will have a functional and compatible library card that enables them to borrow anywhere, return anywhere.

It is proposed that for new cards, the entire front of the card be tailored to each library service's individual design specification (including the branding, colour etc.) based on an agreed state-wide template. The back of the card would have a magnetic stripe and barcode. Provision would be made for a signature panel if it is required.

We propose to get library involvement in decisions regarding the final card specification, template design, layout and functionality through a working group to be established.

With a single state-wide library card, individual libraries would retain autonomy and control over local lending policy. Whilst lending policy could vary (and does now) from library service to library service, broad policy parameters relating to service reciprocity would need to be agreed at a state-wide level. The library sector would be directly involved in establishing and defining these overarching policy parameters through a working group.

Library services would have the option of enhancing the functionality of the cards as they require, within the limitations of the state-wide card template. This may include installing RFID chips (as either read-only or stored value chips) and/or integrating the card with a wider council service offering (ie; beyond libraries such as leisure centres etc.).

As RFID capability is not an essential component of a state-wide library card, individual councils/library services would need to meet the additional cost of any expanded card capability (beyond the core magnetic stripe and bar-code capability) they opt for. State-wide purchasing of the new single library card will facilitate this choice.

It is proposed that all households would receive a letter explaining the changes to library membership. Members requiring new cards would be issued with it on their next library visit. Customers will have to acknowledge the new terms and conditions regarding using the card at any library in Victoria. The process for this would need to be agreed at a state-wide level. These conditions will include new conditions relating to accessing services at other (non-home library) services as well as acceptance of local borrowing policies and conditions. These will be accepted either by signing the back of the library card (which is common practice currently) or through other means agreed with sector input.

A comprehensive state-wide marketing campaign (possibly headed by a high profile library champion/advocate) would accompany the roll-out of the new cards promoting membership and use of Victoria's public libraries.

Arrangements will need to be agreed and put in place for the payment and receipt of fees and fines in non-home libraries. This includes arrangements for the receipt, clearing and repatriation of funds received to the library services to which they are due and for the periodic reconciliation of inter-library transactions.

It is proposed that customers will only be able to join one library service. People who are already a member of multiple library services will be required to choose which service they wish to be a member of. This would not have to be the library service of the municipality where they live.

Privacy issues, as with all membership-related businesses, need to be addressed. It will be necessary to put in place policies and mechanisms that protect the privacy of library members and the security/integrity of information they provide to libraries. The requirements of the Privacy Act and appropriate protocols will need to be stringently observed and complied with.

The Benefits:

The benefits of this proposal are:
- ✓ Increased convenience, service levels and access.
- ✓ Increased service portability and reciprocity of library membership benefits.
- ✓ Eliminates the need for membership of multiple libraries.
- ✓ Libraries retain control over card design and can apply local design and branding.
- ✓ Libraries retain control over local lending policy, terms and conditions.

✓ Creates a cohesive, seamless and user-friendly public image for public libraries.
✓ Creates an opportunity to proactively market public libraries.
✓ Savings due to economies of scale in purchasing cards state-wide.

2.6 Share the Collection- RFID the State-wide Collection

The Current Situation:

Radio-frequency identification devices (RFID) have become more common in the public library sector in recent years. RFID is mainly used in larger library services. The benefits of RFID include increased transactional/staff efficiency, customer convenience and self-serve ability, collection tracking/stocktake, security and reporting.

RFID improves efficiency in handling and processing checkouts and returns by decreasing the time each transaction takes. In addition, self-service checkouts allow customers to perform their own transactions. RFID also improves the security of the collection with the installation of security gates. Many libraries, particularly in regional areas, have expressed interest in moving to RFID but cannot raise the significant capital investment required.

However, staffing and customer service remains a core role in a modern public library which technology can't replace. From an efficiency viewpoint, it can be difficult to justify introducing RFID for lower volume libraries where a certain minimum staffing level is required to be maintained in any case. There are different complexities and approaches to the use of RFID for different collection categories (ie; such as AV). These are policy issues that would need to be addressed through a working group as part of implementation planning.

Most of the discussion about the rationale of RFID generally in libraries centres on the efficiency aspects. In **The Victorian Library** context, however, the rationale relates more to the capacity of RFID technology to aid in handling, tracking and monitoring a more portable and shared state-wide collection.

The Proposal:

It is proposed to install ISO 28560-compliant RFID tags in all borrowable materials in Victorian public libraries. This will facilitate more efficient movement of materials around Victoria and enable state-wide tracking and monitoring of materials.

The RFID proposal would include:

✓ Purchase and fitting of RFID tags and fitting to all library collection materials throughout the State requiring these.
✓ Provision of RFID pads and software to every library branch that receives inter-library loans on an agreed formula.
✓ Ensure full state-wide system and data model compatibility (ISO 28560-compliant).
✓ Conversion of RFID tag data models to those collections requiring it.

External RFID providers would be contracted directly under The Victorian Library project to RFID tags those collections requiring it. Alternatively, library services themselves could be directly funded (including cost of RFID tags and labour) to undertake this in-house according to an agreed state-wide specification. In this way, the tagging process could be integrated with other collection management functions. Tags will continue to be provided to libraries for all future new stock purchases.

RFID technology offers a simple way to process and identify materials in a universal format state-wide so collection items can be moved between libraries. Processing loans with limited staff resources is essential to managing increased volumes of inter-library loans. A common format is required to enable all libraries to identify, lend and keep track of collection materials.

Approximately 55 per cent of public library collections are already tagged with ISO 28560-compliant chips. Under this proposal, the remaining 45 per cent will be tagged with compliant chips (or in some cases re-tagged if they are presently tagged with a non-compliant chip or format) to enable a uniform method of identification.

Under this proposal RFID services will only be provided to libraries to the extent necessary to enable the movement and tracking of materials between library services. RFID readers will be provided to each branch that receives inter-library loans to enable the efficient check-in of materials from other branches and to reduce the manual handling of collection items.

Under this proposal, additional RFID components (such as security gates and self-checkout machines) will be optional for libraries. These will need to be funded by the council/RLV, based on local operational requirements and decisions.

The Benefits:

The benefits of this proposal are:

- ✓ Improved efficiency in the handling, sorting, delivery and return of inter-library loans state-wide.
- ✓ Improved state-wide tracking, monitoring and reporting of the collection.
- ✓ Better security of and accountability for a more mobile state-wide collection that is owned by numerous library entities.
- ✓ Library management practices for collections brought up to a new baseline standard.
- ✓ Increased efficiency in managing collection stock within individual libraries including electronic stocktake procedures.
- ✓ Self-checkout machines and/or alarm gates can be implemented and funded directly by councils/RLCs based on local operational decisions.
- ✓ Enables efficient movement, tracking and monitoring of an expanded shared state-wide LOTE collection.

2.7 Share the Collection- Inter-Library Lending

The Current Situation:

Inter-library loans (ILLs) have been occurring in Victoria for many years. The present arrangements for inter-library lending vary significantly across the State. There are two main systems in place -LibraryLink and SWIFT.

LibraryLink is an integrated search function and website, funded by the Victorian Government. It allows users to search the catalogues of all library services in Victoria and place a request. While some features are automated, both the requesting and lending library need to agree to the request. LibraryLink is not embedded within the LMS and is not user-friendly. Further, some libraries currently charges fees for ILLs. As a result, the number of inter-library loans actioned via LibraryLink is low.

SWIFT is a consortium formed by a number of public library services which jointly procured a single LMS and share a common catalogue. All library users in consortium communities can readily see and search the collections of all the libraries in the shared catalogue database (ie; not just their local library catalogue). If users find items at another SWIFT library, they can simply order it on the system for delivery to their local library.

From the user perspective, the borrowing transaction is much the same for an inter-library loan as for a local user loan and there are limited barriers in place. Due to the simplicity of the system, substantially more inter-library loans are handled through the SWIFT Consortium than through LibraryLink.

Inter-library loans are moved via the existing state-wide Toll (DX) contract managed by the State Government. Local intra-service branch-to-branch deliveries are handled by the local library service in a range of ways (including library staff, couriers and volunteers).

Under the State contract, each library service has a single DX delivery point, with provision for one bag of mail, up to 15kg, to be picked up each day. Material borrowed from a library service must also be returned to the same library service by the borrower.

The current system requires considerable staff time and working space and courier costs are significant for many libraries.

The Proposal:

Under **The Victorian Library** it is proposed to establish a LMS-integrated and seamless system of inter-library loans, supported by a daily, week-day, state-wide courier service. The proposed system would include the following features:

✓   Improved state-wide tracking, monitoring and reporting of the collection.

✓   Enable borrowing from and returning to any public library throughout the State.

✓   Library patrons would be able request an item to be sent to any library branch State-wide.

✓   Libraries would retain autonomy and control over lending policy and terms. It is proposed that lending-library lending terms and conditions (including fees and fines) would apply.

✓   The courier service would operate at multiple branches (larger branches) within each library service so as not to overwhelm a central collection point (approximately 150 delivery destinations state-wide).

Under the proposed model, library services would be able to nominate up to a number of collection branches within defined parameters. This will improve the efficiency of inter-library loan handling for libraries as significantly less staff time, double-handling and sorting would be required. Parameters for determining which branches will be included on the delivery route will include the number of loans, branch opening hours and other parameters.

The proposed ILL transport and sorting model, is illustrated below:
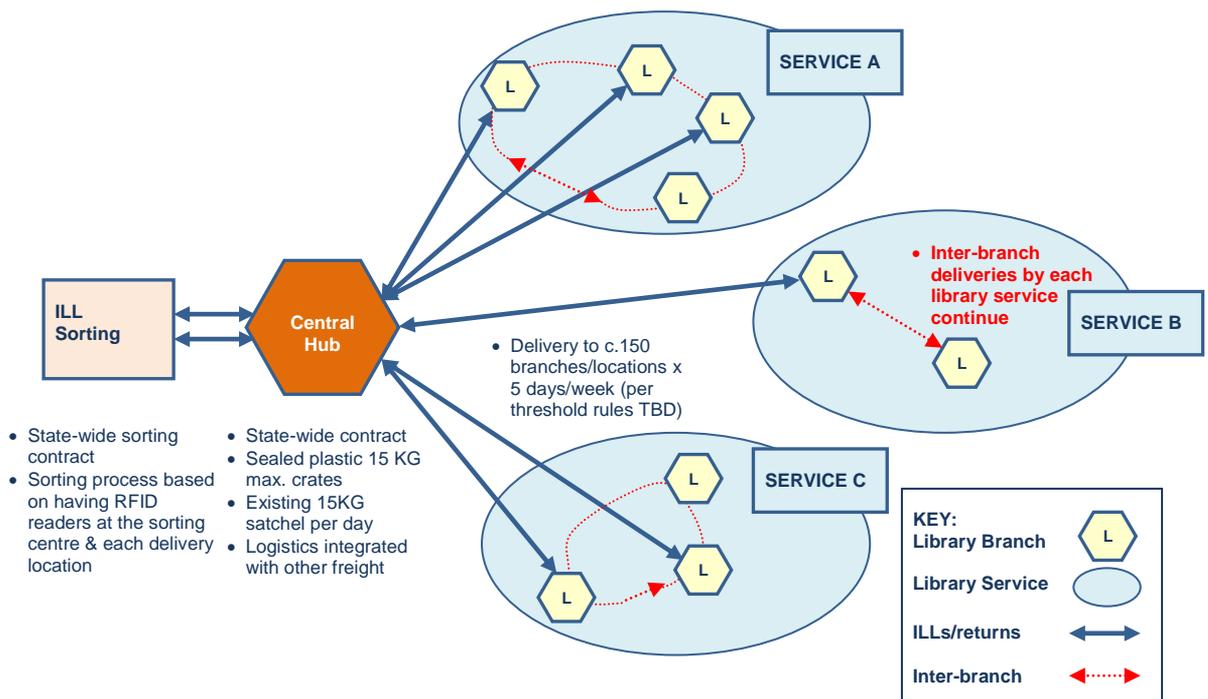
It is proposed that all ILL materials be sorted centrally and handled through an integrated pick-up, sorting and delivery contract established at a state-wide level. The courier service will also enable the movement of material back to the home library service where non-ILL materials are returned to a different library service (from where they were borrowed) as part of the *borrow anywhere, return anywhere* philosophy.

Importantly, under this proposal, library-level sorting to every individual ILL destination across the State (as currently exists for SWIFT libraries) would **not** be required. Sorting at each library pick-up/delivery destination would be limited to 'ILLs IN' and ILLs OUT' level (plus local branch sorting of course). The outsourcing of the ILL sorting function (as proposed) eliminates what has been a major logistical barrier and cost for libraries in the past. It also significantly reduces the floorspace needed to handle ILLs at a library to a single workstation.

The SWIFT and South Australian experience shows that ILLs, after initial rapid growth (if fully enabled in a shared catalogue environment), appear likely to level out (with existing patron awareness levels and limited access restrictions) at about 6-8% of total circulation.

Inevitably, over time (given world-wide trends with e-book take-up), it is reasonable to expect that the use of e-books and e-resources will increase relative to (or perhaps even supplant) print-books (so-called 'p-books') as the primary medium for inter-library interchange of content.

This transition process is illustrated (conceptually only) below:
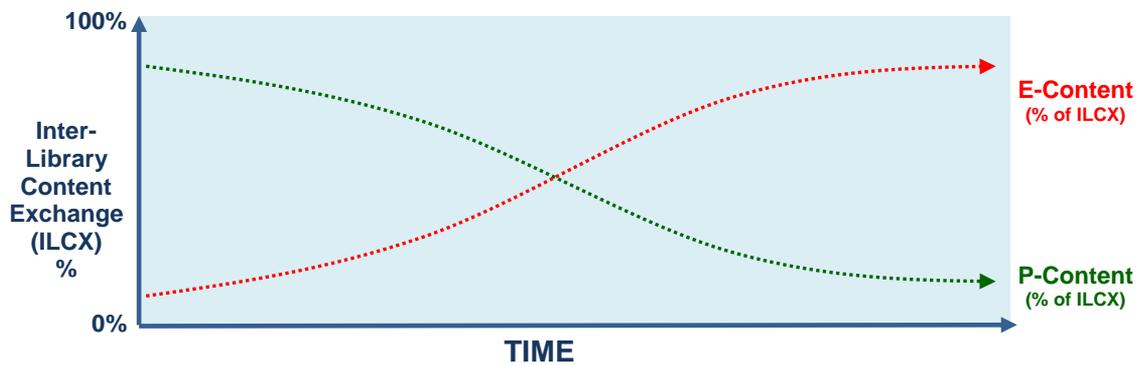
As this transition towards e-content takes place, the need for and scope of physical transportation infrastructure to support the ILL service will inevitably decline over time. However, under this proposal, the State will continue to invest in the physical transport of intellectual materials across the State (where the State-wide collections remain predominantly in the physical format for the time being despite the rapid growth of e-books) through a transition period in how the community chooses to access its information.

Where similar models have been introduced elsewhere, ILLs have proven especially popular for non-fiction and audio-visual resources. The chart below shows a breakdown of total loans compared to ILLs in South Australia by collection category:
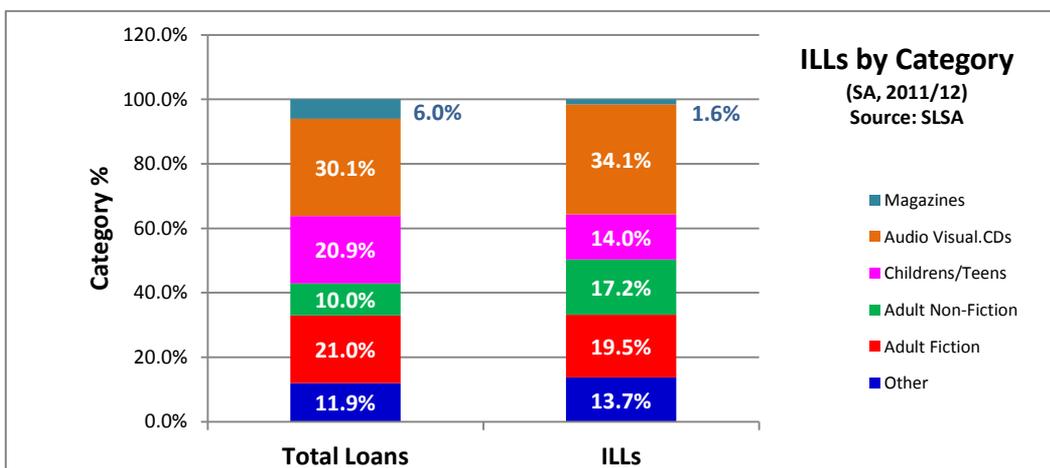
This chart shows that, compared to the total loan profile in South Australia, ILL levels are relatively high in the adult non-fiction and audio-visual categories. In the adult fiction

category, ILLs are marginally lower (compared to total loans) and magazine ILLs are relatively insignificant.

These factors need to be borne in mind in the process of state-wide policy development in relation to ILLs.

It is proposed that state-wide lending policies and rules (policy 'levers') governing inter-library lending can be implemented to control and restrict the number of ILLs to an agreed state-wide target/budget level. These policies would be agreed through the governance structure established for The Victorian Library, with input from library sector working party.

The proposal is based on a target/budget level of ILL movements at a maximum of 5% of total loans state-wide. This has been defined taking account of the South Australian and SWIFT experience.

Policy measures (or 'levers') applied could potentially be to exclude certain categories (such as new release and/or other collection categories) from inter-library loans, limits to the number of holds that can placed and/or apply and an annual limit to the total number of inter-library loans per patron.

Importantly, it is proposed to include protection of local user priority access over non-local borrowers through the search mechanisms in the discovery layer. This addresses concerns about local patrons not having priority access to local collection items.

In addition to these policy measures, a 'tiered' (or 'layered') presentation of search options (through the discovery layer) can also further limit search access within defined parameters. For example, it could be set up so that, in the first instance, it searches the local catalogue and then neighboring library catalogues before searching wider and other collections state-wide.

The policy and discovery measures and controls for the proposal will be defined with input from the library sector to achieve a reasonable level of seamless state-wide collection access within target budgetary limits.

It is expected that the courier service (including handling and sorting) would be managed under a state-wide contract as presently occurs. As there are a number of companies operating daily delivery routes across the State at present, it is expected that the ILL service would be integrated as far as possible within the existing delivery routes of the contracted courier.

As a result, it is expected that the need to establish additional single-purpose delivery runs (ie; for ILLs only) would be minimised and the environmental impact of transporting ILLs would be marginal only.

The Benefits:

The benefits of this proposal are:
- ✓ It enables universal access for all Victorians to our vast state-wide library resources.
- ✓ It enables libraries to retain local control over collection management and policy.
- ✓ It enables a 'tiered' or 'layered' search mechanism through the local library discovery layer so that access to inter-library loans can be controlled and total inter-library loans kept within target limits.
- ✓ Search mechanisms will be able to identify local resources first and enable a more local/regionalised inter-library loan model.
- ✓ Delivery to approximately 150 larger branches across the State (using defined thresholds rather than a single destination in each service) to substantially reduce handling and sorting challenges and internal staffing costs incurred by libraries.
- ✓ Provides the inter-library communication and delivery necessary for offering a genuine integrated, seamless state-wide library service (*borrow anywhere, return anywhere*).

2.8   Manage the Collection- A single State-wide LMS

The Current Situation:

The library management system (LMS) is like the 'engine room' of a public library. It provides the core bibliographic database of the collection and the library member database. It enables the core functionality for the library to operate. The LMS is also the foundation system upon which other enhanced systems and features can be anchored (discovery layer, reporting, collection management, content review applications etc.).

A single LMS will enable a single database for all resources held in all Victorian libraries that share it. It will facilitate the sharing and tracking of collection resources between users and libraries across the State. It also enables/provides a system foundation for a range of other service improvements. These include improved access to e-content and a state-wide single library card and for searching and accessing the proposed shared LOTE collection.

Currently, each library is responsible for procurement of its own LMS. Consequently, there are several LMS's used by libraries around the State. Each has different features, capability and characteristics. Each system/vendor also has a different pricing structure.

In 2007, a number of library services came together to jointly procure a single LMS. This is known as the SWIFT Consortium which currently includes 19 library services in Victoria. The system currently used by the SWIFT group provides a single shared catalogue, with membership databases held separately by the individual library services. SWIFT members must provide access to unlimited interlibrary loans.

In countries across the world, including North America and Europe, consortia-based approaches have become more common as a feature of public library collaboration over the past decade. A common State-wide LMS was procured in South Australia in 2010 for some 70 individual library services across that State.

The Proposal:

It is proposed to develop specifications for and procure a common State-wide LMS for all public libraries (excluding the State Library of Victoria) across the State. It would be a 'state-of-the-art' LMS offering features and functionality **at least equal to, or better than**, the systems currently in place at library services across the State. In other words, the system would be scoped and specified to the **highest common denominator** in terms of service level to staff and customers and functionality.

The proposed common state-wide LMS would include a quality core system capability specified to meet the basic functional needs of a public library. In addition, it would include a range of add-on services and features provided by the vendor (and third party vendors). These would include:

- ✓ Core bibliographic catalogue, member database and lending systems.
- ✓ Integrated SMS functionality.
- ✓ Smart-phone and tablet apps /capability.
- ✓ High quality integrated discovery layer/s with best-available, multi-source, multi-format and multilingual search capability. (This may include discovery capability by the core LMS vendor and/or third-party search engine providers).
- ✓ RFID interface capability.
- ✓ Third-party products/add-ons - the LMS will support add-on features such as integrated and flexible management reporting, content reviewing, collection management and access to e-resources, genealogy, local history and reporting.
- ✓ Managed services/hosting with multi-level support, secure back-up protocols and services.

In a shared LMS environment, there is a need to set up a rigorous policy oversight and governance structure to oversee and manage state-wide policy issues. This includes collection access, lending and policy issues relating to inter-library lending. However, it is

proposed that under a state-wide LMS, individual lending and collection management policy autonomy be retained as far as possible by individual library services.

The state-wide policy and governance structure to be established needs to ensure that the interests, needs, expertise and rights of all parties are reflected and balanced. (These state-wide policy issues do not include local collection management and lending policy which will remain under local control).

The establishment of a state-wide LMS has significant change management and transitional issues. It is therefore proposed that all transitional elements be included as part of the LMS specification. This includes data migration, transition management and extensive training for library staff. Before transitioning to the new LMS, all library services would be required to meet a series of targets such as the de-duplication of their catalogue and membership records. System training would be provided to library services as part of implementation. A detailed implementation plan will be developed with the successful LMS supplier.

Experience elsewhere suggests that significant potential savings are likely to result from a state-wide procurement of a shared LMS, alongside service level improvement and equalisation.

It is assumed that the system would be scoped, specified, tendered and procured/contracted on the assumption that all libraries in the State (excluding the State Library of Victoria) are included. Individual libraries would ultimately retain the option of not participating in the project but the capacity for 100% State coverage/participation would form the basis of the contact. The successful supplier would operate, manage and run the system to the contracted service standard with defined service levels and performance standards. As stated, the final specification of the system will be developed in close consultation with library services and professionals to ensure it meets the needs of all libraries.

The Benefits:

The case for a shared/common state-wide LMS does not stand in isolation. Each of the components are, to an extent, inter-related and interdependent. The benefits it offers are more to do with related service level improvements that it would enable/facilitate and form part of the overall package. The benefits of this proposal are:

✓ Enables/provides a foundation for various other service improvements/initiatives, including:
  - one state-wide library card.
  - easier access to state-wide collection through interlibrary loans.
  - improved quality of, and better access to, the state-wide LOTE collection.
  - a state-wide digital archive.

✓ Creates a shared technological platform from which e-books and e-resources can be searched and accessed more seamlessly state-wide.

✓ Increases equity of access to library services in Victoria, irrespective of where you live.

✓ Brings all Victorian library services up to a new and higher minimum level of service.

✓ For many library services (especially smaller rural and regional libraries), a shared state-wide LMS will result in a much higher service level and system capability for customers and staff than exists at present.

✓ Improves functionality and presentation of public libraries (through more a standardised discovery layer/s), while enabling the retention of distinctive local branding integrated with local service and program-specific information.

✓ Increases data capture, statistical and performance reporting capability for public libraries. This will better inform decision-making and policy development at both the state and local government levels.

✓ Individual libraries will no longer need to provide their own hosting, server and technical support.
✓ Creates a basis for improving the quality/consistency of collection cataloguing throughout Victoria.
✓ Creates the opportunity for a more integrated approach to state-wide collection procurement.
✓ It will lead to significant net savings to library services.

> *The Victorian Library governance structure needs to provide processes and mechanisms for efficient project planning, project delivery and ongoing contract management.*
>
> *It is also crucial for the governance structure to provide avenues for local government /library sector input on implementation and decision-making on related policy issues. Transparency and accountability for the use of funds is also critical.*

3.   Governance

3.1   Why Governance is Important

The successful planning, implementation and ongoing management of the initiatives that form part of 'The Victorian Library' project will require the establishment of an appropriate governance and administrative structure.

The governing body will need to attract and hold the confidence of the local government and library sector. The governance model for 'The Victorian Library' will be a critical driver of the response and the level of 'buy-in' to the project (or projects) from within the local government and public library sector. This level of sector 'buy-in' will, in turn, be a driver of success.

The governance and administrative structure for the project is therefore a critical aspect in terms of achieving successful outcomes.

Public libraries throughout Victoria (excluding the State Library of Victoria) are owned and operated by local governments (either directly or indirectly through regional library corporations). Councils also receive significant operational funding from the Victorian Government .

As a fundamental principle, the governance structure for 'The Victorian Library' project needs to reflect the ownership of public libraries generally (by local governments) and the funding sources for both libraries generally and 'The Victorian Library' project.

3.2   Governance Outcomes - Principles

It is proposed that the governance arrangements for the Victorian Library need to be developed to achieve the following outcomes:

- Well-defined and transparent lines of accountability and responsibility.
- Efficient project planning and delivery/implementation structure/framework.
- A framework for the ongoing management and oversight of contracts and arrangements implemented as part of 'The Victorian library'.
- A framework for the development and ongoing review/oversight of policy issues throughout the public library sector that flow from Victorian Library projects/initiatives.
- Mechanisms and structures that will enable professional leadership of projects and initiatives by library and other professionals with relevant experience.
- A structure with the necessary legal capacity to enter into the necessary contracts and transact (with suppliers/vendors and with individual public libraries) in relation to projects and initiatives.
- Broad-based 'buy-in' across the public library and local government sector.
- Appropriate representation of the interests of various partners, within a structure that is generally reflective of and proportionate to their contributions to the project (in financial and policy/management terms, level of accountability and risk exposure).

Irrespective of the entity and governance structure established, it also needs to have (or be able to acquire) the necessary organisational capacity (in the form of skills, expertise and resources) to successfully plan, deliver and manage a project of this scale.

The Illustration below shows the 5 core governance options that have been are considered as part of this project:

| Option1: Projects 'Auspiced' by Local Governments /RLCs | Option 2: Autonomous 'Board' (with a sector body as the legal entity) | Option 3: New Separate Entity Established/ Incorporated | Option 4: Autonomous 'Board' (with existing State agency as legal entity) | Option 5: Direct State Implementation (through DTPLI) |

Local Government /sector-led   **COLLABORATION ZONE**   **State-led**

The above illustration shows a spectrum of governance 'control' over delivery, implementation and responsibility for The Victorian Library under the different options. At each end of this spectrum (options 1 and 5), the options are State leadership/control or local government leadership/control.

Options 2, 3 and 4 could be described as more collaborative models under which representation and control is shared by the stakeholders/partners with an ownership/financial interest in the project. A collaborative model is considered the best model and is proposed.

3.3   Proposed Structure

It is proposed that The Victorian Library project be set up under a separate and autonomous body. That body may be a new State Government entity to be established specifically for that purpose. Alternatively, it may be through an existing entity that is separate from local governments and autonomous /'arms-length' from the State Government.

It is proposed that the governing body would establish an organisational capability (either as a new entity or a business unit within an existing entity) to contract and procure the various materials, equipment and services required as part of the Victorian Library project. It would then offer these services and contract with individual councils/RLCs for the provision of those services to libraries on specified terms and conditions. This proposed governance structure is illustrated below:

In the event that a new body is formed for the project, the proposed structure would be as illustrated below:
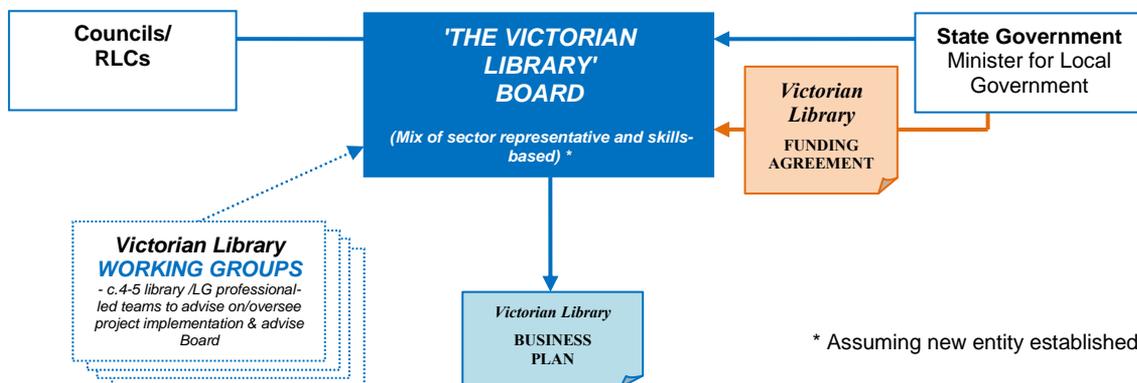
3.4 Governance - Scope of Responsibility

Governance, in the context of this implementation planning framework, relates to oversight, management and implementation of the package of State-wide projects and initiatives that might form part of 'The Victorian Library' proposal. This includes:

- ✓ Scoping, specification and procurement of all components of 'The Victorian Library' package.
- ✓ Development of policy parameters to apply to the various components of the Victorian Library projects including engagement with local government and library sector.
- ✓ Oversight of implementation of projects and initiatives.
- ✓ Execution of contracts/ license arrangements/service agreements with suppliers and vendors (initial and ongoing).
- ✓ Execution of contracts/ license arrangements/service agreements with public libraries (initial and ongoing).
- ✓ Oversight, monitoring, reporting and accountability for all projects/initiatives to the State Government, local governments and other project funders/stakeholders.
- ✓ Leadership of the State-wide change process that will be required to support any reform package.
- ✓ Working closely with project partners in leadership of the marketing and communications process that will necessarily accompany/be part of projects implemented.

The proposed board (or committee within an existing body) will oversee planning, policy and implementation decision-making. In the event of a separate body being established for the project, the proposed balancing of council/RLC representative directors and skills-based directors will ensure a mix of community (library service owner) representation on the board and skills required to deliver the Victorian Library project. It will ensure that the interests of local governments (as owners and operators of public libraries) remain at the fore and are represented.

The key benefit of this structure is that it provides avenues for **representation** and **input** to the project for all parties that have a **funding interest** or **ownership interest** in the project. These include:

- ✓ Councils/RLCs as owners of public libraries and funders of library services/operations.
- ✓ The State Government as a significant funder of library services/operations and as primary funder of the project.

It also provides avenues for professional input to and direction of the project by local government and library sector professionals as those with the detailed operational and service delivery knowledge of libraries.

A number of governance issues will need to be determined in the implementation planning process. These include:

- ✓ The body to implement the project (new or existing).
- ✓ The mechanisms for broad-based local government/RLC input. This would provide a basis for information sharing, input and feedback on planning, implementation and ongoing management issues.
- ✓ A **Funding Agreement** would need to be established between the State Government and the new body to fund the Victorian Library projects, initiatives and all related costs associated with operations. The agreement would be for a fixed term and based on an agreed scope and business plan.
- ✓ The structure, composition and terms of reference for the proposed sector working groups (say 4 to 5). It is proposed that the Working Groups would be comprised of a range of local government professionals, including library services, finance, procurement/contracting and ICT specialists.

It is also proposed to establish the Victorian Library on an **'opt-in, opt-out'** basis. The reason for this is that the proposal involves a number of key policy considerations for councils/libraries in relation various measures proposed, each of which are regarded (by some councils) as critical to their decision-making. Under the structure proposed, the determination of key policy issues will be a matter for the implementation body itself to consider and resolve with the advice and input of the respective working groups tasked with that purpose. Hence, councils need to have a sound understanding of certain policy directions and intent (on the part of the new body) before they can make a fully informed decision on the merits (or otherwise) of participating in the project.

If the governance structure chosen involves setting up a new separate body with councils as members, this may fall within the 'entrepreneurial provisions' of section 193 of the Local Government Act 1989. Broadly, these provisions mean that councils can enter into an agreement, arrangement or partnership with other bodies to form a corporation subject to certain conditions. Under section 193, before a council can enter into any such arrangement or become a member of such a corporation, councils are required to assess the total **investment involved** and the total **risk exposure** and have regard to these.

4.0 Implementation

> *It is proposed that project implementation be phased over a 2 year period across the sector.*
>
> *This would follow a 1 year implementation planning stage where the focus would be on library sector and local government engagement to finalise the governance structure, participation terms and policy parameters for the project.*

4.1 Change Management Context

The various project components that form the basis of this project comprise a major structural and systemic change for public libraries. Change inevitably brings with it uncertainty on the part of those people who are involved in it and affected by it.

In particular, this includes over 1,700 staff employed in public libraries throughout the State and over 2.0 million Victorians who are members or users of public libraries throughout the State.

Successful management of major change processes such as this requires development of a carefully considered **change and transition plan**. Such a plan needs to include significant engagement with stakeholders to ensure their needs are met. It also needs to recognise that people will react and respond in a range of different ways.

Many of the proposed changes (such as the common State-wide LMS and RFID) are focused on internal library systems and procedures. The main focus in these areas will be on staff training and management of the transition process to assist staff to make the changes work to the benefit of library users.

Other initiatives will involve the introduction of new or expanded services and service improvements (such as enhanced discovery, smart phone 'apps', a 'shared LOTE collection, e-books and expanded ILL access). In these cases, staff training and communication will also be critical, as will communication with library users in relation to new and expanded services.

Other changes such as the single State-wide library card will impact on every library member throughout the State. The changes proposed will involve choices for library members. Processes and structures will therefore need to be put in place to, firstly, inform library users of the changes and the implications of these and, secondly, to make these choices easy to understand and make. Each library member will need to be communicated with and arrangements put in place for the collection of new library cards through a carefully planned, communicated and phased roll-out process.

Staff will need to be clear on how the proposed new system will work so they can explain the proposed changes to library users.

A key governance role is to oversee all Victorian Library projects. It will need to develop:

✓ A detailed staged implementation plan and change management strategy.
✓ A marketing and communications plan.

4.2 Project Inter-Dependencies

As stated earlier, the Victorian Library concept is multi-dimensional. It includes a number of separate proposed projects and initiatives that are designed to deliver benefit to Victorians through an increased level of integration, access and seamlessness of information and resources across Victoria's public library network.

These project components are not mutually exclusive: on the contrary, they have a significant level of inter-dependency. Some inter-dependencies are critical (ie; the absence of one would substantially erode the potential for benefits or substantially increase costs of other project components). For others, the level of inter-dependency is less critical, marginal or non-critical (ie; its absence may reduce likely benefits in other areas or increase costs marginally but not critically so).

The following is an illustration of the project component inter-dependencies:
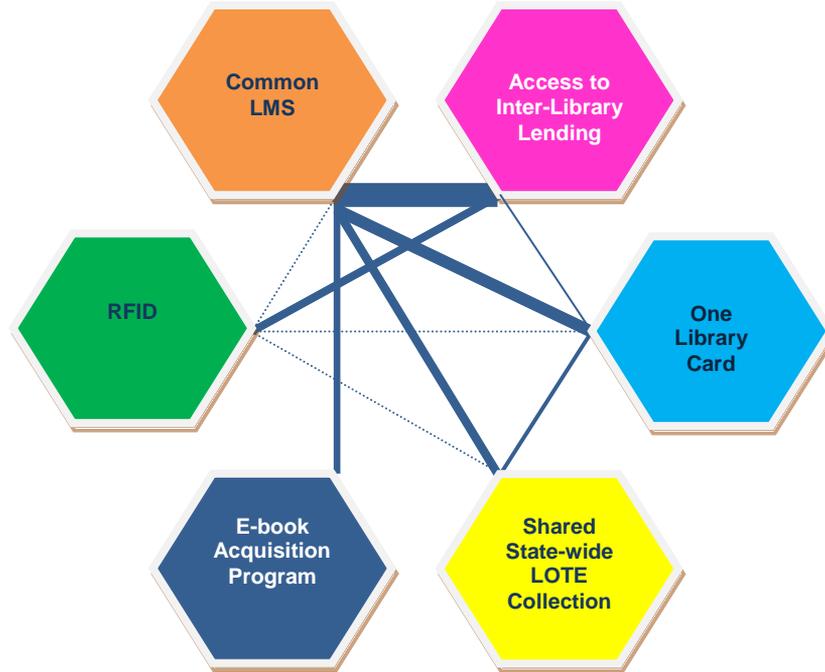
Consideration of these project component inter-dependencies needs to be given in the context of decisions regarding the funding and potential staging of any projects/initiatives implemented.

4.3 Project Staging

The following is a conceptual (high-level) illustration of the proposed staged implementation plan for the Victorian Library based on the model described in this Business Case. This project implementation plan is based on phased roll-out of the common LMS over a 3 year period. It also recognises the component inter-dependencies that exist.

This implementation plan is indicative only. It embodies a challenging two year roll-out plan for a common State-wide LMS over years 2 and 3 of the plan. The extent to which this roll-out period is achievable depends on a range of factors. These include the model to be implemented, the scoping and specification process, the contract terms finally agreed with the vendor/provider(s) and the process/requirements (for libraries in advance of being brought onto the State-wide LMS) for database audit and compliance testing that is established.

It is noted that this implementation plan designates a full year to project planning, establishment of the governance structure and determination of key policy parameters for the project. This is consistent with the views expressed as part of the consultation process that a robust and sector-inclusive governance structure and policy definition process is critical to project success.
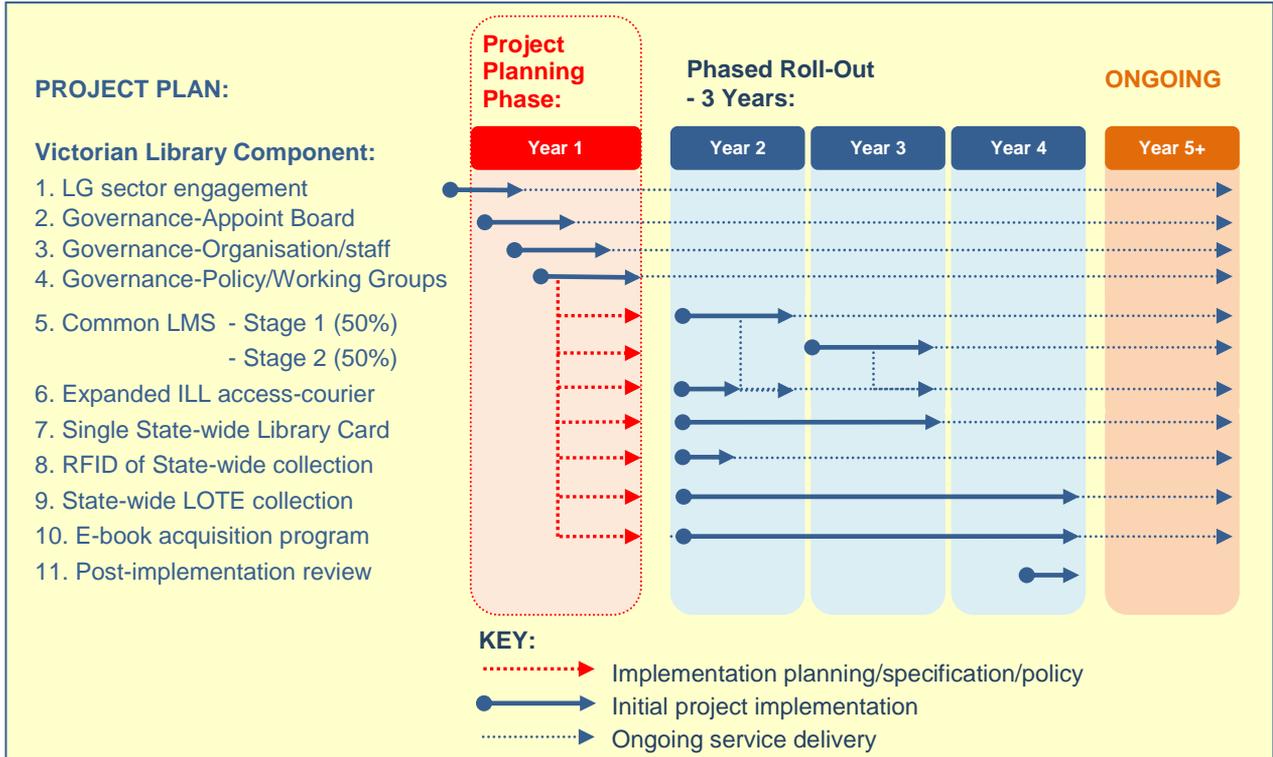
A more detailed Implementation Plan is contained at Appendix A.

4.4   Sector Engagement - Defining the Governance Structure

It is proposed that a detailed sector engagement process be undertaken in order to define the governance structure for the project. This would include a series of council workshops around the State. These would be aimed at presenting the governance options for the project and gaining input for councillors, executives and library managers.

These workshops would need to be conducted once final funding package (and all associated terms and conditions) has been committed to by the State Government. A series of 5 local government workshops around the State are proposed to cover both metropolitan and regional areas of the State.

As stated, the 2 governance structure options for consideration through this process are:

✓   Implement the project through an existing (and willing) body.
✓   Establish a new dedicated body (with local governments as members) to implement the project.
✓   Establish a new body through legislation.

4.5 Transition - Policy Issues

There are many policy issues that need to be addressed as part of the project. Ultimately, such policy issues will need to be addressed, with sector input, through the governance structure that is established to oversee Victorian Library implementation.

These policy issues that need to be addressed include:

- ✓ Collection access and lending policy.
- ✓ Limitations and controls over ILLs.
- ✓ Loans policy - application to lending transactions.
- ✓ One library card - process for agreement of state-wide lending terms and conditions.
- ✓ Multiple library membership, choice of membership library and transition process.
- ✓ Privacy issues.
- ✓ User fees and fines policy.

Subject to the final governance structure agreed and established, it is proposed that sector-led working groups be set up to advise and provide guidance to the governing body on the various project components.

An indicative working group structure is illustrated below:

SECTOR WORKING GROUP STRUCTURE:
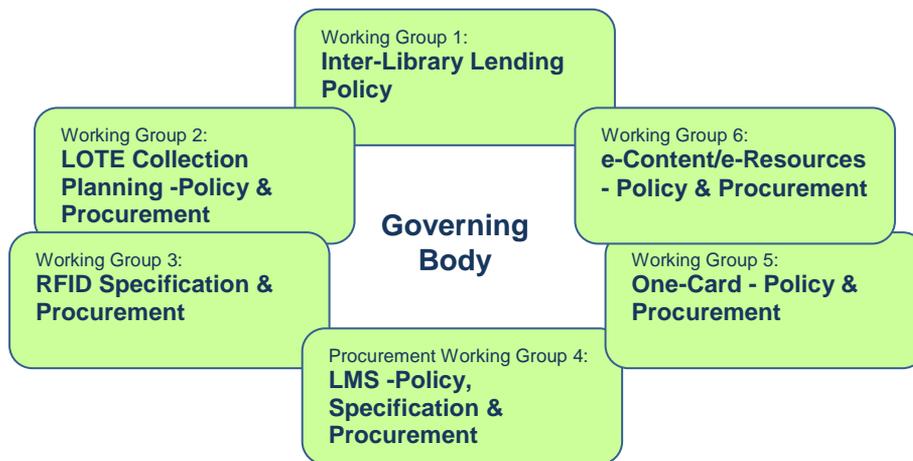
Each working group would be established with a specific terms of reference and defined tasks. Overlapping membership of these groups will help ensure coordination across the inter-related project components. It is proposed that each working group operate under a nominated convenor who would be responsible for liaison and coordination with the governing body and other working groups.

4.6 Transition - Carry-over Contractual Issues

One of the issues that will need to be carefully considered as part of implementation planning is the potential for carry-over contractual obligations libraries have to existing LMS vendors for systems and services. Some existing contractual arrangements will be part of enterprise level contracts for local governments. There are in place a range of contractual arrangements across the State for LMS contracts and related contracts for other system components. Each existing contract is at various stages in its term.

The expiry dates of all existing contracts will need to be taken into account in the development of the State-wide roll-out/phasing for the introduction of the State-wide LMS. Similarly, existing contractual obligations for other aspects covered by the Victorian Library project will need to be considered and factored in.

4.7   Transition - Data Integrity and Migration

The establishment of a common State-wide bibliographic database/catalogue for public libraries necessarily involves the merging of over 30 existing catalogue databases, the formats of which will vary.

As part of the Victorian Library project, it is proposed, through the transition process, that a thorough database preparation process be conducted by libraries (including undertaking an audit of catalogue/data compliance and duplication) in advance of being brought on-line to the Victorian Library data base. This will minimise data duplication issues.

Under this approach, the schedule of library services to be brought onto the new system would be developed taking account of factors including the contractual status of the library with their existing LMS vendor and the state of preparedness on the library catalogue/data base.

4.8   Transition - Continuation of Current Inter-Library Loan Arrangements

Arrangements will need to be set in place to ensure that an avenue for continuation of State-wide ILLs is available during the transition phase (ie; in years two and three) while all libraries are being brought on-line to the common LMS. It is proposed that the common LMS specification and implementation process be structured so as to enable a full State-wide ILL capability after year two of the implementation period. This will require a partial/limited LMS implementation to be undertaken in all libraries in the first year of the roll-out (year two) to enable a basic library service level ILL capability (through an interim arrangement) in every library service across the State. This approach will enable the current LibraryLink service to be phased out earlier than would otherwise be the case.

4.9   Participation/Take-Up Thresholds

The Business Case for the Victorian Library assumed a 100% take-up /participation by Victorian library services in all components of the project.

It has not been possible to accurately define a specific percentage participation threshold of the Victorian polulation that is required to be reached in order for the project to be viable or successful.

However, it goes without saying that for a project that presents and is marketed as being 'The Victorian Library' (implying full State-wide coverage), any libraries or communities that choose not to participate effectively undermine the State-wide comprehensiveness of the project.

Despite this, library participation levels at less than 100% of all libraries do not necessarily undermine project viability as long as substantial coverage is achieved. Hence, the 'opt-in/opt-out' option is available. It is likely that in the event that a significant number of libraries (or libraries with significant population catchments) choose not to participate in the project, the extent to which savings will result from the project will be progressively undermined by marginally reduced levels of price competitveness through the State-wide procurement processes for each component.

Similarly, the proposed shared LOTE and e-book collections, made accessible through the common LMS, discovery layer and State-wide ILLs, will only be available to services who

choose to participate in 'The Victorian Library'. In the event that a public library with a high concentration of non-English speaking people chooses not to particpate, this would present a proportionately more significant challenge in terms of the LOTE initiatives.

Taking into account the above factors, 100% State-wide participation is highly desirable to deliver a truly seamless and State-wide service. It would avert a number of project inter-dependency problems that would otherwise ocurr. A very high participation level of the State's total population would be required in order for the project to be a genuine State-wide library project.

Appendix A:- Detailed Implementation Plan

IMPLEMENTATION PLANNING (1 Year)

2015

PROJECT ROLL-OUT (3 Years)

2016   **2017**   **2018**

ONGOING (5 Years)

2019-23

1. Governance & Incorporation

- LG / library engagement
- Governance Structure
- Constitution*
- Funding MoU
- Incorporation *
- Convene Board *
- Sector and skills-based directors
- Establish VL Organisation
- Employ CEO and staff

Member Engagement (Quarterly Forums) — 2016
Member Engagement (Quarterly Forums) — 2017
Member Engagement (Quarterly Forums) — 2018
Member Engagement (Bi-annual Forums) — 2019-23

COUNCIL/RLC OPT-OUT PERIOD

COMMITMENT PERIOD (2x 4 year blocks)

2. Policy

- Convene VL Policy Working Groups (x5)
- Define draft policy parameters
- State Funding Agreement
- Board adopts policy parameters
- Prepare Business Plan
- Review Funding Agreement

Policy Working Groups — 2016
Policy Working Groups — 2017
Policy Working Groups — 2018
Policy Working Groups — 2019-23

3. Specification & Procurement

- Prepare tender specifications/define project component terms
  - RFID
  - LMS
  - E-books/e-resources
  - One Card
  - LOTE
  - Materials Transport/Handling

- Procure
- Contract
- Deliver

Phased Project Roll-out

* If new separate entity established