Exploring innovative partnerships in Western Australian public library service delivery: A case study approach. A report for the State Library of Western Australia. Prepared by Vanessa Germein (2024 Kay Poustie Scholarship recipient).

June 2025.

Contents

1.0 Executive summary
2.0 Research rationale and outputs
3.0 Research approach and methodology
3.1 Research design
3.2 Methodological frameworks
3.3 Assessment matrix and recruitment
3.4 Data collection and analysis
3.5 Ethical considerations and limitations
4.0 Research context
4.1 Evolving role of public libraries
4.2 Partnership innovation classifications in public libraries
4.3 Partnership success factors and challenges
5.0 Main findings
5.1 Partnership models and characteristics
5.2 Community impact of the partnerships
5.3 Factors enabling successful partnerships
5.4 Barriers to partnership development
5.5 Partnership sustainability factors
5.6 What public libraries uniquely bring to partnerships
6.0 Conclusions and recommendations 12
6.1 Conclusions
6.2 Recommendations
References

1.0 Executive summary

This research explores how public libraries in Western Australia (WA) are forming innovative partnerships that strengthen support for their communities and broaden their impact. The research draws on detailed case studies from six libraries to explore how collaborative strategies address complex local challenges, ranging from youth mental health and legal access to environmental sustainability and cultural reconciliation.

Key findings:

- No standardised partnership model exists. Each collaboration was shaped by intended outcomes and specific community contexts, demonstrating the value of a flexible, locally-driven approach.
- Partnerships enable libraries to expand traditional service boundaries and strengthen their position as key community infrastructure through genuine alignment and flexible delivery with their partner organisations.
- Effective collaborations require strategic commitment beyond goodwill, including dedicated resources, supportive policies, and structured support for relationship-building.
- Libraries serve as trusted intermediaries reaching the "secret cohort" individuals unaware they needed support through their established community presence and non-threatening environment.
- Key innovation enablers include the library's trusted community standing, ability to combine infrastructure with specialist partner skills, flexible service models, and commitment to culturally responsive practice.
- Significant barriers exist, including resource constraints, communication gaps, organisational differences, evaluation difficulties, and sustainability concerns from dependence on individual champions.

The findings show that partnerships allow libraries to expand their traditional service boundaries and strengthen their position as key community infrastructure. The research provides evidence that strategic partnerships should be regarded as a necessity rather than an option for WA public libraries that wish to maintain relevance and maximise community benefit in an increasingly complex social environment.

2.0 Research rationale and outputs

Public libraries are under growing pressure to demonstrate their impact and continued relevance while managing limited resources and rising community expectations (Desmarchelier et al., 2024; Hider et al., 2024a). The WA Public Library Strategy 2022–2026 positions libraries as essential community hubs that build stronger communities (State Library of Western Australia, 2022), with partnerships increasingly recognised as key to achieving these goals (Nicholson, 2019; Sherman et al., 2025).

This research explores how public libraries in WA can work with partners, whether internal teams, external organisations, individuals, or community groups, to deliver greater community benefit by expanding access to resources, addressing local needs, and generating meaningful social impact. The study addresses a gap in Australian evidence, particularly in the WA context, where limited research exists about public library partnerships. It aims to inform practice and support advocacy efforts across the state by capturing local case studies and synthesising learnings.

The research findings are documented in this report for the State Library of Western Australia (SLWA) and translated into practical guidance through the *Stronger Together: Partnering for Impact* toolkit. Three additional outputs are planned for 2025: a *Journal of the Australian Library and Information Association* (*JALIA*) journal article, an *Incite* magazine article, and a national conference presentation.

3.0 Research approach and methodology

3.1 Research design

A qualitative multiple-case study approach was utilised to provide an in-depth understanding of partnership dynamics, implementation processes, and outcomes. This methodology was selected for its ability to capture the context-specific nature of library partnerships while allowing for cross-case pattern identification.

3.2 Methodological frameworks

A structured approach to partnership assessment was developed by combining insights from three established frameworks:

- The Wilder Collaboration Factors Inventory (Mattessich, Murray-Close, & Monsey, 2018) provided the foundation for understanding partnership dynamics. It examines how collaborations form, operate, and sustain themselves over time through 20 factors organised into six categories.
- 2. The Innovation Value Chain framework (Hansen & Birkinshaw, 2007) offered a lens for evaluating whether partnerships represent genuine innovation across three main phases: idea generation, conversion, and diffusion.

3. Moore's Public Value Framework (Moore, 1995) enabled assessment of community impact and broader public benefits through three critical dimensions: public value creation, legitimacy and support, and operational capacity.

3.3 Assessment matrix and recruitment

Six assessment criteria were consolidated from existing frameworks to form a library partnership assessment matrix:

Assessment	Description	Scoring Range
Criteria		
Uniqueness in	Level of innovation and	1-5 (Traditional \rightarrow Transformative)
approach	originality	
Community need	Importance and relevance of	1-5 (General \rightarrow Critical unmet need)
	need addressed	
Partnership model	Depth of collaboration and	1-5 (Simple cooperation \rightarrow Deep integration)
	integration	
Implementation	Effectiveness and consistency	1-5 (Basic \rightarrow Sophisticated systems)
	of delivery	
Impact	Evidence of measurable	1-5 (Anecdotal \rightarrow Significant proven change)
	community benefit	
Sustainability &	Long-term viability and growth	1-5 (Short-term \rightarrow Self-sustaining model)
scalability	potential	

An open call for participation was distributed through the WA public library networks, i.e. WAIN, and SLWA communication channels. Eight libraries responded by submitting online expressions of interest. This approach was supplemented by direct outreach to libraries previously recognised by SLWA for innovative service delivery. Each participating library underwent a structured screening interview during which partnerships were evaluated using the developed assessment criteria. Based on their scores, libraries were allocated to one of two research tracks:

- Track 1 Toolkit and academic research paper inclusion (20+ points).
- Track 2 Toolkit inclusion only.

Following the initial assessment, two libraries (Kununurra School and Community Library, Ruth Falkner Library) withdrew from the study due to capacity constraints and competing organisational priorities. This resulted in six public library partnership case studies (five metropolitan libraries and one regional library) being included in the toolkit resource, with three of these six libraries (Denmark, Ballajura, and Gosnells) also meeting the criteria for inclusion in the academic research paper.

3.4 Data collection and analysis

Multiple methods were used to build comprehensive case studies:

- Semi-structured interviews: Track 1 libraries participated in in-person interviews involving library representatives, partner organisations, and program participants. Track 2 libraries participated through phone interviews with library representatives only.
- Site visits and observations: In-person visits were conducted for each Track 1 library to contextualise interview findings and validate key themes.
- **Document review**: Supporting documents were collected across participating libraries to provide background context and supplement interview findings.

All interview transcripts were analysed thematically using an inductive approach, with cross-case analysis undertaken to identify common success factors, shared challenges, and practical learnings across six library partnerships.

3.5 Ethical considerations and limitations

The research received approval from the Curtin University Human Research Ethics Committee (HRE2024-0555). The study focused primarily on successful partnerships, potentially introducing positive bias. Data collection delays reduced library service participants, and only one program participant was interviewed. The snapshot nature of the research may limit understanding of long-term sustainability.

4.0 Research context

4.1 Evolving role of public libraries

Public libraries have transformed from passive information repositories to active community development catalysts. This evolution is supported by social capital theory (Vårheim, 2009), third place theory (Klinenberg, 2018), and collaborative governance models (Moxley & Abbas, 2016). Modern public libraries operate as "palaces for the people" (Klinenberg, 2018), serving diverse community functions beyond traditional library services. This positions libraries as essential social infrastructure, particularly important for vulnerable populations who may not access services through formal systems (Abbott-Halpin & Rankin, 2020).

Recent systematic review evidence also confirms this transformation, with public libraries increasingly framed as key health promotion partners, with concerns also highlighted about the increasing demands on the library workforce (Lenstra et al., 2025).

4.2 Partnership innovation classifications in public libraries

Research by Potnis et al. (2019) identified partnerships as an innovation in public libraries, with collaborations typically focused on one of four main areas:

• Service delivery partnerships.

Involve libraries collaborating with external organisations to provide specialised services within library spaces or through library networks. Examples include mobile health services delivered through library partnerships (Lenstra et al., 2025), legal aid clinics hosted in library venues (Garner, 2024), egovernment services facilitated by library staff, and targeted programming for specific population groups such as seniors or new migrants.

• Technology-enabled partnerships.

Leverage libraries' digital infrastructure and community access to expand service delivery. These collaborations create telehealth access points where community members can connect with health professionals remotely, digital government services that help residents access online services with library support, community Wi-Fi access that extends beyond library buildings, and comprehensive digital literacy programs delivered through community partnerships (Hider et al., 2024a).

• Community engagement partnerships.

Position libraries as venues for participatory democracy and community development. Examples include participatory budgeting processes where communities make decisions about local spending (Pateman & Williment, 2013), co-design approaches that involve residents in service planning and delivery, civic dialogue venues for community conversations about local issues, and community development initiatives that build local capacity and social connections.

• Infrastructure sharing partnerships.

Involve formal arrangements to share physical spaces, resources, or operational systems between libraries and partner organisations. These include co-located services where multiple agencies operate from shared library buildings, shared resources such as collections or equipment, joint programming that combines organisational strengths, and collaborative space utilisation that maximises community benefit from available facilities (Abbott-Halpin & Rankin, 2020).

4.3 Partnership success factors and challenges

International research has identified success factors and significant barriers to effective library partnerships. Nine key factors influence partnership effectiveness and include:

• Complementary organisational strengths.

Effective partnerships bring together organisations with distinct but complementary expertise, such as public libraries offering trusted, inclusive spaces and partners contributing specialist knowledge (Bogino, 2024; Garner, 2024; Moxley & Abbas, 2016; Pateman & Williment, 2013; Sherman et al., 2025; Swanberg et al., 2022).

• Shared goals and values.

Aligning on mission, purpose, and desired community outcomes is essential for coherence, sustainability, and trust-building across organisations (Garner, 2024; Moxley & Abbas, 2016; Nicholson, 2019; Sherman et al., 2025; Swanberg et al., 2022).

• Strategic alignment between organisational priorities.

Partnerships are most sustainable when integrated into each organisation's strategic plans and service models (Bogino, 2024; Garner, 2024; Lenstra & Deziel, 2024; Pateman & Williment, 2013; Sherman et al., 2025; Swanberg et al., 2022).

• Formal governance structures.

Clearly defined roles, decision-making protocols, and accountability mechanisms reduce ambiguity and foster consistency (Garner, 2024; Moxley & Abbas, 2016; Swanberg et al., 2022).

Communication protocols.

Effective partnerships depend on open, regular communication channels that facilitate information flow and collaborative problem-solving (Garner, 2024; Moxley & Abbas, 2016; Sherman et al., 2025; Swanberg et al., 2022).

• Trust and relationship-building.

Sustained interpersonal and inter-institutional trust supports resilience, adaptability, and effective decision-making (Garner, 2024; Nicholson, 2019; Sherman et al., 2025; Swanberg et al., 2022; Vårheim, 2014).

• Flexibility and adaptability.

Capacity to pivot in response to changing community needs, crises, or policy shifts is a hallmark of resilient partnerships (Bogino, 2024; Lenstra & Deziel, 2024; Sherman et al., 2025; Swanberg et al., 2022).

• Staff capacity development.

Building cross-sector knowledge, negotiation skills, and partnership literacy among staff is critical to implementation (Moxley & Abbas, 2016; Nicholson, 2019; Sherman et al., 2025; Swanberg et al., 2022).

• Resource sustainability planning.

Planning for ongoing resourcing—whether funding, space, or staffing- is key to ensuring long-term viability (Bogino, 2024; Swanberg et al., 2022).

Despite these known success factors, implementation challenges are substantial. Research with library workers found that 47% identified time constraints as the primary partnership barrier (Lenstra & Deziel, 2024). Only 10% of library respondents reported no barriers to supporting health partnerships, meaning 90% faced significant challenges in partnership development (Lenstra & Roberts, 2023).

5.0 Main findings

5.1 Partnership models and characteristics

The six case studies demonstrate that no standard partnership model exists. Each collaboration was shaped by intended outcomes and specific community characteristics, ranging from informal internal arrangements to formalised multi-agency collaborations:

Case Study 1: Denmark Library & Southern Regional TAFE.

Community seed library supporting sustainable gardening, managed by the library with TAFE providing locally-grown seeds and expert input through "Seedy Sessions." This partnership demonstrates how educational institutions can support community resilience through practical skill-sharing.

Case Study 2: Ballajura Library, City of Swan Youth Development and Art Jam WA.

Weekly creative workshops for at-risk youth addressing anti-social behaviour, resulting in 100% of participants reporting stronger friendships. This three-way partnership shows how libraries can serve as neutral venues for youth intervention programs.

Case Study 3: City of Kwinana Public Library and Moorditj Kulungar Playgroup.

An internal partnership placing an Aboriginal playgroup under library management, reducing hesitancy among Aboriginal families and deepening cultural understanding. This model demonstrates how internal restructuring can improve cultural accessibility.

Case Study 4: Melville Libraries and Westfield Booragoon.

Post-COVID pop-up libraries in a retail setting, drawing over 2,100 visitors and resulting in 44 new memberships. This partnership shows how libraries can innovate service delivery through unexpected venue partnerships.

Case Study 5: Gosnells Library and Redgum Justice.

Free weekly legal advice sessions reaching the "secret cohort", namely individuals unaware they had legal problems. This partnership demonstrates libraries' unique ability to reach underserved populations through their trusted community presence.

Case Study 6: City of Perth Library and RPH Research Foundation.

A formal partnership delivering expert health education sessions guided by an annual Memorandum of Understanding. This model shows how formal governance structures can support sustainable, long-term collaboration.

Partnership characteristics were also highly varied across the following areas:

- Formality levels: These ranged from informal arrangements (Denmark seed library) to formal MOUs (Perth-RPH partnership).
- Partner types: Including educational institutions, government agencies, community organisations, private businesses, and internal departments.
- Service integration: From co-located services (Redgum Justice and Gosnells library) to pop-up activations (Westfield Booragoon shopping centre).
- Resource models: From volunteer-supported (Denmark) to grant-funded (Ballajura youth programs).

5.2 Community impact of the partnerships

The partnerships demonstrated clear community value across four key areas:

- Improved service access. Partnerships provided specialised services in familiar, non-intimidating library settings. Gosnells Library's legal advice sessions reached people who would never visit a law firm, while Perth Library's health sessions made medical information accessible in communityfriendly formats.
- Enhanced social connection. Programming brought together isolated populations and created new networks. Ballajura's youth workshops created friendship networks among at-risk young people, while Kwinana's playgroup integration welcomed Aboriginal families into mainstream library services.
- Community re-engagement. Innovative delivery models helped rebuild community connections. Melville's post-COVID pop-up libraries proved particularly effective in re-establishing community engagement after pandemic disruptions.
- Knowledge and skill development. Partnerships created new learning opportunities that combined library access with specialist expertise. Denmark's gardening education through the seed library and Ballajura's creative skill-building workshops demonstrated how partnerships could expand educational offerings beyond traditional library programming.

5.3 Factors enabling successful partnerships

Six key success factors emerged consistently across all case studies:

- Shared goals and values. All successful partnerships demonstrated genuine alignment between library and partner missions, though this alignment often required ongoing negotiation. Denmark Library's sustainability focus aligned with TAFE's environmental education mandate, while Gosnells Library's commitment to accessible services matched Redgum Justice's community outreach goals. When initial misalignment occurred, partnerships addressed this through regular communication and flexibility.
- 2. Complementary strengths. Libraries provided trusted venues, established reputations as neutral community spaces, strong community relationships, and administrative support, while partners contributed specialist knowledge, funding, or unique resources. Ballajura Library offered a safe space and youth engagement experience, while Art Jam WA provided creative therapy expertise. This combination proved more valuable than either party initially anticipated.
- 3. Flexible implementation. Successful partnerships adapted to changing circumstances and found innovative approaches to resource constraints. Melville Libraries shifted to pop-up models after COVID-19, while Kwinana's playgroup integration evolved from an external partnership to internal service delivery. When resource limitations emerged, partnerships employed strategies like cost-sharing, volunteer engagement, and leveraging existing programs.
- 4. **Relationship-driven approach.** All case studies emphasised the importance of individual relationships and personal commitment, with champions in each organisation driving partnership development and sustaining collaboration through challenges. These relationships enabled

partnerships to survive organisational changes, communication difficulties, and resource pressures.

- 5. Community-centred focus. Each partnership responded to specific community priorities rather than pursuing collaboration for its own sake. Gosnells identified unmet legal needs, Ballajura addressed youth anti-social behaviour, and Denmark supported sustainable living practices. This clear purpose helped partnerships maintain focus and justify resource allocation to organisational leadership.
- 6. Institutional support. All partnerships benefited from backing at senior levels, ranging from councillors to CEOs and management. This support, whether formal or informal, enabled partnerships to access organisational resources and maintain sustainability over time.

5.4 Barriers to partnership development

Five key barriers emerged across all case studies:

- 1. **Resource constraints.** All libraries identified limited staff time, funding constraints, and competing priorities as significant challenges. Even successful partnerships are operated with minimal dedicated resources, relying heavily on goodwill and existing capacity.
- 2. Communication gaps and misaligned expectations. Partners often had different communication styles, decision-making processes, and operational timeframes. Libraries' community focus sometimes conflicted with partners' formal procedures or commercial timelines.
- **3.** Organisational differences. Libraries' relatively flat structures and community-responsive approaches sometimes clashed with partners' hierarchical systems or bureaucratic requirements. This was particularly evident in partnerships with commercial entities.
- 4. Evaluation difficulties. Traditional library metrics poorly captured partnership outcomes, while partners' evaluation requirements didn't always align with library capabilities or community development approaches. Measuring social connection, community trust, or long-term behaviour change proved challenging.
- **5. Sustainability concerns.** Many partnerships relied heavily on specific individuals' commitment and relationships. Staff changes, role modifications, or organisational restructures posed significant risks to partnership continuation.

5.5 Partnership sustainability factors

Long-term partnership viability requires specific support structures:

• Formal governance frameworks for strategic partnerships. Partnerships benefited from agreements that clarified roles, responsibilities, and expectations. MOUs provided stability and accountability.

- **Regular review and adaptation processes.** Successful partnerships incorporated ongoing evaluation and adjustment mechanisms, allowing them to respond to changing community needs, organisational priorities, and external circumstances.
- Integration with core organisational strategies. Partnerships aligned with both organisations' strategic plans proved more sustainable than those treated as additional activities. Integration with core business ensured ongoing resource allocation and organisational support.
- **Professional development and skills building.** Staff involved in partnerships benefited from training in relationship management, project coordination, and collaborative governance. These skills supported both current partnerships and future collaboration development.
- Documentation and knowledge management. Successful partnerships maintain records of processes, outcomes, and lessons learned, enabling knowledge transfer and supporting partnership replication or expansion.

5.6 What public libraries uniquely bring to partnerships

Libraries contribute five distinctive strengths that partners consistently valued:

- 1. Neutral, trusted community standing. Libraries' reputation as welcoming, non-judgmental spaces enabled partnerships to reach populations who avoid formal service settings. Gosnells Library's legal advice sessions demonstrated this powerfully clients felt comfortable seeking help in the library who would never enter a law firm. This neutrality proved more valuable than partners initially expected.
- 2. Established community relationships across diverse demographics. Unlike many community organisations serving specific populations, libraries have relationships spanning age groups, cultural backgrounds, and socioeconomic levels. Kwinana's playgroup integration succeeded because the library already had trust within the Aboriginal community, while Ballajura could attract at-risk youth who avoided other institutional settings.
- 3. Flexible physical and programming infrastructure. Library spaces and systems proved remarkably adaptable to partner needs. Melville's ability to create pop-up libraries in shopping centres, Perth's capacity to host health education sessions, and Denmark's transformation of library space for seed storage all demonstrated infrastructure flexibility that partners found invaluable.
- 4. Community access without stigma or barriers. Libraries provide free, accessible venues where people already gather for diverse reasons. This eliminated the stigma associated with seeking help and removed financial barriers to access. Partners consistently noted that library settings increased service uptake beyond their expectations.
- 5. Scalability and replication potential. The most replicable partnerships combined simple operational models with strong relationship foundations. Denmark's seed library required minimal resources but significant community engagement, while formal arrangements like Perth's

health partnership needed institutional commitment but provided sustainable frameworks. Partners found that library-based programs could often be adapted more easily than venuespecific alternatives.

6.0 Conclusions and recommendations

6.1 Conclusions

Partnership models and innovation potential.

This research demonstrates that innovative partnerships enable WA public libraries to respond to complex community needs and reinforce their role as essential community institutions. The six case studies highlight diverse approaches to collaboration, with no single model proving universally applicable. Instead, successful partnerships are grounded in shared values, complementary strengths, and commitment to community-focused outcomes that respond to specific local contexts and needs.

Libraries as trusted intermediaries and community anchors.

Public libraries serve as trusted, low-barrier entry points for community support, reaching individuals whom formal systems may overlook. This establishes libraries as valuable partners capable of connecting services with hard-to-reach populations, as demonstrated by Gosnells Library's success in reaching the "secret cohort" through their legal advice partnership. Libraries' established community relationships and non-threatening environments make them ideal venues for sensitive services and vulnerable populations.

Strategic necessity of partnership approaches.

The research provides strong evidence that partnerships are no longer optional additions to library services but strategic necessities for maintaining relevance and maximising community impact. As community needs become more complex and library resources remain constrained, collaboration offers a pathway to expanded service delivery without proportional resource increases. Partnerships produce sustainable, low-cost programs with lasting community impact when strategically embedded rather than treated as one-off projects.

Innovation enablers and community value creation.

Successful partnerships leverage libraries' unique community position - trusted, accessible, inclusivecombined with partners' specialist expertise to create value that neither organisation could achieve independently. This enables libraries to move beyond traditional service boundaries while maintaining their core identity as community-centred institutions.

Barriers and sustainability challenges.

Significant barriers exist to partnership development, particularly resource constraints, organisational differences, and evaluation challenges. However, the research demonstrates that strategic approaches,

including relationship-building, creative resource management, and institutional support, can overcome these barriers. Sustainability remains a key challenge, with many partnerships dependent on individual champions and vulnerable to organisational changes.

Conditions for effective partnership practice.

The research identified specific conditions that support effective partnership development: clear alignment of goals and values, complementary organisational strengths, flexible implementation approaches, relationship-driven development, and community-centred focus. Additionally, successful partnerships require adequate resources, supportive policies, senior leadership engagement, and formal governance structures for more ambitious collaborations.

6.2 Recommendations

Policy and advocacy

- Continue to advocate for recognition of public libraries as essential community infrastructure partners across government portfolios, including health, social services, and community development.
- Work with funding bodies to develop grants and budget models that support partnership development as core library work.

Partnership support and capacity building

- Establish partnership support services, including template agreements, guidance documents, and contact directories.
- Create a partnership development function to connect libraries with potential partners and provide ongoing support.
- Develop professional development programs focused on partnership skills like relationship management and project coordination.
- Facilitate networking opportunities and knowledge sharing across the WA library sector.
- Develop practical tools, including partnership assessment frameworks and evaluation methods.
- Maintain information about funding opportunities and provide application support.

Strategic coordination

- Use convening authority to bring together libraries, partners, and funding bodies for strategic collaboration.
- Build partnerships with health, education, justice, and community services sectors to create systematic pathways for library partnerships.
- Support ongoing research into library partnerships to inform policy and practice development.

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