

CHAPTER 2

HISTORICAL DEVELOPMENT OF OVERSEAS MODELS OF COMBINED SCHOOL/PUBLIC LIBRARIES

2.1 Introduction

Before any alternative library model, based on the co-operation between school and public libraries, can be considered as a cost-effective and appropriate library service delivery model in South Africa, this library model has to be examined more closely.

In this chapter, the historical development of the combined school/public library model in some selected overseas countries will be examined, to determine what the rationale for the establishment of such a combined operation has been. This will be done against the particular geographical, demographical, and socio-economic contexts of each country. Parallels between conditions in those countries, which led to the establishment of this model, and the South African situation will also be considered.

An attempt will be made to find answers to the following questions:

Which variants of the school-community library model were found in overseas countries, if any?

What were the reasons why the school-community library model was implemented in those countries? Are the factors, which led to the establishment of this model in those countries, relevant to South African circumstances?

2.2 Overview of combined models in selected foreign countries

For many decades, there has been a steady interest in co-operation between school and public libraries world-wide which has been reflected in the library literature (Munro, Friderichsen & Sinclair 1979:203). In 1970, Stenstrom (Aaron 1981:280),

identified 383 journal articles dealing with proposed and on-going programmes of interlibrary co-operation in his bibliography, covering the years 1940-1968, and determined that articles devoted to school/public library co-operation amounted to almost twice as many as those which dealt with other areas of interlibrary co-operation. This keen interest in co-operation between school and public libraries was confirmed in a bibliography: *School/public library cooperation*, compiled by Winters in 1978 (Aaron 1981:280).

In 1976, Amey, (1976:263-267) published an attempt at a comprehensive Canadian bibliography: *The combination school and public library: a bibliography with special emphasis on the Canadian experience*. This author, in 1987, published a follow-up bibliography which was included in his book *Combining libraries: the Canadian and Australian experience* (Amey 1987a:386-425).

Munro, Friderichsen & Sinclair (1979:203) attribute the interest in this topic to changes taking place in education, in urban and rural demography, and in the handling of information through educational technology. In addition, rising costs have led many to question the growing number of separate semi-autonomous agencies offering recreational, educational and social services traditionally found in most communities. According to these authors (Munro, Friderichsen & Sinclair 1979:203), questions about the overlapping roles and responsibilities of public libraries, school libraries, academic libraries, special libraries, and other resource agencies are being raised by administrators, fiscal personnel, legislators, educators and librarians. In particular, the rationale for maintaining separate school and public libraries in small communities is being questioned.

Although, in the opinion of Woolard (1978:435), a renewed interest in the subject surfaced in the 1970s, and several mergers between school and public libraries did come into existence during the 1960s and 1970s, interest in combined school and public libraries can be traced to before the 1940s. She (Woolard 1978:435) points out that the advantages and disadvantages of combining school and public libraries have been discussed in journals and from the lecture platform since before the turn of the

century. School and public library mergers have been established in many parts of the United States since that time, although most of these were later phased out (Woolard 1978:435). White, in her study *The school-housed public library: a survey*, published in 1963, also notes that there had been school-housed public libraries in existence in the United States for over 100 years (Amey 1987b:5).

Interest in school/public library co-operation was, however, not limited to the United States. Desroches (1979:91) observes that in all countries concerned with the development of library services, the question of the integration, amalgamation or combination of public and school libraries has been the subject of much discussion over the past several decades.

Although it was probably in the USA, where the first attempts were made at amalgamating school and public libraries, experimentation has not been confined to that country (Amey in Dwyer 1989:20).

Dwyer (1989:20) makes mention of about a hundred and thirty combined school/public libraries in the United States, some thirty in the United Kingdom, many examples throughout Europe and some even in Papua, New Guinea. He points out that Canada, with about a hundred and eighty combined libraries, has more than any other country in the world, and concludes:

"In other words, the notion of combining school and public library service is long-lived and widespread" (Dwyer 1989:20).

This especially is the case in South Australia where forty-six rural school community libraries have been established since 1977 (Dwyer 1989:24).

Combined school and public libraries are also found in Germany (Borchardt 1988:122; Schmitt 1992:92), and in the Scandinavian countries (Christensen 1991:119; Haapsaari 1991:15; Koldenius & Nilsson 1992:11; Olsson 1991:6-7; Stenberg 1996:47) and in Iceland (Hannesdóttir 1991:12).

Attention will now be given to combined school/public libraries in the United States (USA), Canada, the United Kingdom, Scandinavia, and Australia (i.e. South Australia).

2.2.1 United States of America

2.2.1.1 Introduction

The origin of the combination of the combination school/public library can be traced back to 1876 according to a report, *School Library Service in the United States: An Interpretative Survey*, of Cecil and Heaps. Charles Francis Adams Jr, chairman of the School Committee and President of the Town Board of Quincy, Massachusetts, suggested that the possible co-operation of the public school and the public library could have advantages for the community. During the early 1900s educators already were faced with the need to provide learners with a greater quantity and quality of resources. Communities experienced the problem of how to provide library resources and services to both the learners and the public with sparse funds and insufficient community support (Stack 1996:3).

This school/public library combination has long been a matter of concern in the USA. Aaron (1980:1-2), after a review of the literature as part of a national study, found that discussion of the concept began before the turn of the century. Various agencies and individuals have periodically re-examined the concept.

Professional library and education associations, state library agencies, and state departments of education have issued position papers and other documents indicating their views on this concept. Several investigations and surveys have been undertaken by individuals as well as state library and other governmental agencies, to determine the number, location and effectiveness of such combined ventures (Aaron 1980:2; White 1963; Woolard 1980; Texas ... 1972:2024; Texas ... 1974:1261).

2.2.1.2 Combined school/public libraries surveys

In 1963, White (1963:2) undertook a major study: *The school-housed public library - a survey*. Her investigation was based on questionnaires sent to the directors and branch librarians of seventy public library systems with branches in schools (Group I) and to the directors of eighty-four main libraries located in schools (Group II). The study made no recommendations but summarised the replies of librarians who had first-hand experience with the combined facility (Aaron 1981:283). White found that

- the library literature of the previous twenty years had been almost unanimously opposed to the combination (White 1963:1);
- seventy-two per cent of the library directors and branch librarians replying in Group I were opposed to locating the public library in the school (White 1963:3);
- fourteen per cent of the respondents in Group I thought the location in schools was possible under certain conditions, 7,5 per cent were non-committal, and 6,5 per cent of the branch librarians (but no directors) were in favour of the combination (White 1963:3);
- the majority of the librarians replying in Group II did not favour the combination (White 1963:4);
- the often repeated opinion was that local circumstances rather than universal conditions might make the combined library satisfactory (White 1963:4).

In 1975, Unger in a University of Chicago master's thesis, *The school-housed public library, revisited*, resurveyed White's respondents to determine whether any of the originally identified school-housed public libraries had discontinued their joint operation, and to determine the status of the remaining joint facilities. Her findings were that twenty-five school-housed public libraries identified in White's survey had been relocated in separate facilities. Unger was, however, unable to discern any trends responsible for the change (Aaron 1981:283).

Wilma Lee Broughton Woolard, in 1976 undertook an academic study to meet the requirements for a Master of Science Degree, with the following aims:

- to investigate whether or not it would be possible to combine school and public libraries;
- to determine what effect combining facilities would have on services and programmes;
- to identify the strengths, benefits, weaknesses, limitations, and problems resulting from merging libraries;
- to identify as many combined facilities operating in the United States, as could be located (Woolard 1978:436).

Her findings were later updated for her book, *Combined school-public libraries: a survey with conclusions and recommendations* (Woolard 1980).

In Florida in 1976, an increasing number of people were proposing the merger of public and school libraries as a logical way to improve services and to reduce costs. As, at that time, concrete data on past and present attempts at combined school/public facilities were not available to support or refute these proposals, the State Library of Florida funded a study to examine systematically the concept of combination libraries to determine their potential for improving school and public library services in that state (Aaron 1980:x; Aaron 1978:32).

A further motivation for the study was a conference on total community library services, co-sponsored by the American Library Association (ALA) and the National Education Association, held in 1972. Participants in this conference agreed

"... that there is an urgent need for coordination of all library services and resources at the community level in order to provide maximum service to users" (Aaron 1978:32).

Although no single format for the co-ordination of community library service was advocated at the conference, it was recommended that combination libraries be subjected to carefully planned and objective evaluation in various settings (Aaron 1978:32).

The year-long study by a research team, headed by Aaron of Florida State University, started in 1977 and was executed in three phases (Aaron 1980:x; Aaron 1978:32). Careful analysis of the data gathered during the study led to two major conclusions (Aaron 1978:52):

- It is unlikely that a community able to support or currently supporting separate types of libraries will offer better school and public library service by combining facilities, because the combination of factors required for a successful merger seldom occurs;
- When a community is unable to provide minimum library services through separate facilities, and no option for improved services through system membership exists, a combination of facilities presents a possible alternative to limited or non-existent services.

However, according to Aaron (1978:52), it would appear from the financial data gathered in the study that there is no documented evidence that such an organisational pattern would lead to the saving of money.

2.2.1.3 Extent and distribution of combined facilities

The Library Administration Division of the ALA in 1972 identified forty-six school/public library combinations in the USA (Aaron 1978:31; Tameem 1988:93).

In initiating her study, Woolard in 1976, sent out letters to all state chief education officers and to the officer for the District of Columbia, requesting lists of known combined libraries within their respective jurisdictions. Responses were received from forty-four state officers. A total of 128 combined facilities were identified in twenty-nine different states, while combined libraries were being developed in two additional states. A survey questionnaire was sent to a sample of ninety-four of these libraries which resulted in fifty-five combined school/public libraries being identified and used as a final sample for the study (Woolard 1978:436).

The study revealed that some combined libraries had been in continuous operation since the early 1900s, while thirty-four of the libraries sampled for the survey were established during the 1960s and 1970s (Woolard 1978:436). The combined libraries were located in twenty-nine different states representing every geographic section of the USA. More examples were found in the Eastern, Midwestern, and Plains states, in Alaska and Hawaii, than were found in the Southern and Western states. The oldest combined libraries were located in Pennsylvania and Wisconsin, dating to 1910 and 1916 respectively (Woolard 1978:436). According to Woolard (1978:436) it would appear that in Alaska, Colorado and Hawaii, the combined library concept had gained state-wide appeal in the 1970s.

During Phase I of the national study, funded by the State Library of Florida, emphasis was placed on the identification of the American and, in some instances, the Canadian experience with school/public library programmes (Aaron 1980:8). Past and present school/public library combinations were identified, resulting in a comprehensive list of 125 school/public library programmes (Aaron 1980:9). Thereafter selected libraries throughout the United States and Canada were visited to investigate and identify factors which resulted in the success or failure of combined libraries.

To investigate the conclusion reached by Woolard that the “optimum environment (for combined libraries) would be communities with ten thousand people or less”, the research team decided that the sample should include sites which contained populations of less than or greater than ten thousand people (Aaron 1978:32). Seven school/public library combinations in Maryland, Pennsylvania, British Columbia, Texas, Colorado, Missouri and Illinois were selected for visits (Aaron 1978:49).

Phase II of the study attempted to identify past and present school/public library combinations in Florida. Four existing combined libraries were identified in Florida through questionnaires sent to directors of public library systems, directors of municipal libraries, and district school media supervisors (Aaron 1980:50). Through the questionnaires it was also determined that three combined school/public libraries had formerly existed in Florida (Aaron 1980:58).

Although from a perusal of the library literature, it would appear that the interest in the combined school/public library in the USA had declined during the eighties, the process of merging these library types had apparently not ceased. A news item in the *Library Journal* (Public/school ... 1985:122) reads as follows:

“‘Combined’ or ‘joint’ public/school libraries are increasing in Colorado, reports the State Library newsletter. They tend to be located in public schools, staffing is provided both by the school and the public library, and both contribute to operating costs, including materials purchasing. The joint arrangement brings public library service to many areas that could not otherwise support it ...”

Since the 1990s, a renewed interest in the concept appears to have taken root (Kinsey & Honig-Bear 1994:37; Oestreich 1994:16-17; Olson 1996:24; Stack 1996:2):

“An old idea has found new life across the country - and might be the solution to your library’s funding woes” (Kinsey & Honig-Bear 1994:37).

On the other hand, reports of combined school/public library facilities, relocated in separate amenities, do also appear in the literature. An interesting example, the historical development of which was reported in the literature, is that of the Kansas City Public Library (KCPL) and the Kansas City School District in Missouri. The KCPL served about 300 000 residents in 1982. Seven of KCPL’s thirteen branches were, at that time, reported to be located in schools (Cherry 1982:24).

Cherry (1982:24) reported that this partnership had not been without problems:

“An odd couple is living in Kansas City, Mo. The members have been together for a long time. They’ve shared the same quarters, taken money from the same piggy bank, even reported to the same boss. But their relationship has always been one of convenience rather than love, and most of the time they go their separate ways. On several occasions they’ve talked of splitting up, causing both glee and angst among their friends. Ultimately, economics has kept them together.”

Cherry, however, argued that being the oldest and largest combined system in the United States, Kansas City provided an interesting case study for large cities with financial constraints, when considering merging their school and public libraries. That problems with this joint-use library had been experienced over an extended period, had been already evident in Woolard’s study (Woolard 1978:436).

It was, however, not until 1992 that the final separation was reported in the *Library Journal* (Quinn 1992:49). According to Bradbury, the librarian in charge of the Kansas City Public Library, the seven public library branches located in schools

“... were neither fish nor fowl. They weren't school libraries because they didn't match collections to curriculum. And they weren't very good public libraries because our dwindling resources had spread us too thin” (Quinn 1992:48).

2.2.1.4 Main reasons for the establishment of combined school/public libraries

Several combined ventures had come into existence during the 1960s and 1970s. Woolard (1978:435) attributes this tendency to a number of developments:

- Pressure placed on tax-supported institutions to make better use of public monies. Schools and public libraries were experiencing budget problems, mainly as a result of a decline in state and federal funding. Often programmes and services were curtailed to balance budgets;
- a growing recognition by the general public of the importance of the library as a learning resource centre for life-long educational opportunities;
- the innovative cultural programmes offered to the community and in some cases the sharing of educational and cultural facilities, such as auditoriums, television studios and art galleries by the school and the community.

Aaron (1978:31) attributes the interest in the combined school/public library concept to five major factors. In addition to increasing public pressure on public institutions for more cost effective library operations, and a growing realisation of the importance of the library as a learning resource centre for life-long learning, the following three factors are mentioned:

- The broader acceptance of the community school concept which envisions the school as the central institution for the education of all community members. This expanded function has led to a perception of the narrowing of the differences between the roles of the public and school libraries by community

members (Aaron 1981:281). School libraries are consequently being urged to serve as community libraries during and after school hours;

- Declining fiscal resources for the funding of library programmes, resulting in school and public libraries having had to explore alternative ways of offering adequate services with less money;
- The growing trend toward access to information regardless of format. This has led to an interest in services, materials and equipment which few libraries, especially those in small communities, have been able to provide. Combining resources enabled communities to make greater use of expensive audio-visual materials and equipment and provide a greater variety of format and titles.

2.2.1.5 Synopsis

Combined school/public libraries have been tried and have both succeeded and failed in the United States (Berry 1979:989). In the study by Woolard it was found that the greatest single factor contributing to the development of combined libraries appears to have been the lack of school and/or public library facilities. Libraries in forty-four of the fifty-five communities investigated were organised because of this need (Woolard 1978:436). Nineteen communities were in need of school and/or public librarians. Significant, also, was the need for both a facility and a professional staff, which was reported in seventeen instances (Woolard 1980:42; Woolard 1978:436).

It would appear from the literature that the combined library model is not confined to specific demographic conditions, although Woolard (1978:436) found that the combined school/public library was mostly a “small town phenomenon”, as forty-four of the fifty-five facilities surveyed were located in communities with fewer than ten thousand residents. Nine were in communities with ten thousand to twenty thousand residents, while one was serving sixty thousand residents, namely the previously mentioned Kansas City Public Library (Woolard 1978:436). However, in Aaron’s study (1980:13-16) of the seven school/public libraries throughout the United States and in Canada which were selected for on-site visits, four were located in communities

serving fewer than ten thousand residents, while three were located in communities ranging from 36,000 to 72,000 residents.

Woolard (1978:436) also found that combined libraries were most frequently located in schools as only four of the fifty-five combined libraries surveyed were housed in buildings separate from schools. Eight of the libraries were located in community centre complexes incorporating one or more of the following facilities: media production centre, theatre, TV studio, auditorium, art gallery and swimming pool (Woolard 1978:436).

2.2.2 Canada

2.2.2.1 Introduction

Canada has had a long history of experimentation with combined school/public libraries or school-housed public libraries as they are called in that country (Dwyer 1989:19). Amey (1976:263) reported that experimentation with these combination libraries was widespread and that examples were found in virtually all the provinces of Canada.

Amey (1988:41) notes that, despite the overwhelmingly negative reports in the literature, new attempts are continuously being made to effect successful combinations of school and public libraries. In his national survey carried out in Canada in 1979 he found that nearly 80 per cent of the 179 Canadian combined school/public libraries which were identified, had been founded since 1970, while 37 per cent of the then existing libraries had been established between 1975 and 1979 (Amey 1988:41; School-housed ... 1979:20). The oldest joint school/public library reported to be still in operation was initiated in 1940 (Amey 1979a:4).

2.2.2.2 Characteristics and distribution of school-housed public libraries

In order to determine the number of combined school/public libraries in Canada, where they were located, who was operating them, and how well they were functioning,

Amey (1979a:1) conducted a questionnaire survey of all the existing school-housed public libraries that could be identified. He also made on-site visits and had interviews with the responsible officials. He (Amey 1979a:1) identified 179 school-housed public libraries in Canada of which 43 % (77) were found in the Province of Alberta.

Amey (1979a:1,3) found that, although the figures from his survey showed that small towns or villages were most likely to have such libraries, a large rural population was not a determinant factor. The size of the communities served, varied greatly, from small settlements of less than a hundred in western Canada, to city populations of over fifty thousand elsewhere. The average size of community served, was a small town with a population of 3685. (Amey 1979a:3). The largest number (31 per cent) of school-housed public libraries were located in schools serving elementary grades through junior high school (Amey 1979a:4). The school populations varied from less than fifty pupils in some Saskatchewan locations to school populations of up to three thousand learners. The average school size served was 392 learners (Amey 1979a:4).

Table 2-1 illustrates the number of school-housed public libraries in the various provinces of Canada.

Table 2—1 Number and distribution of school-housed public libraries in Canada (1979) (Amey 1979a:3).

<i>PROVINCE</i>	<i>NUMBER OF SCHOOL-HOUSED PUBLIC LIBRARIES</i>
Alberta	77
Ontario	24
British Columbia	20
Saskatchewan	16
Newfoundland & Labrador	12
Quebec	8
Manitoba	6
New Brunswick	6
North West Territories	5
Nova Scotia	2
Prince Edward Island	2
Yukon	1

The development of combined school/public libraries in the different provinces in Canada will now be examined.

According to Forsyth (1987:147-148), mainly three historical factors have contributed to the development of school-housed public libraries in **Alberta**. First, it was not until 1931 that provision was made for co-operation between libraries. Previously communities had preferred their own library in their own community, to co-operation with other communities in providing a broader service. The second factor was economic. For many years municipal and provincial governments had provided minimum financial support for public library services. There was, however, a great demand for public library services in rural Alberta and community organisations lobbied hard to obtain these services.

The third factor was the strong link to education in public library development in Alberta. The Alberta Library Board had felt that an improved library service to children should be a priority in any regional service, with a similar obligation to adults taking second place. Community groups had little money and provincial support was minimal, but they wanted a library in their own community. Educationists, on the other hand, regarded the school as both the educational and cultural centre of the community. As most communities had schools, the natural course of events was to place the community library in the school (Forsyth 1987:148).

Munro, Friderichsen & Sinclair (1979:203-204) are of the opinion that a divergence of philosophy and practice could be detected in Alberta, as well as in other parts of Canada, because, notwithstanding a tri-departmental publication: *Share it: Some approaches to the joint uses of community facilities*, which pointed out that there were potential difficulties in combining school and public library operations, the number of rural combined school/public libraries continued to grow throughout Alberta. By 1977 the number of combined school/public libraries in rural Alberta had increased to seventy-seven (Munro, Friderichsen & Sinclair 1979:204). However, in 1987, the total number of school-housed public libraries had dropped from seventy-seven to sixty-seven (Forsyth 1987:151).

According to Forsyth (1987:151-152) there were various reasons for that. In several large communities the public demand for library services had increased while space available in the schools had become too small. Municipalities had increased their contributions and the province had made substantial increases in grants. Money was, therefore, available for separate operations. The availability of a generous capital construction grant from the province for cultural and recreational facilities, 25% of which had to be spent on cultural facilities, also led to the construction of multi-purpose buildings with the public library as the cultural component. These libraries, without exception, experienced increased usage by the public (Forsyth 1987:152). In 1988 Clubb (1988:46) reported that in 1986 a total of over three hundred public library outlets, more than 1600 school libraries, and only sixty-four school-housed public libraries existed.

The development of school-housed public libraries in **Ontario** must be seen against the background of the general development of school libraries in that province, and especially that of elementary school libraries from 1925-1961. As a result of the efforts and inspiration of Lillian Smith, the renowned head of the Boys and Girls Division of the Toronto Public Library, the Toronto Public Library had, by 1946, established twenty-one libraries in the elementary schools. These libraries were set up in classrooms and were, in effect, school libraries run by the public library system. In 1956 the total of these libraries had grown to thirty-one (Amey 1979c:107).

The final separation of the two library systems in 1961 was the result of difficulties experienced with collection building, classification systems and the professional training and role definition of staff (Amey 1979c:109). The idea of combining library services seemed, however, irrepressible and was also propagated in two high-level educational reports published in 1968 and 1973. Understandably, many communities were encouraged to experiment with the concept (Amey 1979c:109).

In a survey on the situation of school-housed public libraries, undertaken in 1977, it was found that twenty-one of the twenty-four combined libraries were located in elementary schools with a school population ranging from 114 - 465 learners (Smith 1979:116-121). The most outstanding example of a combined facility in Ontario was

found to be at White Oaks Secondary School in Oakville. This joint facility had been in operation since 1972 in answer to a need for a public library branch in that area of the town (Smith 1979:118).

In **British Columbia**, ever since the late 1960s, when the education and library boom peaked, there had been a gradual trend toward the re-assessment of the functions and operations of all public institutions, in the interests of avoiding unnecessary duplication and overlapping of services. Public libraries and schools libraries were two institutions where such re-assessment took place during that time (Chapman 1979:232-233).

In order to ascertain the full extent of the development of school-housed public libraries in British Columbia, in 1977 a survey was done by means of a mailed questionnaire to the District Superintendent of schools in each of the seventy-five school districts in the province. Twenty school-housed public libraries were identified, of which six were located in the Greater Vancouver area (Chapman 1979:237-238). In 1990, Douglas (1990:9), however, reported only three combined facilities operated by the Vancouver Public Library and the Vancouver School Board.

In 1979, sixteen public library branches housed in schools were reported in **Saskatchewan**. To understand the socio-economic context in which school library services were then rendered in this province, some geographical and demographical information is given. Saskatchewan covers 251,700 square miles, with a density of 4,21 people per square mile, and a total population of 926,000 (Hambleton 1979:170). Approximately fifty-six per cent of Saskatchewan's population were living outside the urban centres, with fifty-two percent living in communities smaller than 1,500. Northern Saskatchewan, with a population of 28,000 in 1979, covers an area of 96,250 square miles, with the white population centred in the three communities of La Ronge, Creighton and Uranium City. Two thirds of the population of Northern Saskatchewan was Indian and Metis, and was scattered among forty-six Northern settlements of which many were isolated (Hambleton 1979:171).

One of the major problems in Saskatchewan was the delivery of service to a widely dispersed rural population. Looking at the population served by the sixteen

school-housed public library branches, it showed that only one school had a student population greater than five hundred. Only five communities served (31 per cent) were greater than a thousand. Ten of the schools (62 per cent) had fewer than two hundred learners and 62 per cent of the communities had a population of less than five hundred. From this it becomes clear that separate services for a community with a combined population of fifty-three or fifty-six hardly could have been justified. Likewise, schools with student populations of twenty-eight or thirty-one have limited funds and would not have been able to provide a fully staffed, centralised school library with sufficient resources (Hambleton 1979:180).

The first school-housed public library in **Labrador** was established in 1969 at Churchill Falls. This was regarded a unique venture, because in Churchill Falls, a company town, the library was housed in a central building complex together with the shopping centre, recreation facilities, hotel, schools and theatre (Penney 1979b:12).

After 1969, eleven more combined libraries were established in **Newfoundland** over a period of seven years (Penney 1979b:12). According to Penney, the reason for the establishment of these combined libraries had been economical, as, according to him, some of these communities may not have had a library, if that kind of arrangement had not been possible. This view is confirmed by a report by the members of the Blow-Me-Down Local Library Board of Lark Harbour and York Harbour, expressing their support for their school-housed public library:

We will gladly have a separate library, if it will be as large and well constructed as our present joint one. But with the economic state of this province and present government restrictions which prohibit any other arrangement, we would rather have our satisfactory joint service than no service at all. And we suspect that most other small communities would agree with us" (Joint ... 1979:42).

Since 1960, both public libraries and school libraries in **Quebec** showed a modest degree of progress (Desroches 1979:97). However, in 1978, approximately thirty per cent of the population still had no access to a public library service. Although provincial legislation, giving municipalities the power to establish and to maintain public libraries, had been in existence for nearly forty years, municipalities had shown little interest in rendering such a service.

The eight joint school/public libraries in Quebec were established according to a formal agreement between a municipality and a school board. These joint school/public libraries served municipalities with populations ranging from five thousand to twenty thousand (Desroches 1979:97). However, according to Desroches (1979:101), the most evident characteristic common to the combined libraries in Quebec was that they were not “public”, but that they were simply

“... a handful of academic libraries, conceived, organized and maintained as such, which, because of a formal agreement between school boards and municipalities, open their doors several hours a week to the minority of the public who wish to use them.”

Four school-housed public libraries were reported to be in **Manitoba**, all outside the city of Winnipeg, the province’s capital. Three of them were established after 1975. Three of these combined libraries served communities of less than four thousand people, while the fourth served a town with a population of approximately ten thousand people with an additional service area of five thousand (Clubb & Davis 1979:145). Clubb & Davis (1979:168), point out that factors, such as a small basic population with limited financial resources, and a consequent concern for making maximum use of community facilities, were reasons that recurred in the literature on this subject.

In Manitoba, two joint facilities had also been established in big, town-centre complexes. The Churchill School-Public Library was located in the town of Churchill, 1500 kilometres north of Winnipeg on the shores of Hudson’s Bay. This library was opened in 1976 and served a total of three thousand residents, comprising the town’s population of approximately 1700, the residents of Fort Churchill and nearby native settlements. Besides the library, the multi-million dollar, town-centre complex also housed a health centre, recreation facilities, a restaurant, and a high school for 394 learners (Clubb & Davis 1979:149-151). The Leaf Rapids Community Library was located in the town of Leaf Rapids, a mining community of approximately 2,200 residents, eight hundred kilometres north of Winnipeg. The community library was housed in the Leaf Rapids town complex, which was specifically designed to house all town facilities and most commercial outlets under one roof (Clubb & Davis 1979:155).

Six public/school libraries were reported to be operating in **New Brunswick** falling under the jurisdiction of two of the five regional libraries providing public library service to the provinces (Le Butt 1979:66). All six were housed either in schools or in a school/community centre (Le Butt 1979:67-73). Apparently, the combination of library services offered a satisfactory solution to the problems of providing library service in certain communities in New Brunswick, as Le Butt (1979:66) reported that, within the York Regional Library Service, there was constant and determined pressure from communities for more of these joint ventures.

In the North West Territories, the **North West Territories** Public Library Services made use of school buildings wherever possible as convenient locations for public libraries in small communities, in order to make optimal use of funds and facilities. Five community libraries were reported to be housed in school buildings (Clark 1979:303). In the early years, because it was felt that native northerners might be reluctant about going into the school building - it being viewed as grandiose and imposing, compared with other buildings in the community - the community library often was housed in the Adult Education Centre. In such a way the two programmes could complement each other and any compulsory atmosphere was avoided. It was, however, felt that this duplication of physical facilities, with its accompanying utilities' costs, could no longer be justified (Clark 1979:303).

Clark (1979:305-306) is of the opinion that success with the joint library experiment in Spence Bay - a community of approximately four hundred people of which the majority were Eskimos - demonstrates that combining library facilities in the school is the most pragmatic approach to developing both school and community library services in the smaller communities of the North West Territories. Because extra staff and funding was felt to be a prerequisite for an effective joint service, no consideration was given to extending the Spence Bay experiment into other communities, and to the developing of a firm programme of joint-use library services in the province (Clark 1979:306).

Much of the interest in, and concern with, the school-housed public library concept in **Nova Scotia** could, according to Amey (1979b:48), be traced to comments and recommendations in *The Graham Commission Report*, a report of the Royal Commission on Education, Public Services and Provincial-Municipal Relations, published in 1997. The Graham Commission recommended a co-ordinated and integrated policy for the use of school buildings (Amey 1979b:48). The report went even beyond the concept of uniting merely school and public libraries. Consideration of multi-purpose community centres, meeting such diverse needs as recreation, education, health, social services and cultural activities, was also recommended. There were, however, suggestions in the report that not all communities might benefit by incorporating all activities into their school buildings (Amey 1979b:49). The *Graham Commission Report* thus laid the basis for school/public library amalgamation in Nova Scotia by supplying the philosophical basis and authority for such ventures (Amey 1979b:52).

In spite of evidence of some political commitment to the ideas raised in the *Graham Commission Report*, most professional librarians were less than enthusiastic about a plan to merge services; some were even openly hostile to the idea (Amey 1979b:53). Consequently, only two school-housed public libraries were reported to be in Nova Scotia (Amey 1979b:54,57,64).

Two school-housed public libraries were reported to be in existence on **Prince Edward Island**. One was situated in the town of Summerside, serving a population of ten thousand people. The public library had been located in several unsuitable places between 1933 and 1968. When a new high school was constructed in 1968, provision was made for a separate wing to house the public library (Ledwell 1979:46).

The other combined library was located in the Evangeline Regional High School at Abram's Village, to serve the French-speaking residents of that area. The reason for the combined library project was that Evangeline School was the linguistic and cultural centre for the approximately 2,500 French-speaking residents of the area during that time. The high school had approximately 200 learners (Ledwell 1979:46).

Since 1971, the Library Services Branch of the Yukon government provided public library services in Yukon. According to Calef (1979:308), the provision of public library service to a sparse Yukon population (33,000), spread over a vast area (207,000 square miles), presented numerous problems and few simple solutions. The Branch served a wide variety of service points, namely seven branch libraries, twelve community book-stations, all Yukon schools, and numerous, constantly changing outlets (Calef 1979:308). Only one of the seven branch libraries was reported to be housed in a school, namely the one in Faro, with a population of 1,500 people. This town was the site of Yukon's single, largest industry, the Anvil Mine. This branch library was considered a "stunning success" (Calef 1979:308).

2.2.2.3 Main reasons for the establishment of combined school/public libraries

It would appear that the main reasons for the establishment of school/public libraries in Canada could be summarised as follows:

- Historical backlogs in public library services, especially in widely dispersed rural communities, combined with a growing demand for such services from the community;
- An emphasis on life-long learning with the school often being the educational and cultural centre of the community. Some communities had good school libraries;
- Fiscal restraints, and pressure from politicians and authorities not to duplicate services but to utilise educational facilities optimally;
- The construction of multi-purpose community centres, attempting to meet, under one roof, the community's needs for education, cultural activities, health, social services, etc.;
- Strong historical links between education and public library services in certain communities;
- Provision made by the authorities to make such co-operative ventures possible.

2.2.2.4 Synopsis

It would appear from the literature that, in spite of the fact that many combined school/public libraries in Canada were found to provide inadequate services, the idea of combining school and public libraries remained very enticing. Consequently, many communities continued to experiment with the concept. The many official statements and reports on the subject also showed an ongoing attempt to search for a reasonable solution to the seemingly insoluble problem of providing school and public library services in certain communities.

Later developments, however, often led to the establishment of separate amenities. The reasons for the separation varied, namely:

- increased grants from the province or municipality for library (cultural and recreational) facilities;
- increased public demand for public library services as a result of ineffective services to the public, and insufficient space in the school-housed library;
- a realisation of the difference between the functions of the two types of libraries and problems arising from these differences

2.2.3 United Kingdom

2.2.3.1 Introduction

The concept of the combined school/public library in the United Kingdom can be traced back to 1840 and to the person of Dr James Kay, later Sir James Kay-Shuttleworth, one of the most important influences on the development of English education in the nineteenth century (Jones 1977:311). In 1840, the Committee of the Privy Council for Education, of which Kay was secretary, stated that

“the parochial or village library can nowhere be so conveniently and usefully kept as at the school house under the charge of the schoolmaster; and the buildings afford abundant facilities for this purpose.” (Jones 1977:311)

Kay's concept of the school as the social centre for the community was developed by Henry Morris who, as County Education Secretary for Cambridgeshire, in the 1920s