

and 1930s created the Cambridgeshire village colleges. In the village colleges a school was combined with facilities for adult education and for community activities of a more relaxed kind (Jones 1977:311).

This idea was carried forward by Stewart Mason, Director of Education for Leicestershire, who in his proposals for community education to the Leicestershire Education Committee in 1949, incorporated the idea of a community college, of which “an essential feature will be the public library shared ... with the school”. (Jones 1977:311).

In 1970, the Department of Education and Science issued a circular which focused attention on the possibility of dual use of libraries. The circular encouraged local education authorities in England and Wales, to consider the sharing of facilities in their school/colleges with the community as a whole, as a means of better utilisation of funds. Branch libraries were included among the examples of facilities which could be shared. (Jones 1977:311-312).

2.2.3.2 Extent of combined facilities

It would appear from the literature that the idea of combining school/public libraries slowly took root in the United Kingdom. Jones (1977: 312) mentions that by 1970, there were only some ten to fifteen dual purpose libraries, of which most were in schools and three or four in colleges of further education.

The concept of combined libraries was met with strong opposition from many teachers and librarians. This antipathy was expressed in a six-point statement issued by the committee of the School Library Association in 1970, in which the importance of the school library as an integral part of the school was emphasised (School Library Association 1970:261-262; Jones 1977:312). However, a study undertaken in 1971 to investigate dual purpose libraries then existing in the United Kingdom, led to some unexpectedly encouraging conclusions. Contrary to the American experience recorded by Ruth White in 1963, and despite the misgivings of the School Library Association, most of the headteachers and librarians involved in dual library provision were

enthusiastic about its advantages. In addition, several of the library authorities were by then already planning additional dual purpose libraries (Jones 1977:313-314).

According to Jones (1977:316), the number of combined libraries in England and Wales probably doubled between 1970 and 1975, and several others were known to be under construction or in the planning stage. By 1985, fifty-three joint-use libraries were reported to exist in the counties of England and Wales (Shaw 1990:51).

2.2.3.3 Characteristics of school-housed libraries

The combined school/public libraries in the 1960s were mostly accommodated in existing school premises or were modest additions to existing schools (Jones 1977:313). Although there were separate entrances for pupils and for the general public, these buildings did not lend themselves to simultaneous dual use. Consequently, use by the public was usually confined to evenings and possibly Saturdays and an occasional morning or afternoon. Such restrictions on hours of opening, limited the size of community which could be served (Jones 1977:313).

As a result of the 1971 investigation, the Department of Education and Science in 1973 issued some guidelines to library authorities with respect to the planning of dual-use libraries:

“When the future location of public library service points is being determined, consideration should be given to the possible advantages of establishing dual-use libraries, serving both the general public and pupils or students of a particular school or college. Libraries of this kind should be considered only when the site is satisfactory from the point of view both of the general public and of the educational establishment. Where these conditions can be met, then dual use can result in a significant improvement in both the staffing and the book-stock available to a school.” (Jones 1977:315-316)

By that time, however, purpose-built dual-use libraries in new schools already had begun to appear (Jones 1977:316).

An ambitious development in the multiple use of library facilities was the Abraham Moss Centre in Manchester, which was opened during 1973-1974. This complex of educational and community facilities included a school, college of further education,

adult education centre, youth club, sports centre, and a club for the elderly and handicapped. They were all served by a multi-purpose library, part of the Manchester public library system, which occupied three floors in the heart of the complex (Jones 1977:316).

This project extended both the idea of the community school, as conceived by Henry Morris, and the concept of the dual-use public library (Jones 1977:318).

2.2.3.4 Synopsis

Jones (1977:311) is of the opinion that support for the idea of combined school/public libraries in the United Kingdom mainly had come from two sources:

“... on the one hand the visionaries, conscious of the benefits which ought to flow from such an arrangement; and on the other, the practical men of affairs who have been more concerned with the savings in public expenditure which dual use seemed to make possible.”

Two other factors also contributed to the establishment of these dual purpose libraries (Jones 1977:313):

- New teaching methods which placed greater emphasis on the use of books and other resources, resulting in an increased awareness among teachers and educational administrators of the need for an improved school library. The dual use arrangement was often seen as the most satisfactory way in which this could be achieved;
- A trend, encouraged by the education authorities, towards the community use of expensive school and college facilities, both for recreation and for purposes of lifelong learning.

According to Shaw (1990:51), it would appear from the lack of professional literature on the topic, that successful combined school/public libraries in the United Kingdom (UK) are rare. That is also evident if compared with the number of separate school and public libraries in the United Kingdom. In 1992, it was reported that there were approximately 33,000 primary and secondary schools in the UK with some form of

library (*Libraries ... 1992:14*). The total number of public library service points in the UK was reported to be 4527 (*Libraries ... 1992:17*).

The relative small numbers of joint-use libraries could possibly be attributed to the fact that separate school and public library services are firmly established in the United Kingdom. Strong opposition to the idea of joint-use libraries from professional associations, such as the School Library Association, could also have played a role.

2.2.4 Scandinavia

2.2.4.1 Introduction

In Scandinavia, there is also keen interest in the concept of combined school/public libraries, or integrated public and school libraries, as they are called there. Various models of integrated public and school libraries have been established in Sweden, Norway, Denmark as well as in Iceland.

Although it would appear from a historical overview of school libraries in Finland (Haapsaari 1991), that Finland has not yet embarked on a definite integrated public and school library programme, this country has a long history of school/public library co-operation and amalgamation.

2.2.4.2 Finland

The public library in Finland had historically been responsible for the school library (Haapsaari 1991:17). In addition, the school system and public libraries shared the ideal of popular education, which in practice often resulted in the public library and the school being housed together in the same building (Haapsaari 1991:15). The school library also took care of the reading needs of the adult population. As the public library system gradually started to develop, the usual location for the “people’s library” was the school and its librarian was a teacher at the school, taking care of the school library as well. Often it was the same book collection and the same space, while the salaries of the teacher came from different sources (Haapsaari 1991:15).

As social prosperity grew and the standard of library education improved, the public library developed a unique profile, quite distinct from the school library. The development of two parallel library systems, however, stopped during the 1960s. Schools were left with many small and modest lending libraries. From the 1960s mobile libraries started to operate. Obtaining a mobile library meant that small branch libraries - often located in schools - were closed down. As the mobile library also took over the lending of books to learners, the "lending library" at the school also closed (Haapsaari 1991:16). Only those public libraries which met certain criteria continued as branch libraries or school libraries, if they were placed in schools or in the immediate vicinity of schools (Haapsaari 1991:17).

In the late 1970s, the library authorities emphasised the importance of collaboration, and library and school boards were encouraged to draw up plans of co-operation, which unfortunately, according to Haapsaari (1991:16), often remained just plans because they were too utopian:

"Looking at the legislation, it is necessary and important to arrange collaboration, but in practice it has by no means been carried out. One reason has been the lack of resources in the public library, but also attitudes have played their part. The public libraries have considered it to be the business of the school authorities to take care of the school libraries."

Haapsaari (1991:17) believes that there has been no willingness from the state's side to improve the resources of the school libraries through legislation and that school libraries were mentioned less and less in statutes. He (Haapsaari 1991:16) calls attention to the fact that there were more clauses about school libraries in the legislation relating to public libraries than in school legislation. Most of these clauses dealt with some form of school/public library co-operation.

A special paragraph (§ 16) in the *Library Act*, for example, reads: "The activities of public libraries and school libraries shall be integrated in a suitable way, thereby avoiding unnecessary purchases and duplicate activities." (Haapsaari 1991:16).

Haapsaari (1991:15) points out that the division of tasks between school libraries and public libraries, operating within school buildings, became unclear and still is, in

some municipalities. He is, therefore, of the opinion that this state of affairs has had a negative effect on the development of both library forms. It would appear that this also prevented local authorities from experimenting with possible combined school/public library models.

On the other hand, in the other Scandinavian countries there seems to be positive developments in the combined school/public library field, which will now be described.

2.2.4.3 Sweden

Koldenius & Nilsson (1992:7) attribute the interest for combined public and school libraries in Sweden to the fact that politicians have realised that such a joint enterprise is one way of providing municipal services at a reasonable, justifiable cost:

"On-going reforms - both at local government level and in the school world - having to do with decentralisation, deregulation and budgetary cuts, coax politicians into being interested in the joint sharing and management of premises and personnel and as they see it, in the saving of money" (Koldenius & Nilsson, 1992:7-8).

The IFLA (International Federation of Library Associations) seminar for children's and school librarians held in Stockholm in 1990, also gave rise to great interest in the topic of integrated public and school libraries especially amongst delegates from Eastern Europe and Africa (Koldenius & Nilsson 1992:7).

At the IFLA General Conference, the librarian of the library of Skinnskatteberg, one of Sweden's smallest municipalities, 170 kilometres north-west of Stockholm, reported on the operation of this fully integrated library, and the problems experienced in integrating the facilities. She reported that the main library was located on the premises of the comprehensive school of the main population centre. The main population centre in 1990 had 2,800 inhabitants and the school a student population of 430 (Stenberg 1990:25,27).

According to Stenberg (1990:27), in the 1970s, the municipality of Skinnskatteberg had a low-standard public library and an equally low standard school library. The

two responsible parties decided to remedy this situation. The requirements of the new curriculum needed access to a large supply of books, newspapers and magazines offered by the public library. Learners and teachers wanted fast access to these resources under the same roof. The School Board also hoped that an integrated library would become a meeting-place for both young and old in Skinnskatteberg and would also attract the parents of the school children to become more involved in school affairs.

In 1982, a new fully integrated library was established, connecting to the school and having its main entrance in the major residential area in the village. The library also rendered a service to school libraries in three other urban areas within the municipality, having a local population of from two hundred to seven hundred individuals and a total of 170 learners (Stenberg 1990:27-28; Stenberg 1996:48).

As one of the many measures to improve and develop library services, the Swedish National Council for Cultural Affairs commissioned a study of integrated public and school libraries in Sweden. Seven municipalities (communes) and one county formed part of the study (Koldenius & Nilsson 1992:7). The study attempted to find out whether combining public library service with school library work was a good form of organisation and whether such a combination was cost-effective (Koldenius & Nilsson 1992:8).

The report, *For better or worse - an investigation of integrated public and school libraries*, was published in 1991. It was found that the matter of demonstrating cost-effectiveness proved to be somewhat problematic because of a lack of adequate and accurate statistics. No separate records of costs for rent, media purchases etc. were usually kept by the different administrative units. It was also difficult to make a comparison of costs between an integrated and a non-integrated library because of such factors as level of objectives, user base, resource availability, and claimed results. The evaluation was, therefore, based on verbal and written opinions expressed in response to the questionnaires rather than on hard statistical and economic calculations (Koldenius & Nilsson 1992:8-9). It was easier to determine the success of this

particular form of organisation from the response to the questionnaires and interviews with the staff of such integrated school and public libraries (Koldenius & Nilsson 1992:10).

During the study, it was found that in the municipality of Täby four of the five public library branches were integrated public and school libraries. The library at Gribby Gård especially was regarded a success (Koldenius & Nilsson 1992:9-10). Täby is located approximately twenty kilometres north of Stockholm. Its community consists of families with children and it also has a sizeable population of immigrants and people of retirement age. Because of the distance, the cultural facilities and activities of Stockholm are not easily accessible. Consequently, the library at Gribby Gård acts as a cultural institution and meeting place for the community. Services rendered by the library include a service to clinics for children, to pre-school centres, to the retired and, within its own immediate environment, to learners and teachers (Koldenius & Nilsson 1992:9).

Integrated public and school libraries are also found in Gotland, Sweden's largest island in the Baltic. The island is sparsely populated as only fifty-five thousand inhabitants live on three thousand square kilometres and it has a distinctive countryside atmosphere (Olsson 1991:6). The island has a rich cultural background and many parish libraries can still be found there. As they often are located in recently refurbished or completely new premises, they provide a pleasant meeting place for the community (Olsson 1991:5). Two mobile libraries serve communities without libraries of their own, from Fårö in the north to Sundre in the south (Olsson 1996:5). The island had, in 1991, approximately eight thousand schoolchildren between the ages of seven and seventeen. Several schools were quite small, e.g. thirty to forty learners at junior level, while one senior high school in Visby had two thousand learners (Olsson 1991:5-6).

The first integrated public and school library opened in 1987, when a new housing area was extended south of Visby at Gråbo. The library is part of the school, and next door to the recreation centre. It is located opposite the local co-operative shop, bank and

service block. Because of its convenient location, the library is the cultural centre of the community (Olsson 1991:6).

Several integrated school and public library developments followed. When Väskinde, fifteen kilometres north of Visby, began enlarging its school in 1984, the public library was removed from the attic of the local community centre to the school's reading room. The old school at Lärbro after being refurbished in 1986, was turned into a public library and the new school built on the same premises. The school library then was integrated with the public library. At Stenkyrka, a ground floor classroom of the school was transformed into a school library in 1990. When a neighbouring parish library closed down, public demand resulted in the transfer of the library to Stenkyrka school and the integration of the two libraries (Olsson 1991:6).

2.2.4.4 Denmark

Denmark is a densely populated country with rather large schools. The school libraries are of a very high quality (Äyräs 1991:3). Since 1964, the Danish Public Libraries Act has stipulated that it is obligatory for every primary school to have its own library. Consequently, there are about 1800 such libraries in Denmark (Petersen 1991:4). Children's libraries are also obligatory according to this Act (Petersen 1991:4) and play a very important role in the Danish communities. The children's libraries and the school libraries in 1990 together issued 71,7 million books, against 43,9 million books issued to adults by the public libraries (Petersen 1991:4).

The Act further stipulates that the two library sectors must co-operate, thus paving the way for children to become to-morrow's active users of the public library. It is left to the individual local authority to decide about the areas of co-operation, although choice of materials is regarded as the most important issue (Petersen 1991:4).

Petersen (1991:4) points out that in Denmark the school libraries have become an ever-increasing important factor in the daily life of primary schools over the previous twenty years. He ascribes this to the new teaching methods of the 1960s and 1970s

and the emphasis on independent learning and research by pupils. Hence the school library in Denmark is often being described as the heart of the school.

Since the 1980s, there has been a move towards the decentralisation of the decision-making process to local authorities in Denmark, combined with a drive towards the simplification of rules and regulations (Petersen 1991:4). In 1988, a government committee examined the various areas of legislation with a view to a possible simplification of rules and greater independence for the local authorities, as well as a means to rationalise and cut down on expenses, when and where possible. The committee found that there was a real need for the simplification of the rules for school libraries.

The committee, therefore, suggested that the detailed enactments and rules concerning the school libraries be replaced by a more general rule, stating that in practice the local council would decide on the organisation of the school library service. The committee also suggested that the local council decide whether the administration of this service should lie with the school or the public library system and whether teachers or public librarians should man the library (Petersen 1991:4).

Petersen (1991:4) points out that these proposals made the complete integration of public and school libraries possible, and in the final analysis might also do away with the ruling that every school must have its own library. The proposals were supported wholeheartedly by the Danish Central Association of Local Authorities (Petersen 1994:4). The proposed amendment of the school library legislation was, however, greatly opposed by school librarians and teachers who felt that no changes should be made to a system they felt was operating well (Petersen 1991:5).

Instead of tabling a proposed amendment to the Public Libraries Act, as proposed by the government committee, the Minister of Culture in 1989 proposed that, in the case of experimental projects, the Minister of Culture might grant an exemption from the rules concerning school libraries. After negotiations with the Ministry of Education, the Minister of Culture drew up guidelines concerning the dispensation which were

published by the end of 1990. The main purpose of the experiments was to try out various school library models, including intensified co-operation between public libraries and school libraries. Local authorities were to submit their reports on the results of the experiments by the end of the school year 1991/1992. The results and experiences from the experiments would then be weighed and judged with a view to a possible future amendment of the law (Petersen 1991:4).

Petersen (1991:4-5) points out that local authorities showed no great interest in the experiments, as only twelve applications for dispensation were received. Two of them proposed a transfer of the school library from the school to the public library system, while the other local authorities were considering combined operations.

Nor have the public libraries shown great interest in moving into the school library area. Both parties agreed that it would be irresponsible to change the system without considering the differences between the two kinds of libraries. Both school and public libraries would, however, welcome wider co-operation. Among the local authorities, who actually own the libraries, there is, however, a strong urge to be given the right to decide how the school library service is to function in the future (Petersen 1991:5).

One example of an integrated school and public library in Denmark is the “library-shop” in Højby in Odense which was opened in December 1989. Højby has a population of 175 000. The library is a co-operative project between the central library and the school authorities of Odense. One of the reason why it is called a “library-shop” is because the library serves everyone in the community (Koldenius & Nilsson 1992:11).

2.2.4.5 Norway

In Norway, support from central government is also given to try out new methods for co-operation and co-existence in integrated school and public libraries. The Library Act of 1985 provides the legal basis for this co-operation. This Act states that co-operation with the school libraries shall be ensured by means of agreements, and by placing the professional expertise of the public library at the disposal of the school

authorities. The responsibility for the development of the library services, however, lies with the local councils (Baadshaug 1988:22). Of the co-operative experiments being made one is the placing of complete children's libraries in schools (Koldenius & Nilsson 1992:11).

Examples of such libraries do exist in Drammen, a town south-west of Oslo, with a population of fifty thousand people. When branch libraries were shut down, the main library decided to invest in three children's libraries which were deliberately located in schools. The services are geared primarily towards the school rather than to the general public. This approach is appreciated by the schools aiming at a closer co-operation between learners and teachers. A project introduced in one of the schools, for example, tried to stimulate reading, actively involving children, parents and teachers. Koldenius & Nilsson (1992:11), in 1992, predicted that the importance of these children's branch libraries would increase in the light of the introduction of full-day schooling in the municipality of Drammen later that year.

2.2.4.6 Iceland

Iceland has a total population of only 250 000 people. The population density outside the Reykjavík area is very low. The total number of elementary schools in Iceland is 213, and seventy-five (35 per cent) of these schools had fewer than fifty learners in 1991. A hundred and ten schools (51 per cent) had a hundred learners or fewer. The smallest school had only five learners (Hannesdóttir 1991:9).

According to the Education Acts of 1974 and 1988, school libraries are compulsory in both elementary and secondary schools (Hannesdóttir 1991:9). During a national survey on the school library situation in Iceland, carried out through 1989-1990, it was found that there are still a great number of schools that have not been able to comply with the law. Particularly in the most sparsely populated areas in the Western Fjords and the East, more than 60% of the schools are without libraries. The national average showed that only 107 of the 168 schools (63.69%) that responded to the survey, had a school library (Hannesdóttir 1991:11). Even in the regions with the highest population

density and the largest schools, it was found that there are schools without libraries (Hannesdóttir 1991:11).

In the survey it was also found that there are several combined school and public libraries in operation (Hannesdóttir 1991:12). The Education Act and the Public Library Act of 1976, both grant permission to amalgamate the two libraries, if the School Board and the Public Library Board concerned are in agreement and the Minister of Education approves (Hannesdóttir 1991:12).

Altogether twenty-one of the 107 schools (± 20 per cent) with libraries reported some kind of co-operation or combination. Three forms of co-operation were reported (Hannesdóttir 1991:12):

- One library (in or outside the school) serving both functions;
- A public library located in the school providing some services, mainly circulation;
- Two libraries with different budgets and different staffing located within the same library.

2.2.4.7 Synopsis

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

- The historical close ties between the school system and the public library system which often resulted in the location of the “people’s library” in the school;
- The requirements of the new curriculum creating a great demand for a varied supply of information sources;
- Encouragement from the central government to experiment with the integration of school and public libraries to avoid unnecessary duplication of activities and purchases;

- Pressure from politicians, especially in the local government sphere, to cut down on expenses;
- Demographic and geographical factors, such as the existence of scattered, isolated, small rural communities with small schools which could not afford to sustain separate school and public library services;
- Establishment of town community centres with the library as the cultural centre of the community.

2.2.5 Australia

2.2.5.1 Introduction

In Australia, education is a state responsibility. Each of the six states and two territories operates its own school system. Public library service is a responsibility of local government, although some funding and consultancy services are provided by the states (Hallein 1994:1).

The state of South Australia is recognised as being the leader in combined school/public library development, as in 1990 there were reported to be forty-eight school/public libraries in that state (South Australia 1990:17). Above all, it was also claimed that these joint-use ventures were successful (Amey 1987b:5). Similar combined school/public library developments have taken place in other states and territories, such as Minto in New South Wales (Hallein 1994:1), seven joint-use libraries in Western Australia, such as the Wickham School Community Library (Goddard 1992:28) and the Wanniasa College/Community Activity Centre in Canberra in the Capital Territory (Jackson 1977).

As the case of school/community libraries in other Australian states has not been widely documented in the library literature, only the school/community libraries in the state of South Australia will be dealt with in this section.

2.2.5.2 The development of combined school/public libraries in South Australia

The development of combined school/public libraries, or school community libraries as they are called in South Australia, has been strongly influenced by geographical and demographical factors, as well as by the historical development of school and public library services in that state.

The northern half of South Australia is arid to semi-arid in climate, whereas the south-east is humid in nature. The aridity of the state has made settlement and farming difficult, resulting in the growth of very small, much dispersed, rural villages (Amey 1987b:7). South Australia covers an area of 984,377 square kilometres. In 1987, a small population of 1,350,000 lived within this large area, a population density of only 1.17 per square kilometre.

The state's population is very urbanised, as 70 per cent of the people, in 1987, lived in the greater metropolitan area of the capital city Adelaide (Amey 1987b:7). The next largest city is Whyalla, which in 1987 had a population of only 32 000. Only three other towns had more than ten thousand people (Dwyer 1987:101). In addition, there is a large number of small population centres, generally around farming areas, with some isolated fishing, farming and mining communities (Dwyer 1987:101). Hence the overall picture of rural South Australia is one of "large expanses, small population centres and a number of isolated communities" (Dwyer 1989:20).

The historical development of public and school libraries has also influenced the development of school community libraries. Public library services have been very slow to develop in South Australia. An early form of library support was provided by the Mechanics' Institutes (also called schools of arts), which spread across the state and became focal points of rural, social and cultural activities (Amey 1987b:9). With growing opportunities for adult education through tertiary institutions and the advent of television, the educational and recreational importance of the institutes decreased, until they became only centres for subscription library services with decreasing membership and ageing book stock (Dwyer 1989:21).

Although South Australia had passed a Free Libraries Act as early as 1898, the Institutes Association successfully opposed the establishment of public libraries until 1957 (Amey 1987b:10). By the mid-1970s only twenty eight of 129 local government areas rendered a free public library service. Only twelve of these were outside the metropolitan area of Adelaide (Dwyer 1989:21).

In response to professional and public pressure, the state government appointed a Library Services' Planning Committee whose report, *Library development in South Australia*, was published in 1978. The report set out a plan for a network of public library services in the state (Dwyer 1989:21).

Before the 1960s, school libraries in South Australia did not play a significant role. As education was a state responsibility, the division of power (and consequently, financial support) between the states and federal government had resulted in disproportionate and erratic support for schools (Amey 1987b:11). Dwyer (1989:21), points out that public and professional pressure, however, brought about enormous changes from the late sixties.

Some federal grant programmes were undertaken which had a significant impact on the development of school libraries. The Commonwealth Secondary Schools Libraries Program, inaugurated in 1969, granted \$27 million for secondary school buildings, equipment and material over a three-year period. This was supplemented by an additional \$30 million for the period 1972-1974. The recommendations of a Schools Commission, further led to the extension of federal funding to primary school libraries, in addition to the provision of funds for the education of teacher-librarians (Amey 1987b:11).

As a result, schools were provided with multi-media resource centres, as part of their basic education facilities. In accordance with official policy, teacher-librarians with dual qualifications in both education and librarianship were appointed in all schools, with the exception of the smallest. The collections of school libraries were substantial,

averaging twenty-five items per capita and annual resource expenditures of fourteen dollars per capita (Dwyer 1989:21).

In 1973, the Minister of Education and The Arts who was also responsible for public libraries, suggested, in a speech, that school library resource centres in many area schools could be “developed as a joint school community facility” (Amey 1987b:12). This suggestion led to the appointment of a Working Party, which included representatives from the Education Department, The Libraries Board of South Australia, and the Institutes Association. The Working Party’s brief was to present to the government a viable plan for community use of secondary school libraries in small rural communities (Amey 1987b:12; Dwyer 1989:21).

The Working Party produced its report, *Community use of school libraries* in 1974. From the recommendations in this report, guidelines for the establishment and operation of school community libraries in rural areas were developed (Dwyer 1986:29). These recommendations and guidelines were accepted without amendment by the South Australian Government. This set of guidelines for school community libraries are still in use and, in 1994, had already been revised six times (Bundy 1994:1). According to Dwyer (1989:21), it is a tribute to the thorough and careful planning of the original Working Party that the changes have been comparatively minor and aimed only at making the scheme more practical and flexible. Amey (1987b:12) points out that the guidelines have proved to be of fundamental importance in establishing school/community libraries.

The first school community library was established in 1977 at the then Pinnaroo Area School, followed by the Cleve School Community Library that same year (Little 1996:33). Subsequently, others were established at a steady rate (South Australia 1990:2).

2.2.5.3 Characteristics and distribution of school community libraries

In 1990, there were forty-six rural school-community libraries and two metropolitan school community libraries in South Australia making up a third of the state's public library network (South Australia 1990:17; Pukk 1991:251).

The Parks Community Library, one of the two metropolitan school community libraries, is situated in the middle of a modern, all-purpose community centre. The centre incorporates a large theatre, a sports centre, outdoor and indoor pools, an adventure playground, a children's house, art and crafts workshops, legal aid offices and a health service. The Education Centre houses a nine hundred learner secondary school. The library also serves learners from the Regency Park Special School, as well as adults taking courses with the learners, in addition to the general public. The Centre is located in Angle Park, a suburb about ten kilometres north-west of Adelaide. The population of the district is about thirty thousand and is made up largely of semi-skilled workers, with a high proportion of single parent families (Amey 1987b:13-14).

The other metropolitan school community library is the Hub Community Library. This school community library was established in 1984 as a result of an agreement between the Libraries Board, the City of Happy Valley (previously the Meadows District Council) and the South Australian Education Department. The school community library is located in The Hub in Aberfoyle Park, a suburb of Adelaide, incorporating the Civic Centre and a shopping centre. The Education Department had to provide 565 square metres of space to accommodate a school of up to 1200 learners. The Council and the Libraries Board had to pay for a further four hundred square metres of space, bringing the total to 965 square metres. According to Libraries Board standards, this total space was just sufficient to provide adequately for the population of twenty to twenty-two thousand at the time. When the school buildings were complete, the Aberfoyle Park High School opened with 325 learners (Hub Community Library 1993:1).

The rural school community libraries vary with regard to siting and physical facilities (Amey 1987b:13). The majority of these libraries are found near the coast of South

Australia in distinctly rural settings with a population of between two thousand to three thousand or less. The libraries are as a rule part of a secondary or area (consolidated) school and serve a varied rural population (Amey 1987b:14). The distribution of the rural school community libraries is shown in Fig. 2.1.

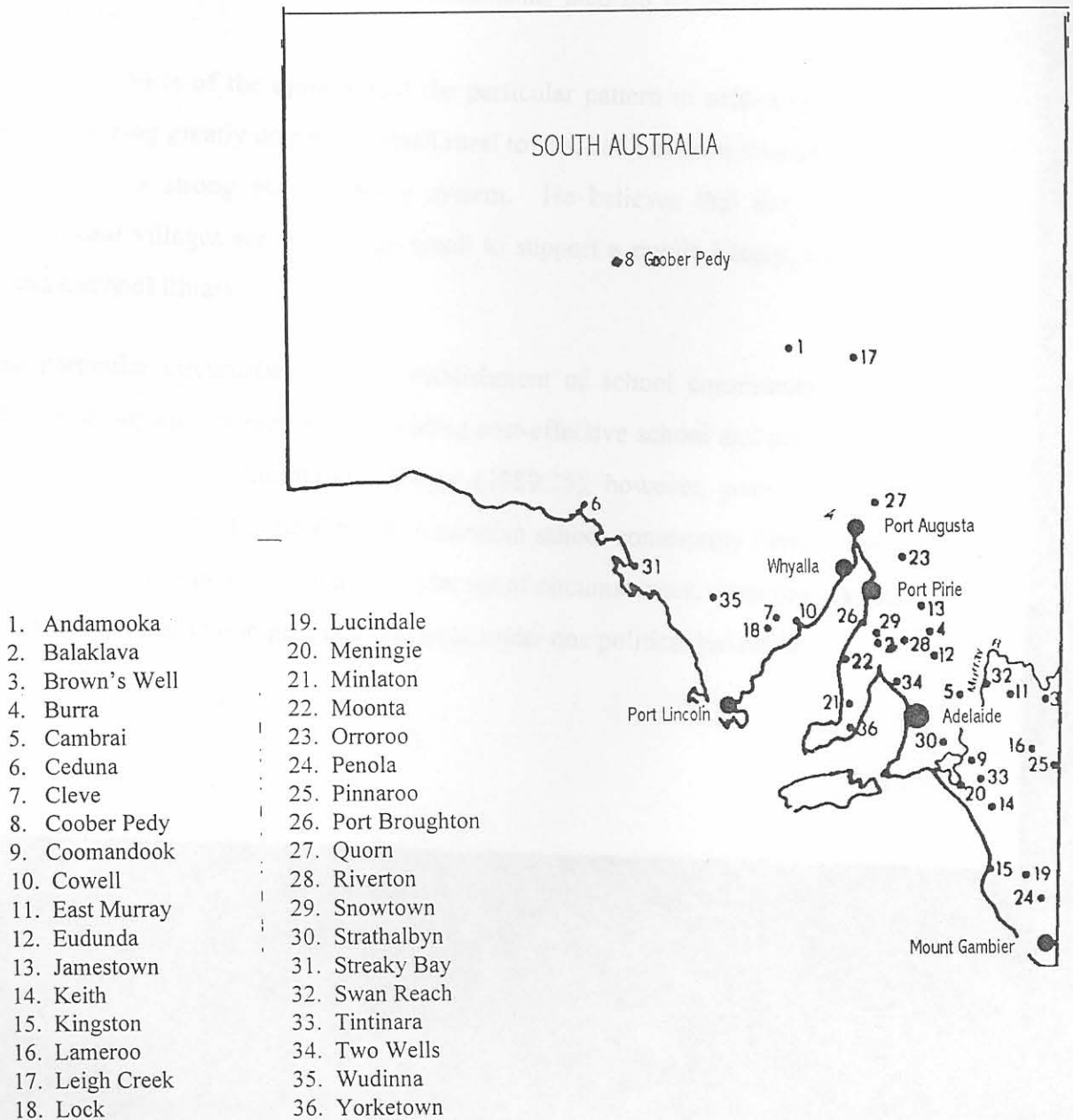


Figure 2.1 Distribution of rural school community libraries in South Australia (Amey 1987b:4).

2.2.5.4 Synopsis

In 1990, there were fifty-four joint-use libraries in South Australia of which forty-six were rural school community libraries, two metropolitan school community libraries and six TAFE (Technical and Further Education) community libraries (South Australia 1990:17). This represented about thirty three per cent of South Australia's public libraries and eight per cent of its school libraries (Bundy 1994:1). As there were in 1994 approximately thirty joint-use libraries throughout the rest of Australia, South Australia had by far the greatest concentration of such libraries (Bundy 1994:1). Of particular importance is the fact that every South Australian joint-use library established, was still operating as a joint-use library in 1994 (Bundy 1994:1).

Geographical, demographical, social and economic factors have played a decisive role in the development of combined school/public libraries in rural South Australia since the seventies. This could best be summarised in the words of Dwyer (1989:21):

"Thus the scene in rural South Australia in the 1970s was one where institute subscription libraries were dying and providing generally poor service to only 1% of 2% of the local population; public libraries had reached only 12 population centers; school libraries of generally reasonable and frequently outstanding service provision existed in all centers; and the government, acknowledging years of neglect, was prepared to embark on a major developmental program for public libraries."

Amey (1987b:7,9) is of the opinion that the particular pattern of settlement in South Australia, featuring greatly dispersed, small rural towns, had not been conducive to the development of a strong public library system. He believes that most of South Australia's rural villages are simply too small to support a public library, let alone a public and a school library.

In these particular circumstances, the establishment of school community libraries proved to be a satisfactory means of providing cost-effective school and public library services to small rural communities. Dwyer (1989:25), however, points out that it must be kept in mind that the rural South Australian school community library scheme was specifically developed to meet a particular set of circumstances, common to a wide range of communities, in one geographical area, under one political jurisdiction.

2.3 Summary

In this chapter an attempt has been made to sketch the historical development of combined school/public library models in the selected overseas countries, and to determine the rationale for their establishment. The literature which was researched showed that, in almost all the cases, the combined school/public library was housed in the school. A precondition for this arrangement, was, however, a functional and well-resourced, school library. It has become clear from the literature that in many cases the building was found to be unsuitable for, and not spacious enough to accommodate, the public library, which often led to the separation of the services at a later stage.

Another reason for the later separation of these two services appears to have been the fact that the new facility was, in reality, merely a “glorified school library”, which did not serve the general public adequately. This often moved the community to lobby for proper public library services. In many cases, the availability of special government grants, was the incentive for the establishment of separate services.

It was apparent from the literature that the combining of services was only considered and implemented in cases where there was either a lack in school library services or in public library services, as well as an absence of qualified library personnel. This was mostly the case in small, remote, rural communities, where the total population usually ranged from one thousand to three thousand people and the school population varied from less than fifty to four hundred (Canada, Australia, Sweden). Those communities could not afford separate services, and maximum use was made of existing facilities and available human resources.

In some of the rural communities, such as South Australia, Denmark, and some Canadian provinces, there were usually well-developed school libraries with the school’s central position, making it the obvious place to establish a joint-use facility. Where public and school library services were firmly and separately established, such as in the UK, strong resistance to the establishment of joint facilities was encountered, especially from the library profession.

It was also evident from the literature that, when a community was unable to provide the minimal basics of separate school and public library services, the combination of the services was a possible alternative. On the other hand, in communities which could afford separate services, a combination of services would not necessarily provide a service of better quality. From the literature it was also apparent that it is not easy to determine the cost-saving of combining services. In addition, there was no documented evidence in the literature that such an organisational pattern would, in fact, lead to the saving of any money.

In all the selected countries, the establishment of town-centre multi-purpose community centres in metropolitan areas has led to a new variant of school-community library service delivery. In this variant of the model, a whole range of other services is incorporated, such as pre-school facilities, legal services, health services, recreational facilities and others. These facilities often incorporate other education providers, which take library services to primary and secondary schools, to technical or community colleges, and to the community at large.

An analysis of the main reasons for the establishment of combined school/public libraries in the selected countries indicated that the following factors had played a decisive role:

- Historical backlogs in either school or public library services, combined with a growing demand for such services from the community;
- A pattern of settlement featuring remote rural communities which were unable to sustain separate school and public library services;
- Declining resources for library programmes and services causing communities to consider alternative, more cost-effective ways of library service delivery;
- Pressure from politicians and authorities to avoid duplicate services and to utilise educational facilities optimally;
- A growing recognition by the general public of the importance of the library as a centre for life-long learning opportunities;

- New teaching methods, such as resource-based learning, leading to a need for improved library services to school learners;
- The community's growing need for information, regardless of format, causing the community to look for additional services, materials and equipment outside the public library;
- Strong historical links between education and public library services in certain communities, leading to the offering of cultural programmes to the community by the schools, and the sharing of educational and cultural facilities;
- Incentives by national governments, and enabling legislation to make co-operative ventures possible;
- The construction of multi-purpose community centres in metropolitan areas, attempting to meet the community's needs for, *inter alia*, education, cultural activities, health and social services, under one roof, particularly in newly developed and outlying suburbs.

It is evident from the literature that joint-use ventures in all the selected overseas countries have sometimes succeeded and sometimes failed. It is, however, equally apparent that too many combined school/public libraries were built upon the basis of political expediency. As a result, many librarians found themselves locked into a "poorly planned, hastily implemented, awkwardly designed joint-use facility" (Amey 1989:110). It is also quite clear that local circumstances rather than universal principles have made combined school-community libraries a success.

This must obviously be the reason that, despite the overwhelmingly negative findings of the literature, and numerous reports of failure, new attempts are continually being made to combine facilities. As Amey (1987b:6) succinctly stated:

"Clearly, the combination library, with its promise of economy, efficiency, and increased utilisation of existing community facilities, continues to attract supporters, particularly among politicians and library boards striving to provide library service to schools and to the public with dwindling budgets."

In spite of the negative factors, some communities have succeeded in making the combined school-community library work. It is, however, patently evident that the

establishment of the combined school/public libraries should be undertaken for the right reasons, that is, it should be considered only in the right geographical and societal context (Steele 1988:311-312).

This will be particularly relevant in the South African context. It should be remembered that, while a combined service will avoid the duplication of expensive resources, it is never a method of providing a cheap library service. Of similar unavoidable consequence is the fact that combined school/community libraries that are designed to save money, rather than to provide a better school and public library service, are bound to fail.

Many of these factors are singularly relevant to South Africa. In Chapter Four, it will be pointed out that tremendous backlogs in both public and school libraries exist in those communities previously disadvantaged by apartheid policies and practices. This applies to the rural areas as well as to the urban townships. Many of these communities will not be able to afford separate school and public library services.

In South Africa, remote, rural communities are common, similar to those found in Saskatchewan, the North West Territories and the Yukon in Canada, and in South Australia and Scandinavia. It must be noted, however, that there are four important differences between the particular set of circumstances common to those communities, and the rural communities in South Africa:

- 1) In South Africa, apartheid has distorted the development of small towns in the rural areas. On the one hand, there is the former “white” area with intermediate to high service levels, and on the other hand, the former “black” area with more limited access to services (South Africa. Ministry for Provincial Affairs and Constitutional Development 1998:13). People living in small towns in South Africa still live in separate residential areas and the disadvantaged members of the communities are far removed from the town centre. This poses a major problem of physical accessibility to a combined facility for those members of the peripheral community.

- 2) With the exception of Saskatchewan and the North West Territories in Canada, and some communities in the outback of South Australia, these remote communities are homogeneous, close-knit communities, sharing the same culture and languages, and being at the same level of literacy. The Anglo/American model of library provision adopted in those countries suits the majority of these communities. This is not the case in South Africa, as will be indicated in Chapter Four.
- 3) In addition, as will be outlined in Chapter Four, the information and cultural needs of the disadvantaged members of the South African community differ widely from those of the more advantaged members of the same community. Provision will, therefore, have to be made to address those polarised needs.
- 4) In most of the remote communities researched, where the combined school/community model had been adopted, there was already a core library service point (usually a functional school library), which could be upgraded to serve both the school and adult community.

The high level of illiteracy, and the lack of skills and formal education in the disadvantaged communities, make adult basic education and the promotion of lifelong learning also one of the highest priorities in South Africa. The role of the public library as the “people’s university”, and an agent in adult education and lifelong learning has long been acknowledged, and public libraries have always been involved in non-formal and informal education (Le Roux 1999:2).

With the current restructuring of the public service, great demands are made on the fiscal resources of government. It will, therefore, be of the utmost importance that resources be utilised optimally, and that services are rendered as cost-effectively and efficiently as possible. At present, many school facilities are used for only a small part of the day. The Government is, however, strongly in favour of schools becoming centres of community life and the Minister of Education, Kader Asmal, in his *Call to Action!* (Asmal 1999b:9) proclaimed it the third priority of the Department to achieve this aim. It would appear that the combined school/community library model could

contribute to achieving this aim, provided an appropriate variant or variants of this model could be found to meet the South African situation.

First of all, South Africa should learn from the mistakes made in other countries. In the next chapter, the practical application and operation of specific combined school/public libraries in the selected countries will be described in order to identify the problem areas, and to isolate the success factors experienced in the combined operations. Then it must be determined whether, within the South African context, solutions can be found to those problems. Only then will it be possible to arrive at relevant variants of the joint-use library model geared to the needs of South African communities.