

CHAPTER 3

EXPERIENCE OF OVERSEAS COUNTRIES IN COMBINING SCHOOL AND PUBLIC LIBRARIES

3.1 Introduction

In Chapter Two, the historical development of models of combined school/public libraries in some selected overseas countries has been examined within the particular geographical, demographical and socio-economical context of each country.

In this chapter, after an examination of the literature, an analysis of published case studies, and a study of official documentation and internal documents, the practical experience of combining school and public libraries in each of these countries will be described. Where applicable, the benefits, strengths, weaknesses, limitations, problem areas and success factors of the combined library models will be pointed out. The guidelines, which were developed by the state of South Australia for the operation of their rural school-community libraries, will be briefly examined. Finally, the prerequisites for the successful implementation of the school-community library model, as evident from a careful analysis of the experiences in the selected countries, will be indicated.

Answers to the following research questions will be sought:

What was the experience of the selected overseas countries with the implementation of this model? What benefits, strengths, weaknesses and limitations were perceived? What problems were experienced and what were the success factors?

Does the South Australian school-community library model function more effectively than those in other overseas countries? If so, to which factors could this be attributed?

What are the prerequisites for the successful implementation of the school-community library?

Aspects of the combined library that will be dealt with in describing the experience of overseas countries are: planning; governance and organisational structures; aims, objectives and policies; accommodation; administration and organisation; operation and services; collection development; staffing and training; and funding. The analysis of these factors will illustrate how the various issues have been handled in the different countries. It, will also shed light on the complex nature of the combined school/public library model, and will provide a framework for the evaluation of the possible application of this model in the South African situation.

3.2 *United States of America*

3.2.1 Planning

In their national study of combined school/public libraries in the United States of America (USA) during 1977, the research team, headed by Aaron (1978:50), found that from the seven school/public library combinations selected for on-site visits, two were found successful and four were considered failures. The seventh combined library had not been fully implemented when the first phase of the study had been conducted. In terms of the extensive planning period which had yielded many positive results, it was considered a successful combination in areas relating to planning and preliminary evaluation (Aaron 1980:10,18).

The research team (Aaron 1978:50) found that in the successful combined models there had been active community involvement in, and commitment to, the decision to have a combined school/public library. Ordinary community members, the public library board, the school board, and other elected government officials with decision-making authority, had all participated in the planning of the combined model and its programmes. All of the successful, and two of the unsuccessful facilities had indicated that community representation in the planning body was a top priority (Aaron 1980:20). The involvement and commitment of the community to the idea of the combined library is also seen by Stack (1996:5) as a determinant to the success or failure of the combined

school-public library. He believes that this could be achieved by embarking on an active marketing campaign to gain support for this model.

In two of the three successful combined libraries surveyed by Aaron (1980:20), preliminary studies had been conducted to determine the suitability of this organisational pattern. In each of the three successful combined libraries, a single board had been established, representing all stakeholders which acted on their behalf to make planning decisions relating to the library. Three of the four unsuccessful combinations had established informal committees or advisory boards, but these had not been empowered to make final decisions relating to the combined facility.

An important decision mentioned at three sites was to agree formally during the planning stage on the responsibilities to be assumed, and the funds to be committed by each participating group. Further decisions made during this time in successful combinations had been decisions on the architecture of the envisaged concept and the location of the library. Other matters dealt with during the planning phase were: the formation of a library committee, representing school and public library stakeholders, to solve problems and maintain consistency during the implementation phase; and the formulation of a collection development policy geared to the needs of both school and community members (Aaron 1980:21).

All of the successful, combined libraries had considered this organisational pattern as a permanent arrangement (Aaron 1980:21). A continuing effort was also made in the successful libraries to get the staff and others to think of the combined library as an integrated whole rather than as separate school and public library programmes operating in the same building (Aaron 1978:50). The research team also found that the planning phase had lasted three or more years in the case of successful combinations (Aaron 1978:50).

Woolard (1980:22) found that the pervading community attitude when planning for a combined library was one of impatience - "to want to get things started" before community needs had been assessed and a programme had been developed to meet

those needs. She (Woolard 1980:26), therefore, stresses that, in order to succeed, it is essential to plan the facility carefully, based on a thorough study of the needs of the community.

3.2.2 Governance and organisational structures

In the study of Woolard (1978:437; 1980:47) a wide variation in the organisational structure of governing boards of the combined libraries was found, ranging from school boards functioning as library boards; separate school and library boards having some type of formal co-operation, such as joint meetings; library boards with representatives of the school staff and/or boards; and separate school and library boards functioning with little or no working relationship. No conclusions could be drawn from the data collected which would indicate a preference for one type of structure over another (Woolard 1978:437). Stack (1996:6) is of the opinion that the number of boards does not seem to be as significant as the ability to develop mechanisms for communication and co-operation. He (Stack 1996:6) sees a formal legal agreement between the school and public library partner as essential in providing a framework for co-operation.

Problems identified by Woolard (1978:437) with respect to governance include: failure of boards to define areas of responsibilities; failure of school authorities to recognise the authority of the public library staff; misunderstanding by citizens and the public library board of the professional librarian's role in the library; failure of the governing board to appoint a chief administrator; interference by the school in public library functions; and "dual administration". The main conclusion drawn from the study was that governance is of great concern to librarians administering combined school/public libraries (Woolard 1980:58).

Kinsey & Honig-Bear (1994:38) see the solution in the creation of a joint-use library advisory committee. According to them the challenge of such a committee is to integrate the separate policies and procedures followed by each agency into cohesive, shared documents, such as a materials selection policy and an operations manual. In the case of the Washoe County Library in Reno, Nevada, which teamed up with the

Washoe County School District, it was found that working in subcommittees was the best use of staff time. For example, when the joint-use library advisory committee drafted policies and procedures, classroom teachers, school principals and school librarians were involved in creating these documents. Thereafter they were approved by the appropriate boards. Liability was another significant issue being addressed and resolved between the agencies involved (Kinsey & Honig-Bear 1994:38).

The joint-use library advisory committee of the Washoe County Library in 1994, had twelve members. Representatives of the school district consisted of a board member, a library curriculum specialist, a librarian, a principal, a teacher, and an aide. The representatives of the County Library were a board member, the library director, a parent and a representative from the general public. The school library co-ordinator and the county extension librarian served as ex-officio committee members (Kinsey & Honig-Bear 1994:38). Responsibilities of the joint-use committee included:

- To review and modify existing joint-use library agreements annually;
- To modify and adapt existing joint-use library agreements at new locations;
- To meet with agencies risk managers, attorneys, plant facilities staff, and central administration to ensure that interests are protected;
- To communicate site, administration and staff concerns;
- To promote actively a positive image regarding joint-use libraries (Kinsey & Honig-Bear 1994:38-39).

3.2.3 Aims, objectives and policies

Dwyer (1987:99-100), after visiting the USA to examine some of the combined libraries, found that there were many reasons for the establishment of those facilities. Some facilities were planned as joint ventures from the outset. The majority opted for a combined service using the existing facility, or for making some additions. Very few operated with firm contractual agreements between the parties. Opinion between the parties was evenly divided on the issue of integrated collections and unrestricted public

access. Restrictions on access to certain materials were mostly advocated by the school and parent community.

According to Woolard (1980:59), there appeared to be a considerable uniformity, in terms of policy matters, among the combined libraries surveyed in the different states of the USA. Differences mainly occurred because of legal factors and because of inadequate facilities, usually limiting programmes and services to the public.

In the case of Hawaii, she (Woolard 1980:16) found that the library system, from its inception in 1965, had been specifically designed to provide equal access to school and public library services. Librarians divided their resources equally between school-oriented services and those directed toward the general public. In combining facilities, emphasis had not been on saving money *per se*, but rather on spending money and resources more effectively (Woolard 1980:16).

3.2.4 Accommodation

Aaron (1980:18) in her study found that the two successfully operating, combined libraries were branch libraries serving school and community members. One was housed in a separate building with connecting corridors to the elementary and high schools, while the other was in a two-story elementary school building. Portions of the ground floor of the school were used for a self-contained adult library, while part of the second floor, where all of the classrooms were located, housed the children's library, serving the learners of that school and those in the community. The third library, housed in a separate library building on the edge of the school campus, was in a planning phase and was intended to serve the elementary, junior high, and senior high school learners as well as community members.

The four unsuccessful libraries were school-housed public library branches which were physically a part of the school and which generally offered library services to school and community members in a shared space (Aaron 1980:19). That this often was seen as a deterrent for the public using the library, is apparent from the observation by Jenkins, the director of the Kansas City Public Library:

"It's intimidating for patrons to use a branch located in a school"
(Cherry 1982:27).

Jenkins (Cherry 1982:27) notes that the public regards many public library branches located on school premises as inaccessible, especially when they are set back from the street and have inadequate parking space. His concerns are echoed by the Director of the Beaufort County Public Library:

"[Customers'] attitudes and perceptions can be influenced by a building" (Olson 1996:27).

In the successful libraries investigated by Aaron (1978:51), a separate area was set aside in the library exclusively for adult use, and there were separate entrances for adults and learners. She found that the size of the facility in the successful libraries was at least two thousand square feet larger than in the unsuccessful combinations. The size of the facility in the successful libraries ranged from ten thousand to fifteen thousand square feet compared to those in the unsuccessful libraries occupying from five thousand to eight thousand square feet (Aaron 1980:38). At all but one site, the facility was planned and designed to accommodate the combined service. A meeting room which could be scheduled for community use was found in some of the facilities, as well as separate rest room facilities for the non-school population. Staff members interviewed were unanimous that the library quarters should be large enough to provide for the different programmes required by community members, as well as for the scheduling of whole classes from the schools (Aaron 1980:38).

Separate entrances to the library with no steps were available for adults and learners at all but one of the sites visited. There were also adequate parking areas nearby in all but two of the sites. At five of the sites, the building was well marked as a public library with a sign visible from the street. In four instances the library was not well lighted after dark (Aaron 1980:39). Woolard (1980:26) also emphasises the importance of the combined facility having direct access to the street and being close to shops or other points of community convergence, and she stresses that the location of the facility must be convenient for all users (Woolard 1980:12). The facility must provide for future expansion and for electronic facilities, and, in the case of a school-housed facility,

make adequate provision for the security of the school facilities, when the library is open and

the school is not in session (Woolard 1980:80). Kinsey & Honig-Bear (1994:39) regard location of the facility as a critical factor to success, and they also emphasise the adequate signage of the library.

To find out what kind of building would be ideal for a combined library, the *School Library Journal* interviewed knowledgeable librarians in three high schools and two elementary schools who had been involved in setting up such libraries. The ideal physical structure for a school-housed community library, according to those in charge of these libraries, would be one that is situated at the front of the school, having a distinct architectural character from the rest of the school, and providing sufficient parking (Olson 1996:24). The outside entrance needs to be identifiable as an entrance and not merely an outside door, in the opinion of one director (Olson 1996:26). One librarian (Olson 1996:27) stressed the importance of both libraries being involved with the design of the building from the start, while one library director felt that a combined library needed a separate wing, or separate building with a walkway to the school (Olson 1996:25).

The responses of the librarians are summarised as follows:

"Like a married couple shoehorned into a cramped apartment, the wrong building and setting for a combined library can thwart a librarian's best intentions in subtle ways. Lack of parking, poor outdoor lighting, bad signage, and a long hike to the entrance are typical, but avoidable, problems" (Olson 1996:27).

The policy document, *Combined School and Public Libraries: Guidelines for Decision Making*, published in 1994 by the Wisconsin Department of Public Instruction, recommends that parking space should be within two hundred to five hundred feet from the library entrance (Olson 1996:26).

3.2.5 Administration and organisation

In five of the six established combined libraries visited by Aaron and her team, materials were processed by two different central services. Those acquired

with school funds were processed by the central school library processing centre, while materials purchased with public library funds were processed through the public library processing centre. This created problems in at least two combined libraries because of inconsistent subject headings and classification numbers, and because of different classification systems used by the two central services (Aaron 1980:25). Catalogues indicating the location of the materials in the library were divided at four of the libraries visited. The basis for division of the stock in three of the libraries was by age of user, while in the fourth library, the type of programme (school or public) determined the location of the entry (Aaron 1980:25). Materials for children and adults were shelved in separate areas in all of the combined libraries, but young adult materials were treated in a variety of ways (Aaron 1980:28).

Woolard (1980:23) found that librarians generally considered integrated collections desirable, but that children's books were often shelved in a special children's section (Woolard 1980:49). Some state laws required collections purchased with public library funds to be shelved separately when housed in combined facilities (Woolard 1980:49).

In the case of the provision of central services to combined libraries, mention in the contract has to be made for routing the materials to and from the central organisation (Kinsey & Honig-Bear 1994:39).

3.2.6 Operation and services

It would appear that the hours of operation of combined libraries in the USA vary (Stack 1996:8). In White's survey (White 1963:17) it was found that the school-housed library branches generally had shorter opening hours than their public library counterparts, as they were limited by the school's hours because of school regulations, janitors' hours and the school's maintenance programme. In the successful libraries visited by Aaron (1978:51), access to the combined library was provided to all community users during library service hours, ranging from fifty-two to sixty-nine

hours per week (Aaron 1980:31). In those libraries approximately thirty per cent of staff time was spent working with school learners, while in the unsuccessful programmes this figure rose from sixty to eighty per cent, indicating that services were mainly geared to

the needs of the school community (Aaron 1978:51). Woolard (1980:41) found that the hours of opening of the fifty-two libraries surveyed varied from fifteen hours per week to over seventy-five.

White (1963:16) found that the librarian of the school-housed library branch tended to be drawn into school-related activities more than into public library activities and that in many instances the libraries were regarded primarily as school libraries, opening for a varying length of time after school hours for use by the public (White 1963:33). Cherry (1982:27), referring to the Kansas City Public Library branches housed in schools, points out that although, in theory, service to school learners did not take priority over service to other library users, in practice, branch librarians seemed to have gone beyond their job descriptions to meet school needs, even though the librarians did not have school library training.

The combined libraries falling under the Washoe County Library are open to the general public after the school day ends - during late afternoon, during the evening and weekend hours - reflecting, according to Kinsey & Honig-Bear (1994:39), the principles and guidelines of the American Library Association which promote unlimited access to information for youth. Stack (1996:8) points out that some laws governing public libraries prescribe the minimum hours per week, e.g. twenty hours per week, during which a facility should be open to the public, in order to qualify for state aid.

Special arrangements need to be made for the scheduled opening hours for the public in school-housed facilities during times when the school is not in session, and school personnel, such as the principal, janitor or the school secretary are absent, to effect the smooth operation of the public library in the facility. Issues that need attention

include: security for library staff and users, emergency procedures, management of the building; and telephone and mail services. These arrangements have to be carefully defined in the contract that governs all policies and responsibilities of the partners in the combined library. School-housed, combined libraries usually function exclusively as public libraries during the summer session with shorter opening hours, such as the combined libraries falling under the Washoe County Library (Kinsey & Honig-Bear 1994:39).

Aaron (1980:31) found that most combined libraries focused on programmes for children and young adults. Examples of services rendered were: reading guidance, provision of materials to school learners, compilation of bibliographies, library skills instruction, displays, reserving books for curricular purposes, and photographic services. School classes were scheduled in the library at all the combined libraries. Problems identified by staff members included: additional teaching and other duties required of the librarians; the lack of space for curricular materials; learners using the library as a place to socialise; too few staff to offer an adequate programme to school and community members; too little space available for programmes for children and young adults; and no advance knowledge of large class assignments (Aaron 1980:32).

Five of the six combined libraries placed no restrictions on the materials that children, young adults, and adult users could check out or examine in the library. Books on reserve for curricular purposes were usually put on a waiting list for adult users or would be checked out overnight (Aaron 1980:28-29). White (1963:28) in her survey found that the circulation figures at school-housed branches pointed overwhelmingly to the conclusion that those combined libraries served the school learner more than the adult, and that the circulation figures in those libraries generally were lower than those in public library branches. Woolard (1980:10) found that the use of school-owned audio-visual materials and equipment could create problems, if that service was extended to the public.

Additional services to adults which had been made possible because of the combining of libraries mentioned during the survey of White (1963:47-48) included: regular book

displays; a telephone reference service; evening film shows; and book discussion groups. Services for adults offered most frequently in the two successful programmes surveyed by Aaron (1980:33) included activities such as information referral, reference services to the business community, programmes for continuing education, and activities for the elderly. Services offered by the combined libraries to other libraries centred around the sharing of the collection and the sharing of ideas. Generally, these co-operative activities were the result of informal agreements between the partners, although some services were rendered on a contractual basis (Aaron 1980:40).

Outreach services in the successful combined libraries included cultural days, services for the home-bound, and book drops in different locations. In general, the outreach programmes offered were based on the library staff's assessment of community needs (Aaron 1980:33-34). Mention is also made of qualified community members being used as instructors for non-formal education aimed at "... the mixing and matching of all kinds of people in the education process" (Texas ... 1974:12632). Woolard (1980:xvi) reported a new interest in the combined library, because of the possibilities of combining the facility with a wide range of community facilities and services, such as day care facilities; employment centres; adult basic education and training (ABET), services for the elderly, recreational activities for old and young, vocational training, social services; legal assistance; and ample space for people merely to socialise and enjoy themselves.

It would appear that some combined libraries offer a wide variety of electronic services to library users. Responses by two librarians to the survey of the *School Library Journal* (Olson 1996:25) indicated the necessity for speedy network facilities with connection to the Internet and the World Wide Web. In the case of the Palomino Branch Library in Scottsdale, Arizona, the librarian commented:

"The library has access to more electronic resources than it would have as an independent branch" (Olson 1996:25).

3.2.7 Collection development

White (1963:22) in her survey found that the independent branch libraries had more adult titles than the school-housed branches, but argues that this might have been the result of restricted space, and pressures from the school community for more children's books. She (1963:24-25) also found that the independent library branches provided more periodical titles for adults than the school-housed branches. At least forty-six per cent of the school-housed branches could not meet the school library standards of six to ten thousand books for the smallest schools, and generally had much smaller book collections (White 1963:27). In the study by Aaron (1978:51), it was found that the total number of volumes in the successful libraries ranged from approximately 1 to 8.7 books per person, compared to 0.3 to 3 books per person in the unsuccessful libraries. The successful, combined libraries subscribed to over 160 periodical titles and at least ten newspapers (Aaron 1978:51). There was little duplication of materials and duplicate copies were added to the collections as the need arose (Aaron 1980:30). The collections of combined libraries usually included books and audio-visual items (Kinsey & Honig-Bear 1994:39).

Savings were *inter alia* attributed to access by community members to audio-visual materials from the school collection. It was, however, found that materials often were not appropriate for adult users (Aaron 1978:51). One successful combined library had developed a wide collection of English second language audio-visual materials (Aaron 1980:29-30). Films were usually borrowed from a centralised film collection (Aaron 1980:30). The Eastlake combined library reported having five hundred video recordings and a growing collection of CD-ROMS (Olson 1996:26).

One principal, involved in a Kansas City combined branch library, stated that, although most branch librarians encouraged teachers to recommend materials for branch collections, only a few would offer suggestions and take advantage of the willingness of Kansas City Public Library to develop curriculum units from learning resources located throughout the central library system:

"Teachers are locked into textbooks. That is their fault, not the library's" (Cherry 1982:27).

Kinsey & Honig-Bear (1994:37) point out that through the combined libraries of Washoe County Library, learners, teachers and the public gain enhanced services. Through the library's online database, learners and teachers have access to community information, such as public meetings and directories of services, and access to thousands of titles in the public library's collection and to up-to-date computer technology. Items may also be reserved which saves transport costs for a trip to the public library. Teachers have also additional resources in their own school that can strengthen and expedite class assignments. One of the advantages they see in the combined library model is that the public library develops a collection that **complements**, not **duplicates**, the school collection (Kinsey & Honig-Bear 1994:39). Olson (1996:25) reports that the combined Palomino Library in Scottsdale, Arizona, in 1996 had a fifty thousand volume collection on site, of which sixty per cent belonged to the public library and forty per cent to the school.

3.2.8 Staffing and training

Aaron (1978:51) in her study found that the successful combined libraries had more professional and clerical library personnel to serve community members than the unsuccessful combinations. A professional librarian, hired specifically because of her expertise and personal commitment to the concept, was employed to direct and supervise each of the successful libraries. This person served both learners and community members. Problems experienced included: different salaries; working hours, holidays, and annual and sick leave structures for school and public library staff. Emphasis was placed on developing multiple skills among the staff - each being able to do another's job, with each staff member assuming service responsibilities for the total programme (Aaron 1980:35).

The school library professionals in the combined library usually were considered part of the school staff and attended faculty meetings and other school functions (Aaron 1980:37). In the combined libraries of the Washoe County Library, the teacher-librarian and any support staff are in charge, and their salaries are paid by the school district. The librarian on duty during public hours is paid and supervised by the public library. This provision has proved to be the best solution to prevent problems with

supervision, and with the chain of command in that library. Communication and regular, positive interaction between the school staff and the public librarian are seen as essential to the smooth operation of the combined facility (Kinsey & Honig-Bear 1994:39).

Some combined libraries employ support staff, such as a security guard during the hours that the library is open to the public (Oestreich 1994:17). Woolard (1978:437) in her survey found that combined libraries in ten communities serving fewer than two thousand residents had not employed supportive personnel, such as paraprofessionals, technicians, or clerks. She (Woolard 1980:10) also found that one librarian serving school learners and the public simultaneously during the school day could not provide an adequate service.

White (1963:9) points out that the training of the public librarian prepares him or her to render a service to children or to adults, but usually does not include specialised training to equip him or her to work with teachers as a member of the school's instructional team in a combined facility.

An important deterrent to the successful functioning of a combined library was, according to Woolard (1980:12), related to psychological factors, and was associated with the way librarians viewed themselves and their roles in the combined facility. While Woolard (1980:23) does recognise the importance of the head librarian being trained for the dual role, she feels that the personal qualities of this individual are more important. She (Woolard 1980:26) emphasises that the chain of command should be clearly defined with regard to governance issues and responsibilities.

Of the fifty-two libraries surveyed, fourteen employed only teacher-certified librarians, nine employed only professionals trained in public library science, but who were also teachers. Twenty-two employed two or more professionals with at least one being a teacher-librarian and the other a public librarian. Forty-two libraries employed clerical and/or paraprofessionals, and nine used other types of supportive personnel, such as audio-visual technicians, drivers, messengers, as well as the services of district processing centres (Woolard 1980:37- 38). A wide variation in staffing patterns

was found in libraries providing weekend, summer, and holiday services (Woolard 1980:49).

3.2.9 Funding

White (1963:29) in her survey found that school-housed, combined libraries may have been as well or better supported than many public libraries in the same sized towns. In her study, Aaron (1978:5) found that both school boards and public library boards contributed funds to the successful combined libraries. The amount budgeted for in combined libraries was comparable to the amount budgeted in separate school and public libraries in the community. At three of the combined libraries, the amount received from the school board was calculated according to a district formula, based on the number of learners in the school (Aaron 1980:24). Although the Kansas City school-housed branches were financially managed separately, the school district relied on the public library to provide curriculum and leisure reading materials to its learners in the six high schools and one elementary school. In return, the school district provided the buildings for the library rent-free (Cherry 1982:24).

Kinsey & Honig-Bear (1994:39) emphasise the importance of a contract defining the financial and other obligations of each partner. In the case of the combined libraries of the Washoe County Library, the public library is committed to providing computer equipment and phone lines, access to the library's catalogue via the Dynix system, a fax machine, a photocopier, and computer software (InfoTrac). The combined library is also provided with an initial collection, and a budget for ongoing collection development. The schools provide the building. They are also responsible for maintaining the facility and providing adequate shelving and security. The schools also pay for any remodelling of an existing facility. This could include a book detection system, proper lighting, adequate parking, provision for easy access by physically impaired people, and designated restrooms. The schools also provide curriculum related materials (Kinsey & Honig-Bear 1994:39).

The establishment of the combined Palomino Branch Library in Scottsdale, Arizona, cost the city and the school district \$2.7 million, which was split almost equally by each party (Olson 1996:25). As the school district owned the land and the building, this was a major cost saving for the public library. In addition, the school district covered “anything built in”, while the city library provided furnishing, bookshelves, and “anything moveable” (Olson 1996:26).

According to Stack (1996:11), the school district is the primary and usually the only source for school library funds. The school district pays the maintenance costs along with the salaries and benefits of school district personnel, and expenses for materials, equipment, maintenance agreements, as well as costs related to resource sharing, e.g. network or consortia costs. Marketing costs are usually paid from the public library budget.

3.2.10 Synopsis

The literature surveyed shows that combined school/community libraries in the USA succeeded and failed. The successful libraries were characterised by:

- active community involvement and a commitment to the concept of a school-community library as an integrated unit rather than two separate programmes;
- participation by all stakeholders in the planning of the combined venture;
- prior determination of funding responsibilities by each of the parties;
- the conducting of studies prior to the establishment of the joint facility;
- facilities spacious enough to accommodate different programmes, some specific to the community in general, and others special to the school community;
- particular areas exclusive to adult users, and separate entrances for adults and school learners.

It was apparent from the literature that:

- most of the school-community libraries were housed in a school, either within the school or in a separate building on the school premises;
- the organisational structure of governing bodies varied greatly. Good governance was, however, of great concern to the librarians in charge of the combined libraries;
- very few combined libraries were found to operate with firm contractual agreements between the partners;
- libraries functioned, in many instances, primarily as school libraries, opening for a varying length of time, after school hours, for the general public;
- the opening hours of combined libraries varied. The combined libraries generally had shorter opening hours than their public library counterparts. Hours of opening varied from fifteen hours per week to over seventy-five;
- materials were usually processed by two different central services;
- the combination made the rendering of additional services, such as electronic and audio-visual services possible;
- savings were mainly achieved by co-ordinating the acquisition of materials, thereby avoiding duplication of stock, and by the utilisation of audio-visual materials by the community;
- combined libraries had more professional and clerical library personnel to serve community members;
- the qualifications of the librarians varied from teacher-certified librarians to professionally trained public librarians or certified teacher-librarians;
- the personal qualities of the librarian were found to be of crucial importance.

It became clear that a renewed interest in the combined library was generated by the erection of large multi-purpose town centres which facilitated the combining of library services with a wide range of other community services, such as ABET classes, day care facilities, recreational activities, vocational training, and social services.

3.3 Canada

3.3.1 Planning

Burns (1988a:9) is of the opinion that it is not so much the question of **whether** the school-housed public library should be adopted, but **how** to proceed with its implementation. In order to prevent problems with the operation of the combined library, the implementation process needs to be managed effectively.

One success story of good planning reported in the literature (Coffeng 1974:510) concerns the combined library at the White Secondary School in Oakville, Ontario. After deciding on the combined model, the Halton Board of Education and the Oakville Public Library Board decided to proceed with caution. A committee of professional library and teaching personnel was established and was given ample time to develop a framework for implementing the concept.

During the planning phase, the parties need to take into consideration whether a legislative framework is in place allowing for the combination of libraries that are governed by different government authorities. Two school-housed public libraries in Manitoba are reported to have taken this aspect into account while planning for the combined library during the seventies (Clubb & Davis 1979:155). One was located in the town of Leaf Rapids, a new mining community of approximately 2,200 inhabitants, located eight hundred kilometres north of Winnipeg, and the other in the town of Selkirk having a population of 9,300 and located twenty-seven kilometres north of Winnipeg. In Leaf Rapids, a teacher responsible for the school library, introduced the concept of a combined library to the local library committee and provincial government representatives. By 1974, the by-laws establishing a municipal library and formalising the public aspect of the combined facility had been approved and passed (Clubb & Davis 1979:155). At that time (1979), the combined library at Leaf Rapids was considered to be the most comprehensively planned joint facility in Manitoba (Clubb & Davis 1979:156).

In Selkirk, from 1957, years of consultation between provincial representa-

tives and a community library committee had taken place to obtain regional library services, supported by the town and the surrounding rural municipalities. The small town library, located in the town office complex had become entirely inadequate in terms of space, quality and quantity of collection for the growing population. On the other hand, the school division, particularly in its regional comprehensive secondary school, had a strong, well-organised library programme. The committee recommended that the town collection be transferred to two school libraries in the division (Clubb & Davis 1979:158).

The comprehensive secondary school, which was already involved in a strong community activity programme, received the reference and adult non-fiction materials, while one of the elementary schools received the children's and adult fiction material (Clubb & Davis 1979:160). The school-housed public library was formally established in 1976 when the town passed the necessary by-law under the Public Libraries Act (Clubb & Davis 1979:158). The combined community library is located in two schools (Clubb & Davis 1979:158) and was considered unique to joint facilities in Manitoba at that particular time (1979) (Clubb & Davis 1979:161). The division of the collection and the alternating opening hours in the evenings did not seem to prevent the public's in use of the facilities (Clubb & Davis (1979:161).

Hambleton (1979:189) believes that in order to respond effectively to the needs of the community and the school, mechanisms for co-operative planning of combined school-community service have to be developed. He believes that such a co-operative process has to be initiated at the provincial level. Since, in Saskatchewan, school and public libraries resort under the same Ministry, he foresees no problems in that regard. An example of weak planning was reported in the case of a school-housed public library in the town of Faro in the Yukon. The Library Services Branch was brought into the planning of the facility long after many of the basic decisions had already been made (Calef 1979:309).

3.3.2 Governance and organisational structures

In British Columbia, in 1979, schools and public libraries were each controlled by separately administered legislation: the Public Schools Act, administered by the Ministry of Education, and the Public Libraries Act, administered by the Ministry of Recreation and Conservation respectively. After looking at both Acts, Chapman (1979:191) concluded that there was a legal basis, “albeit a shaky one”, for the existence of school-housed public libraries.

In his study of the Canadian school-housed public library, Amy (1979a:5; *School-housed ...* 1979:20) found that the majority of the respondents (62 per cent) indicated that the public library board governed the library; 19 per cent had a joint school/public library governing body; and 11 per cent were solely governed by the school library board or board of education.

To illustrate how such an arrangement works in practice, two examples are given. Both are school-housed libraries which are located in big town-centre complexes. The Churchill School-Public Library in Manitoba, is governed jointly by the Churchill Public Library Board and the School District of Churchill. No official joint-use agreement has been drawn up, but the two agencies prefer to deal with most issues as they arise. The school principal and the resident administrator of the town (appointed by the provincial government) also sit on the public library board and represent those interests. The chairman of the public library board officially communicates with the school board (Clubb & Davis 1979:151).

The Leaf Rapids Community Library was found to have an administrative problem due to overlapping jurisdictions and ill-defined reporting authority. The library was governed by the Public Library Board and the Leaf Rapids School Board. The librarian had to report to the school board through the principal. To deal with the “inequity” of a single person, on the one hand and a board on the other, as well as with the uncertainties with respect to policy matters, a third body, the Joint Library Committee (JLC) was created. The Committee consisted of two school

representatives, two public library board representatives, and a representative of the town council. The JLC was granted full executive powers on joint-use matters within the policy guidelines established by the public and the school boards. The JLC thus served as a communications channel between the two boards and also provided for a means of daily communication for the librarian via the school representatives (Clubb & Davis 1979:156).

3.3.3 Aims, objectives and policies

In British Columbia, the Public Schools Act allows school libraries to open their doors to the general public, although in a large number of school libraries the services provided to their own school population are barely adequate. Nothing in the Act requires the library to provide an adequate service in the combined facility (Chapman 1979:235). Two inferences can be made about these types of library in British Columbia (Chapman 1979:233-124).

- the existence of a form of public library service without necessarily the approval, or even the participation, of a legally constituted public library authority;
- the involvement in some way of a school authority in initiating or responding to a demand or need in a community for public library service.

With the view to ensure an adequate minimum level of service to the public, the Library Development Commission, established in terms of the Public Libraries Act, made its grant to school-housed public libraries conditional on the achievement of basic standards (Chapman 1979:235-237).

In Alberta, Alberta Culture in 1984 published its *Libraries Regulation*. Section 15 stated that a municipal board could not operate a library housed in a school unless (a) the municipal board entered into an agreement with the school authority, setting out the responsibilities of the municipal board and the school authority for the operation of the library, including the responsibilities of the employees of both; (b) the municipal board had its own bank account and signing authority; and (c) the library was open to the

public outside of the hours during which the school was in operation (Forsyth 1987:154).

Forsyth (1987:155) is of the opinion that, coupled with a mandatory requirement to produce policies for library service, to assess community needs, and to prepare a plan for service, Section 15 would ensure that municipal boards conduct a thorough review of their situation and establish a framework within which public library service could be provided. He is of the opinion that, as the intent of the Regulation had been to ensure that the different roles of the two services be properly considered and delineated, once those conditions were met, a co-operative effort to meet the requirements of both community and school users might be possible.

It has been found that combined libraries require constant communication and compromise. Conflict arises from different labour unions, board policies, and ultimate responsibilities. These problems detract from the time and resources that could be spent on helping library users and meeting joint goals (Douglas 1990:9). In order to reduce some of the usual areas of conflict, combined libraries, in many cases, need to formulate policy documents specifying what each agency can reasonably expect from the other. This was the case with the Vancouver Public Library which in 1990, was involved in the management of three combined libraries (Douglas 1990:9). The joint policy document titled "*Mutual Expectations*" was developed over a period of two years by senior representatives of both the Vancouver Public Library and the Vancouver School Board. The document was adopted by both boards and distributed to all teacher-librarians, principals, branch heads and librarians (Douglas 1990:10).

The fact that communication between the various agencies is an ongoing process is clear from the following remark by Douglas (1990:11):

"Certainly the Vancouver Public Library plans to continue experiments with our "Partner". There will be modifications to the program, particularly involving the school as a more active partner and as was mentioned earlier maintaining and increasing closer communication on goals, objectives, and how to best get there."

3.3.4 Accommodation

Although the literature in this area emphasises the need for a separate entrance to the library, seventy-two per cent of the libraries surveyed by Amey (School-housed ... 1979:20) were reached by going through the school building.

Almost all the respondents (88 per cent) in the survey considered the location of the combined library to be extremely important (Penney 1979c:34). Although the school-housed public library, in the town of Summerside, on Prince Edward Island, had its own entrance, independent of the school, its location was found to be a deterrent, as it was located away from the downtown area in a residential section of the town (Ledwell, 1979:46).

The two joint facilities established in big town-centre complexes in Manitoba, Churchill School-Public Library and Leaf Rapids Community Library, are good examples of innovative planning for metropolitan areas. The physical facility of the Churchill library is a fully integrated part of the town-centre complex, rather than an organic part of the school, which is also located under the same roof. The provincial supervisor of school library services had been involved during the design phase. The end result was a spacious facility in excess of eight thousand square feet, fully carpeted with birch shelving and co-ordinated furniture. Included in the plan is an office for the librarian, a work room, generous storage facilities, exhibition cases, three study/seminar rooms, study tables and carrels, and an upstairs display and mezzanine area. Outside the library, a raised corridor ramp leading to the restaurant, cinema and rink areas, allows passers-by to see the activities of the library through large windows. Downstairs, a single reference/circulation desk controls the flow of people and material (Clubb & Davis 1979:151).

The Leaf Rapids Community Library is located in the centre of the shopping complex and consists basically of two large rooms plus a workroom with a total area of 4,265 square feet. The room originally designated as the "public" library part has an attractive storefront and looks out onto one of the main, enclosed shopping

thoroughfares. The school library room is located behind the public room and leads, via a corridor, directly to the open-area school. A thick support wall separates the two rooms which are joined by a short corridor in the middle (Clubb & Davis 1979:156).

The three school-housed branches in the Lakeland region of Saskatchewan are all on reserves. As schools on the reserves are centrally located and are often used as community centres, they are, in most cases, the most suitable facilities (Hambleton 1979:177). As a general rule, the joint library in Saskatchewan is housed in a small multi-purpose classroom-sized room, which often serves simultaneously as a storage area, music room, senior citizen meeting room, or assembly hall (Hambleton 1979:182).

At the Keeveok School in Spence Bay in the Northwest Territories, the Department of Education and Public Library Services jointly established a truly combined school/public library. Clark (1979:305), however, voices the opinion that even with this close co-operation, the design of the building and location of the resource centre had not been pre-planned well enough, with regard to unsupervised public access to the school building. She reiterates it to be an advantage to locate libraries in such a way that there is access from both inside and outside the school, enabling the main body of the school to be locked off when not in use.

3.3.5 Administration and organisation

Although the collection of twelve thousand volumes in the Churchill Public Library in Manitoba was integrated and open to all members of the community, separate financial and resource records were maintained to permit separate accountability to various funding agencies. At the time of the survey in 1977, the library had a registration of 573 members or approximately forty per cent of the entire area served. This represented 352 adult users and 221 school learners (Clubb & Davis 1979:151).

A problem tackled positively by the Leaf Rapids Community Library in Manitoba was the separation of the collections, caused by the retaining wall between the “school” side and the “public” side. To encourage all users to make use of all available resources and to avoid duplication, the school and the public collections were

integrated. The “school” side thereafter housed all fiction material plus a small “primary section” for pre-school children and those learners who had just started reading. The “public” side housed all non-fiction and reference materials. One of the two originally-designed circulation desks was closed to provide more effective circulation control and allow for better use of staff time (Clubb & Davis 1979:157).

Some of the difficulties encountered which led to the eventual separation of combined facilities were of an organisational and administrative nature. The special alphabetical classification devised by the Toronto Public Library made possible a natural grouping of books based on reading interests. Although this scheme worked well in the children’s collections of the public libraries, it soon ran into difficulties with the schools that concentrated on curricular-oriented collections. Teachers complained that the letter classification scheme did not provide subject access for locating books on specific subjects. It was only after some dispute that the decision was made in 1965 to convert to the Dewey Decimal System (Amey 1979c:108).

Amey (1988:42) found in his survey of Canada’s school-housed public libraries that differences among the staff were encountered over a wide range of issues. Disagreements over cataloguing styles frequently resulted in a cumbersome system of dual catalogues - one for the school system and one for the public library. Disagreements about the reservation of books was another source of conflict. Teacher-librarians sometimes wished to withdraw large sections of the collection from public circulation in order to make them available for class use. Other areas of disagreement concerned loan policies, e.g. whether teachers should pay fines for overdue books, and whether adults could use audio-visual equipment which was sometimes returned in a damaged condition.

Incompatible activities, such as story hours and library instruction lessons simultaneously conducted in the same area, also brought librarians into conflict. In one case, in the school-house library of the White Oaks Secondary school in Ontario, there was a reluctance on the part of learners and teachers to share a facility with housewives and young children (Coffeng 1974:510). Where traditional controls and formality were imposed, adults sometimes felt uncomfortable in a school-like atmosphere:

"Yet how can there be freedom of movement and high noise level for pre-school children, smoking for adults and different expectations for adolescent behaviour? Must the students of our own and other schools using this large area have teacher supervision or can library people make their authority and presence felt?" (Coffeng 1974:514-515)

Amey (1988:42) is of the opinion that these, and other difficulties, are authentic problems, and that decision-makers should take note of these experiences and find solutions for them and similar problems, before they consider implementing the combined library model.

A change in school administration and personnel can influence the combined library negatively. In one school with a combined service, it was reported that, when there was a change of principal, the person working in the library was requested to remove certain materials from the shelves. In another case where there was a change in school personnel, the use of the school for public library service during the summer recess was not allowed (Penney 1979a:35).

3.3.6 Operation and services

Haycock (1979:7) points out that in many combined libraries, increased emphasis is placed on programmes for adults in the evenings and on weekends to attract users outside of school hours. However, in many cases, public access is dependent on the available space and on additional personnel. If public access is confined to after school hours, this could be to the detriment of certain segments of the public, such as shift workers, homemakers and pre-school children (Haycock 1979:9).

Some libraries, such as the Leaf Rapids Library in Manitoba, offer impressive programmes and community services. These include: puppet shows, an occasional newsletter, poetry reading, special competitions, and story hours, in conjunction with the adjacent National Exhibition Centre. The library houses resource materials for courses offered by universities, and the school audio-visual equipment is available to the public with the principal's permission (Clubb & Davis 1979:157).

Some combined libraries lose their initial appeal and even fail completely, as was the case with the Montague school-housed library on Prince Edward Island. The late-afternoon public library hours were unpopular with the public, because the single-room facility was largely populated by learners. The combined concept was initially popular with the school, because it had brought an immediate infusion of books, particularly non-fiction. But as the school collection grew, the presence of the public library became an annoyance (Ledwell 1979:45).

In Quebec it was found that the traditional public libraries attracted almost six times more users than the school-housed public libraries and loaned out six times as many books per capita (Desroches 1979:100). The reasons for this extremely disappointing performance by the school-housed public libraries were:

- The collections were varied and interesting, but they had been developed to support the school curriculum and contained very few books of interest to the general public;
- With the exception of one library, none of the libraries maintained a special children's collection;
- Except in the case of one library, where two full-time staff members were assigned to serve the public, combined libraries generally gave this responsibility to their regular staff members, either by changing their work schedule or asking them to work extra hours;
- Premises were spacious and attractive, but they were arranged to suit the needs of the school learners;
- The libraries were not located in prime areas within the school, or within the town, so that they could attract adult users.
- In seven out of eight libraries, hours of service to the public were limited to two hours daily, and on one to four evenings a week, in order to give maximum access to the learners during the day;
- The funds granted by the local governments were as insignificant as the resulting service to the public (Desroches 1979:101).

In the case of the combined St Patrick's School Library in Ontario, it was noted that the elementary school children who used the library as a place to do homework and to have access to materials, required supervision, placing a heavy demand on the staff's limited time and energies (Smith 1979:117).

On the other hand, many combined libraries in Ontario were regarded a success, such as the Essex County Board joint facility. All personnel expressed the desire to make that library work. The feeling was that the community had been provided with an improved library service which would not have been possible with a mobile unit - learners had access to a larger collection, and children and parents could take advantage of a pre-school story hour. Plans for the future included: a summer recreation programme; ways to improve evening use by secondary school learners and adults; and ways to reach senior citizens (Smith 1979:117).

The combined budget allocated to the Normanby Township Community-School Library had provided a greater variety of materials for the school and the community. It was also found that a closer community bond had been fostered through the shared use of buildings and services. The combined concept had been well received and the use of the library had increased monthly. Learners acted as couriers for some parents who otherwise would not have made use of a public facility. The increased use of the library, however, put strain on the small facility (Smith 1979:118). In the case of the Killbride Public School/Burlington Public Library combination, public library clerks lived in the community and provided volunteer assistance to the school during school hours (Smith 1979:18-119).

In seventy-five per cent of the schools in Saskatchewan, the collections were separated from the public library collection. Wide use was made of inter-library loan facilities and fifteen of the sixteen principals stated that this service was much appreciated and extensively used. In seven of the sixteen libraries, more than fifteen per cent of the circulation was due to interlibrary loans. There was a strong indication that this facility was mostly used by the school community (Hambleton 1979:182).

The written comments of the regional librarians in Saskatchewan indicated that in all but one case the public library personnel regarded the service in combined libraries to be inadequate and one of the regions was planning to replace its two combined libraries, which were both located on Indian reserves, with a bookmobile. (Hambleton 1979:182). The overall picture of school-housed public libraries in Saskatchewan was that they did not provide an effective library service. Service to the adult population in the communities was found to be at a minimal level, while the service to the school population remained at the basic level of access to resources with no integration of library services with the curricular programme (Hambleton 1979:183).

However, one “success story” was reported, namely Bushell Park, a school-housed public library branch in the Palliser Region. This library was located in a Canadian Forces Base. The public library levy was paid from community funds. The levy, higher than in other municipalities, made provision for the employment of a librarian for 23½ hours per week to provide reader services and to circulate materials to the learners and the public. The library was open on five afternoons and two evenings per week for all users. The collection was integrated and was used as one collection by both the public and the learners. The school provided the children’s and curriculum-oriented material, while the public library service provided the adult and general interest material. The regional library provided special block loans for classroom needs and the public, and developed the integrated vertical file. The teacher-librarian purchased and processed the school collection and taught library instruction classes. The school had also ready access to the public library inter-library loan system (Hambleton 1979:183-184).

The reasons for the successful operation of this branch were attributed to: co-operation at all levels; adequate staffing and hours of service; an adequate budget; “extremely good use” made of the facilities; and problem-solving through effective communication (Hambleton 1979:184).

According to Chapman (1979:263), some generalisations regarding joint operations in British Columbia can be made. In the Greater Vancouver area, the closure of the

Coquitlam and Killarney libraries could be attributed to inadequate prior and long-term planning, even though short-term gains were demonstrably achieved. Where planning had been more thorough, the combination had a better chance of success. All fourteen school-housed public libraries outside Greater Vancouver served very small communities. In ten of them, the interest of the public was protected by the library being a branch of the regional library service. Potentially, residents in these communities had access, through union catalogues, to all the materials held by that service. The four remaining libraries, operating in isolation, offered less satisfactory services to their users.

Various problems were identified in the school-housed community libraries in the North West Territories (Clark 1979:305). When the school library collection was not properly organised, it took some time and effort for local librarians to gather the books belonging to public library services for an exchange, and to track down books requested by borrowers in other communities. School principals sometimes did not accept the concept of the school-housed community library. Occasionally the community library was to some extent at the mercy of the principal, and the replacement of a co-operative principal with somebody less co-operative could mean a search for new quarters for the community library and a lapse in service to its users.

3.3.7 Collection development

It was found that the majority of schools (seventy-eight per cent) in Saskatchewan were investing in their own school library collections, but in three cases the school funds were directed toward classroom collections (Hambleton 1979:182). Because sixty-two per cent of the schools with combined libraries were found to have fewer than two hundred learners, the budget for learning resources (at \$10.50 per learner in 1977) could not adequately support the educational programme at all (Hambleton 1979:180,182).

In the case of the Blow-Me-Down Local School/Public Library in Lark Harbour, Newfoundland, the recommended division of responsibility in terms of collection

development, was that the school supplied books oriented towards curriculum, while the public service provided those for leisure reading. All the books were, however, equally available on the same conditions to all readers. It was found that more funding was provided for book purchases by the school after the inception of the joint library service than before the amalgamation (Joint ... 1979:41).

3.3.8 Staffing and training

Availability of trained staff is a serious concern when planning a combined library, especially in the rural areas. Hambleton (1979:180) stresses that in the case of Saskatchewan, the regional branch librarian usually receives training through the region. On the other hand, the school side of the service is often staffed by secretaries and teacher-aides. As there were no school library consultants at a district level to provide training or advice, thirty per cent of the schools relied solely on public library staff.

In his study, Amey (School-housed 1979:2) found that staffing of the school-housed public library varied. Twenty-eight per cent of 144 libraries reported that the library was run on a full-time basis by either a public librarian or a teacher-librarian. Sixteen per cent indicated that they employed a full-time librarian, fourteen per cent a teacher, and thirteen per cent a teacher-librarian.

School-housed public libraries that were administered by both school and public library staff were found to be relatively rare. Amey (1979a:4) points out that a rather disturbing number of facilities were run by non-professionals, with thirty out of the 144 libraries indicating that administration was completely in the hands of volunteers, secretaries, learners or others.

To illustrate how this sometimes worked in practice, the arrangements of the Blow-Me-Down School/Public Library, in Lark Harbour, Newfoundland are described (Joint ... 1979:41). One librarian is employed on the basis of fifteen hours per week, fourteen of these hours being outside school time. In addition, she is employed part-time as

school secretary, and some of this time is allocated to running the library, which only entails administrative work.

An example of the staffing of a combined library in a large town complex is that of the Leaf Rapids Community Library in Manitoba. The staff allocation was under constant review as the library developed. The staff complement during the time of the survey (1977) consisted of a qualified teacher, working half-time for the school board as a teacher-librarian and half-time for the public library board. There was also a part-time assistant librarian paid by the public board, and a full-time library aide paid by the school board. This arrangement allowed the library to be open to the school and the general public for a total of five full days during the week, two weekday evenings, and all day Saturday (Clubb & Davis 1979:156-157).

At Leaf Rapids Community Library the school board had agreed that, in keeping with the “spirit of joint-use”, the person in the position of “joint librarian” should be in overall charge of the library. The school board had the right to employ, as joint librarian, a teacher qualified to offer library skills to the student body. The public board, on the other hand, had the right to draw up a separate contract with the joint librarian, and to negotiate a separate salary structure based on the prospective employee’s qualifications and experience as a librarian rather than on his/her teacher’s qualification (Clubb & Davis 1979:157).

At the time of the survey, the public library board was concerned about the situation of the joint librarian identifying more strongly with the school, because of personal background and experience, and because of the continuing and demanding presence of the approximately seven hundred school children ranging from kindergarten to grade twelve. The public library board was also considering the benefits or disadvantages of two different approaches to paying the salary of the joint librarian (Clubb & Davis 1979:157):

- 1) Direct payment to the librarian of a stated sum (much lower than the basic teacher’s pay) negotiated for the “public” portion of staff time; or

- 2) payment to the school board of a negotiated portion of a teacher's salary decreed by contract between the teacher-librarian and the school district.

At the time of the survey, the librarian was paid separately by the two jurisdictions and received a lower salary than under a regular teacher contract (Clubb & Davis 1979:157).

According to Chapman (1979:241), disparity in salary and holidays in the case of teacher-librarians and public librarians could be a stumbling block in future school-housed public libraries. Where a public librarian does essentially the same work as his or her school counterpart, a more equitable arrangement needs to be worked out. Chapman feels that, if such problems are given advance thought, there should be no confrontation or ill-feeling between "school" and "public" professional staff. Hambleton (1979:190) considers commitment to community library service on the part of all staff a prerequisite for a combined library.

In the Northwest Territories, turnover in staff had been high, and it had been suggested that a programme for training a library technician be undertaken. Such a person would then work for the Public Library Services and the Department of Education and serve the school and the community in the library (Clark 1979:305).

3.3.9 Funding

Haycock (1979:9) points out that the level of support through financial arrangements must be capable of maintaining and increasing services to different target populations on a par with separate and independent units. He voices the opinion that successful co-operative ventures rarely save operating costs but can improve service. He stresses that, in the contract between the partners, there have to be specifications about who pays for capital equipment, building improvements, personnel, materials, supplies and services, and insurance.

It is interesting to note that Amey (1979b:48) found that in Nova Scotia, many of those who advocated a freer and more general use of schools by the public, expressed

resentment over rental charges for custodial and janitorial staff, lighting, heating, and equipment maintenance. Volunteer groups often felt these expenses should be absorbed by the schools as an educational cost. The schools, on the other hand, were understandably reluctant to absorb all these expenses and to assume responsibility for the care, condition and security of buildings and equipment used after hours, unsupervised by school personnel.

The solution put forth by the Graham Commission emphasised a co-ordinated and integrated policy for the use of school buildings. The Commission recommended that school buildings and facilities become the property of the province (Nova Scotia) and that their maintenance and custodial care become the responsibility of regional offices of the Department of Education (Amey 1979b:48). The Commission, however, advised that neither the initial nor the maintenance costs be borne entirely by the Department of Education, but that other governmental departments and agencies should be prepared to share the costs on an equitable base. The actual extent and nature of such shared use would have to be established by agreement (Amey 1979b:48-49).

In some cases, combined libraries received special development grants, as was the case with the Leaf Rapids Community Library in Manitoba. The provincial Department of Education as well as the provincial Department of Tourism, Recreation and Cultural Affairs awarded the library a special grant for equipment and collection development in addition to the usual provincial grant for school library materials (Clubb & Davis 1979:156). Being the most comprehensively-planned joint facility in Manitoba in 1977, the library enjoyed also a high level of financial support from both the school board and local government (Clubb & Davis 1979:156).

Hambleton (1979:190-191) is of the opinion that in the case of small rural schools, funds should be provided through the Department of Education to enable small rural schools to make a significant contribution to integrated services. Sharing of access, technical services and resources could then be planned and developed, with co-operative funding worked out on a formal basis at the provincial level. He (Hambleton 1979:190) feels that programme grants to schools for the operation of combined library

services, supported by expanded consultative services to schools, could provide the necessary mechanism for balancing provincial and local responsibility. Such grants would allow school systems to provide staff and additional resources and would enable them to co-operate with the provincial library as an equal contributing partner in providing integrated services. If, in addition, these grants could be tied to levels of service instead of per learner, encouragement would be provided for systems to expand and develop library service at the highest level (Hambleton 1979:190-191).

3.3.10 Synopsis

The literature shows that in Canada, all combined libraries are school-housed public libraries. On the whole, the combinations were built on a foundation of strong, well-organised school library programmes. As schools were often used as community centres, they were usually found to be the most suitable locations for combined libraries. Many libraries were reached by going through the school buildings and were also not located in the centre of the town, which limited use by the public. Although some libraries offered impressive programmes, many were inadequate, because adult access was limited to after school hours. This was a major inconvenience for certain categories of users, such as shift workers.

It was found that the differing styles of governing bodies, sometimes caused problems, because of overlapping jurisdictions and ill-defined authority. The combined library was often found to be at the mercy of the school principal, who was inclined to interfere in the administration of the library. Changes in administrative and school personnel could also, at times, have a negative effect on the library, as a result of different views on the role and functions of the library. In some instances, the public was reluctant to contribute to the maintenance costs of the library.

Many of the problems encountered were of an organisational and administrative nature, and centred in different classification systems and cataloguing styles, varying policies on the borrowing and reservation of books, and inconsistent regulations for the adult use of audio-visual equipment.

In rural areas, the availability of trained staff often posed a serious problem and it was found that approximately 20 per cent of such libraries were staffed by non-professionals, such as volunteers, secretaries and learners. The disparity in the service conditions of public librarians and teacher-librarians was often a deterrent to obtaining staff. The chief librarians's commitment to a community library service proved to be a prerequisite for a successful combined library service.

Small rural communities usually found it difficult to support a combined library. In some provinces, special development grants were made to develop these services. In addition, legislative attempts have been made by government to ensure a minimum level of library service to the public. In British Columbia it was found that access to the provincial interlibrary loan system, compensated, to a great extent, for the inconvenience of limited resources.

3.4 United Kingdom

3.4.1 Planning

That careful planning is also considered a prerequisite for a successful combined school/public library in the United Kingdom is clear from the words of Poster (1969:137):

"The joint library ... cannot and will not spring up overnight. It needs careful planning to protect the interests both of the school and of the general public" (Poster 1969:137):

This is supported by Shaw (1990:51), who states that the successful integration of school and public use in the Top Valley Joint Library in the City of Nottingham had been achieved through the careful thought given to the siting, design and staffing of the library.