

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.

3.4.2 Governance and organisational structures

According to Shaw (1990:52), it is important that the librarian of a combined library is clear about whom to he or she reports to and for which services. In the case of the Top Valley Joint Library, the librarian was accountable to the principal of the Top Valley Comprehensive School for services provided to the school and to an area librarian of the libraries' division of the Nottingham district for services to the community (Shaw 1990:52). According to Shaw (1990:52), there were a number of occasions when there was a conflict of interests, when the one or the other placed demands on the librarian which were contrary to the interests of one set of users. Such situations require a good deal of tact and diplomacy. Moreover, as Jones (1977:312) points out, while continuing to be responsive to the needs of the public, the librarian of a combined library must also earn acceptance by the school staff as a worthy member of the education team.

3.4.3 Aims, objectives and policies

At the Top Valley Joint Library, the lines of responsibility were set out in the Library's '*Handbook of Guidance*', a document jointly compiled by the school and the libraries division. The librarian was recognised as a head of department, and as such was a member of the Policy Committee and attended general staff meetings (Shaw 1990:52).

In some combined school libraries it has been found useful to form a committee of teachers to help ensure that book provision, space allocation, displays, and other aspects of provision adequately meet the needs of the school, but, according to Jones (1977:315), the need for such a committee would depend on the kind of relationship that exists between the librarian and the teaching staff.

3.4.4 Accommodation

In England, the combined school/public libraries of the 1960s were almost invariably accommodated in existing school or college premises and usually were converted halls or classrooms or modest additions to existing schools. Characteristically, they

provided separate entrances for learners and for the general public into a rectangular room served by a single staff counter (Jones 1977:313, 317). Jones (1977:313) points out that this arrangement gives little opportunity for meeting the different needs of the school and the community, where groups of children, working in the library and using its resources, have to share a single area with the public. This often leads to the simultaneous dual use of the library being kept to a minimum, and the public being confined mainly to evenings, and possibly Saturdays, and perhaps an occasional morning or afternoon.

A different approach was followed in Cumberland where at Egremont, Frizington and Longtown, public libraries were established on school premises in such a way that the school and public each retained the exclusive use of part of the area, while another part of the library was available for dual use. In the secondary school at Egremont, the dual purpose area was the reference room, while in the primary school at Frizington and Longtown it was the children's library. When the library was open simultaneously to the school and to the public, both doors into this shared area remained unlocked, but if either the school or the public library was closed, the corresponding door could be locked (Jones 1977:313).

Jones (1977:314) reiterates that if public use is not to be inhibited, it is important that there should be direct access to the library from the street and that the library should be close to shops or some other focus of pedestrian movement. Secondary schools in England are seldom situated in shopping centres. Jones (1977:315) is of the opinion that if the community's use of a school is developed on a large scale, the school itself might provide such a focus. An educational complex is likely to have at least ample parking space and this could be a consideration compensating for the distance from shops and other amenities. Primary schools were found to be more centrally placed in the communities they served, and might, according to Jones (1977:314), for that reason, be particularly suitable as bases for dual purpose libraries.

Jones (1977:315) believes that the main lesson learned from the early dual use libraries in England is perhaps that this type of library, more than any other, requires

architectural provision of spaces which are sufficiently separated to allow them to be used simultaneously for different, sometimes noisy, purposes without mutual disturbance. Elderly people would need to be able to browse in comfort without being overrun by children; learners would need to work in groups, alone or under the supervision of a teacher; and the development in schools of multi-media collections calls for space where audio-visual materials, wall charts, maps, photographs, and newspaper cuttings would have to be accommodated, close to books, but not necessarily available to the general public. All these requirements call, according to Jones (1977:315), for the provision of a suite of rooms, or at least a room of irregular shape, where space can be used flexibly according to changing patterns of need.

At the Lawrence Weston School in Bristol, a total area of 2,500 square feet had been “sacrificed” for use by the combined library. The library had its own external entrance for easy public access, and, so that the library could be reasonably self-contained during the school holidays. In order to encourage the use of the facilities, the room was light and airy, with plenty of study space, and easy access to well-lit wall shelves and islands (Poster 1969:135).

“The library habit is caught, not taught... and the existence of first-rate facilities must help the catching (Poster 1969:135).

Jones (1977:316) in 1977, reported that purpose-built, dual-use libraries in new schools were also beginning to surface in England. They were commonly dual purpose throughout, though provision was usually made for allowing the school exclusive use of certain areas, should that be necessary. Such an arrangement, deliberately planned, had been established in 1973 at Selston, where the area adjoining the school was reached by a double step, and was further separated from the main library by spur walls. This area, though not closed to the public, was mainly intended for school use, when needed, and contained some additional material reserved for the school. After school hours, the area provided an additional facility for the public library to be used as study space or for group meetings. The total floor area of approximately 255 square metres was sufficient to allow adequate circulation space, with room for a quick reference section, small exhibitions, and a browsing area, well separated from the bustle of school activity.

Another example was Top Valley Joint Library situated at the centre of the area between two large housing estates. In terms of access by the two communities of Rise Park and Top Valley, it was a good site with none of the houses on either estate being more than one mile away from the library. The major difficulty lay in the fact that the library was on the first floor and the public had to walk through the playground and up a flight of stairs to enter the library. Library users who arrived when the bell rang for the end of a lesson were met by children rushing from one classroom to another. After a decline in the enrolment of the school, surplus accommodation in the school became available and the siting of the library was reconsidered. A space on the ground floor of the school, adjacent to the main school entrance, was then used as a purpose-built, joint-use library with separate entrances for the school and the community (Shaw 1990:51).

The Abraham Moss Centre in Manchester, is an example of a combined library housed in a complex of educational and community facilities, including a school, and a college of further education, and an adult education centre. The library is located on three floors with three separate access and issue points. This was, according to Mitson (1982:72), not very helpful and possibly the major weakness in the original design. Despite its attractive appearance, library accommodation in the centre was found to be cramped and inadequate. This problem had been caused by two factors. One was the success of the library that had attracted more and more members - a paradoxical situation which, according to Mitson (1982:73), may be faced by any library.

The other factor was the failure in the initial planning of the library to provide 'outposts' within the centre itself. These outposts accommodated ranges of books which were reserved, for a specific period, for the learners studying subjects related to the particular area in which the outpost was established, for example, the science/mathematics area in the further education component. The security problems relating to housing books in an open area, close to one of the forty-eight exits were, however, found to be insurmountable. The result of this ambitious design feature was that the space theoretically allocated in the centre for library activities and study accommodation was reduced and had proved to be of little value to either the educational or the library services (Mitson 1982:73).

3.4.5 Administration and organisation

In the Abraham Moss Centre, as reported by Mitson (1982:73), effective administrative systems had been worked out to ensure that there was co-ordinative thinking on the ordering of books, particularly where allocations from the education services' budget for books and audio-visual items were being considered. Wherever possible, audio-visual purchases were centralised in the library rather than in departments. Initially there had been some reluctance on the part of academic staff to have all education books available for public loan, and a separate school/further education section was established, restricted to either internal or student use. However, the separate section was later dismantled and the resources were integrated with the rest of the stock.

At the combined library of the Lawrence Weston School, the librarian was reported to have a weekly session with her colleagues on book selection (Poster 1969:135). The Top Valley Joint Library was directly linked to the county library service and could make use of the reservation and interlending network. This was seen as a benefit of the combined library over most school libraries (Shaw 1990:54).

3.4.6 Operation and services

It would appear that opening hours to the public vary in combined libraries in the United Kingdom and are mostly influenced by the available space, budgetary factors, and the availability of staff (Jones 1977:313; Mitson 1982:73; Poster 1969:134; Shaw 1990:51).

In the Top Valley Joint Library, all non-fiction was integrated, with material for the youngest child shelved alongside adult material. This arrangement was preferred so that learners would not need to search in the adult and junior non-fiction collection for material on the same subject (Shaw 1990:52). All the stock was available to all users (Shaw 1990:54). By making use of the library's excellent display facilities, the school was able to exhibit its work and activities to the community. Displays of professional artists' work were also held in the library, as part of the county arts divisions's programme of touring exhibitions (Shaw 1990:54).

Programmes and services offered at Top Valley Library included: information skills programmes, including modules on information technology; deposit collections of books for the homes of elderly people and day care centres for the physically impaired; and a service for house-bound readers. Many activities and services were also directed at pre-school and primary school children. Books were borrowed by childminders, playgroups, and parents. There was also a weekly story time for under-fives (Shaw 1990:54).

3.4.7 Collection development

All combined libraries investigated had a wide selection of stock. Poster (1969:134) stated that the Lawrence Weston in 1969 had over ten thousand books, with a greater proportion of junior books than in most public libraries, but that the non-fiction books were more geared to the needs of the school. In the case of the Abraham Moss Centre, Mitson (1982:72) reported that there were fifty-five thousand to sixty thousand book volumes, seven thousand gramophone records, 2,700 sound cassettes, 4,100 slides and 400 packs of mixed media.

The collection at Top Valley Library consisted of twenty thousand books, comprising material bought as part of the libraries division book stock and with the school's general allocation for resources (Shaw 1990:52). In addition, Top Valley Library provided the librarian with a school library materials fund. This fund was controlled by the librarian who, after liaising with the teaching staff, purchased appropriate material for the library. Teachers also had access to the project collections provided to all schools by the county's education library service (Shaw 1990:54). In addition to the book stock, the library had a range of periodicals, local and national newspapers, sound cassettes, and books on tape. Computerised information services were also available and were funded by the libraries division. These services were available to all users (Shaw 1990:54).

Jones (1977:315) points out that, in the United Kingdom, book stocks of individual school libraries are supplemented by materials borrowed from a school library support

service which is provided on a contract basis by the public library. According to him, the criteria, according to which books are normally selected for a public library, are well suited for use in a combined library.

3.4.8 Staffing and training

Jones (1977:314) is of the opinion that, although there are strongly held and opposing opinions as to whether the person in charge of a school library should be qualified primarily either as a teacher or as a librarian, he believes that there can be no question that the person in charge of a dual purpose library has to be a librarian. This point of view is supported by Poster (1969:135), who reported that the mechanics of selecting, accessioning, cataloguing, issuing, and maintaining the records at the Lawrence Weston Library were the responsibilities of a well-trained professional team, while a teacher was involved in reading guidance and library instruction.

At Lawrence Weston, there was a permanent staff of three, a qualified librarian, a junior, and a part-time assistant. Although employed by the city librarian, they were regarded as 'associate' members of the school staff (Poster 1969:134). The library staff each year trained a group of thirteen-year-olds as library prefects (Poster 1969:136).

Jones (1977:314) argues that the establishment of a combined library may justify the appointment of a full-time, qualified librarian in a community where neither a small public library nor a small school library could have justified such an appointment. He points out that even a larger school with the need for such a post might be unwilling to appoint a teacher-librarian, if it meant sacrificing a post on the teaching staff. To be fully effective, the librarian has to be accepted as a full staff member, participating in staff meetings where curricular and other matters are discussed, and having adequate supporting staff. The key lies, according to Jones, in respect for the professional competence of the librarian who should on his or her part be expected to exercise discretion and common sense.

Shaw (1990:52) points out that in some combined libraries, the responsibility for services is split, with a teacher-librarian or teacher taking charge of the services to the school, and the public library staff taking responsibility for the services to the community. This type of arrangement can, according to him, lead to conflict between the two individuals and result in the library being run as two separate services rather than as a joint one.

Shaw (1990:52) argues that the establishment of a combined library in a secondary school certainly requires the appointment of a professional librarian, in order to provide and develop a full range of services to the school and the community. This person should have responsibility for meeting the needs of both sets of users without putting either at a disadvantage. At Top Valley Library the joint-use librarian is employed by the County Council's Leisure Services Department, of which the libraries division is a part, although the major part of the salary is funded by the Education Department. The joint-use librarian is assisted by a professionally qualified assistant librarian, employed for eighteen hours each week. The day-to-day operation of the library is handled by a full-time senior library assistant, who manages a team of four part-time library assistants, working a total of forty-nine hours per week, and a school library assistant who is employed for twenty-four hours a week during school terms (Shaw 1990:52).

The Abraham Moss Centre, in 1982, employed eight librarians with a minimum of six and a maximum of eight assistants on duty at any one time (Mitson 1982:72). According to Mitson (1982:73), staff coping with dual use can suffer considerable strain when the different services are integrated.

3.4.9 Funding

From the literature on combined libraries in the United Kingdom, no evidence could be found on how the funding of the different services' programmes and the maintenance of the combined libraries, is managed.

3.4.10 Synopsis

In the United Kingdom it has also been found that careful planning is essential to a successful combined school-community library. Most of the combined libraries were found to be accommodated in existing school premises, either in converted classrooms or in modest additions in existing schools. The libraries were mostly located in secondary schools which were rarely situated in the centre of town. The library usually consisted of a rectangular room which provided minimal space for a wide variety of school or community programmes. There were usually separate entrances for learners and the general public. Where parts of the library were exclusively demarcated for either adults or learners, services could be rendered more effectively. Purpose-built libraries in big town complexes, containing educational and community facilities, were also found in the United Kingdom.

It was again evident that lines of responsibility had to be clearly defined. Committees of teachers sometimes ensured that the needs of the school users were satisfied, and weekly sessions were held with colleagues to address materials selection. The acquisition of books and audio-visual items was often dealt with in a co-ordinative way. Library collections were usually integrated and centralised and were thus available to all users.

A wide selection of book stock, and other print and audio-visual material was usually found in the libraries. In addition, teachers had access to collections from the education library service, which were provided on a contract basis. A wide variety of services and outreach programmes was usually offered, but opening hours were influenced by the availability of space, funds and staff. Computerised information services were also available to all users.

It was usually agreed that the person in charge of the library should be a qualified librarian in order to ensure effective attention to tasks, such as the selection of stock, and the accessioning, issuing and maintaining of collections. The opinion was that a combined library made it easier to justify the appointment of a qualified person, especially where communities were small. Such a person should be sensitive to the

needs of the general public, and should also be totally accepted by the school staff as part of the education team, including participation at staff meetings, where curricular matters would be discussed. The division of tasks was usually seen as a potential source for conflict.

The benefits of a combined library were seen as being substantial, especially in terms of the larger stock and a greater range of services. All factors impacting negatively on the operation of the library should, however, be taken into account and dealt with positively.

3.5 Scandinavia

3.5.1 Planning

A study of combined (integrated) public and school libraries in 1991, commissioned by the Swedish National Council for Cultural Affairs, confirmed that the sooner both the school and the public library become involved in the planning of an integrated library, the better the result will be (Koldenius & Nilsson 1992:11). One example where prior planning had been taken seriously is the library at Gribby Gård in the municipality of Täby in Sweden, where four of its five library branches are integrated public and school libraries. Koldenius & Nilsson (1992:9) report that an initial analysis of the situation was made prior to establishing the library. Goals and sub-goals were stipulated and a decision was made to evaluate the services and activities on an annual basis. The objectives adopted for the integrated library were based on the goals of the two respective governing authorities, emphasising the concern of both parties and their willingness to accept dual responsibility.

3.5.2 Governance and organisational structures

The two main bodies of responsibility with respect to school/community libraries in Scandinavia are the local authority (Cultural Council/Cultural Board/Public Library Board) for public libraries, and the local School Board (School Council/Board of Education) for school libraries (Hannedóttir 1991:12; Horn 1987:87; Koldenius & Nilsson 1992:8; Petersen 1991:4).

3.5.3 Aims, objectives and policies

It would appear that in Scandinavia, amalgamation of the two library sectors is usually encouraged by politicians and sometimes embodied in legislation, but that, in practice, it is seldom implemented (Baadshaug 1988:22; Christensen 1991:118; Haapsaari 1991:16; Hannesdóttir 1991:12; Koldenius & Nilsson 1992:7,11; Petersen 1991:4).

The previously mentioned study being undertaken in Sweden, which also places strong emphasis on the other Scandinavian countries (Koldenius & Nilsson 1992:8), found that there are few combined public and school libraries that fulfil all the criteria of integration. One reason for this state of affairs is, according to Haapsaari (1991:16), the lack of resources in the public library, but also the attitudes of public librarians who consider it to be the business of the school authorities to take care of the school libraries. There are seldom stated objectives for co-operation between the school and the library, making it difficult to evaluate activities and performance (Koldenius & Nilsson 1992:10).

3.5.4 Accommodation

It would appear that the accommodation of combined libraries in Scandinavia varies. Although most are located in existing school buildings, which are not always situated in a central location in the town (Koldenius & Nilsson 1992:8, 10-11), the Swedish survey found that there were several examples of new premises with a combination of facilities (Koldenius & Nilsson 1992:11). The Gribby Gård Library in Sweden is such an example, and is housed in a building which also houses a leisure centre and a kindergarten (Koldenius & Nilsson 1992:10), while the library of Visby in Gotland is located next door to the recreation centre in a central position in town (Olsson 1991:6).

The integrated library in Skinnskatteberg is connected to the school with its main entrance opening towards the major residential area in the village (Stenberg 1996:47). The survey by Hannesdóttir (1991:12) found that combined libraries in Iceland were either located in or outside the school, serving both the school and general public.

3.5.5 Administration and organisation

In an integrated library, according to the definition, adopted for the Swedish survey, the library collection is a shared facility and is a joint property (Koldenius & Nilsson 1992:8). At the Gribby Gård Library, financing and budgeting are shared. The principal of the school, who is responsible for the whole facility, has an excellent relationship with the director of the library, and gives priority to service for the general public (Koldenius & Nilsson 1992:10).

Mention is made by Stenberg (1996:49) of an information retrieval network, based at the county library in Västerås, in which the Skinnskatteberg combined library and other libraries in the county participate. A state subsidy was given for the acquisition of computers and telefax equipment.

3.5.6 Operation and services

The Swedish survey found that the combined libraries were used predominantly by the schools, although they were financed, run and equipped as public libraries. Staff in the integrated libraries spent as much as eighty per cent of their time on school-directed activities. Yet they failed to function as instruments for self-directed, investigative study as prescribed by the country's national curriculum.(Koldenius & Nilsson 1992:10).

The Gribby Gård Library, after the integration process was completed, gradually extended its services to clinics for children, to pre-school centres, to the retired population, and, within its own immediate environment, to learners and teachers (Koldenius & Nilsson 1992:9). Teachers were given orientation sessions on the library's collection of encyclopaedias and reference works, and pre-school teachers, on children's literature. Success at the Gribby Gård library in Sweden was attributed to clearly stated objectives and continual follow-ups. It was also found that loan figures in the municipality of Tåby, with its four combined library branches, were somewhat higher than those of Stockholm public libraries (Koldenius & Nilsson 1992:10).

In the “library shop” in Hojby, Denmark, there are joint financing, leadership and work schedules. Public librarians also work during school hours, while the teacher-librarians are on duty also after school hours. The library is open on Sundays. Books, video recordings and audio books are available on loan (Koldenius & Nilsson 1992:11).

The small village schools are visited once a month by the librarian of the Skinnskatteberg Library to replenish the book collection. The librarian reads aloud from the new books and the children report on their reading, since her last visit (Stenberg 1996:48). In the junior and senior classes of the central school, half an hour per week is set aside for library visits. These fixed library hours are usually scheduled between 08h00 and 10h00, because after 10h00 the library is open to the public. The teacher accompanying the class and the librarian co-operate to make library education as meaningful as possible (Stenberg 1996:48). The librarian also administers theatre performances, concerts and visits by authors and puts up exhibitions. The learners’ works of art are exhibited in the library (Stenberg 1996:50).

3.5.7 Collection development

In the Skinnskatteberg Library, the librarian has a weekly meeting with a teacher representative from each of the junior, intermediate and senior levels of the school in order to check the lists of children’s books to be purchased, and to discuss which subjects fields need to be further developed. The teachers inform the librarian about any new plans within the different theme areas to give the librarian sufficient time to acquire literature on the subject or to borrow the relevant books from the county library at Våsterås (Stenberg 1996:48-49).

Limberg (1987:5) emphasises that by integrating the resources of the school and the public library, a wider collection could be offered to the learners in the Skinnskatteberg Library. Limberg reported, in 1987, that fifty-one per cent of the total media

collections were children's, representing thirty items per child, as compared to the national average of nine items per child.

Hannesdóttir (1991:12) points out that the main reported advantages of integrating the libraries in Iceland were access to larger collections, and housing. It was found in the survey that the largest school libraries were combined libraries, e.g. one combined library in the Reykjanes region having a holding of 14,800 volumes, another combined library in the east having a holding of 11,200 volumes, and a new combined library, specifically built for that purpose, in a small town in the south having a holding of ten thousand volumes. These holdings far exceeded the national average holding for school libraries of three thousand volumes (Hannesdóttir 1991:13).

3.5.8 Staffing and training

In the Skinnskatteberg Library, the librarian works forty hours a week, which, according to Stenberg (1996:50) is substantial in comparison with most school librarians in Sweden.

Limberg (1987:3) points out that methods on how to use the library effectively were not part of teacher training in the past. On the other hand, most of the trained librarians working in public libraries, lack the knowledge and understanding of curricular-related work (Limberg 1987:4).

3.5.9 Funding

The study being undertaken in Sweden found that the practice of sharing costs was very unusual (Koldenius & Nilsson 1992:10). In the Skinnskatteberg Library, however, the cultural affairs committee paid the rent for the library of seven hundred square metres and the school initially paid for only twenty hours of the children's librarian's time. But since 1986, the school pays for the full-time post of the librarian, who is responsible for the school's requirements for literature, who promotes reading by means of book presentations to the learners, and who offers teachers' study days during which new literature is introduced (Stenberg 1987:17). In 1990, the Cultural

Committee grant for media was SEK 390,000. The school contributed SEK 72,000, which was SEK 123 per child. This allowance is also used to meet the media requirements of the three other smaller, integrated libraries in the rural village schools. The school administration reduced their educational aids allowance in order to allocate funds to the library instead (Stenberg 1996:47).

The Swedish study, however, found that, although integrated libraries could produce savings by a more rational use of facilities and resources, they are not less expensive than two separate libraries. The possible economic gains should, therefore, be considered against reduced flexibility (Koldenius & Nilsson 1992:11).

3.5.10 Synopsis

It would appear from the literature that with regard to the combined libraries in Scandinavia:

- Governance was mostly divided between the local authority and the local school board;
- Few combined public and school libraries fulfilled all the criteria of integration;
- The combined libraries were predominantly used by the school community;
- The practice of sharing costs was very unusual;
- By integrating school and public libraries, a wider collection of resources could be offered to learners, which sometimes exceeded the average individual holdings of school libraries;
- After integration, some libraries extended their services;
- Most combined libraries were located in schools. Schools were, however, not always centrally situated, and it was sometimes difficult for an adult user to find his or her way into a library which was physically part of the school. This was usually the case with upper-level primary and secondary schools;
- Several combined libraries had been established in multi-purpose facilities in big town centres.

3.6 Australia

3.6.1 Planning

Edwards (1977:7) is of the opinion that a combined school-community library is not created simply by merging the two libraries, but that it must be planned as an integrated service from the beginning with both parties on an equal footing and no compromise on either side:

"There are no doubt problems and difficulties which must be overcome as with any project of size and this can only be done through a process of consultation and planning at the local level, where all the people involved are consulted and given an opportunity to look at some vision splendid which can ultimately be achieved" (Edwards 1977:7).

Amey (1989:111) points out that, although combined school-community libraries are found throughout Australia, the one place in which the concept has been tackled in a planned and "ambitious way" is in the state of South Australia:

"It is the only place in which an official plan of library provision based upon school community libraries has been pursued on a statewide basis" (Amey 1989:111).

When the combined school-community library was being considered as a possible model for the state of South Australia, the group investigating the matter proceeded with great care. Much of the literature regarding joint-use library services, which had mostly been of a negative nature, was known to the group and to the personnel tasked with the implementation of the services (Dwyer 1986:34). The professional librarians dismissed the concept and were convinced that this model had not worked elsewhere and would, therefore, not work in South Australia (Little 1996:33). Consequently, much care was taken with the preparation for the first two combined services that were established in 1977, and with the assessment of the early experiences involving the scheme, before the commitment was made to continue with the establishment of joint-use services on a state-wide basis (Dwyer 1986:34).

Little (1996:34) points out that it was important to gain the support of the key stakeholders in each community and each of the funding bodies. Crafford, the

Chairman of the Libraries Board of South Australia, who headed the implementation group, had many years of experience in local government as an elected representative, and was, therefore, able to communicate with local councils on their own terms (Little 1996:33). The group comprised representatives of the Libraries Board of South Australia, the Education Department and the Local Government Association of South Australia. Thus, the implementation programme had high level, credible support in the eyes of the potential partners (Little 1996:34).

Crafford visited each council area to introduce and develop the concept with local communities. Leaders in each community were targeted to ‘champion’ the concept within their district and the first school-community libraries in rural areas were established as ‘models’ in those areas which demonstrated enthusiasm and commitment to the concept from an early stage (Little 1996:34).

Implementation of school-community libraries was undertaken within very strict guidelines, policies and procedures. The process was driven centrally by the three partners. Following the negotiation of a joint-use facility, formal agreements were signed between the particular school, the Libraries Board of South Australia and the local council. These agreements were devised from a model proposed by the initial implementation group and were still in place in 1996 (Little 1996:35).

Support throughout the negotiation and implementation phase was supplied by the Education Department in the form of dedicated staff and by the Libraries Board of South Australia through the staff of the Public Libraries Branch (Little 1996:35).

3.6.2 Governance and organisational structures

It is important to note that the school-community library in the rural areas is a particular model developed in South Australia to meet specific conditions in those areas. Libraries established according to this model are subject to a state-wide agreement between the responsible ministers and the Libraries Board of South Australia (South Australia 1996:5). Other joint-use library models have also been developed in South Australia’s country and metropolitan areas with growing

populations, involving local agreements between the schools, colleges of technical and further education (TAFE), and the local council (Little 1996:33; South Australia 1996:5). Separate guidelines, *Joint Use Library Guidelines for South Australia*, have been developed by a working party, representing the education department, TAFE, and other joint-use libraries, for the establishment and operation of these libraries (South Australia 1990; South Australia 1996:5).

In terms of the *Libraries Act 1982* (as amended) and the *State / Local government Public Libraries and Community Information Agreement 1/7/95 to 30/6/2000*, the Libraries Board of South Australia administers the funding for the rural school community libraries, which is allocated according to a formula. In terms of this agreement, the Board also administers the services of the Public Libraries Automated Information Network (PLAIN) Central Services and provides guidelines within which school community libraries operate (Little 1996:37). Little is of the opinion that this agreement reflects the deregulated relationship between the two spheres of government, serving as a mechanism through which local decision-making can be successfully achieved.

Because all the South Australian school-community libraries in the rural areas are housed in the schools, the library is an administrative part of the school and, therefore, falls under the jurisdiction of the Department for Education and Children's Services. The librarian is responsible to the principal with regard to day-to-day administrative and staffing matters (Little 1996:37).

The local Library Board of Management acts as a policy body and comprises representatives of the school, the local community, and the local council. This Board develops library policy in the areas of non-school service delivery, opening hours, special programmes, and promotion of the library (Little 1996:37).

In order to create one point of reference for rural school-community libraries, and to provide advice to the co-operating partners, a School Community Libraries Committee was established, which is responsible for advocacy, and for advice and support to these

libraries. This committee is representative of the Libraries Board of South Australia, the Association of Community Librarians and Library Assistants, the Department for Education and Children's Services, local government, and the Chief Librarians Association of South Australia (South Australia 1996:3). In the light of the changing nature of the library services to include the vocational education sector, an agreement was reached to increase the membership so as to include a representative of the Institutes of Technical (Vocational) Education (Little 1996: 37-38).

3.6.3 Aims, objectives and policies

A comprehensive document, *Guidelines for the Operation of School Community Libraries in Rural Areas of South Australia*, was prepared by the School Community Libraries Committee, which is continuously updated to ensure relevance to the changing needs of these services (Little 1996:35). The issues dealt with in this policy document include: staffing, funding, management, roles and responsibilities, collection development, community access, and training. According to Little (1996:35), the need for prescriptive policies and procedures diminished as rural school-community libraries developed over time. The deregulation of the public sector, and in particular that of the relationship between local government and the state government, gave rise to a change from the previously centrally led model to one of local autonomy, within agreed guidelines, maintained by the School Community Libraries Committee.

3.6.4 Accommodation

All library buildings in the South Australian rural school-community model are within the school premises and are, therefore, the responsibility of the Department for Education and Children's Services. Fixtures and fittings are the joint responsibility of the school and the local council, with items used predominantly by one group generally being paid for by the funding party responsible for that group (Little 1996:37).

In 1987, Gauld (1987:82) reported that five of the twenty-eight rural school-community libraries did not have the space suggested in the recommendations of the Schools Commission for a school resource centre applicable in 1979, and none

approached the total of the two standards set by the school and public library services. Ten libraries, however, had undergone additions to make provision for the additional service, while one had moved to larger premises within the school. She (Gauld 1987:82), however, argues that it is more important that the school-community library is big enough for all the services it plans to offer, and to give special consideration to the internal allocation and arrangement of areas.

Gauld (1987:83) points out that, although conditions were found to be crowded in some libraries, all offered an area for quiet reading, a children's picture book and story-telling area, and a work area for staff. Most of the rural areas served did not have large town populations, with some exceptions, and the times when there would be an influx of users could be easily predicted. If this would be during a particular weekday, the time-tabling of classes to the library could be changed. Incidental use by adults or children during the week would not cause any space problems. It was found (Gauld 1987:83) that Saturday was often the busy time in a country town, as shopping was done in the morning and sport was played or watched in the afternoon.

Furnishings and equipment were supplied by negotiation, but this was based on the principle of equal sharing between the Department for Education and Children's Services and the local council, except where items were primarily used by one group (South Australia 1996:27). More specialist types of furniture, e.g. map drawers, vertical filing systems, and picture storage units, were considered part of normal school resource centre furniture (Gauld 1987:83).

If the distance between the town and the proposed school-community library was too great, the advisability of a depot in the centre of the town was discussed with the School Community Libraries Committee, at the time when the establishment of the library was negotiated (Gauld 1987:86-87).

The location of the library within the school, a contentious point recorded in the literature, had not been found to be a particular problem with this library model. In the small, close-knit communities where this model has been established, the school is

usually the meeting place for community groups and adult education classes. Because of the size of the schools, no libraries are upstairs and most are within easy reach of the parking area. Requisites such as signposting and adequate lighting are the responsibility of the local Board of Management (Gauld 1987:87).

Two school-community libraries in the rural areas are now described: the Balaklava Community Library and the Burra Community Library. The Balaklava Community Library is located in the high school with an enrolment of 380 and served a community of 2,650 in 1983. The school is centrally situated in the town and the library is about three metres from the street, where there is ample parking space. The library opened in 1980 in a large, single story, brick building and has a well-marked public entrance. The library is a spacious, open, well-lit area of 417 square metres. A community notice board is placed next to the entry (Amey 1987b:15-17).

The Burra Community Library opened in 1978 and is located in an area school with an enrolment of 380 and served a community of 3,700 in 1983. The school is fairly centrally located, but is some distance away from the main shopping area. There are signs on nearby streets to direct users to the library, but the library building itself lacks a highly visible identification sign. The library is located in converted premises in the original school building. The library area of 283 square metres is made up of a picture book area, stacks, a periodical/reading area, a teaching and silent study area, an audiovisual room, and the librarian's office (Amey 1987b:41,43). Two maps are attached as **Appendices C** and **D**, to give an indication of the location of the school community library within a rural South Australian town. One map is of the Balaklava township located ninety-four kilometres north of Adelaide and the other of the town of Burra, 156 kilometres north of Adelaide. A map of the Burra Community Library is attached as **Appendix E**.

The three joint-use or integrated facilities in metropolitan Adelaide operating in 1996 (Little 1996:31) are housed in all-purpose community centres. The Hub Community Library is located in The Hub in Aberfoyle Park, a suburb of Adelaide, incorporating the Civic Centre and a shopping centre. The library can be entered either from the

shopping centre area or from the Aberfoyle Park High School (Hub Community Library [1993]). The Parks Community Library is located in Angle Park, a housing trust area in Adelaide (Amey 1987b:13-14). Both libraries are housed in beautifully designed multi-purpose facilities, which include areas for the use of audio-visual media, and computer facilities with access to various databases and word-processing software. A map indicating the location of the Parks Community Library in the community centre, as well as a map of the physical facilities of the library, is attached as **Appendix F** and **G** respectively.

3.6.5 Administration and organisation

Practical support services with respect to acquisition of materials, cataloguing, and specialist professional consultancy services were made available to school community libraries as soon as they were established (Little 1996:35).

All the school-community libraries enjoy the benefits of a centralised selection, acquisitions, cataloguing, and distribution service for the public library books which is provided online to all sites. The PLAIN computer system supports collection management activities in each library (Little 1996:31). The school's curriculum materials are purchased by each individual school according to its needs and then processed at the school. A national database of catalogue records for these materials does exist, enabling the teacher librarian to copy catalogue records (Little 1996:36).

It would appear that this system reflects the best of both worlds in terms of autonomy and co-operation, as it allows the school-community libraries to purchase its public library material from library suppliers online within the limits of the budget allocated to each library. PLAIN makes possible the direct delivery of materials to libraries by suppliers and the empowerment of rural librarians with regard to collection development and budgetary decision-making. This technology also assists with interlibrary loans, sharing of materials, and information and stock rotation between libraries (Le Roux 1993:13).

It has, however, been found by Bundy (1994:4) that this decentralisation of public library services and the increasing sophistication of information and resource options has resulted in an extra workload of some four to six hours weekly for the school community librarian.

Each of the funding parties contributes to the information technology needs of the library. The school funds the computers and other equipment required to support the curriculum. The local Board of Management often contributes to the costs in order to provide the computerised circulation and cataloguing system for the library. The Libraries Board of South Australia provides the PLAIN system which includes database access, a link to the State Library of South Australia, and the Internet. Local groups through community support activities often generate funds for technology (Little 1996:37).

According to Gauld (1987:88), school-community libraries sometimes separate a small portion of public library material, usually the whole or part of the adult fiction collection. The normal practice is for public library books to be shelved side by side with school library books with a guide to location or explanation of the system on the catalogue (Gauld 1987:88).

3.6.6 Operation and services

A wide variety of services are offered by the rural school-community libraries. Amey (1989:112) is of the opinion that, although maintaining all these services is a burden, the South Australian librarians rise to the task magnificently. Activities include story-telling sessions with visiting community kindergarten groups; holiday film programmes; and a range of services to the elderly (among these are services to hospitals, senior citizens clubs, day-care patients and house-bound people). Amey (1989:112) found that these services were organised in various ways by different libraries, sometimes in co-operation with Meals-on-Wheels programmes, or through volunteers, or by a Friends of the Library group, and sometimes through community service by learners. Many teacher-librarians give talks to senior citizens groups on the range of services available or the latest books of interest.

Some libraries provide bulk loans to child play-groups, whereas for small, remote communities, depots or branches are sometimes established. Boxes of books are also sent out to the very isolated stations and aboriginal settlements. Another service is the community information service. Every aspect of community activity is usually displayed on the community information bulletin board. In addition, some libraries have a career information corner, where clippings and government information are kept in a vertical file. Awards for scholastic, sport or artistic excellence are routinely displayed in schools, bringing them to the attention of the whole community. Many libraries have developed extensive local history programmes. Funding is often obtained from various sources to pay for microfilming local newspapers. Interviews with elderly residents are conducted by learners and members of the local history group. These records of the impressions of early residents - their memories of the community - are preserved on tape. These collections are used extensively in the classroom and by public library users (Amey 1989:112).

The Burra Community Library, which is located in one of Australia's oldest mining towns, had a special history room that was extensively used by the learners studying South Australian history (Amey 1987b:41,43,46). The Mannum Community Library regularly held exhibitions. When the school became aware of intense interest and support for the well-deserved recognition of the local Aboriginal tribe, the Nganguruku, the library drew together different racial and cultural groups in order to develop empathy for cultures other than their own. An exhibition of Aboriginal art, and a booklet compiled by grade eight learners, containing original stories and illustrations in the style of an Aboriginal Dreaming, resulted in the library winning a state-wide award for their contribution (Pukk 1991:252-253).

In all the school-community libraries, learners and the community can access almost two million library items around the state, the resources and databases of the State Library, other databases, the Internet, and a video and film booking service (Little 1996:31). In the joint use metropolitan libraries, services also include: mobile library services; toy libraries; under-five activity sessions; access to a microfiche reader and

catalogue; access to a photocopier, computer literacy classes; volunteer programmes; and even cattle weighing scales for hire (according to one internal marketing brochure).

According to Hallein (1994:3), in general, it has been found in Australia that public library use during school hours causes no real problems, as long as the library is staffed to cope with both school and public library users. It is important, though, to offer out-of-school opening hours, especially in the evening and over weekends, as the majority of adult public library users are unable to use the library only during school hours. Some community-libraries, such as the Parks Community Library, were even open on Sunday afternoons until as late as 17h30 (The Parks Community Centre 1990).

3.6.7 Collection development

Each of the funding agencies are responsible for providing the materials relevant to the needs of its constituents. The Department for Education and Children's Services provides money for materials to support the curriculum, while the Libraries Board provides funds to acquire materials for the general public. The local Library Board of Management makes decisions regarding the possible expenditure of the local council's contribution (Little 1996:36).

A variety of materials is available in the school-community libraries. Table 3-1 lists the types of material and the number of items in the public library collection of the Balaklava Community Library in 1983.

Table 3—1 Types and numbers of resources in the Balaklava Community Library (Amey 1987b:70).

<i>RESOURCES</i>	<i>PUBLIC LIBRARY</i>
Hardcovers	5177
Paperbacks	2800
Children's books	1954
Periodical titles	36
Sound cassettes	132
Newspaper titles	4

In a marketing brochure of the Hub Community Library, the following types of materials were listed: novels; non-fiction; reference materials; large print books; picture books and easy readers; children's books; adolescent materials; foreign language books; language skills materials; interstate telephone directories; magazines; cassettes; jigsaw puzzles; audio books; videos; pictures; posters; audio-visual kits; and a computer catalogue.

3.6.8 Staffing and training

Staffing of the school-community libraries is dealt with in a separate general agreement between the Department for Education and Children's Services, the Libraries Board of South Australia and the Department for the Arts and Cultural Development, under whose jurisdiction PLAIN falls. This agreement enshrines staffing formulae for teacher-librarians and provides guidelines for the provision of school-community assistant officers. The agreement is signed by the two Ministers concerned and the Chairman of the Libraries Board (Little 1996:36).

The Department for Education and Children's Services is obliged to provide a basic number of community support hours and then additional hours according to a sliding scale, which is based on the population of the community. The school support hours are based on a different formula which is the same as for school libraries. The school staff is encouraged to undertake public library tasks and develop the skills of the community support staff (Little 1996:36).

To give an indication of the staffing of school-community libraries in practice, the figures of two libraries, for the period 1982-1983, are given (Amey 1987b:65). The staff allocation of the rural Balaklava Community Library was: one full-time teacher-librarian, 1 community library aide (thirty-five hours per week), and one school library aide (thirty hours per week). The staff allocation of the Burra Community Library was: one part-time (5/10) senior librarian, one part-time teacher-librarian (6/10), one assistant (thirty hours per week), and 1 assistant (37½ hours per week).

Little (1996:38) points out that school-community librarians, trained as teacher-librarians, have to accept the challenge of managing a service with a much broader brief than that for which they had been professionally trained. For this reason, the role of the public librarian is defined very clearly for these professionals at the start of their tenure as school community librarians. At the time of their appointment, they receive training from PLAIN and State Library staff in the functions of the public library system, in the differing needs of the community, in collection development, in the local government environment, in community information, and in the various information services available. Staff at PLAIN also act as advisers and technical support agents to these librarians. They also receive professional training and support from the Chief Librarians' Association of South Australia, the professional association of the public librarians (Little 1996:38).

In order to make stakeholders continuously aware of their roles, responsibilities, benefit, and inputs with regard to the school-community libraries, PLAIN staff have a wide training and promotional role when the annual turn-over of school principals occurs. Such a role is also expected from the school-community librarian when new councillors or a new mayor are elected to office (Little 1996:41). Seen in that light, Little (1996:41) emphasises that the training and development component of the school-community model is an ongoing responsibility requiring a "multi-faceted" approach from all stakeholders.

3.6.9 Funding

Funding for the school-community libraries is provided by the three major co-operative partners on the following basis:

The Department for Education and Children's Services provides the funds to administer those functions provided for the school community. This includes the school-based collections; the salary of the teacher-librarian, of the school support staff, of the community support staff; as well as any school related technology and building costs;

Each local council is required to provide additional funds on the basis of a formula set by the Libraries Board of South Australia. This formula in 1996 was A\$3,500 per thousand members of the population or part thereof. These funds are provided to the local Board of Management of the library. They can be used for additional staffing of community support services, for additional library materials, as a contribution to building projects or for any other projects as agreed upon by the local board;

The Libraries Board of South Australia administers the funds allocated by the State Government to the whole public library network in the State. For school community libraries, the board allocates funds on a per capita basis for library materials required, to meet the needs of the general community. The distribution formula also makes provision for a small distance compensation component (Little 1996:35-36).

According to Little (1996:41), one of the problems being experienced was that the real contributions of each partner were not evident from the school-community libraries' balance sheets. The actual funds spent by the Libraries Board on supporting and servicing the school-community libraries were not reflected on the library's balance sheet and could easily be ignored. The School Community Libraries Committee in 1996 was therefore looking into ways of ensuring that the real contribution of each partner was correctly reflected in the balance sheets of libraries.

3.6.10 Synopsis

The establishment of school-community libraries in South Australia was carefully planned. After the first two combined libraries had been established, the results were carefully assessed before the implementation of other rural libraries on a state-wide basis. Besides the rural school-community libraries, which were developed to accommodate the specific conditions of the rural communities, other joint-use models were also established in urban and metropolitan areas. These joint-use models were usually housed in all-purpose community centres and sometimes involved schools, colleges of technical and further education, and the local councils as partners.

It was found to be important that the support of the stakeholders in each community be gained, so, to this end, the model of the school-community library was marketed as the ideal, among the community. The support of each funding body was also assured in advance. Training and promotional programmes for decision-makers was provided on an ongoing basis. The first combined facilities were developed as “models” for the other facilities that followed. Implementation was undertaken within very strict guidelines, policies and procedures. The process was actively driven by the three partners, the schools, the Libraries Board, and the local council.

As all library buildings of the rural school-community libraries were on school premises, they were the responsibility of the Department for Education and Children’s Services. The libraries fell directly under the administration of the schools and the librarians were responsible to the principal. The local Library Board of Management acted as a policy body and comprised representatives of the school, the local community, and the local council.

Guidelines for the operation of the rural school-community libraries were developed and they applied to all combined libraries. These guidelines were updated continuously to ensure relevance to the changing needs of the communities. Although the guidelines were initially prescriptive, the deregulation of the public sector and the devolution of power to local governments, led to a less centrally, local-authority controlled school-community library model, but still functioning within the agreed guidelines.

Findings indicated buildings for the school-community library had to be big enough for all the services it hoped to offer, and that the internal allocation and arrangement of areas had to be carefully planned to make provision for each service and activity. Facilities usually included an area for quiet reading, for children’s story-telling, and space for staff to work.

The public library part of the school-community libraries was supported by centralised services, such as the acquisition of materials, cataloguing, and professional

consultancy. The computer system of the centralised services supported all the management activities of the libraries. The school's curriculum material was purchased by each school according to its need and then processed at the library. Each of the funding parties contributed to the information technology of the library.

The staffing of school-community libraries was dealt with in a separate agreement between the Department for Education and Children's Services, the Libraries Board of South Australia, and the Department for the Arts and Cultural Development, and was based on fixed staffing formulae regulating the appointment of teacher-librarians and support staff. It was foreseen that the restructuring of local government, with the possible amalgamation of local councils, and the downsizing of the Department for Education and Children's Services, with the accompanying threat of the closure of small schools, would have an impact on the staffing of the combined models and would also effect the agreements that had been concluded between partners (Little 1996:43).

Because librarians of school-community libraries had a much broader brief than that for which they had been trained, they received extra training for that role, prior to taking up their posts.

It was predicted that technology would play an increasingly important role in the delivery of services through school community libraries, as several libraries were already acting as links to university courses by means of dial-up access to university computers. The possibility of school community libraries becoming local telecentres, from which the local community would be able to access online education and training, and would be able to telework or telecommute and access other online services, such as government and private sector services, was investigated. It was envisaged that school community libraries would take the lead in introducing this service to their local communities, and in training the community in its use and benefits (Little 1996:43).

In conclusion, it is interesting to note that, although Dwyer (1989:24) stated, in 1989, that the scheme had virtually completed its developmental phase, and that few

remaining locations would suit the criteria under which the scheme had originally been established, some schools and local councils with independent services – in the light of changes due to public sector reform –also started investigating the possibilities of joint-use facilities (Little 1996:42),.

3.7 Guidelines for the operation of school-community libraries in rural areas of South Australia

Amey (1989:111) believes that the state of South Australia is unique in the systematic and comprehensive way in which it approached the problems of combined library services. He points out that nowhere else had he seen a similar effort by a government to create and review regularly the guidelines for establishing and operating combined school-community libraries.

The *School Community Libraries in Rural Areas of South Australia: Guidelines for Operation* (South Australia 1996) (hereafter called the *Guidelines*) in 1996 had been through seven revisions to meet changing circumstances (Bundy 1994:1; South Australia 1996:5). The *Guidelines* were distributed to rural schools and communities who began considering the possibility of establishing school-community libraries and started making preliminary applications (Bundy 1994:1). In general, school-community libraries were established where the population of the area served by the school did not exceed three thousand. Exceptions to that population limit were permitted if other factors indicated that a school-community library was the best form of library service for the area. Amey (1989:111).

An overview of the most important aspects dealt with in the *Guidelines* follows.

Funding arrangements. School-community libraries are funded by the State government, the local government, and other participating authorities. The contribution of the state is made through the Department for Education and Children's Services (DECS) and through the Libraries Board of SA. The contribution of DECS consists of the provision of the library facility, the teacher-

librarian's and some additional staff's time, determined by population size, as well as stock appropriate for a school library. The staffing arrangement is subject to a formal Agreement between the Minister for the Arts and The Minister of DECS and the Chair of the Libraries Board of South Australia (South Australia 1996:6).

The Libraries Board meets the cost of providing materials to the library at a monetary amount per head of population served. This per capita materials allocation constitutes a total budget against which the library service selects its own stock through PLAIN Central Services. The stock levels achieved through this process depend therefore entirely on the selection practices and preferences of the local library service in meeting the specific needs of its community (South Australia 1996:6).

The local government authority served by the school-community library contributes a minimum financial amount per thousand (or part thereof) of population in the council area. The amount per thousand is determined annually by the Libraries Board. The council contribution is payable to the Local Library Board of Management in one or two instalments. This money may be used for funding, for example, extra staffing, professional development, programmes or resources (South Australia 1996:6).

Maintenance costs, e.g. lighting, heating, cleaning and building repairs are borne by DECS (South Australia 1996:7).

Staffing. Teacher-librarian time is in accordance with the DECS formula for teacher-librarian staffing for the **size and type of school** housing the school-community library with a minimum of 0,5 (full teacher-librarian post) in primary and 1,0 (full teacher-librarian post) in secondary schools (South Australia 1996:8,20). In general, teacher-librarians are not required to teach other subjects or to relieve other classroom teachers of teaching duties (South Australia 1996:20).

In addition, the DECS is responsible for the appointment and salary of additional support staff (a community library assistant) for the school-community library according to the following formula:

A base of 10 hours/week

plus

10 hours/week for the first 1,800 of population served or part thereof,

plus

10 hours/week for the next 1,800 of population served or part thereof, to a maximum population of 3600

with an additional

1 hour/week for every hour, in excess of 6 hours, that the library is open to the public after 18:00, or at weekends.

Normal opening hours are between 08:00 and 18:00 on weekdays. Payment of penalty rates for community library assistants do apply for hours worked after 18:00 on weekdays and any weekend hours (South Australia 1996:8).

The school provides SSO (school support officer) time to the school-community library in addition to the community library assistant paid for by DECS. SSOs are allocated to schools according to a formula. Their deployment is the responsibility of the principal (South Australia 1996:9).

Professional development. Teacher-librarians newly appointed to a school-community library are required to undergo a short in-service training course conducted by PLAIN Central Services. Information sessions about the role of school-community libraries are also offered for principals newly appointed to a school with a school-community library who have no experience of this type of community involvement (South Australia 1996:8).

Selection of library materials. Public library materials are selected by the staff of each school-community library from collated and annotated information, prepared by staff at PLAIN Central Services, which is available online on PLAIN. The amount available depends on the library's financial allocation determined by the funding arrangements. The librarian has to ensure a balanced selection taking into account local needs. The Libraries Board annually determines a percentage of the

library's financial allocation which may be used for local purchase of library materials at the discretion of the librarian. These materials are for local use and for responding to immediate need. School library stock is supplied and maintained as for a normal school library (South Australia 1996:14).

Hours of opening. The local Library Board of Management decides on the hours of opening to the public outside of school hours. School-community libraries have to be accessible to the public during normal school hours and for an additional six hours per week (minimum) at times which will ensure community accessibility to the library (South Australia 1996:16).

Management and lines of authority. A school-community library is administered at the local level by a Library Board of Management which is responsible for developing ongoing policy for its operation, determining goals and budget priorities and managing the library's affairs in compliance with the Guidelines. The teacher-librarian is responsible to the local Library Board of Management and the principal of the school for different aspects of the management of the library. The community library assistant and the library's school support officer are responsible to the teacher-librarian (South Australia 1996:17).

Permanent closure of library. In the event of the closing of a school-community library, written notice must be given to all parties to the original agreement at least nine months before the proposed closure.

An outline of the full *Guidelines* for the provision and operation of school-community libraries in the rural areas of South Australia, in tabular form, is attached as **Appendix H**. The information contained in the outline is primarily based on the 1996 edition of the *School Community Libraries in Rural Areas of South Australia: Guidelines for Operation* (South Australia 1996), reflecting the position in rural school-community libraries in South Australia in 1995. The latter publication states that some of the details contained in the document are, therefore, subject to changes in policy and relationships between the partners (South Australia 1996:1).

The *Guidelines* (South Australia 1996) only deal with the **operation** of the school-community libraries in the rural areas in South Australia, because at that stage (1996), the number of rural school-community libraries were static (46) and no new rural school-community libraries were being established (Little 1996:31). The information from the *Guidelines* is therefore supplemented with information from the *Joint-Use Library Guidelines for South Australia*, 1990, which was developed as a guide in **planning new services** and **evaluating or adapting existing joint-use services** (South Australia 1990). While discussing joint-use libraries in general, the principles and guidelines in the latter document are also relevant to the development and functioning of school-community libraries in rural areas (South Australia 1996:5). In addition, this document also contains useful additional information regarding the **establishment** of joint-use services.

3.8 Summary

In this chapter an attempt has been made to show how various issues, regarding the planning, establishment, and operation of school-community libraries, have been experienced and handled in the selected countries, where the school-community library model has been implemented.

It has been determined from the literature that the establishment of combined libraries has not always been adequately planned. This has especially been the case with the necessary attention given to the location and the design of the facilities. Space limitations often had a negative impact on the effective delivery of public library services.

It became clear from the literature about the selected countries that, with the exception of South Australia, there were different types of governing bodies as well as different styles used by these governing bodies. This became a matter of great concern to librarians in charge of the combined libraries. The question of overlapping jurisdictions and uncertain lines of authority also created dissension. Because the majority of the combined libraries were housed in the schools, any change in the

administration of the schools sometimes had a negative effect on the operation of the libraries. Because the librarian often reported directly to the school principal, this, on occasion, caused interference by the principal in the day-to-day administration of the library.

Many problems stemmed from organisational and administrative procedures. The availability of trained staff, in rural areas, was found to be a major problem. This often limited the extent and quality of the service, especially to the general public. The disposition and commitment of the librarian were, however, found to be crucially important to the success of the combined venture. In many cases the combined libraries were found to be predominantly used by the school community.

It would appear from the literature that few combined libraries operated with firm contractual agreements between the partners. It also became apparent that small rural communities often found it difficult to support a combined library. In some cases, special government grants were allocated to small communities to assist in developing the combined services. The provision of central support, however, often compensated for the lack of local capacity. Substantial savings were mainly achieved by co-ordinating the acquisition of materials, by avoiding duplication of stock, and by the sharing of buildings and staff.

The benefits of a combined library were usually evident in a much larger stock, which, in some instances, was more than average individual holdings of public or school libraries, and in a greater range of services. Improved community involvement in school affairs was seen as an additional benefit.

From the literature studied, it became clear that the erection of big multi-purpose town centres, offering a wide range of community services, provided an opportunity for the establishment of a combined school-community library and produced a new interest in the combined school-community library model in all the countries studied.

It would appear from the literature that the main reason that the South Australian model of combined school/community services was more successful than the combined models in other parts of the world, and in other parts of Australia, was that each aspect of the implementation of the model was planned beforehand in great detail by all three partners. Much planning and consultation occurred between approval for the scheme in principle (1974), and the establishment of the first service (1977). The problems generally associated with the combining of facilities and services were also not wished away but were confronted head on, and solutions to these problems were sought:

“All reasonable efforts were made to ensure that a well-conceived plan would have every encouragement for success” (Dwyer 1987:108).

From the literature and a perusal of the guidelines, it became apparent that other reasons for the success in South Australia were that:

- all the groups likely to be affected by or involved in the implementation of the combined library service were represented on the planning body;
- projects could proceed only with the positive attitude and formal request of the local community, and with the resulting commitment by the local government authority to contribute to the funding of the combined service;
- there was a strong political commitment to the concept, at the state as well as at the local level;
- central co-ordination and ongoing support was guaranteed;
- funding and staffing of the library was secured by formal agreements between the parties;
- provision was made for firm local management and control;
- professional development and training was provided;
- central support mechanisms were provided with the benefits of the latest technology, which enabled libraries to take their services to a higher level of service and functionality;

- access to the PLAIN system, with its connections to the information resources of the whole state, enabled even the smallest library to offer equitable access to its users;
- Finally, it was clear from the literature that the guidelines, which were developed by the original reference group, studying the feasibility of establishing the school-community library model in South Australia, played an important role in the success of the model in that state. The guidelines provided a clear framework within which each community could establish its own combined library tailored to its particular needs. It must, however, be remembered that the combined school-community library in South Australia was specifically developed to meet a particular set of circumstances common to all the communities where the model was established. It was, furthermore, evident from the experience in the other selected countries, that local circumstances, rather than universal principles were determinant factors in the success of the school-community library.

It would, therefore, appear from the literature that the following factors are crucial to the successful establishment of the combined school-community library:

- A political commitment by the government to the idea of school and public library co-operation, and to other co-operative ventures of this nature, which should be reflected in government legislation and government policy;
- Commitment of funding authorities, formalised in legal agreements, to protect the interests of the co-operating partners;
- Provision of adequate, suitable, and compatible staff;
- A request for the combined services by the local community and the community's ongoing support, involvement, and financial commitment;
- Central support mechanisms to enhance services, and provision for staff development and training;
- Involvement of all parties in discussion prior to decisions about establishment;
- The careful planning for the establishing of the combined library;

- A service based on an accurate profile of the community being served;
- A locally representative, enthusiastic, and skilled local Board of Management with key individuals from the school and community who are active in their participation and promotion of the library.
- Clear and flexible guidelines and procedures to guide the process and to provide the framework within which to operate;

In the next chapter, the broad societal context within which the school-community library model would have to operate in South Africa, will be examined. The organisational structures, characteristics and operation of the school and the public library systems in South Africa, as they have emerged as part of the apartheid legacy, will be described.