

**SCHOOL-COMMUNITY LIBRARIES:
SOME GUIDELINES FOR A POSSIBLE MODEL
FOR SOUTH AFRICA**

by

SOPHIA LE ROUX

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Dedication

I dedicate this study to the memory of my dear friend and colleague

Sandra Olën

And to

Penny Bristow

Whose unflagging efforts to bring literary resources to the disadvantaged has inspired me to undertake and persevere with this study.

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List of Acronyms

ABET	Adult Basic Education and Training
ACTAG	Arts and Culture Task Group
CALICO	Cape Library Consortium
CBO	Community-based organisation
CETDE	Centre for Educational Technology and Distance Education
CLD	Community Learning Centre
CPA	Cape Provincial Administration
CPLS	Cape Provincial Library Service
CRC	Community Resource Centre
DACST	Department of Arts, Culture, Science and Technology
DECS	Department for Education and Children's Services
DET	Department of Education and Training
DFA	Development Facilitation Act
DoE	Department of Education
EDC	Educational Development Centre
ELIS	Educational Library and Information Services
FRELICO	Free State Library Consortium
GAELIC	Gauteng and Environs Library Consortium
GCIS	Government Communication and Information System
HOA	House of Assembly
HOD	House of Delegates
HOR	House of Representatives
HSRC	Human Sciences Research Council
ICT	Information Communication Technology
IDP	Integrated Development Plan

IT	Information Technology
JLC	Joint Library Committee
KCPL	Kansas City Public Library
LDO	Land Development Objective
LIASA	Library and Information Association of South Africa
LIS	Library and Information Services
LIWO	Library and Information Workers Organisation
MEC	Member of the Executive Council
MPCC	Multi-Purpose Community Centre
MPLIS	Mpumalanga Provincial Library and Information Service
MTEF	Medium Term Expenditure Framework
NECC	National Education Co-ordinating Committee
NED	Natal Education Department
NEPI	National Education Policy Investigation
NGO	Non-governmental organisation
NPA	Natal Provincial Administration
NPLS	Natal Provincial Library Service
OCLC	Online Computer Library Center
OFS	Orange Free State
PALS	Public Access Library Systems
PED	Provincial Education Department
PLAIN	Public Libraries Automated Information Network
PLS	Public Library System
PMR	Pietermaritzburg Metropolitan Region
PWV	Pretoria-Witwatersrand-Vereeniging
RDP	Reconstruction and Development Programme

READ	Read, Education and Develop
RSA	Republic of South Africa
SABINET	South African Bibliographic and Information Network
SAILIS	South African Institute for Librarianship and Information Science
SASA	South African Schools Act, 1996
SGB	School-governing Body
SMT	School Management Team
SRN	School Register of Needs
SSO	School Support Officer
TAFE	Technical and Further Education
TBVC	Transkei, Bophuthatswana, Venda, Ciskei
TED	Transvaal Education Department
TPA	Transvaal Provincial Administration
TPLS	Transvaal Provincial Library Service
UK	United Kingdom
UNESCO	United Nations Educational, Scientific and Cultural Organization
USA	United States of America
USA	Universal Service Agency

Summary

School-community libraries: some guidelines for a possible model for South Africa

MBibl dissertation

by

Sophia le Roux

Supervisor: Prof. H. de Bruin

Department of Library and Information Science

University of Pretoria

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The aim of this study was to investigate the variants of the school-community library model, as implemented in overseas countries, to define a South African variant of the model, satisfying the needs of a rural, tribal community, and to formulate a set of guidelines for the implementation and operation of such a model.

The research was based on a literature review, an analysis of published case studies, and a study of official documentation. The dominant variants of the model found, were the school-housed school-community library, prevalent in remote, rural areas with a functional school library, and with communities too small to support separate school and public library services, and the school-community library located in a multi-purpose community centre complex, mainly found in urban and metropolitan areas.

The main reasons found for the establishment of the school-community library model centred in historical backlogs in either school or public library services; a need for such services; communities incapable of sustaining separate school and public library services; declining funds and resources; pressure from politicians and authorities to avoid duplication of services; incentives and enabling legislation to encourage the

sharing of educational facilities and the forging of partnerships for more cost-effective service delivery; an emphasis on life-long learning; and new teaching methods, resulting in a growing need for learning resources.

An analysis of the historical development and current situation regarding library and information services (LIS) in South Africa, found tremendous backlogs in both school and public LIS in the disadvantaged communities in rural areas and urban townships, as a result of former apartheid policies and practices. The restructuring of provincial LIS aggravated this situation, causing a further deterioration in these services.

In the rural, tribal areas of South Africa, school libraries were found to be almost non-existent, or of an inferior standard. The use of existing school libraries for a combined school-community library appeared not to be a viable proposition. The erection of expensive, purpose-built, school-community library facilities in schools would place an additional burden on PEDs, which in current circumstances consider the building of classrooms their first priority. As clusters of schools were commonly found in these areas, the establishment of a combined school-community library in an accessible, public library building, if available, would appear to be a more cost-effective and practical solution for serving the community and the cluster schools.

The public library-based school-community library model for a rural, tribal community - comprising a small, homogeneous group of people, sharing the same culture and language, taking an active part in educational and cultural activities, and showing particular initiative and commitment - would need a different service approach. The library would have to be developmental- and needs-driven, and would have to cater for the needs of non- and newly-literate users. The financial backing and support of the provincial and local authorities, the involvement and financial commitment of the local community, and adequate and suitable staffing, were found to be crucial for success. Consequently, the guidelines presented reflect this difference in service approach and will assist decision-makers and practitioners to implement this variant of the library model successfully.

Opsomming

Die doel van hierdie studie was om die verskillende variante van die gekombineerde skool-gemeenskapsbiblioteekmodel in oorsese lande te ondersoek, en om 'n Suid-Afrikaanse variant van die model te definieer wat aan die behoeftes van 'n landelike, tradisionele gemeenskap sou kon voldoen. Daarbenewens is beoog om 'n stel riglyne vir die daarstelling en bedryf van sodanige model te formuleer.

Die ondersoek was gebaseer op 'n literatuurstudie, 'n ontleding van gepubliseerde gevallestudies, en 'n studie van amptelike dokumentasie. Die oorheersende variante van die skool-gemeenskapsbiblioteekmodel wat aangetref is, was die gekombineerde biblioteek wat binne in die skool of op die skoolterrein geleë was. Hierdie model is veral geïmplementeer in verafgeleë, landelike gebiede, wat reeds oor 'n funksionele skoolbiblioteek beskik het, en waar die gemeenskap nie 'n afsonderlike skool- en openbare biblioteke kon bekostig nie. Die ander variant van die model was 'n skool-gemeenskapsbiblioteek wat binne in 'n gemeenskapsentrum geleë was. Hierdie variant is hoofsaaklik in stedelike of metropolitaanse gebiede aangetref.

Die hoofredes vir die daarstelling van die skool-gemeenskapsbiblioteekmodel het gewentel om historiese agterstande in òf skool òf openbare biblioteekdienste; 'n behoefte aan hierdie dienste deur die gemeenskap; 'n onvermoë deur gemeenskappe om aparte dienste in stand te hou; 'n afname in befondsing vir biblioteekdienste en – bronne; druk deur politici en die owerheid om die duplisering van dienste te vermy; aansporingsmaatreëls en wetgewing om die gesamentlike benutting van onderwysfasiliteite aan te moedig, en nuwe onderwysmetodes wat klem plaas op lewenslange leergeleenthede.

'n Ontleding van die geskiedkundige ontwikkeling en huidige situasie met betrekking tot biblioteek- en inligtingsdienste in Suid-Afrika het bevind dat daar geweldige agterstande ten opsigte van sowel skool- en openbare biblioteekdienste in die agtergeblewe gemeenskappe in die landelike en stedelike gebiede bestaan. Dit was hoofsaaklik die gevolg van voormalige apartheidsbeleid en -praktyke. Die

herstrukturering van die onderwys en provinsiale biblioteekdienste het hierdie situasie vererger en 'n verdere agteruitgang van hierdie dienste tot gevolg gehad.

Daar is bevind dat bykans geen skoolbiblioteke in die landelike, tradisionele gebiede aangetref word nie, en dat dié wat wel bestaan, gewoonlik van 'n minderwaardige gehalte is. Die gebruik van bestaande skoolbiblioteekfasiliteite vir 'n gekombineerde biblioteek het derhalwe geblyk nie lewensvatbaar te wees nie. Die daarstelling van duur, doelmatige skool-gemeenskapsbiblioteke in skole sou ook 'n bykomende geldelike verpligting op provinsiale onderwysdepartemente plaas, wat tans onder swaar druk is om voldoende klaskamers op te rig.

Aangesien daar bevind is dat skole in die landelike, tradisionele gebiede dikwels saamgegroepeer is, sou die daarstelling van 'n skool-gemeenskapsbiblioteek in 'n openbare biblioteekfasiliteit – indien so'n fasiliteit beskikbaar sou wees en reeds effektief benut word - meer koste-effektiewe wees, veral indien so'n biblioteek sentraal ten opsigte van 'n groep skole geleë sou wees.

Dit wil voorkom of hierdie model geskik sou wees vir 'n gemeenskap met 'n homogene bevolking, wat inisiatief aan die dag lê en aktief by opvoedkundige en kulturele bedrywighede betrokke sou wees. Die dienste van sodanige biblioteek sou veral voorsiening moes maak vir die behoeftes van ongeletterde en nuutgeletterde gebruikers. Die finansiële en professionele ondersteuning van die betrokke provinsiale onderwysowerheid en provinsiale biblioteekdiens blyk van deurslaggewende belang te wees. Ander voorvereistes vir die sukses van hierdie model is voldoende en gepaste personeel, die samewerking en finansiële ondersteuning van die plaaslike owerheid, en die betrokkenheid van die plaaslike gemeenskap wat 'n bereidwilligheid om finansiël tot die bedryf van die inriging by te dra, sou insluit. Die riglyne vir die daarstelling en bedryf van hierdie model, wat aangebied word, weerspieël hierdie benadering tot dienslewering, en sal van hulp wees vir beleidsmakers en praktisyns om hierdie variant van die biblioteekmodel met sukses in werking te stel.

CHAPTER 1

STATEMENT OF PROBLEM AND DEMARCATION OF FIELD OF STUDY

1.1 Introduction

Since the first democratic election in April 1994, South Africa has been engaged in the process of restructuring its entire education system. The first step has been to integrate the nineteen ethnically-based education departments, created by the previous government, into one non-ethnic national Department of Education and nine provincial departments of education (South Africa 1994:15). The library and information services (LIS) sector has also been through a process of fundamental change (Leach 1998:3). Underlying this restructuring process has been the transition from a racist apartheid-based society to a non-racial democracy.

In *The Reconstruction and Development Programme: a policy framework* (RDP) (African National Congress 1994:4), it is stressed that the legacy of apartheid cannot be overcome with piecemeal and unco-ordinated policies, but that strategies, to harness all the country's resources in a coherent, purposeful, and sustainable effort, are needed. The new democratic government is seen as responsible for developing the country's human resources to the full, and for focusing education to the optimum improvement of the individual and the community (African National Congress 1994:60).

Central to the national human resources' development strategy is the need to encourage civil society to participate in the provision of learning opportunities (African National Congress 1994:60), and in the establishment of structures of institutional governance which encapsulate the needs of all stakeholders as well as those of the broader community (African National Congress 1994:61).

The establishment and provision of appropriate and relevant LIS for all, institutions which are comprehensively democratic in policy and principle, is crucial to transforming the South African society. It is acknowledged that an informed and empowered citizenry is essential for a participatory democracy (African National Congress 1994:120-121; Karlsson, Nassimbeni, & Karelse 1996:18; Lor 1994:133).

1.2 Background to the problem

Because of the historical development of separate residential areas along racial lines in South African urban and rural areas, the information needs of the previously disadvantaged communities have been grossly overlooked in the past. LIS have been heavily biased in favour of white users, towns, and suburbs (Nassimbeni 1991b:46). As a result, substantial backlogs exist in public and school library services in the rural areas and in those communities living on urban peripheries.

The rural areas, especially those which formed part of the former “homelands” have been particularly disadvantaged. The RDP emphasises that in these areas the poorly developed social services and infrastructure have to be improved. It also stresses that much of the control of democratic, government-funded services has to be transferred to the rural people for whom they are intended, within the framework of each sector’s national and provincial policy (African National Congress 1994:84-85).

In the *School Register of Needs Survey* (South Africa. Department of Education 1997: 8), undertaken on behalf of the Department of Education in 1996, it was found that media centres (including libraries) in primary schools are almost non-existent. The worst off among primary schools are in the Northern Province (2 per cent with media centres), the Free State (4 per cent with media centres) and the Eastern Cape (4 per cent with media centres). The lowest percentage of secondary schools with media centres were found in the Northern Province (9 per cent), the Eastern Cape (26 per cent) and KwaZulu-Natal (30 per cent).

The provision of public library services intended for all communities is also inadequate. In the *Public library update RSA* (1996:11), it was found that the membership of public libraries, as percentage of the total population, was highest in the Western Cape (27,8 per cent) and lowest in the Northern Province (1,1 per cent), the North West (3,2 per cent) and Mpumalanga (3,5 per cent).

Since the emphasis of the new, non-racial education dispensation is on equal opportunities for all (irrespective of race and sex), and on redress of existing imbalances, expectations among previously disadvantaged sectors of society have been that all schools would get centralised school libraries in the short or medium term. The prospect that existing school libraries/media centres would soon be on par with those at schools of the former Department of Education and Culture (House of Assembly), also known as “Model C schools” formed part of this aspiration (South Africa. Department of Education 1999:11-12).

In the light of the high enrolment figures of learners, and the severe cuts in library funding by the government in recent years, it is obvious that these expectations cannot be met (Karlsson, Nassimbeni & Karelse 1996:18; South Africa. Department of Education 1999:13). Various authors have reported on the serious deterioration of public and school library services which has consequently occurred (Hansen 1999:12; Hendrikz 1998:2; Leach 1998:3; Lor 1998:7-12). In his report presented to Parliamentarians in 1998, Lor (1998:11) pointed out that libraries had, since 1996, become the ‘soft targets’ of the government’s belt-tightening exercises, and that they had been increasingly crippled by lack of funds and staff. In most provincial education departments no budget for book purchases had been allocated during the previous two years (Lor 1998:7). This lack of school libraries was putting additional pressure on under-resourced public libraries to provide study space and resources for school learners. It has also had a negative impact on the implementation of the new curriculum, *Curriculum 2005* - the Department of Education’s outcomes-based education model with its emphasis on resource-based and learner-centred teaching and learning (Le Roux 1999:5; Lor 1998:8).

The Department of Education (DoE) in its draft policy document, *A National Policy Framework for School Library Standards*, acknowledges that provincial departments of education (PEDs) do not have the immediate finances nor the personnel to close the gap between schools, and so attain a comparable level of library service in every school. The Department also recognises that no library model will ever satisfy educators’ and learners’ total resource needs for accessing the curriculum (South Africa. Department of Education 1999:11). Partnerships between schools, the

community, interest groups, and private enterprises could lead to a better quality of user service and also make the library less dependent on the state (South Africa. Department of Education 1999:13).

One way of redressing past imbalances and providing more cost-effective LIS is by considering alternative and achievable models of library and information provision within the framework of national norms and standards. The draft policy document, *A National Policy Framework for School Library Standards*, recognises this need for an innovative approach to providing LIS. The policy document, therefore, suggests that provincial departments, moving towards the eventual establishment of an equitable library in every school, follow either an “**incremental approach**” which will slowly increase the number of schools with centralised traditional libraries, or a “**transitional**” approach, which will implement temporary or transitional alternatives to the traditional school library (South Africa. Department of Education 1999:12).

The policy document then introduces a “menu” of library models from which a school community can make a choice according to the needs of the particular school and in relation to the available financial, human and material resources at the school. These library models are (South Africa. Department of Education 1999:13-24):

- One school, one library (traditional library model comprising a school with its own centralised library collection and teacher-librarian);
- One classroom, one library (a small collection of resources in the classroom appropriate to the level of the learners and the curriculum programme followed in the classroom. Also referred to as “book box library” or a “classroom library”);
- One cluster of schools, one library (where a school cluster in a particular locality shares the same library facility);
- One community, one library (where the school educators and learners and the community - general public - share the same library facility. Also referred to as a “school-community”, “joint-use”, “combined” or a “multi-purpose library”);

- One region, one library service (where the regional library service provides various library-related services to schools within the region);
- One learner, one library (library model often referred to as the ‘virtual library’ where an individual learner can access full-text documents and information from all over the world electronically);
- One lifelong learner, one library (a library facility which forms an integral part of an institution such as a community learning centre (CLC), educational development centre (EDC), or telecentre. The focus of this library is educational, with lifelong learning support.

One of the proposed models, the school-community library (One community one library) involves the merging of the school library and the public library with the aim of serving the entire community (South Africa. Department of Education 1999:18-20). The draft policy document, *A National Policy Framework for School Library Standards*, (South Africa. Department of Education, 1999:11-12) thus provides the framework for innovative co-operative planning between the public and school library sector.

The *Library & Information Services* report of the National Education Policy Investigation Library and Information Services Research Group (NEPI) (National Education Policy Investigation 1992:61) refers to this model as a multi-purpose or multi-user library, and suggests that its implementation could reduce the financial burden of providing information resources and encourage their optimum utilisation.

Two major LIS policy reports, Chapter 6 of the *Report of the Arts and Culture Task Group (ACTAG)* (Arts and Culture Task Group 1995:209), and the *Report of the Interministerial Working Group on the Library and Information Services (LIS) Function (National Level)* (South Africa. Department of Arts, Culture, Science and Technology & Department of Education 1997:35) also refer to the establishment of combined or joint-use libraries as a possible means of serving both the school and the community at large, but express the reservation that further research is needed to

explore this alternative library model. The ACTAG Report (Arts and Culture Task Group 1995:209) suggests that the joint-use library could be a feasible option in fast growing, disadvantaged, developing or rural areas where substantial backlogs exist.

A perusal of the *IFLA/UNESCO School Library Manifesto* (School ... 2000:12-13) and the *UNESCO Public Library Manifesto* (United Nations ... 1994:1-3) provides some insights into the character and similarities of school and public libraries, which suggest that a combination of their functions, programmes and services, in a new and appropriately structured operation, could be implemented with success. The full text of these Manifestos are attached as **Appendix A** and **B** respectively.

The school library and the public library target different users. School libraries cater for the learners and educators of a particular educational institution, while public libraries must satisfy a wider spectrum of needs in an entire community ranging from the pre-schooler to the senior citizen (Gattégno 1994:165; Haycock 1990:33). The key missions of both institutions, however, point to a shared aim - to instil in the child a desire to read and learn and become an effective user of information.

The first and third paragraph of the *IFLA/UNESCO School Library Manifesto* read as follows:

"The school library offers learning services, books and resources that enable all members of the school community to become critical thinkers and effective users of information in all formats and media. School libraries link to the wider library and information network in accord with the principles in the UNESCO Public Library Manifesto.

... It has been demonstrated that, when librarians and teachers work together, students achieve higher levels of literacy, reading, learning, problem-solving and information and communication technology skills" (School ... 2000:12).

In addition, two of the core school library services noted in the *IFLA/UNESCO School Library Manifesto* are:

"...developing and sustaining in children the habit and enjoyment of reading and learning, and the use of libraries throughout their lives; and: offering opportunities for experiences in creating and using information for knowledge, understanding, imagination and enjoyment (School ... 2000:12).

The first two missions of the public library in the *UNESCO Public Library Manifesto* read:

- "1. *creating and strengthening reading habits in children from an early age;*
2. *supporting both individual and self conducted education as well as formal education at all levels"* (United Nations ... 1994:1).

Haycock (1990:33), is, however, of the opinion that, while both school and public libraries are, in the broadest meaning of the word, educational institutions, with similar aims and objectives, their specific targets, purposes, approaches, and methods of operation are quite different. Haycock believes that the school library/media centre is more a special library than a public library, as its service orientation is specific to the goals and objectives of the institution served, and because it serves an exclusive target population using specialised methods to achieve definite goals.

School libraries are specific to curriculum reform efforts, aimed at shifting education from text-bound, teacher-centred, and examination-oriented methods to education for a higher quality of life (Knuth 1995b:291). Their aim is to promote the acquisition of research and inquiry skills, and the development of independent thinking and learning (Knuth 1995b:292). This is achieved by the supply of a wide variety of educational resources, and instruction in their effective utilisation by the teaching of information literacy education (National Education Policy Investigation 1992:10; School ... 2000:12). The school library is, therefore, integral to the educational process (School ... 2000:12).

Most definitions describe the school library as a collection of educational material to improve the quality of education in a particular school or as a place for educational activities. The current view, however, is that the school library should become less of a place and more of a teaching method, and that it is both the result of and the catalyst for educational change (Knuth, 1995a:278,281; South Africa. Department of Education 1999:5).

This view of the school library determines its approaches and methods of operation. Haycock (1990:33), points out that, in the school library, the learner is taught how to learn on his own, how to locate, analyse and evaluate information through planned experiences, thereby acquiring research, study, listening and viewing skills. The teacher-librarian with his teaching background, together with his specialised training in the selection and use of learning resources, is seen to be ideally equipped to plan and develop learning programmes and study units with other teachers which culminate in team teaching. The *School Library Manifesto* (School ... 2000:13) stresses that the teacher-librarians, in an increasingly networked environment, must be competent in planning and teaching different information handling skills to both teachers and learners, and that they should, therefore, continually improve their professional training and development.

According to the *UNESCO Public Library Manifesto* (United Nations ... 1994:1), the public library is a living force for education, culture and information, and an essential agent for the fostering of peace and spiritual welfare through the minds of men and women.

Although the public library has various roles - education, provision of information, cultural enrichment, and recreation and leisure - its role as the “people’s university”, and as an agent for adult education and lifelong learning, has long been acknowledged (Williamson & Wallis 1998:258). The public library has, therefore, always been involved in non-formal and informal education, by empowering and facilitating self-education (Haycock 1990:33).

The needs and interests of the users of the public library may be of a factual type (e.g. the name and address of a government department, how to mix a drink, materials for hobbies, suggested solutions to problems), or be of a research nature (e.g. materials for a correspondence or university course), or finally of a recreational variety (e.g. best sellers, books in the news, advising readers in their interest areas, programmes for leisure time). The library also contributes information and references for the activities of clubs and community organisations (Haycock 1990:33).

In terms of the resources and services offered by the public library, the *UNESCO Public Library Manifesto* stipulates that collections and services have to include all types of appropriate media and modern technologies as well as traditional materials. High quality and relevance to local needs and conditions are fundamental. In addition, material must reflect current trends and the evolution of society, as well as the memory of human endeavour and imagination (United Nations ... 1994:1-2).

Regarding the staffing of the public library, the *UNESCO Public Library Manifesto* (United Nations 1994:3) states that the librarian is an active intermediary between users and resources and that professional and continuing education of the librarian is indispensable to ensuring adequate services.

It would appear that, although the school library and the public library have different purposes - the former serving the specific curricular demands of the school, and the latter catering for the broader, more diverse needs of the general public (Amey 1979a:1), these libraries could improve the quality of their services, compensate for each other's deficiencies, and provide additional services to their users, by co-operating with each other (Le Roux 1999:4). Despite the fact that the necessity of a school library is sometimes questioned by library authorities or public librarians, the essential role that the school library and the school librarian play within a holistic educational environment, requires that school and public libraries, should, through their roles, programmes, and collections, rather complement and support than thwart each other (Oestreich 1994:16).

This view is endorsed by *The IFLA/UNESCO School Library Manifesto*, which stresses that the school library is essential to every long-term strategy for literacy, education, information provision, and for economic, social and cultural development, as well as being an essential partner in the local, regional and national library and information network (School ... 2000:12). The Manifesto states:

"Where the school library shares facilities and/or resources with another type of library, such as a public library, the unique aims of the school library must be acknowledged and maintained" (School ... 2000:12).

Two South African studies have already been undertaken investigating the feasibility of the school-community library in a particular context. Crafford (1993) investigated the combined school-community library model as a feasible option for rural communities. Her study was limited to small, rural towns in the Boland region of the former Cape Province with populations of approximately 5000, and concentrated on combined schools (Grade 1 to Grade 12) of the former “only White” Department of Education, Cape Provincial Administration, with a maximum of 500 learners (Crafford 1996:11). Characteristically these towns consist of two distinctly separate entities: the “White” area, normally occupying the original site of the town, and the “non-White” township, usually including a formal Coloured area and a smaller informal African area (Smit & Hennesy 1995:13-14).

The study by Dube (1996) was conducted to explore whether the combination of school and community (public) libraries on school premises could be a feasible solution to the lack of library services in the previously disadvantaged areas in South Africa. The study was limited to schools in the Umtata district of the former Transkei. A sample of ninety-four schools from a total of 185 was chosen in which to conduct interviews so as to determine the present condition of school libraries and to ascertain whether teachers, librarians, and community members would support the establishment of joint-use libraries in schools (Dube 1998:183-184).

1.3 Statement of the problem

Currently, there are substantial backlogs in public and school library services, especially in the previously disadvantaged, developing or rural areas (Arts and Culture Task Group 1995:209). The only feasible solution to achieving improved provision of public and school library services appears to be through shared or joint-use services (National Education Policy Investigation 1992:68). In the absence of adequate school libraries, ways and means of establishing a firm partnership between the public and school library sector need to be devised (South Africa. Department of Arts, Culture, Science and Technology & Department of Education 1997:36).

In terms of the draft policy document, *A National Policy Framework for School Library Standards*, provincial departments of education (PEDs) are faced with the task of introducing and offering various models of school library provision from which each school community will have to make a choice. One of these is the school-community library model serving both the school and the community at large. The policy document, however, stresses that research has to be conducted to look into the different school library models (South Africa. Department of Education 1999:36).

Because PEDs, school management teams (SMTs) and school governing bodies (SGBs) have to consider the school-community library model as a possible model for their schools (South Africa. Department of Education 1999:24), professional guidance must be made available as to the suitability of this model for specific locations (e.g. metropolitan, urban, or rural areas) and for particular communities, as well as guidance as to the prerequisites for making a success of this model. There are no practical guidelines for the operation of the school-community library to guide PEDs and school communities opting for this model.

Several variations of the school-community library model do exist in other countries which could be considered for South Africa. However, different prototypes geared to the information needs of diverse communities in South Africa, should be developed. Those communities which are in particular need of LIS are rural, tribal ones (National Education Policy Investigation 1992:29).

The following questions arise from the research problem:

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

- What was the experience of these 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?
- What is the particular South African context, with respect to school and public library services, in which the school-community library model would have to operate? What are the obstacles to effective delivery of school and public library services in South Africa and in other African countries?
- Have the prerequisites for the successful implementation of this library model in South Africa been identified?
- Are overseas variants of the school-community library model appropriate for South African conditions?
- What are the characteristics of a South African community living in a rural, tribal area?
- Why should a variant of the school-community library model be considered for communities in the rural, tribal areas in South Africa?
- What characteristics would a variant of the school-community library model, adapted to conditions in the rural, tribal areas in South Africa, display? What would be its advantages, and what conditions are needed to implement successfully this variant of the model in these areas?
- What guidelines are needed to facilitate the effective implementation and operation of this variant of the model in the rural, tribal areas of South Africa?

1.4 Aim of the study

The aim of this study is to investigate the variants of the school-community library model, and formulate a South African prototype, geared to the needs of a rural, tribal community, and to develop a set of guidelines for the establishment and operation of this variant of the model.

Guidelines for implementation and operation of this prototype may cover aspects such as:

- Planning and nature of the combined facility and services;
- Responsibilities for funding;
- Staffing;
- Governance;
- Administration and organisation;
- Operation, services and collection development; and
- Professional development of personnel.

1.5 Delimitations of the study

This study only investigates the school-community library model from the menu of school library models proposed by the draft policy document, *A National Policy Framework for School Library Standards*, from which a school community can make a choice. This model has also been given the most attention of all the models of school libraries suggested in the major policy documents on LIS (Arts and Culture Task Group 1995:209; National Education Policy Investigation 1992:61; South Africa. Department of Arts, Culture, Science and Technology & Department of Education 1997:35). The variant of the school-community library model being examined in this

study may, however, contain some characteristics of the other school library models recommended in the menu.

Attention in this study, will be given to combined school/public libraries only in the United States (USA), Canada, the United Kingdom, Scandinavia, and Australia (i.e. South Australia), as it would appear from the literature that it is in these countries where the most comprehensive experimentation with this joint-use library model has taken place (Amey in Dwyer 1989:20).

The focus of this study will be on communities living in the rural, tribal areas of South Africa, which previously formed part of the homeland areas, although reference will be made to the possible practicability of the school-community library to communities in other areas in South Africa. A particular rural, tribal community in the Mdotjana District of the Mpumalanga Province, in a village called Maphotla, which formed part of KwaNdebele, one of the former Self-governing Territories, will be taken as an example of a community in which the variant of the school-community library model – examined in this study - could possibly be implemented with success. This community will be used for illustrative purposes only. A full case study of this particular community has not yet been done; such a comprehensive exercise falls outside the scope of this study.

1.6 Importance and potential value of the study

Although several overseas countries have implemented the school-community library model, it is imperative that the feasibility of implementing this model in South Africa be determined. No overseas model should be applied indiscriminately in South Africa. Therefore, it will be of practical and economic consequence to study the variations of this library model in their particular geographical, social and educational contexts, so as to determine whether comparable conditions exist in this country which would justify its implementation particularly in South African communities such as the rural, tribal areas.

If this study leads to the delineation of a South African variation of the school-community library model, geared to the information needs of the rural, tribal communities in South Africa, and if some guidelines for its establishment and operation are drawn up, then the model could be tested by PEDs and provincial LIS in pilot projects, before introducing it on a large scale.

1.7 Methodology and framework of study

1.7.1 Methodology

This study will analyse the literature to determine the nature and characteristics of the school-community library model in the USA, Canada, the United Kingdom, Scandinavia and Australia (South Australia), and the reasons for the historical development of this model in these countries.

Through a critical examination of the literature, an analysis of published case studies, and a study of official documentation, the practical application of the combined school-public library model in these countries will also be studied. Particular attention will be given to the environmental context (geographical, demographical, political, socio-economic and educational) in which the variants of this model in these countries are operating. In each case, an attempt will be made to identify the benefits, strengths, weaknesses, limitations, problem areas, and success factors resulting from the merging of these library types.

After a comparison and analysis of the collected data, an attempt will be made to establish whether the South Australian school-community library model has been more successful in its implementation and operation than those in other countries. Prerequisites for the successful implementation and operation of the school-community library, as identified in the study of the selected countries, will then be indicated. This will provide a framework for the evaluation of the possible application of the school-community library to the South African milieu.

The historical development and present situation in South Africa regarding the delivery of LIS services by the formal, as well as the informal sector (school and public libraries and resource centres) will then be described, after an analysis of the literature and internal documentation of organisations.

The prerequisites for the successful implementation of the school-community library model will then be analysed relevant to the South African situation. Problems that will be examined include funding, staffing, resourcing, and central support mechanisms. The suitability of the different variants of the model for South Africa will also be discussed.

A particular South African rural, tribal community, the Maphotla community in Mpumalanga, will then be described on the basis of official statistics, published sources, internal documents, and three unstructured interviews with role-players. A possible variant of the school-community library model, geared to the needs of this community, will then be investigated.

Particular emphasis will be given to the rationale for this variant of the school-community library model for rural, tribal communities. The characteristics, as well as the perceived advantages of this variant will also be indicated. Thereafter, the conditions needed for the successful implementation of this model will be sketched.

Finally, a set of guidelines will be developed for the establishment and operation of this possible variant of the school-community library model in a South African rural community in the tribal areas, which could be used by provincial departments of education and provincial library services to undertake a pilot project.

1.7.2 Organisation of the research

Chapter One: The research problem and its setting will be presented. A delineation of the extent of the study, its importance and the methodology being followed, will also be provided. Terms, which are often used interchangeably in the literature or in the study, and terms open to varied interpretations will be defined.

Chapter Two: The school-community library model in the USA, Canada, the United Kingdom, Scandinavia and Australia will be described. An overview will also be given of the historical development of this model in these countries. The development of this model will be described within its geographical, demographical, political, socio-economic and educational context. Finally, some similarities between factors contributing to the establishment of this library model in the countries concerned, and the South African situation, will be indicated.

Chapter Three: The practical application and operation of the combined school-public library concept in each of the selected countries will be described. The benefits, strengths, weaknesses, limitations, problem areas, and success factors of the combined library models will be indicated, where applicable. If it is found that the school-community library model in South Australia is operating more successfully than in other overseas countries, the key factors, to which this success could be ascribed, will then be identified. A short overview will also be given of the guidelines, developed by South Australia, to assist in the establishment and operation of the rural school-community library model in that country. Finally, the prerequisites for the successful implementation of the school-community library model will be highlighted.

Chapter Four: The situation with regard to the delivery of LIS services in South Africa, as a result of the previous apartheid era, by the formal and informal sector to the school and adult community will be described, within its political, geographical, demographical, educational and socio-economic context. Emphasis will be placed on the organisational structure, characteristics and operation of the LIS system. The broad context in which the new restructured school and public LIS system has to function and the problem areas, which impair the delivery of such services, will also be highlighted. Some parallels will also be drawn between the South African situation and those in other African countries.

In **Chapter Five** The prerequisites for the successful implementation of the school-community library model will be analysed and assessed to establish their relevance to the South African situation. Factors that will be dealt with will include: political and

financial commitment by the government, staffing, community support, central support services, the planning of the facility, the provision of services, management structures, and the importance of clear and flexible guidelines. Finally, there will be an assessment of the applicability of the overseas school-community library model and its variants within the South African context.

Chapter Six: A particular rural, tribal community, the Maphotla community, will firstly be described. A variant of the school-community model will then be examined with a view to assessing its appropriateness for this kind of community. The rationale for this variant of the model, its characteristics, the perceived advantages, as well as the conditions for its successful implementation will also be given.

A short overview of guidelines to direct the possible implementation and operation of the variant of the school-community library model in the rural, tribal areas of South Africa will be presented in **Chapter Seven**.

In the concluding **Chapter Eight**, some final conclusions will be reached and recommendations will be put forward. Some suggestions for further research will also be offered.

1.8 Definition of terms

Because certain terms are used with various meanings in the literature, they are defined here so that their meaning in the context of this study will be clear.

1.8.1 Community library

A library provided wholly or partly from public funds and whose resources are available to all members of the community (general public) within certain boundaries, be they metropolitan, local or district municipalities, and which develops in response to that community's educational, informational, cultural and recreational needs. It is used interchangeably with the term "public library".

1.8.2 School library

A school-based facility which provides learners and teachers with access to collections of resources in print, visual, electronic and other media, which equips learners with lifelong learning skills, and which develops their imagination, thus enabling them to live as responsible citizens. In the literature the school library may also be referred to as a “media centre”, a “resource centre” or even an “information centre”.

1.8.3 School-community library

An integrated school and public library service, operating from a single building, which operates on an agreement between the school and another tax-supported agency or agencies, e.g. the provincial or local government authority. It aims to serve learners, educators and the community (general public) within the particular municipal boundary, by means of the facility. It is used in the literature interchangeably with the terms: “school/community library”, “school community library”, “combined library”, “combined school/public library”, “multi-purpose library”, “multi-user library” or “dual-purpose library”.

1.8.4 Integrated library

A library which is located in a school or on the school’s premises and which functions simultaneously as a school library and as a public library (Koldenius & Nilsson, 1992:8). This term is used in the Scandinavian countries.

1.8.5 School-housed public library

A facility, located in the school or on the school’s premises, which offers a common library service to learners, teachers and the general public of the community by merging the school and the public library. This term, synonymous with “school community library”, is the preferred term in Canada (Dwyer 1989:19).

1.8.6 Classroom library

A classroom library is a small collection of resources in the classroom appropriate to the level of the learners and the curriculum programme followed in that classroom. Also referred to as a "book box library".

1.8.7 School cluster

A school cluster is a group of schools in close proximity so that they may share some of the capital intensive facilities (South Africa. Department of Education 1999:42).

1.8.8 Information literacy education

The teaching and learning of a complex set of attributes - knowledge, skills and attitudes - needed to function successfully in the information age. It forms part of the Information Skills Learning Programme which has been developed within the Language, Literacy and Communication learning area of Curriculum 2000, the Department of Education's outcomes-based education model (Hart 2000:2).

1.8.9 Teacher-librarian

A professionally qualified teacher who should preferably have had specialised training in school librarianship and who is in charge of the school library or is entrusted with the responsibility of providing learners and teachers with access to a collection of resources. In the literature this person may also be referred to as a "media teacher", "media specialist", "media centre teacher", "resource centre teacher" and "information specialist" (South Africa. Department of Education 1999:43). In some countries or schools professional (chartered) librarians without teaching qualifications are in charge of the school library and these people are usually referred to as "school librarians" (Gauteng Department of Education 1995:66).

1.8.10 Model

A particular mode of representation of a phenomenon featuring some characteristics of its subject matter.

1.8.11 Rural, tribal communities

These are communities living in dense, planned settlements, with populations of over 5,000 people, which are common in the former homeland areas. These settlements are referred to as 'betterment' settlements in local government planning (South Africa. Ministry for Provincial Affairs and Constitutional Development 1998:13). Rural, tribal communities usually share the same language, culture and history. These communities fall under the authority of a traditional leader who, elected, appointed or by descent, acts as their cultural leader and spokesperson and is responsible for the transmission of the social attitudes, beliefs, principles and conventions of behaviour (*Glossary ...* 1994:55).

CHAPTER 2

HISTORICAL DEVELOPMENT OF OVERSEAS MODELS OF COMBINED SCHOOL/PUBLIC LIBRARIES

2.1 Introduction

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

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

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

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

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

2.2 Overview of combined models in selected foreign countries

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

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

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

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

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

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

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

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

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

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

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

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

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

2.2.1 United States of America

2.2.1.1 Introduction

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

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

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

2.2.1.2 Combined school/public libraries surveys

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

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

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

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

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

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

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

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

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

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

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

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

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

2.2.1.3 Extent and distribution of combined facilities

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

2.2.1.5 Synopsis

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

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

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

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

2.2.2 Canada

2.2.2.1 Introduction

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

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

2.2.2.2 Characteristics and distribution of school-housed public libraries

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

2.2.2.4 Synopsis

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

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

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

2.2.3 United Kingdom

2.2.3.1 Introduction

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

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

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

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

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

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

2.2.3.2 Extent of combined facilities

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

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

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

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

2.2.3.3 Characteristics of school-housed libraries

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

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

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

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

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

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

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

2.2.3.4 Synopsis

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

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

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

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

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

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

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

2.2.4 Scandinavia

2.2.4.1 Introduction

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

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

2.2.4.2 Finland

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

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

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

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

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

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

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

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

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

2.2.4.3 Sweden

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

2.2.4.4 Denmark

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

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

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

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

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

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

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

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

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

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

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

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

2.2.4.5 Norway

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

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

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

2.2.4.6 Iceland

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

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

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

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

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

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

2.2.4.7 Synopsis

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

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

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

2.2.5 Australia

2.2.5.1 Introduction

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

2.2.5.3 Characteristics and distribution of school community libraries

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

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

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

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

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

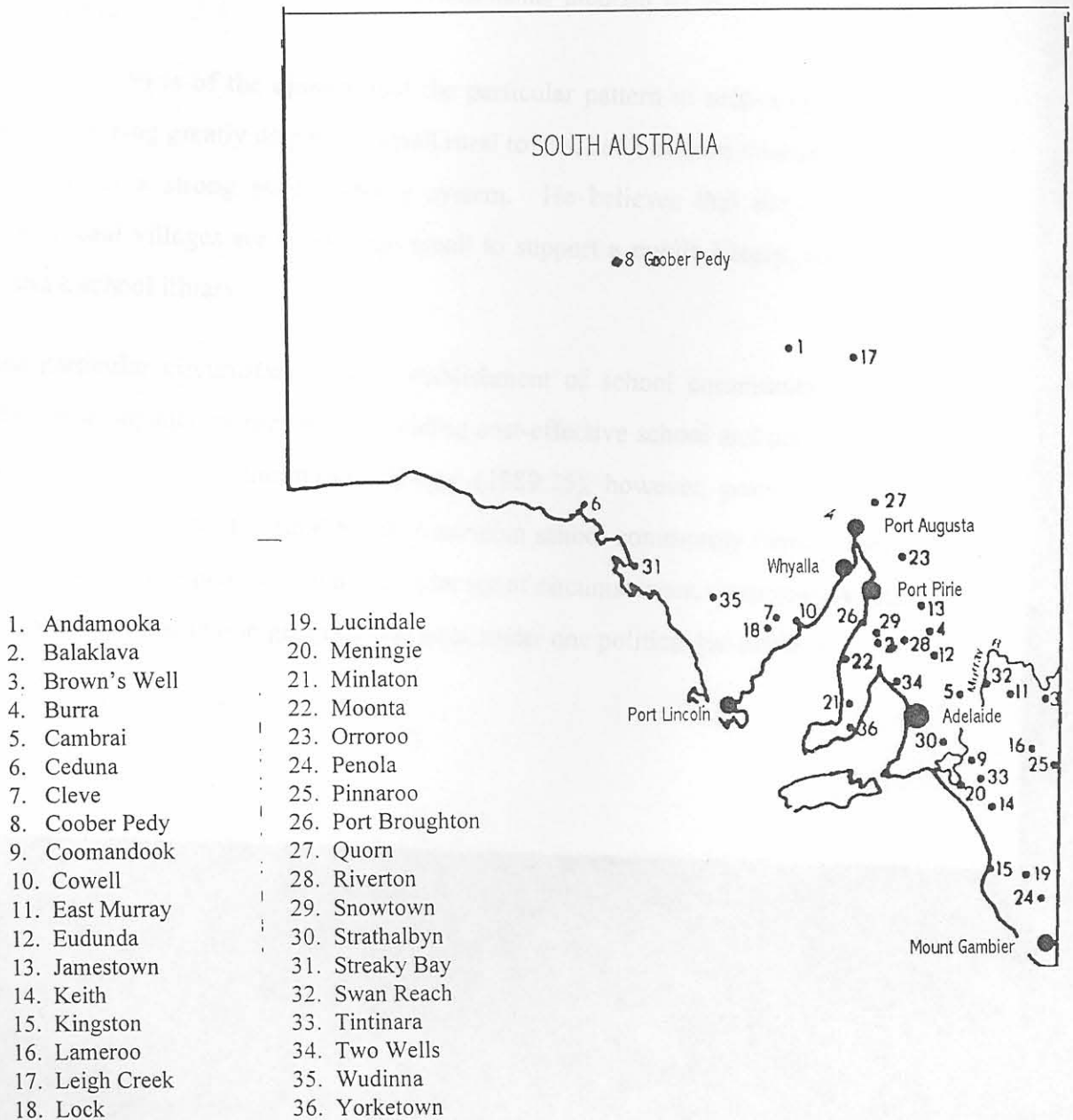


Figure 2.1 Distribution of rural school community libraries in South Australia (Amey 1987b:4).

2.2.5.4 Synopsis

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

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

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

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

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

2.3 Summary

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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.

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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 (Amev 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.

CHAPTER 4

THE SCHOOL AND PUBLIC LIBRARY SCENE IN SOUTH AFRICA IN AN AFRICAN CONTEXT

4.1 Introduction

Before alternative library models for South Africa can be considered, the broad societal context within which such models have to operate, has to be taken into account. It is the purpose of this chapter to describe the organisational structure, characteristics and operation of the school and the public library systems in South Africa, as they have emerged as part of the apartheid legacy. Problem areas that impair the delivery of school and public library services are further pointed out. Finally, some parallels are drawn between the South African LIS situation and those in other African countries.

An attempt will be made to answer the following questions:

What is the particular South African context, with respect to school and public library services, in which the school-community library model would have to operate? What are the obstacles to effective delivery of school and public library services in South Africa and in other African countries?

State apartheid policies and legislation have in the past governed the delivery of school and public library services in South Africa. In terms of the *Reservation of Separate Amenities Act, 1953 (Act 49 of 1953)*, services were provided separately to the various population groups. This resulted in separate organisational LIS structures in the Republic of South Africa (RSA) for White, African, Coloured and Indian communities.

In addition, school and public library services in the RSA were also divided according to geographical boundaries, namely according to the four provinces, the Cape Province, Orange Free State, Transvaal and Natal. To complicate matters even further, the *Natives Land Act (1913)*, the *Native Trust and Land Act (1936)* and the *Promotion of Bantu Self-government Act (1959)*, caused the development of “homelands” for the

different ethnic groups (Frylinck 1983a:3-4). Government structures were set up in the four “Independent National States”: Transkei, Bophuthatswana, Venda and Ciskei (the so-called TBVC States), and in the “Self-governing Territories”: Gazankulu, Lebowa, KaNgwane, KwaNdebele, Qwaqwa and KwaZulu.

Against this background, the historical development, organisational structures and operation of school library services in South Africa will now be discussed, up to the new constitutional dispensation, after the establishment of a democratic Government of National Unity in April 1994.

4.2 School library services prior to 1994

4.2.1 Governance of education from 1904-1994

4.2.1.1 Education for Whites

In terms of the *Constitution of The Republic of South Africa Act, 1983 (Act 110 of 1983)*, education for each of the population groups in South Africa was declared an “own” affair. In terms of this Constitution, all education for Whites became the responsibility of the Minister of Education and Culture, Administration: House of Assembly. (South Africa. Department of National Education 1992:3). After the Provincial Councils were abolished in 1986, the four provincial education departments were constituted as executive provincial education departments under control of the Minister of Education and Culture, Administration: House of Assembly (HOA) (South Africa. Department of National Education 1992:1). Immediately prior to 1994, education for Whites was thus administered by five departments, i.e. the four provincial education departments providing all education, except that which was defined by law as higher education, which was the responsibility of the Department of National Education (South Africa. Department of National Education 1992:1).

In April 1992, most of the state schools for Whites were informed by the government of the day that state funding to schools would be cut. If schools wanted to maintain their existing levels of funding, parents would have to take over part of the financial

burden. This had to be done by converting the schools to so-called “Model C” status. About 94 per cent of the schools of the former House of Assembly (HOA) chose to convert to Model C status. At Model C schools, the State paid the salaries of teachers according to a fixed learner to teacher ratio. All other expenses were paid by the school’s governing body, elected by the parents (South Africa. Department of Education 1995:21).

4.2.1.2 Education for Coloureds and Indians

After 1910, the provincial education departments also provided education for Coloureds and Indians. In the ensuing period, various changes in the administration of education for Coloureds and Indians took place, until, in terms of the 1983 Constitution, all education for Coloureds fell under the Minister of Education and Culture, Administration: House of Representatives (HOR), and all education for Indians, under the Minister of Education and Culture, Administration: House of Delegates (HOD) (South Africa. Department of National Education 1992:1-2).

4.2.1.3 Education for Africans

Between 1904 and 1953, the administration of education for the African population was jointly in the hands of churches and of the provincial education departments. In 1954, the responsibility for African education was transferred to the Central Government (South Africa. Department of National Education 1992:2). From 1968, the administration of education for Africans was gradually decentralised. A department of education was established in each of the Self-governing Territories. During the years 1976 to 1982, four of the Self-governing Territories, namely Transkei, Bophuthatswana, Venda and Ciskei, became independent states and also took over responsibility for the provision of education at all levels (South Africa. Department of National Education 1992:2).

In 1986, under the powers conferred on the State President by paragraph 14 of Schedule 1 to the *Constitution of the Republic of South Africa, 1983 (Act 110 of 1983)*, approval was, however, granted for education institutions to render services - under

certain conditions - to members of population groups other than the population group for which these institutions were intended (South Africa. Department of National Education 1992:6).

In spite of these new conditions, the fragmented education system, and the great disparity in state funding of departments adversely affected the quality of education, the facilities and the opportunities for learners belonging to the 'non-white' population groups. The last Ministry under the previous Government, responsible for education of African persons in the RSA (outside the Self-governing Territories), was the Ministry of Education and Training (South Africa. Department of National Education 1992:3).

A schematic representation, summarising the education system in South Africa in 1991, is given in Figure 4.1. From the diagram it is evident, that, apart from the Department of National Education which determined national education policy, there were eighteen executive education departments which functioned as separate entities (South Africa. Department of National Education 1992:6). This had far-reaching implications for the delivery of school library services.

The existence of various education departments led to a disparity in standards, in quality of buildings, and in other facilities provided. It also created large surpluses in some areas and grave shortages in others (Kistan 1992:203-204). This was also the conclusion reached by Overduin & De Wit (1987:178), after a thorough research project to identify deficiencies in school library facilities, and to investigate the use of libraries in South African secondary schools.

4.2.2 School library services in the RSA from 1950-1994

Malan (1978:70) points out that in the RSA the situation with regard to school library services for Whites had progressed considerably since 1950. All four provinces had established an education library/media service which co-ordinated, advised and served school libraries in their areas. Olën (1988:213) attributes the development of school library (media) services in the RSA to the fact that educational authorities became increasingly aware of the impact these services could have on education. She

(1988:213), however, points out that, because of the autonomy of each education department, school media centres in the country had developed in an unco-ordinated manner.

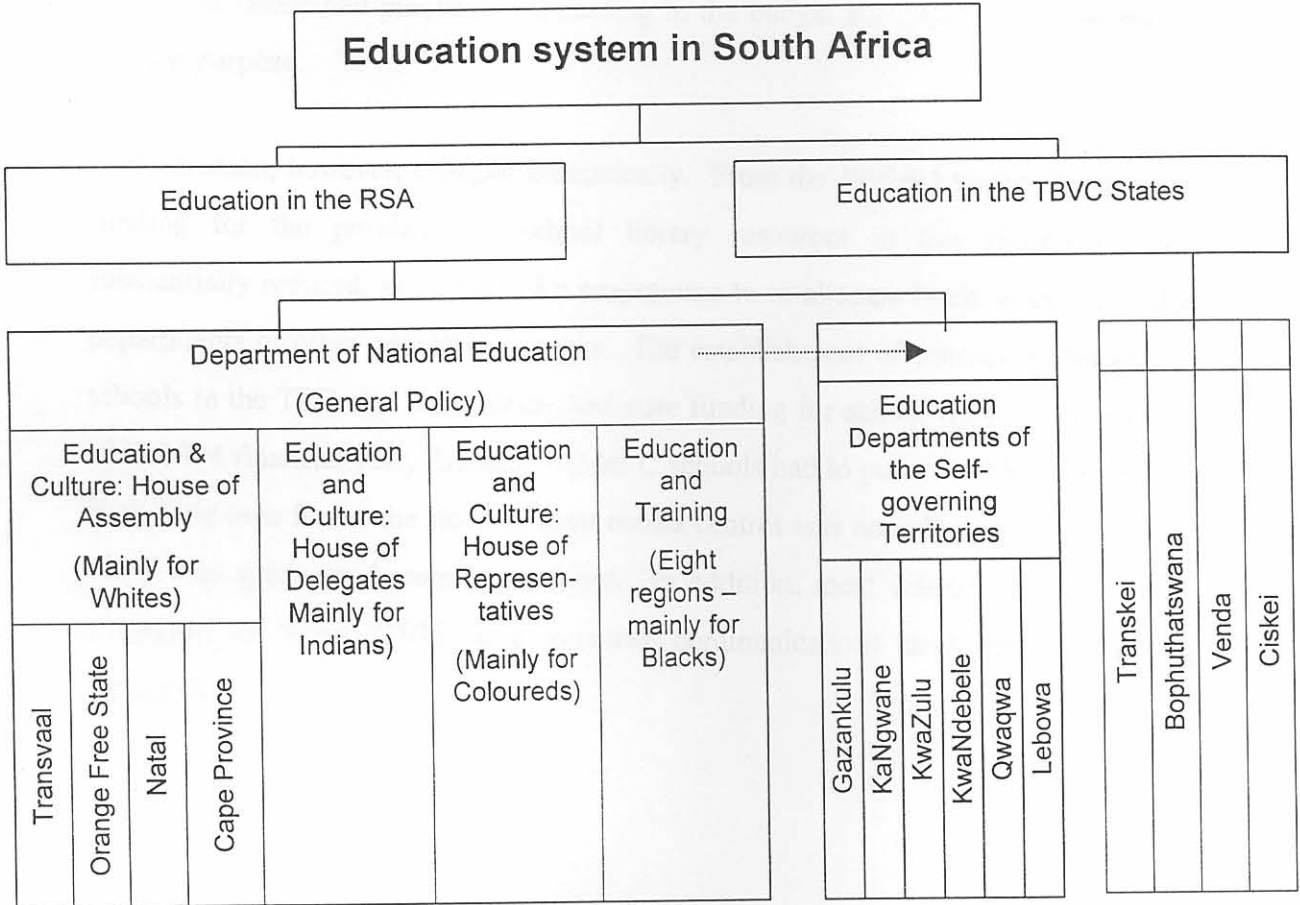


Figure 4.1 Schematic representation of the education system in South Africa in 1991 (South Africa. Department of National Education 1992:7).

4.2.2.1 Transvaal Education Department

The Transvaal Education Department (TED) was the first to establish an education library service on 1 January 1951. From 1979, school libraries were converted to media centres and library and audio-visual services were integrated. In the years following 1983, the service was known as the Transvaal Education Media Service. The media services rendered to schools included (Olën 1988:214):

- selection and guidance in the procurement of stock;
- compilation of procedures for the administration of a media centre;
- upkeep of a model media collection;
- centralised processing and centralised provision of certain books, periodicals and audio-visual materials;
- compilation and distribution of the *Media Guide*, bibliographies, reading lists and a newsletter;
- compilation of specifications for audio-visual equipment;
- technical advice regarding the purchase and repair of audio-visual equipment and personal computers;
- training in the handling of audio-visual equipment and in the production of software;
- general guidance on the use of media.

In 1988, Olën (1988:213-214) reported that almost every school in the Transvaal Education Department had a properly equipped media centre and almost every secondary school had a full-time teacher-librarian. The larger primary schools had full-time teacher-librarians, and the smaller primary schools teachers assigned part-time to the media centre. Teacher-librarians could select stock for media centres from the *Media Guide* and purchase it according to the budget allocated by the department for that purpose.

This situation, however, changed dramatically. From the 1991/92 financial year, state funding for the provision of school library resources in this department was substantially reduced, as a result of a programme to re-allocate funds to the education departments of other population groups. The establishment of state-aided (Model C) schools in the TED also led to decreased state funding for school libraries as from the 1993/1994 financial year. Because Model C schools had to purchase library resources from their own funds, the stock of most media centres was not adequately replenished and it was gradually becoming outdated. In addition, most teacher-librarians were, according to Swart (1995 in a personal communication) deployed in teaching capacities.

4.2.2.2 Natal Education Department

The Natal Education Department (NED) appointed its first school library organiser in 1950, but did not follow the example of the Transvaal Education Department in establishing a central organisation. In 1970, the NED assumed full control of school libraries, and took the lead in South Africa by establishing media centres, which were originally called 'resource centres' (Olën 1988:215).

The Natal Education Department did not support the idea of centralised library services but advocated a more individualistic system. Each teacher-librarian could assess the needs of the individual school and then select and purchase stock, subject to the budget allocated for that purpose (Overduin & De Wit 1986:266). During their research in 1982, Overduin & De Wit (1986:326) established that 97 per cent of the schools had a facility for a media centre, but that the floor-space of the various media centres varied greatly. This finding was confirmed by Kistan (1992:205) in his survey of media centre facilities in the KwaZulu-Natal Region.

In 1986, only thirty-three of the seventy-four secondary schools in the department had posts for full-time teacher-librarians, and only nine of these posts were filled by teachers who had a school library qualification (Olën 1988:215). Kistan (1992:205), however, found that a hundred per cent of the schools investigated had full-time teacher-librarians. As in the case of the Transvaal Education Department, reduced state funding for school libraries, and the establishment of Model C schools since 1991 had a negative impact on the stock in and the staffing of media centres in this department.

4.2.2.3 Cape Education Department

This Department's Education Library Service was established in 1964. By 1980, some of the school libraries had converted to media centres. A separate Centre for Education Technology was, however, responsible for the production and provision of audio-visual material for the schools. As in the case of the Transvaal Education Media Service, the Cape Education Library Service also rendered centralised services to the

schools in the department. Annotated lists of approved books, *Selected Books*, for primary and secondary schools were compiled annually. Since 1970, catalogue cards for works of fiction were supplied to secondary schools, but this service was later suspended because it was found to be too costly. The Education Library Service also maintained a collection of all the books included in the selection guide: *Selected Books*, as a reference tool for visiting media teachers. Since 1975, a handbook for the administration of school libraries was compiled, and regularly revised (Overduin & De Wit 1986:371).

Most schools in the Cape Education Department had a media centre, although the accommodation was not always adequate. A large percentage of the schools in the Cape Province had fewer than a hundred learners and, therefore, had neither a part-time nor a full-time teacher-librarian. Larger schools had part-time teacher-librarians in charge of the media centres, and schools with more than six hundred learners could appoint full-time teacher-librarians (Olën 1988:216). Schools could purchase their own books from the selection guide, subject to the allocated budget. Since 1991, the staffing of and stock in media centres also deteriorated in schools of this Department, as was the case in the other HOA schools.

4.2.2.4 Orange Free State Education Department

Ever since the inception of the Orange Free State Provincial Library Service in 1948, the Orange Free State (OFS) Education Department worked in close co-operation with this Service to provide a media service to schools. The Education Media Service determined the policy to be followed by school library services, and was responsible for the educational application of the media centre in the teaching programme. The Provincial Library Service provided books, newspapers and periodicals to the media centres in the Province (Olën 1988:216-217). However, only one person in the Education Media Service was responsible for giving professional guidance, which situation could hardly be assessed as effective. Since this person also had very little say in the provision and organisation of stock, and the fulfilling of users' needs, this policy of divided control proved to be harmful in practical terms to media centres in particular and education in general (Overduin & De Wit 1986:53).

Most of the schools had a facility for a media centre, although the standard size of the facility varied according to the total number of learners in the school (Olën 1988:217). According to departmental policy, schools with four hundred to five hundred or more learners were entitled to a full-time teacher-librarian, but those with fewer learners were entitled only to a part-time teacher-librarian. A number of the smaller schools had no post for a teacher-librarian (Olën 1988:217). Overduin & De Wit (1986:26) in their research found that 42 per cent of the schools had full-time teacher-librarians, 20 per cent of the schools, part-time teacher-librarians and 37 per cent of the schools had clerical assistants in charge of their media centres.

Audio-visual materials were purchased with the aid of a subsidy system from the Education Department and supplemented with purchases from school funds. Books were borrowed from the Provincial Library Service, and larger schools were permitted to keep books for as long as required, unless they were needed elsewhere on interlibrary loan (Olën 1988:217). Assistance to schools with respect to library practice was rendered by the personnel of the three regional offices of the Provincial Library Service in Bloemfontein, Kroonstad and Bethlehem (Overduin & De Wit 1986:9). The Provincial Library Service also compiled subject bibliographies in collaboration with, or at the request of, subject inspectors and sent those required for projects to the regional libraries, which in turn supplied the media centres with relevant material (Olën 1988:218). The position with the staffing of media centres also deteriorated, after the establishment of state-aided (Model C) schools.

4.2.2.5 Department of Education and Culture, Administration: House of Delegates

With the transfer of Indian Education to the Division of Indian Affairs in 1966, the library service at Indian schools in the Republic was placed under the control of a Subject Inspector of School Library Services. In 1975, a former vice-principal was seconded to the Education Planning Section to liaise with the Subject Inspector of School Library Services about the provision of audio-visual resources to Indian schools, the establishment of Regional Resource Centres, and the creation and

development of Teachers' Centres. With this step the library and educational technology services became integrated (Overduin & De Wit 1986:493). Since 1984, the School Library Resource Services were under the jurisdiction of the Department of Education and Culture, Administration: House of Delegates (HOD) (Olën 1988:218-219).

In *Circular 9 of 1980*, principals were advised to strive towards the appointment of full-time teacher-librarians. Mainly experienced, professionally qualified teachers were employed to serve as teacher-librarians (Overduin & De Wit 1986:508). According to Olën (1988:219), such great progress had been made in improving standards for, and services in, media centres in Indian schools, that these media centres compared favourably with those in the schools falling under the jurisdiction of the House of Assembly (HOA).

In their research, Overduin & De Wit (1986:510) found that 88 per cent of the schools had a full-time teacher-librarian, and 11 per cent of the schools a part-time teacher-librarian. In addition, part-time clerical assistants were provided to all secondary schools (Overduin & De Wit 1986:509). It was also found that 98 per cent of the schools had access to basic resource centre premises. However, the floor-space of the respective library resource centres varied from school to school (Overduin & De Wit 1986:513). At the beginning of each financial year, secondary schools received a monetary library allocation for the purchase of library books, periodicals and newspapers. An additional amount was spent annually by the School Library Resource Service to purchase a central stock of books for schools. Principals were also encouraged to purchase stock for their resource centres from school funds (Overduin & De Wit 1986:514).

Since 1991, a specific formula was introduced by the Department of Education and Culture of the HOD to finance stock purchases for school library resource centres in

primary and secondary schools, enabling schools to achieve a book to learner ratio of five over a period of five years (Gauteng Department of Education 1995:83).

4.2.2.6 Department of Education and Culture, Administration: House of Representatives

School library services for the schools of the Department of Education and Culture, Administration: House of Representatives (HOR), which served the schools of the Coloured population, developed slowly from 1964. The headquarters of the School Library Services was located in Cape Town. In 1986, the staff consisted of one First Subject Adviser, one Senior Subject Adviser and five Advisers (Overduin & De Wit 1986:597).

According to the research done by Overduin & De Wit (1986:617), 38 per cent of the schools had a full-time teacher-librarian, 43 per cent of the schools had a part-time teacher-librarian, and in nine per cent of the schools a group of teachers was responsible for the administration of the school library.

During this research, 87 per cent of the schools indicated that they had a basic facility for a media centre. However, as a result of a shortage of classrooms, a number of these schools indicated that their media facilities were being used as classrooms (Overduin & De Wit 1986:621). Since 1983, secondary schools were responsible for the purchase of stock for their media centres, subject to the allocated budget (Overduin & De Wit 1986:622). The annual budgetary allocation for media centre stock until 1995 was calculated according to the following basic formula (Gauteng Department of Education 1995:83):

- Primary schools: R500;
- Secondary schools (bigger schools): R1 000;
- Secondary schools (smaller schools): R500.

4.2.2.7 Department of Education and Training

Initially, little attention was paid to school library services for the schools under the jurisdiction of the Department of Education and Training (DET), serving the African population. In 1966 the first subject adviser for library services was appointed. Between 1976 and 1988, approximately 350 secondary schools were built and most of these had a media centre room (Olën 1988:221). Although the Department had made provision for a school library in the plans of all new secondary schools, only 388 schools, of the approximately one thousand secondary schools, used their library venue as a school media centre, according to the annual reports submitted by principals. (Le Roux 1993:8). In 1982, the decision was taken by the Department to encourage collections for classroom libraries in primary schools, because the provision of centralised school libraries to primary schools was found not to be economically viable. Consequently, most of the primary schools had classroom libraries instead of centralised school libraries.

In 1983, full-time teacher-librarian posts were instituted at selected schools with sufficient book stock, and where the services of qualified teacher-librarians could be obtained. During their research, Overduin & De Wit (1986:703) found that such posts had been established at twenty-five to thirty schools in Soweto. In 1986 there was only one post for First Subject Adviser: School Libraries who resorted under the Assistant-director of Educational Advisory Service, and a small Section School Library Services which fell under the Chief Director of Educational Development Service within the Department (Overduin & De Wit 1986:685).

During their research, Overduin & De Wit (1986:704) found that 23 per cent of the schools had a full-time teacher-librarian, 58 per cent had a part-time teacher-librarian and in 7 per cent of the schools a group of teachers was in charge of the media centre. Of the schools that responded to the questionnaires that were sent out, 80 per cent had access to basic library premises. The floor-space of the facilities, however, varied (Overduin & De Wit 1986:706-707).

As the number of learners in DET schools increased at an annual growth rate of 6,01 per cent from 1986 to 1992 (South Africa. Department of National Education 1993:9), priorities in the Department were for sufficient classrooms and the training of an adequate number of subject teachers.

From 1987 to 1995, the School Library Services developed into a fully-fledged Section, Media Centre Services, serving more than eight thousand schools. In addition, each of the eight regional offices appointed one or two media advisers to liaise with schools on the administration and organisation of school libraries/media centres. Audio-visual services to the schools were rendered by the Audio-visual Services Section which fell under the same Chief Directorate. The functions of the Media Centre Services Section were (South Africa. Department of Education and Training 1993:1):

- Selecting, purchasing and providing library books and periodicals to schools;
- Compiling lists of recommended library books;
- Offering guidance in the administration and organisation of media centres;
- Offering guidance in the effective use of printed media;
- Rendering a cataloguing and classification service;
- Administering the Classroom Library Project (African language books for primary schools).

Very few full-time teacher-librarians were employed in the DET schools, as the appointment of full-time teacher-librarians was not compulsory, according to Departmental policy. This was the result of the high student-teacher ratio of 38.9:1 in the schools, in 1993 (South Africa. Department of National Education 1993:64). Principals were, however, advised, in accordance with the staff quota for the school, to appoint a teacher to assume responsibility for the media centre (South Africa. Department of Education and Training 1990, Chapter 17:3).

Books for the media centres and classroom libraries were centrally provided by the Department. Intermediate and secondary schools were provided annually with collections of curriculum-related books (South Africa. Department of Education and Training 1993:5). In the 1993/1994 financial year, the annual consignments of books amounted to ±R6 000 for existing secondary schools (supplementary stock), and ±R 15 000 for new secondary schools (initial basic allocation) (Gauteng Department of Education 1995:84).

A small collection of library books was also provided to every class from Grade 1 up to and including Grade 7 of the primary schools. Public and State-Aided (farm) schools were provided with books in alternate years. Most of the books were in the African language offered at the particular school to encourage learners to read for pleasure (South Africa. Department of Education and Training 1993:2-3). In the 1993/1994 financial year, the consignment of books per public primary school amounted to an average of ±R2 000, while in the 1994/1995 financial year, consignments per farm school amounted to an average of ±R600 (Gauteng Department of Education 1995:84).

Although initially strict directions regarding donations and purchases of media centre stock from school funds were issued by the Department (South Africa. Department of Education and Training 1990: Chapter 17:12), these were later withdrawn, and the onus was placed on the principal and the media committee to ensure that suitable material was acquired for the media centre (South Africa. Department of Education and Training 1991: Chapter 17:9).

A study by Krige in 1990, however, found that only 30 per cent of the DET schools in Natal had a stocked library of which 22 per cent could be described as adequate. It was also found that 17 per cent of DET secondary schools with more than two hundred learners had no books and no libraries (Stadler 1991:18).

4.2.2.8 Synopsis

From the foregoing it is evident that the delivery of school library services in the RSA has been stunted by divided governance as a direct result of the racially-based education departments. This has resulted in an unequal allocation of facilities and resources to schools of the different population groups. Table 4-1 illustrates the inequality in the provision of library books to schools of the different education departments in the RSA.

Table 4—1 Books per pupil in schools of the various education departments in the RSA (Overduin & De Wit 1986:787)

<i>DEPARTMENT</i>	<i>AVERAGE NUMBER OF BOOKS PER PUPIL</i>
Department of Education and Culture (HOA)	
Orange Free State	10,4
Transvaal	8,9
Natal	12,8
Cape Province	10,3
Department of Education and Culture (HOD)	5,5
Department of Education and Culture (HOR)	2,5
Department of Education and Training (DET)	2,4

4.2.3 School library services in the former TBVC States

School libraries in the former national states: Transkei, Bophuthatswana, Venda and Ciskei were the responsibility of the departments of education in these states. A centralised library structure had been adopted in these states and, according to this structure, school libraries fell directly under each state's national library (Frylinck 1980:53,54).

In 1980, Frylinck (1980:54) reported that, in general, the quality and quantity of book stock at schools in the national states was not satisfactory, although most secondary schools did have a library room. A major part of the collections consisted of donated books which were not suitable for schools. Many teacher-librarians had no formal library training, although a number had taken courses in Book Education at colleges of education. The status of school libraries in two of the national states, namely Transkei and Venda, is discussed in more detail, as no information on school library services in the other two national states could be traced in the literature.

The Transkei National Library was established in accordance with the *Transkei National Library Service Act No. 11 of 1977*. In terms of this Act, the library was governed by the Minister of Education who was advised by a National Library Council (Töttemeyer 1985:62-63). During an investigation in 1983 and 1984 by the Department of Library and Information Science of the University of Transkei to obtain an overall view of the types of libraries in the Transkei, it was found that there were twenty-five schools (out of a total of 2 200 schools), in which a school library of some sort existed. As the Department of Education made provision for a school library in the plans for all new schools, the majority of the twenty-five new schools had a library room which was larger than a classroom. The size of the stock in most school libraries was small, varying between five hundred and a thousand books. The problem of book donations not suitable for a school library was also encountered at some of the schools (Töttemeyer 1985:59-60). The conclusion reached, after the investigation, was that school libraries in the Transkei were almost non-existent and that the few libraries which did exist were disorganised (Töttemeyer 1985:63).

Venda was the third of South Africa's national states to be granted sovereign independence on 14 September 1979 (Bristow 1985:49). Until independence, there had been little library activity in Venda. In the four subsequent years, there was, however, an improvement in the awareness, use and organisation of libraries, mainly as a result of the establishment of the central national library service (Bristow 1985:51). Most progress was made in the area of school libraries. Twenty-two secondary schools were supplied with books, and national library staff regularly visited the schools to

assist with their organisation. Ten high schools that did not have library accommodation received wooden boxes containing about two hundred previously processed books (Bristow 1985:56). The criteria used in deciding which schools should receive assistance were (a) an enthusiastic principal or teacher-librarian, or (b) a school which had asked for help. According to Bristow (1985:57), this method of selection had proved most successful. No primary school had a separate library room, but, as Bristow pointed out, this was not surprising, as classrooms built to accommodate fifty learners had to house an average of sixty-nine learners. In 1984, eight selected primary schools each received a carton of 208 carefully selected pre-processed books - fiction and non-fiction - from the National Library.

Subsequent research by Bristow (1992b:77-78) into the provision and use of school libraries in Venda, however, revealed some “horrifying” facts: A viable school library was found in only eleven of the 155 secondary schools, and none at all in the four hundred primary schools. A total of R36,00 per school was budgeted for the purchase of library materials in the 155 secondary schools in the financial year concerned. In the schools that did have a viable school library the following facts emerged:

- the average number of fiction books was 1130;
- the average number of non-fiction books was 770;
- in half of the school libraries, the book stock was not efficiently organised;
- only a third of teachers in charge of the school libraries had any sort of relevant training.

It can be assumed that the position with respect to school library services was no different in the other national states, the Ciskei and Bophuthatswana.

4.2.3.1 School library services in the former Self-governing Territories

A few surveys have been undertaken in the former Self-governing Territories to establish the standard of school libraries in these areas. In 1990, Bristow sent out a questionnaire to all secondary schools in Gazankulu. Of the 135 schools that were surveyed only 64 responded. It was found that:

- Only sixteen (12 per cent) secondary schools in Gazankulu had libraries;
- No provision was made for a library when a new school was planned;
- The schools which did have libraries received little in material support;
- Books were chosen by the National Library with little or no consultation with teachers or learners;
- The circuit inspector was given an allocation and he selected the schools which were to receive books;
- There were no properly trained teacher-librarians in Gazankulu, and no courses were organised to remedy this situation (Bristow 1992a:1).

A similar situation existed in KwaZulu, which accepted responsibility for education under the *KwaZulu Education Act No. 7 of 1978*. The *KwaZulu Library Act No. 18 of 1980* included a statement of intent regarding the establishment of school libraries. The KwaZulu government, however, was faced with a formidable problem, in terms of supplying teachers and facilities for a large number of learners, which had an adverse effect on the development of school libraries (Verbeek 1986:37).

In a survey of education in rural circuits of KwaZulu by the Education Projects Unit (EPU) in 1988, the number of libraries in schools was also investigated. Table 4-2 and 4-3 illustrate the findings.

Table 4—2 Percentage of schools in all circuits of KwaZulu with libraries (Stadler 1991:17)

Primary	3,9
Secondary	46,0
Combined primary and secondary	18,6

Table 4—3 Percentage of learners at schools in KwaZulu with access to a library (Stadler 1991:17)

Primary	6,0
Secondary	43,0
TOTAL	29,4

An investigation by Krige in 1990 showed that 76 per cent of KwaZulu schools were without books or libraries. In addition, it was found that only 3 per cent of the 4 per cent of the schools that had libraries, contained books. A total of 85 per cent of the primary schools in KwaZulu had no libraries and no books (Stadler 1991:17).

In KwaNdebele there were only eighteen school libraries in secondary schools (out of a total of 120 schools) and sixteen functional school libraries in primary schools (out of a total of 171 schools) in 1994. The total book stock in functional school libraries was 1,668 books (Task Group ... 1994). In Lebowa of the 2,714 schools 698 had functional school libraries and 116 had classroom libraries in 1994 (Northern Transvaal 1994:10).

A study of the media centres facilities in the five education departments responsible for education in the KwaZulu-Natal area by Kistan, clearly showed the disparity in the accommodation and staffing of such media centres in schools. Table 4-4 and 4-5 illustrate these inequalities.

Table 4—4 Type of media centre (Kistan 1992:205)

<i>Dept</i>	<i>Purpose-built</i>		<i>Make-shift</i>		<i>Ante-room</i>		<i>Other/None</i>		<i>Total no. of responses</i>
	No.	%	No.	%	No.	%	No.	%	
HOA	5	71	2	29	-	0	-	0	8
HOD	20	83	3	13	-	0	1	4	24
HOR	2	18	4	37	2	18	3	27	11
DET	8	57	6	36	-	0	1	7	15
KWAZULU	2	14	7	50	-	0	5	36	14
TOTAL	37	52	22	31	2	3	10	14	72

Table 4—5 Persons in charge of media centre (Kistan 1992:205)

<i>Dept.</i>	<i>Full-time</i>		<i>Part-time</i>	<i>Subject teacher</i>		<i>Non-teacher</i>		<i>Total no. of respondents</i>
	No.	%	No.	No.	%	No.	%	
HOA	7	100%	-	-	-	-	-	8
HOD	20	83%	3	1	-	-	-	24
HOR	-	0%	3	8	-	-	-	11
DET	4	27%	4	6	-	-	1	15
KWAZULU	1	7%	2	11	-	-	-	14
TOTAL	32	45%	12	26	37%	1	1%	72

4.2.4 School library services rendered by non-governmental organisations

During the apartheid years, non-governmental organisations played an important role in addressing some of the inequalities of and omissions in the formal education system (*Education update* 1994:iv). One of the organisations active in school libraries is the READ (Read, Educate and Develop) Educational Trust.

READ's work started in 1979 with the provision of books to schools for African learners, in response to the community's concern about the lack of reading material and library facilities in the schools. The organisation, however, realised that book

provision alone was not enough, but that the language, reading and information needs of the African communities of South Africa also needed in-depth intervention. READ thus became increasingly involved in in-service training and materials development (READ Educational Trust 1994:2). READ's efforts are dependent on funding from donor agencies who target specific areas, schools or projects (Bawa 1993b:176). READ's services were rendered in close collaboration with the former Department of Education and Training (Stadler 1991:17). In 1994, READ reported that it was involved in:

- the provision of resources, books and materials;
- training teachers, community educators and librarians;
- library development;
- the development and provision of materials to promote language, library and learning skills;
- promoting a culture of reading (READ Educational Trust 1994:2).

In 1985, READ operated in eighty-nine (2,41 per cent) of the 2,602 schools in KwaZulu and had established nine model libraries in KwaZulu schools (Verbeek 1986:38). With a grant of R18 million, in 1991, from the Independent Development Trust, 174 prototype schools were chosen in READ's eleven regions countrywide to be developed as "centres of influence" for the surrounding schools. These schools received full resource provision and training (READ Educational Trust 1994:8-9).

In the Pretoria-Witwatersrand-Vereeniging area (the former PWV region), READ, in 1995, interacted with approximately 226 schools in the African communities (Gauteng Department of Education 1995:98).

4.2.5 Impediments to the effective delivery of school library services

Various factors impaired the delivery of effective school library services to the previously disadvantaged communities in South Africa during the apartheid years. Schools have been a major focal point of political struggle since 1976. Uprisings, boycotts and disruption of schools were used by the National Education Co-ordinating

Committee (NECC) in an attempt to make schools ungovernable (Stadler 1991:19). The Department of Education and Training, in particular, was seen as illegitimate and was, therefore, affected most by the disruption and strike actions.

The phenomenal increase in the enrolment of secondary school learners, from 30,700 in 1953 (Stadler 1991:19) to 3,063,685 in 1993 (Bot 1994:11) presented the state with the task of providing educational facilities and many more teachers in a greater number of schools. While there was an increase in school admissions, there was no proportionate increase in budgeted expenditure on African education until the early 1990s. This resulted in growing disparities in providing education for Africans.

These circumstances put the delivery of school library services under considerable strain. In Natal and the Transvaal the continuing violence among and displacement of learners and teachers, and the disruption of schooling, severely limited the development of school libraries where there were none (Stadler 1991:22).

Existing services were also affected. Kistan (1992:203) points out that a school media centre does not exist in isolation. Its function affects and is affected by the other elements of the school. The media centre must, therefore, be viewed within the entire system - the school, the education department, and the country as a whole. The perception by learners and teachers of the media centre is, therefore, adversely affected by the negative feeling towards the political system as a whole.

This, consequently, had a negative effect on the administration and organisation of school media centres. For example, as a result of a defiance campaign implemented by certain teachers' organisations, library advisers experienced problems in obtaining access to schools and could, therefore, not give guidance in library administration and organisation. In addition, no proper stock control took place in media centres and stocktaking was seldom done properly. Break-ins, theft and vandalism were ongoing problem in the schools. Deliberate vandalism of catalogue cards and the destruction of books was also experienced in certain troubled areas (Le Roux 1993:7-9).

The centralised book purchasing and supply system of the DET, in particular, was regarded with great suspicion by both teachers and learners. It was seen as a bureaucratic system involving 'top' management in censoring book stock, and in 'forcing' the schools to promote the use of these 'approved' materials. This had serious implications, not only for the appraisal of the resources, but also for their utilisation by the school communities (Kistan 1992:206-207):

"One cannot force teachers and pupils to use resources that they had not requested or selected."(Kistan 1992:208)

In addition, all media centres were totally under-utilised, because most of them were closed after school hours. This placed tremendous pressure on the staff and media resources of public libraries (Le Roux 1992:44; Le Roux 1993:1; University of South Africa 1990:202).

With the establishment, since 1994, of the new non-racial, national and provincial education departments, ways had to be found to address the differences and inequalities in the establishing of school libraries in the previously disadvantaged communities.

4.3 Public library services from 1900 to 1994

The development of the public library in South Africa, as it is known today, only took place after 1900. This was, according to Malan (1978:48), the result of various factors. The passing of the *Financial Relations Act of 1913 (Act 10 of 1913)*, as amended in 1945, made better financial support from the state possible. The Bloemfontein Library Conference of 1928 provided the necessary stimulus for the foundation of the South African Library Association in 1930, while the Interdepartmental Committee for Libraries, appointed in 1936, through its report, published in 1937, influenced the development of provincial library services.

According to Malan (1978:48), two factors gave a tremendous impetus to the extension of public library services, namely, the establishment of the provincial library organisations, and the economic prosperity during the fifties and sixties. With the

establishment of the provincial library services, most existing public libraries were incorporated in or became affiliated to these services (Malan 1978:49). The major urban public libraries not affiliated to a provincial library service included those of Cape Town, Durban, East London, Germiston, Johannesburg, Pietermaritzburg, Port Elizabeth, Pretoria, Roodepoort and Springs. One of the large city libraries affiliated to a provincial library service was Bloemfontein Public Library, affiliated to the Orange Free State Provincial Library Service (Shillinglaw 1988:272).

The provincial library services consisted of organisations that linked urban and rural public libraries into one large network. The provincial library services rendered administrative services for the public libraries, such as the selection, acquisition and preparation of material, while the local authorities were responsible for the provision of public library services to the community. The public libraries acted mainly as service points while their book stock was automatically supplemented and kept up to date by the provincial organisation. The province maintained the scheme financially, but affiliated public libraries had to provide the buildings, staff, reference services and a free public library service to members of the local community. Although the provincial library organisations assisted local governments in the rendering of public library services, they did not serve the public directly. They did, however, assist with displays, talks, exhibitions and the supply of information and books for study and research, while they also served as centres for book storage (Malan 1978:50-51).

The conventional pattern of public library services in urban areas of South Africa was that of a central library located in the city, with a network of suburban branches, each offering a service to the local community (Shillinglaw 1988:272). In the medium-sized towns and the small towns of the rural areas the responsibility for the provision of public library services lay also with the local authority. The local authority applied to the provincial library services for assistance in rendering a library service (Shillinglaw 1988:277).

Public library services were also governed by state apartheid policies and legislation. Besides geographical decentralisation of services from provincial to local authorities,

the public library sector was further subdivided by race, with local library authorities providing services only to the particular racial grouping to which the authority was linked. The De Vaal Committee in 1965 recommended in its *Report of the Interdepartmental Committee of Inquiry into Library Services for non-Whites*, that it should be left to each province to decide how responsibility for buildings, equipment, materials and staff should be divided between itself and the local authority. This led to great inconsistencies in the approach adopted by the library services of the four provincial authorities, the Transvaal Provincial Administration (TPA), the Cape Provincial Administration (CPA), the Natal Provincial Administration (NPA) and the Provincial Administration of the Orange Free State (OFS), and in the extent of services rendered to the various population groups (Frylinck 1980:55-56).

Access to public library services was extremely limited for African, Indian and Coloured population groups. In 1988, an investigation was undertaken by Patricia Stabbins, Secretary of the Public Libraries Division, in response to a request made by the Executive of the South African Institute for Librarianship and Information Science (SAILIS), to establish how many public libraries in South Africa were open to all race groups. Table 4-6 illustrates chronologically when public libraries in South Africa started opening their services to all race groups, while table 4-7 gives an analysis by province of libraries making their services available to all race groups.

Table 4—6 Opening of South African public libraries to more than one race group, in chronological order (Comprehensive investigation ... 1990:14)

<i>Date</i>	<i>Number opened during that period</i>
1945 - 1964	1
1965 - 1969	3
1970 - 1975	11
1976 - 1979	4
1980 - 1985	26
1986 - 1988	40

Table 4—7 Analysis by province of public libraries in South Africa (Comprehensive investigation ... 1990:14)

<i>Province</i>	<i>Responses</i>	<i>Open</i>	<i>Closed</i>	<i>Half open</i>	<i>per cent Open</i>
Natal	63	34	16	10	54,0
Transvaal	101	17	54	30	16,8
Orange Free State	38	3	20	14	7,9
Cape Province	126	36	58	31	28,6

In October 1990, the *Reservation of Separate Amenities Act, 1953*, was scrapped which had allowed local authorities to restrict membership of and access to public libraries on grounds of race.

The denial of access to information through closure of public library facilities to the 'non-white' population groups was further entrenched by gross disparities in resource allocation by the provincial authorities. While White communities had enjoyed the extensive development of municipal and provincial library services, virtually no such services had been extended to those communities, particularly in the rural areas. Thus the provision of library services to African, Coloured and Indian communities had been severely neglected (Dreyer 1991:102).

In the Self-governing Territories and TBVC States, the national libraries were responsible for the delivery of public library services within their respective areas (Frylinck 1980:56). The delivery of public library services by the relevant geographical authorities during the previous political dispensation will now be discussed.

4.3.1 Cape Provincial Library Service

The Cape Province was the first province in 1949 to promulgate a Provincial Ordinance establishing a provincial library service. The Cape Provincial Library Service (CPLS) was established in 1955 with the acceptance of the Provincial Library Service Ordinance (*Ordinance no. 4 of 1955*) and the relevant regulations published

under this Ordinance (*Provincial Notice 543 of 16 September 1955*). In 1981 this legislation was replaced by the *Provincial Library Service Ordinance of 1981 (Ordinance no. 16 of 1981)* (Swiegelaar 1991:40).

Until the dissolution of the four provincial authorities in 1994, the CPLS provided the most comprehensive public library service in the RSA (Cape Provincial Library Service 1994:2). In 1993, the CPLS served 483 affiliated public libraries from its twenty-four regional libraries, and operated on a budget of R48,607,000 (Cape Provincial Library Service [1994]:14,35).

There was, however, an inequitable distribution of library and information services between the different race communities in the province. A vast and densely populated area such as Guguletu (with a population of 66,000 in 1983) was, in 1985, only served by one public outlet (Nassimbeni 1986:57). During the debate on the Library Budget in the Provincial Council in June 1985, a Cape Provincial Council Member claimed in her speech that Africans in the Cape Province were the victims of 'vicious discrimination' in the provision of provincial library services. She noted that 216 libraries were reserved for the exclusive use of Whites, seventy-five were reserved for the exclusive use of Coloureds, and only six were reserved for the exclusive use of Africans. Three-quarters of the libraries in the Cape Province were closed to African and Coloured people (Nassimbeni 1986:57-58). In 1991, Khayelitsha, covering an area of 3 372 hectares with a population of 300,000, still had only one library (Nassimbeni 1991b:46).

From 1990, the CPLS began addressing, as a priority, this imbalance by establishing public library facilities for developing communities (Swiegelaar 1991:42). In its 1993 policy statement, the CPLS stated that high priority would be given to the establishment of public libraries and the rendering of services to developing communities lacking these facilities (Kaapse Provinsiale Biblioteekdiens 1993:13), while in the CPLS's 1993 Report it was stated:

"Establishing new public library services in communities which still lack such facilities is a top priority. There is a planned programme to expand services as quickly as possible to all communities, from the largest to the smallest, including those in remote rural areas" (Cape Provincial Library Service 1994:3).

4.3.2 Natal Provincial Library Service

The Natal Provincial Library Service (NPLS) was established in 1952 (Shillinglaw 1988:271). Library provision was governed by the Natal Provincial Library Ordinance (*Ordinance no. 5 of 1952*). Prior to its dissolution, the Library Service consisted of a central organisation, a central reference library, and four regional libraries (Gray 1994:5

Legislation such as the *Reservation of Separate Amenities Act, 1953* and the *Group Areas Act* all affected the Library Service's ability to render a service to all the inhabitants. Consequently, great disparities in the delivery of public library services to the previously disadvantaged communities also existed in this province. The *Zaaiman report* (University of South Africa 1990:63) drew attention to the Indian community that had been neglected as far as provision for their information needs was concerned. According to the report, the Indian rural communities, especially the working class communities, did not have access to library services.

The report mentioned that the metropolitan Indian community in Natal also experienced major problems. The large townships had book centres which developed from depots. According to Indian perceptions, these centres were so limited in the scope and quality of their services, that they could not qualify as libraries. The only adequate reference facilities for adults were at the central city reference library, access to which was, for most users, limited because of transport problems. The Natal Provincial Administration had, however, established depots in most non-urban Indian communities, and some of the larger towns had well equipped modern public libraries (University of South Africa 1990:64).

Since 1970, increased attention was given to the establishment of public libraries for Africans. By 1982 five public libraries had been established in African townships. In

1985, four more public libraries had been established (Johnstone 1989:299). Research into library and information provision in the Pietermaritzburg Metropolitan Region (PMR) by a Working Group of the Library and Information Workers Organization (LIWO), however, revealed the extent of inequity in the provision of public library services in the province. It was established that, in 1989/1990, seven of the nine public libraries were situated in areas in which about one third of the region's Indians, Whites and Coloured people lived. In contrast, an area in which approximately 250,000 African people lived (nearly two-thirds of the total population of the region), did not have a single public library (Report ... 1991:30). In June 1993, a new policy was adopted for the NPLS:

"The province, in co-operation with those library authorities affiliated to it, will aim to provide a library service to assist the development of a community by the enhancement of its quality of life, by the improvement of literacy, in the support of formal education, in the provision of non-specialist information and in the fulfilment of recreational needs, in the most cost effective manner, for all the inhabitants of Natal." (Omar 1993:5).

One of the criteria for prioritising a subsidy programme was "historical inequity in the provision of library services to the people of Natal" (Omar 1993:5). Public libraries in African townships were erected in close consultation with the communities. In terms of the new policy adopted in June 1993, approximately R46 million were to be spent in the next five years to provide standard library buildings, furniture and equipment in predominantly African areas to redress past imbalances.

Several libraries were built for the African communities (Gray 1994:5). In terms of the new policy, communities that were able to provide some form of accommodation, also qualified to receive standard furniture and library material (Gray 1994:6). For the first time, television sets and VCRs were also purchased as part of the equipment for libraries where a building or furniture subsidy was approved. (KwaZulu-Natal Provincial Library Service [1994]:3).

After the repeal of the *Reservation of Separate Amenities Act, 1953* in 1990, strong measures were also taken by the NPLS to exert pressure on local authorities who refused to make their facilities available to all (Gray 1994:6).

4.3.3 Transvaal Provincial Library Service

The Transvaal Provincial Library Service (TPLS) was established in 1944. At that time, the TPLS was divided into a head office organisation and a regional organisation comprising eight regional libraries. Until the early nineties, the TPLS underwent few major changes and remained a regional service (Hansen 1994:11). In 1944, a library depot service was implemented to extend library services to the rural areas. The service had as its aim to reach each White inhabitant:

“(Die hoofdoel was) om bestaande biblioteekfasiliteite sodanig uit te brei, te koördineer, te verbeter en aan te vul dat ieder blanke, selfs in die mees afgeleë dele van die provinsie, ‘n vrye en doeltreffende openbare biblioteekdiens tot sy beskikking sou hê.” (Veldsman 1993:20)

Since 1962, a limited library depot service was also rendered to the other three population groups in the rural areas (Veldsman 1993:21). In 1958 a public library service for Coloureds was established, and in 1959 the Advisory Board recommended that the service be extended to Indians (Meyer 1995:17). In 1962, the establishment of a library service for Africans started and in 1979 there were forty-two libraries in African residential areas, of which nine were accommodated in standard buildings (Meyer 1995:18).

In 1992, it was reported (Transvaal Provincial Library Service 1992:4) that school principals of farm schools for Africans became members of the depots and through block loans received books for their schools.

The service points of the TPLS in 1991/1992 are illustrated in Table 4-8.

Table 4—8 Service points in the TPLS (1991-92) (Transvaal Provincial Library Service 1992:4).

Public libraries	196
Branches	66
Depots	133
TPA depots	206
TOTAL	601

From 1975 until its closure in 1991, only one of the regional library services, the PWV Regional Library Service, had been assigned to provide public library services to the African community in the whole Transvaal province. On 1 April 1991, the concept of separate regional libraries to service the different population groups was abandoned, and boundaries were adjusted to those of the development regions in order to facilitate co-operation (Hansen 1992:3). Table 4-9 lists the number of libraries established and served by the PWV Region during the period 1975 to 1991, before the process of decentralisation and integration started.

Table 4—9 Total number of libraries for Africans established and served by the PWV Region (1975-1991) (Shongwe 1992:29).

	<i>Libraries</i>	<i>Depots</i>
<i>East Rand Region</i>	22	7
<i>West Rand Region</i>	19	11
<i>Western Region</i>	7	2
<i>Eastern Region</i>	14	3
<i>Lebowa (closed in 1983)</i>		12
<i>Venda (closed in 1979)</i>	1	7
<i>Bophuthatswana (closed in 1977)</i>		11
<i>Gazankulu</i>	1	
TOTAL	64	53

To illustrate the imbalances in the provision of libraries for Africans in the Transvaal, Nassimbeni in 1991, compared the facilities of two metropolitan areas, namely those in the “White” Johannesburg area and those in Soweto, its neighbouring African township,

where there was the most compelling need for redress. Table 4-10 illustrates her findings.

Table 4—10 Comparison of distribution of libraries and resources in Johannesburg and Soweto (Nassimbeni 1991a:10)

	<i>Population</i>	<i>Area (ha)</i>	<i>No. of libraries</i>	<i>Book stock (No. of volumes)</i>
Johannesburg	1 739 000	44 457	37	1 544 435
Soweto	2 100 111	7 994	6	34 500
Average (Jhb)	47 000	1 201	1	41 741
Average (Soweto)	350 000	1 324	1	5 750

In addition, Pretoria, covering an area of 62,981 hectares with a population of 554,760 in 1991, had nineteen libraries (excluding the travelling services, forty-nine depots and one branch for the coloured population and one for the Indian population), while Mamelodi, covering an area of 2,100 hectares with an estimated population of 300,000, had only two public libraries. (Nassimbeni 1991b:46).

The TPLS's commitment to alleviating the discrepancies in the distribution of libraries in the previously disadvantaged communities, was, however, clearly stated in its *Annual Report 1991/1992* (Transvaal Provincial Library Service 1992:5):

"The Library Buildings Planning Subdivision experienced an extremely busy year, being involved in the planning of 41 library projects, at different stages of development, as well as the upgrading and replanning of existing facilities. Highlights were the erection of two libraries in the developing areas of Kwa-Thema and Tsakane. These two libraries were the first where an assessment could be made whether the new concept of library community centres, especially in developing areas, is successful in practice. ... Due to the increase in the need for library facilities, in communities that are still without any library service, this Division was also involved in the establishment of services in small halls and prefabricated buildings."

Fierce opposition from certain "conservative" municipal authorities to the opening of facilities to all race groups was experienced, as indicated by the Director of the Service in her 1991/1992 annual report (Transvaal Provincial Library Service 1992:1):

"With the repeal of the Reservation of Separate Amenities Act, 1953 (Act 49 of 1953), the public library found itself in the midst of politics. This resulted in many public libraries introducing exorbitant user fees. Local governments also resisted co-signing the affiliation agreement with the Transvaal Provincial Library Service."

4.3.4 Orange Free State Provincial Library Service

The Orange Free State Provincial Library Service was established in 1950. The Executive Committee of the Orange Free State Provincial Council approved a set of library regulations to administer the library system, but no ordinance was deemed necessary (Shillinglaw 1988:271). The Provincial Service was divided into three regions, namely Bloemfontein, Bethlehem and Kroonstad.

In 1994, the Service provided public library services through 149 service points, consisting of 121 public libraries and twenty-eight library depots (Free State Province 1994:6). However, the Botshabelo area, an African township about fifty kilometres from Bloemfontein, covering an area of 7139 hectares and with approximately 220,000 people in 1992 (Township ... 1993:7-8), did not have a single public library in 1994. A library depot was, however, established early in 1995 and another library depot and a public library were reportedly in the process of being established (Lentoe 1995:10,13).

4.3.5 Public library services in the former TBVC States

Before the independence of the TBVC states, public libraries within these areas were served by their respective provincial library services. In 1975, about a year before the first homeland's independence, the Library Services Branch of the former Department of National Education was approached to assist with proposals for the development of library services in Transkei after its independence (Frylinck 1983a:21).

A comprehensive report on the library situation in the Transkei, with recommendations for future development, was compiled and accepted by the Transkei government. That section of the report, dealing with recommendations for future development of the library services in Transkei in 1976, formed the basis for a general plan, titled Recommended Library structure for library services in Homelands, covering the development of library services in all the homelands. These recommendations were submitted to the Co-ordinating Committee for Library Services to Non-Whites, who approved the proposed structure after minor changes (Frylinck 1983a:22). Figure 4.2 illustrates the proposed centralised organisational structure for library services in the

homelands, which was approved by most of the homelands as the basis for the future development of their national library services.

The Library Services Branch of the former Department of National Education was charged to assist homeland library development according to the “Vink-Frylinck-Van Niekerk model”, as the model came to be known (Roets 1990:4).

The provincial library services gradually scaled down their services to the independent states. In 1977, the TPLS closed its service points in Bophuthatswana (See Table 4-9) and, in 1979, those in Venda, the year of its independence (See Table 4-9). By that time, the library depots in Venda had already shrunk to three in active use - those at Lwenzhe, Tshivhase and Senthumule High Schools (Bristow 1985:55).

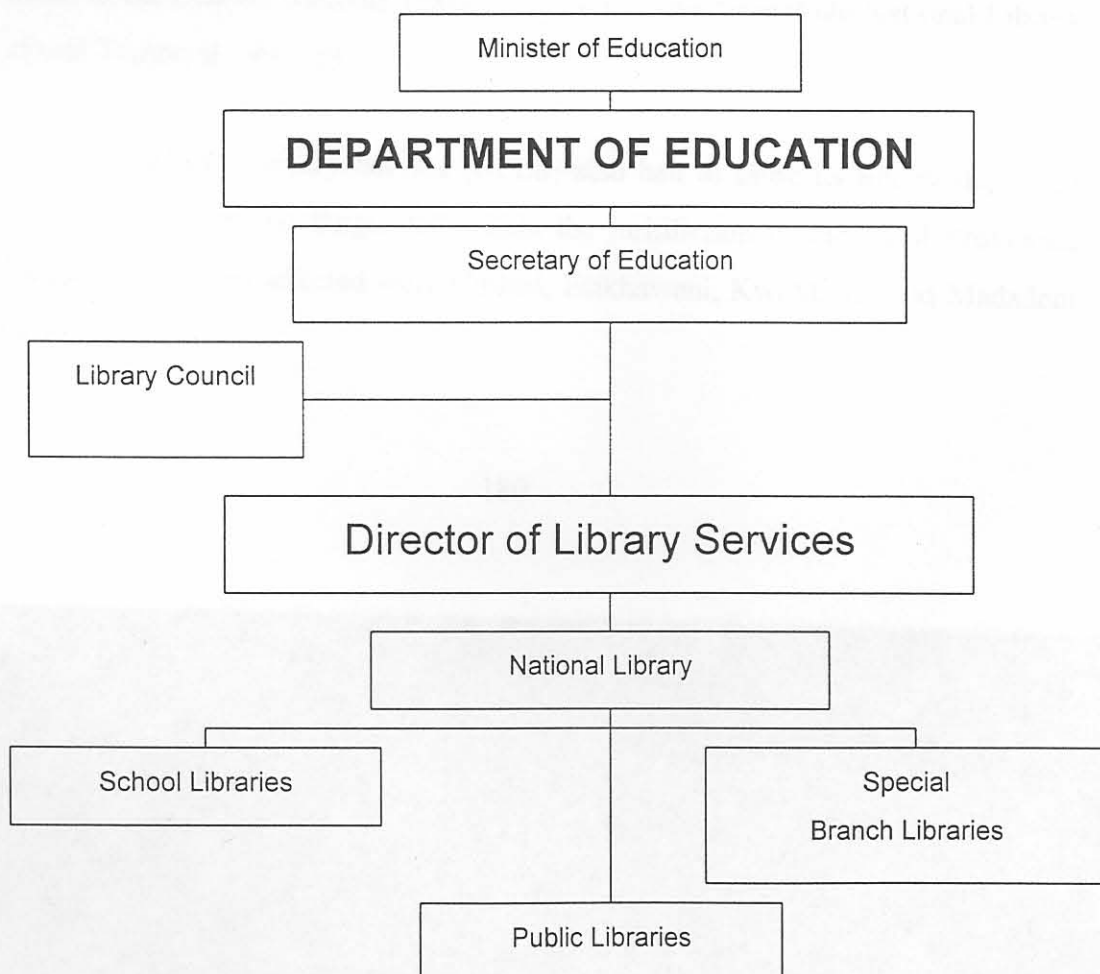


Figure 4.2 Recommended centralised organisational structure for LIS in the homelands (Frylinck 1983a:32)

Before independence in 1970, similar services were rendered by the Cape Provincial Library Service (CPLS) to thirty public libraries in the Transkei and Ciskei (Swiegelaar 1991:43). Since the early sixties, membership of public libraries in the Transkei had, however, decreased steadily, which in many cases led to the withdrawal of services and stock by the CPLS. This led to the closure of twenty libraries in the Transkei between 1968 and 1983 (Töttemeyer 1985:61,64). By 1990, public libraries had been reduced to three in the Ciskei and six in the Transkei (Swiegelaar 1991:43) to the detriment of the developing communities in these areas. Nassimbeni (1991b:46), for example, reported in 1990 that Mdantsane, in the Ciskei, covering an area of 4,700 hectares with a population of 500,000 had not a single library.

From the foregoing it is clear that the state of public library services in the former TBVC states was far from satisfactory. Although the proposals for library development had been accepted by all the national states, “the resulting services often failed to thrive as their propagators (had) intended” (Frylinck 1983b:35).

4.3.6 Public library services in the former Self-governing Territories

Library services in the former Self-governing Territories had also been structured along the lines of the “Vink-Frylinck-Van Niekerk model”, according to which the national libraries were responsible for the delivery of public library services.

As in the case of the National States, the provincial library services gradually withdrew from the Self-governing Territories after independence. In 1983, the TPLS closed its service points in Lebowa (See Table 4-9). In 1994, there were three public libraries affiliated to the Lebowa National Library and none to the Gazankulu National Library (Northern Transvaal 1994:10).

The Natal Provincial Library Service (NPLS) also had to close its library depots in KwaZulu, as this area no longer fell within the jurisdiction of the Natal Provincial Administration. Areas affected were Umlazi, Esikhaweni, KwaMashu and Madadeni (Gray 1994:5).

4.3.7 Community resource centres

In the early 1980s, South Africa saw the emergence of community resource centres (CRCs) in response to specific needs of communities and, sometimes, because the traditional public library did not offer what was perceived as a meaningful service (Daniels 1994:34).

“Popular perception identified public libraries as preserves of the ‘privileged’, the ‘competent’ and the ‘educated’ ... and therefore unable or unwilling to re-align their philosophy to render services and provide resources designed to empower the oppressed and the dispossessed. As an instrument of “own Affairs” the public library was perceived to be pursuing separatist and divisive cultural policies which did not accommodate the aspirations of the majority of people.”
(Nassimbeni 1991a:11).

Resource centres distanced themselves from public libraries by “branding” them with various accusations:

- Their neutral and apolitical approach;
- Eurocentric material selected for an educated, literate and elite community;
- A rigid bureaucratic approach (e.g. hours of service and lending rules);
- Collaborators with apartheid legislation (Karlsson 1992:8-9).

According to Karlsson (1992:3), the community resource centres emerged as a result of the interaction between the societal conditions of the 1980s (characterised by violence, repression, censorship and resistance), and the progressive non-governmental organisations (NGOs) which were researching the state and its activities, the community, development issues, social problems and solutions in South Africa. The underlying principles governing resource centres were appropriateness of structure, content and methodology (Daniels 1994:34). There was a recognition that the ability to utilise information depended on its availability and accessibility, and on a realisation that information needed to become an effective tool, enabling people to change their disadvantage status (Dreyer [1991]:105). As initiative and creativity were the hallmarks of the community resource centres of the early 1980s, it resulted in a strong sense of ownership (Daniels 1994:35; Nassimbeni 1991a:12).

Community resource centres were geographically located within residential areas and serviced the needs of their communities and local organisations. They aimed to empower local communities and mass organisations, through the provision of skills and knowledge, and by using this to transform their social conditions. Resource centre workers functioned as facilitators in promoting self-reliance. Being in touch with the changing needs of their constituencies enabled such workers to develop appropriate information services, which provided useful resources in the most effective ways (Karelse 1991a:14). Their work, however, extended beyond the mere provision of relevant resources to oppressed groups and mass-based organisations, and, therefore, entailed an approach to information work which differed entirely from the traditionally passive methods of resource provision employed in public libraries (Karelse 1991b:4).

The *Directory of South African resource centres* in 1992 listed 103 established resource centres. Most resource centres provided an information service to urban user communities, only twenty-three resource centres were located in townships and thirteen resource centres served rural communities exclusively, while many had some form of outreach service to rural areas (Karlsson & Booij 1993:27). Resource centres did not constitute a homogeneous group. Besides community resource centres, there were also independent centres, such as the Cape Town Trade Union Library, and centres aligned to an organisation providing additional services, for example the International Labour Research and Information Group Resource Centre (Karelse 1991a:14).

4.4 Political and organisational structures since 1994

Following the General Election on 27 April 1994, a new constitutional dispensation came into being in South Africa. In terms of the *Constitution of the RSA, 1993 (Act 200 of 1993)*, the Republic of South Africa was divided into nine provinces, Northern Province (formerly Northern Transvaal), Mpumalanga (formerly Eastern Transvaal), North West, Gauteng (formerly the PWV region of the “old” Transvaal Province), Free State (formerly Orange Free State), KwaZulu/Natal, Northern Cape, Eastern Cape and Western Cape. Fig. 4.3 illustrates the division of South Africa according to the nine provinces.

In terms of the *Amendment Act, 1994 (Act No. 2, 1994)*, Schedule 6, Cultural affairs and Education at all levels (excluding university and technikon education), were defined as being within the domain of the legislative competences of the provinces (South Africa 1994:15). This meant that the new system of education now became a single national authority, largely organised and managed, in the main, on the basis of nine provincial sub-systems.

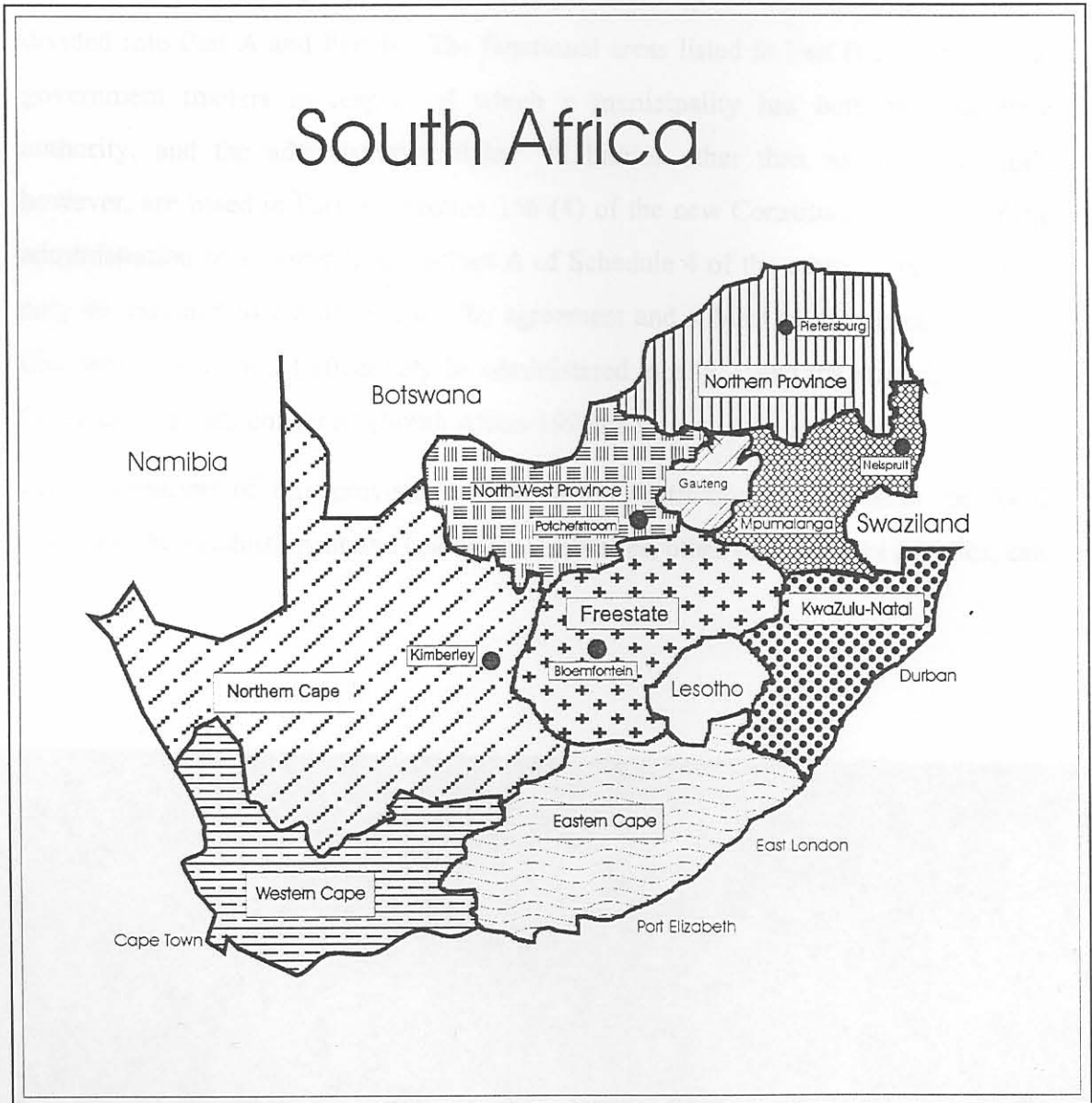


Figure 4.3 New provinces for South Africa as defined in the Constitution of the RSA, 1993 (South Africa. Department of National Education 1993:15 (adapted))

This provision has been upheld in the *Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996)* (hereafter “the new Constitution”). In schedule 4, “Education at all levels, excluding tertiary education”, is listed as a concurrent national and provincial legislative competence (South Africa 1996a:117).

In the new democratic dispensation, specific statutory provision has been made for the provision of library and information services. In the new Constitution, schedule 5A deals with the functional areas of exclusive provincial legislative competence, stating that “libraries other than national libraries” are a provincial responsibility. Each province is, therefore, in terms of the new Constitution, responsible for developing the legislative framework within which library and information services are provided in the province.

Until the local government elections, scheduled for December 2000, the system of local government has been transitional, governed by interim legislation, such as the *Local Government Transition Act, 1993*. In terms of the transitional arrangements, municipalities are authorised to provide library services until the local elections of 2000 have taken place (Bouwer 1999:7).

In the new Constitution, a distinction is drawn between functional areas of concurrent national and provincial legislative competence (Schedule 4) and functional areas of exclusive provincial legislative competence (Schedule 5). Both Schedules 4 and 5 are divided into Part A and Part B. The functional areas listed in Part B constitute local government matters in respect of which a municipality has both the executive authority, and the administrative right. “Libraries other than national libraries”, however, are listed in Part A. Section 156 (4) of the new Constitution states that the administration of a matter listed in Part A of Schedule 4 of the new Constitution may only be assigned to a municipality “by agreement and subject to any conditions ... if that matter would most effectively be administered locally ... and the municipality has the capacity to administer it” (South Africa 1996a:65).

The implication of this provision in the new Constitution is that, after the local elections, the establishment and operation of libraries, other than national libraries, can

only be assigned to a municipality, by agreement between the province and the local authority, and only if the municipality has the capacity to administer this responsibility. The *Local Government Municipal Structures Act, 1998 (Act No. 117 of 1998)*, complies with this position as set out in the new Constitution (section 83). After the local government elections (2000), a municipality will, therefore, as a result, only be able to provide library services in accordance with the provisions of the new Constitution (Bouwer 199:8). This provision will have far-reaching implications for the provision of public library services, as will be indicated in Chapter Five.

4.4.1 School library services

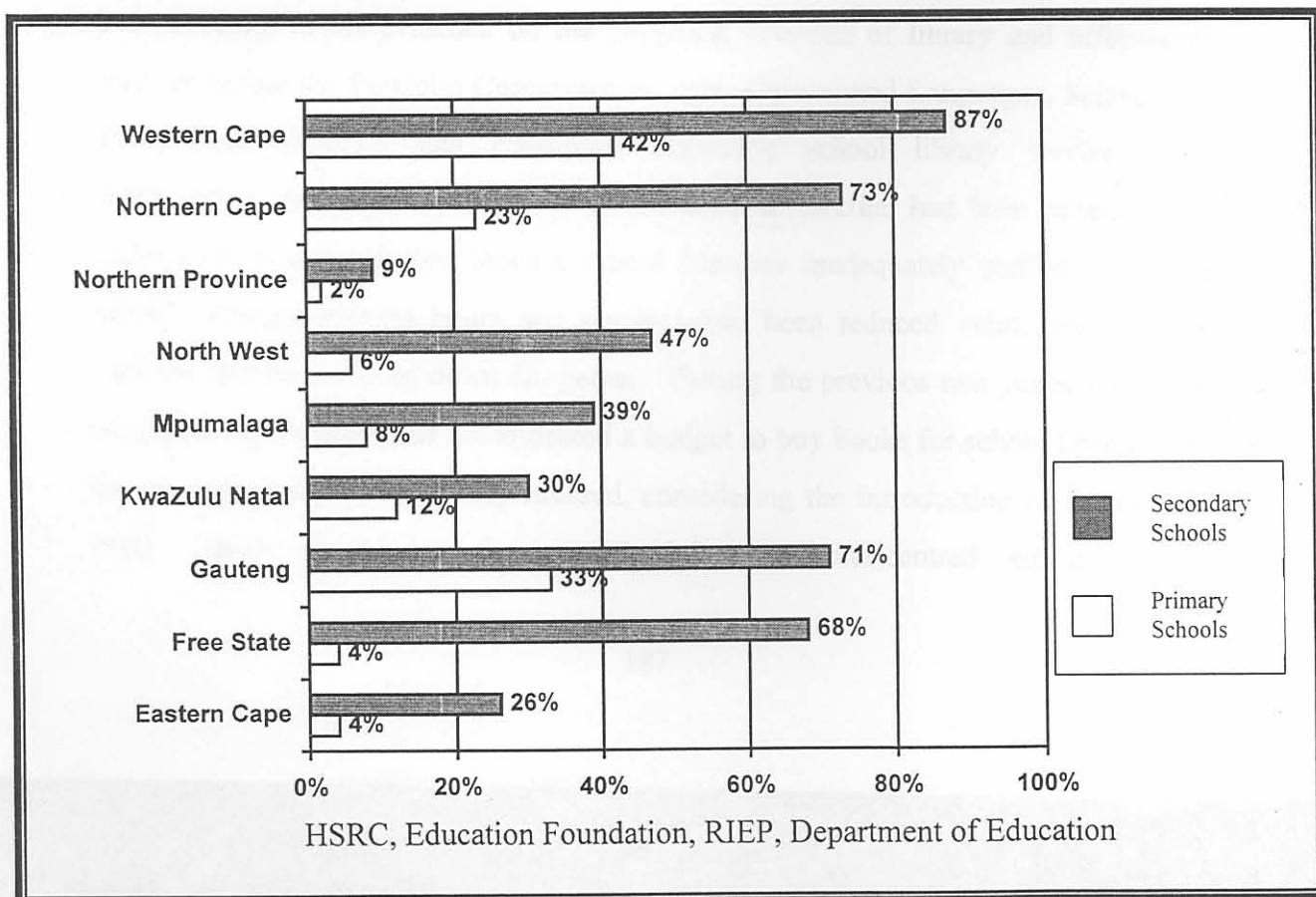
School library services have been under tremendous strain since the restructuring of education. The education infrastructure varies considerably from province to province. In 1996, the Department of Education, as part of its commitment to equity in education provision, and to the improvement of the quality of learning and teaching, awarded a tender for the surveying of educational institutions. The object of this survey was to locate every educational institution in the country and inventory its physical facilities. The result, the *School Register of Needs Survey (SRN)*, was to establish a comprehensive database of every school in the country as a planning tool for the optimal use of facilities, for the allocation of resources, and for the addressing of historical backlogs of physical facilities. Table 4-11 shows the number of education institutions according to province, while Table 4-12 shows the percentage of primary and secondary schools with media centres in every province according to this survey (South Africa. Department of Education 1997:5).

It was found that KwaZulu-Natal had the most schools, followed by the Eastern Cape and the Northern Province. The SRN also indicated that nationally, 69,9 per cent of the schools were primary, 19,6 per cent were secondary schools, 9,4 per cent were combined (primary and secondary) schools, and one per cent were special schools. Most of the schools (84,1 per cent) in the Free State were found to be primary schools, of which a large number were small farm schools (South Africa. Department of Education 1997:5).

Table 4—11 Total number of schools per province (South Africa. Department of Education 1997:5)

<i>Eastern Cape</i>	5 958
<i>Free State</i>	2 953
<i>Gauteng</i>	2 431
<i>KwaZulu-Natal</i>	5 426
<i>Mpumalanga</i>	1 982
<i>Northern Province</i>	4 275
<i>Northern Cape</i>	531
<i>North West</i>	2 424
<i>Western Cape</i>	1 884

Table 4—12 Percentage of primary and secondary schools with media centres (South Africa. Department of Education 1997: Figure 16)



The lowest percentage of secondary schools with media centres was found in the Northern Province (nine per cent), in the Eastern Cape (twenty-six per cent) and in KwaZulu-Natal (thirty per cent) (South Africa. Department of Education 1997:8). The SRN was followed by the *South African School Library Survey 1999*, aimed at locating the geographical position of all school libraries in South Africa, so as to provide the national education department, the provincial education departments and the other role-players with a set of data to assist in decision-making about and the planning of school library services according to needs (South Africa. Department of Education & Human Sciences Research Council [2000]:2).

The total number of schools with a library or a library collection/box service was found to be 9,537 out of 22,556 schools, which represents 42,28 per cent of all schools in the country (South Africa. Department of Education & Human Sciences Research Council [2000]:iii). The provinces with the highest percentage of schools with either a library or a library collection/box were the Western Cape (69,2 per cent), the Northern Cape (67,9 per cent) and Gauteng (66,5 per cent). The province with the lowest percentage of schools with either a library or a library collection/box was the Eastern Cape (26,7 per cent). This, in effect, means that 70 per cent of the schools in the Eastern Cape do not have any library service. The proportion of schools without any library service in five of the other provinces was found to be approximately 60 per cent (South Africa. Department of Education & Human Sciences Research Council [2000]:iii).

Lor (1998:7), in his evidence on the declining situation of library and information services before the Portfolio Committee on Arts, Culture and Languages, Science and Technology, reported that conditions regarding school library services were deteriorating, and that in many schools the teacher-librarian had been retrenched or reallocated to other duties, leaving school libraries inadequately staffed. In some school libraries opening hours and services had been reduced, while some school libraries had been closed down altogether. During the previous two years, provincial education departments had not allocated a budget to buy books for school libraries. In his memorandum, Lor (1998:8) stressed, considering the introduction of *Curriculum 2005*, which emphasises resource-based and learner-centred education, the

deterioration of school libraries and media centres posed a grave threat to the successful implementation of this curriculum.

The deterioration of school libraries impacts negatively also on the delivery of public library services

With the collapse or near collapse of school library services most public libraries serve as "school libraries" in the afternoons. In most instances public libraries do not receive any support i.e. financially or materially from the educational sector to assist them in providing services to their students. Co-ordination between the public libraries and educational authorities is also lacking in most instances (Hendrikz 1998:5).

4.4.2 Public library services

Public library services in the various provinces have been affected differently by the restructuring of LIS. The infrastructure of public libraries, which the new provinces had inherited, varied from province to province. Table 4-13 compares the public library infrastructure of the nine provinces before the restructuring of the provincial library services. From this comparison it is clear that the Western Cape Province had inherited the best developed infrastructure comprising 290 public libraries with almost 26 per cent of the inhabitants being members of a public library, while the Northern Province (the former Northern Transvaal) had inherited the weakest infrastructure with ninety-three public libraries and 1,2 per cent inhabitant-members. The North West Province, with eighty-six libraries and 3,2 per cent inhabitant-members, and Mpumalanga (the former Eastern Transvaal) with 132 libraries and 4,3 per cent of the inhabitants as members of a public library were also at the bottom of the list.

The weak public library infrastructures in these provinces have been the result of the amalgamation of the former national states (Venda in the Northern Province and Bophuthatswana in the North West Province), and the former Self-governing Territories (Lebowa and Gazankulu in the Northern Province and KaNgwana and KwaNdebele in Mpumalanga), with the respective former Transvaal areas to form the new provinces. As indicated in paragraphs 4.3.5 and 4.3.6, these former homelands had experienced an enormous backlog with respect to public library services.

Table 4—13 Comparative library statistics: Republic of South Africa (Wehmeyer 1995:18)

<i>Province</i>	<i>Inhabitants</i>	<i>Libra-ries</i>	<i>Inhabitants per Library</i>	<i>Circulation</i>	<i>Circulation per Inhabitant</i>	<i>Member-ship</i>	<i>Mem. as % of Popula-tion</i>
<i>Western Cape</i>	3 665 523	290	12 640	19 601 422	5,3	941 388	25,7
<i>Eastern Cape</i>	6 620 018	146	45 343	6 556 678	1,0	339 042	5,1
<i>Northern Cape</i>	773 250	117	6 609	3 020 350	3,9	115 243	14,9
<i>Kwazulu/ Natal</i>	8 549 000	237	36 072	12 252 445	1,4	716 981	8,4
<i>Orange Free State</i>	2 804 600	148	18 950	5 164 835	1,8	310 124	11,1
<i>Gauteng</i>	6 847 000	263	26 034	19 751 271	2,9	846 887	12,4
<i>Northern Transvaal</i>	5 120 600	93	55 060	1 696 253	0,3	59 989	1,2
<i>Eastern Transvaal</i>	2 838 500	132	21 504	2 945 291	1,0	121 966	4,3
<i>North-West</i>	3 506 800	86	40 777	2 992 421	0,9	112 166	3,2
<i>Total</i>	40 725 291	1 512	26 935	73 980 966	1,8	3 563 786	8,8

Libraries include depots but exclude other service points such as old age homes

The same problems have been experienced in the Eastern Cape Province where the former Ciskei and Transkei only had eight libraries serving a population of more than four million people. This resulted in the new province having 146 libraries with 5,1 per cent of the inhabitants being members of a public library after amalgamation, as against 138 libraries and 16,9 per cent of the inhabitants as members of a public library, in the Eastern Cape region of the “old” Cape Province (Wehmeyer 1995:18-19).

This situation has put the delivery of public library services by the newly established provincial LIS under tremendous strain. This has especially been the case in some provinces, such as the Northern Cape which inherited a good regional library infrastructure but no central organisational structure (Van der Merwe 1995:13). Provinces such as the Eastern Cape, Mpumalanga and the Northern Province have had to establish fully-fledged provincial library services from scratch. Libraries affiliated to these provincial LIS also varied in terms of level of development, management style, library operation, infrastructure and users (Hendrikz 1998:2).

In addition, the provision of public library services was no longer subject to ideological factors, but had to be based on the information needs of the community at large, irrespective of race. Therefore, not only the newly established provincial LIS, but also the established provincial LIS such as the Western Cape, the Free State and Gauteng, were faced with addressing extensive backlogs in providing public library services, geared to the needs of the previously disadvantaged communities.

The new provinces have been officially operational from 1 July 1994. Since 1 April 1995, the library functions have been gradually taken over from the previous provincial library services, after personnel and head office assets had been divided among the relevant provinces. One of the main problems encountered by the provincial LIS was the “administrative shoving around” of the LIS function in the provinces. This created confusion, which has impacted negatively on planning, on service delivery and on general progress (Hendrikz 1998:2). A survey, undertaken by Leach (1998:4) in 1998 - to ascertain and provide an overview of the post-1994 situation, regarding the public library sector in South Africa from the perspectives of the people involved in that sector- determined that four provincial LIS fell under the Department of Education, and five under departments, with either a Culture or Arts component, such as the Department of Sport, Recreation, Arts & Culture.

The amalgamation and restructuring of the provincial LIS has been accompanied by “an alarming deterioration of library services in many parts of South Africa”, as reported by Lor (1998:7). In his memorandum, he put it to the Portfolio Committee that the evidence which had been collected by the Transitional Executive Committee of the Library and Information Association of South Africa (LIASA) indicated that libraries were seen as a soft target by the government, and that they were disproportionately penalised in comparison with other services. He emphasised that it was tragically ironic that, at a time when the country was most in need of libraries for national development, there was a serious decline in library services (Lor 1998:11).

According to a *status quo* report on public libraries presented to the annual LIASA conference held from 15-17 November 1998 in Bloemfontein, the main impact of the

amalgamation and restructuring of provincial LIS was evident in the area of staff shortages, which affected service delivery adversely (Hendrikz 1998:2). It was also staff shortages that severely hampered the successful launching of the newly established provincial LIS (Leach 1998:5). Other factors which thwarted the effective management of public libraries by provincial LIS were the absence of a suitably established LIS management and personnel infrastructure, and the lack of proper LIS legislation, and municipal ordinances and by-laws to cope with the new demands. These factors hampered functions such as planning, the formulation of policies and standards, and the continuity of services (Hendrikz 1998:2).

The general trend in public library funding was that budgets were either static or declining (Hansen 1999:12; Hendrikz 1998:2) which had, *inter alia*, the following negative implications (Hendrikz 1998:3; Leach 1998:6):

- very few new appointments could be made;
- the delivery of services was badly affected, especially to marginalised areas;
- the purchase of new library and information material was diminishing which, in turn, resulted in dated and irrelevant material;
- the maintenance and sustainability of projects and services were jeopardised;
- accessibility to libraries was negatively affected, because opening hours were reduced or libraries were closed down completely;
- an inability to provide adequately for the crucial expansion of services into unserved areas. In many cases, no new libraries were being built in the townships and rural areas, and those building projects which had been planned, could not be implemented;
- the inability to provide provincial (statutory) subsidies to the (independent) municipal libraries;
- the networking plans for schools were not realised;
- less training, and fewer professional and monitoring visits by staff could be undertaken;
- inadequate and insufficient information technology;

- lack of research; and
- an inability to effect meaningful transformation.

4.4.3 Socio-economic and developmental determinants

The socio-economic conditions also vary from province to province. A comparison of socio-economic conditions by province undertaken by the South African Institute of Race Relations (2000:2-5) showed that:

- In 1998, Gauteng contributed the most to the Gross Domestic Product (GDP) in the country (42,0 per cent), while the Northern Cape contributed the least (1,8 per cent), followed by the Northern Province (5,3 per cent). This should, however, be seen relative to the population figures of 8,067,059 for Gauteng compared to that of 874,788 for the Northern Cape, and of 5,400,868 for the Northern Province in 2000;
- The population density was found to be the lowest in the Northern Cape (two persons per square kilometre), followed by the Free State (twenty-two persons per square kilometre) and the highest was in Gauteng (474 persons per square kilometre);
- The greatest degree of urbanisation (2000) was in Gauteng (98,1 per cent) and the least in the Northern Province (12 per cent);
- The annual population growth between 1996-2000 was highest in Gauteng (2,4 per cent), followed by the Northern Province (2,3 per cent) and Mpumalanga (2,3 per cent), while the lowest was in the Northern Cape (1,0 per cent);
- The unemployment rate in 1999 was highest in KwaZulu/Natal (34 per cent), followed by the Northern Province (30 per cent) and was lowest in the Western Cape (14 per cent).

The 1996 census results (South African Institute of Race Relations 1999:112) showed that 7,6 million people or thirty-six of the population aged twenty years and older in South Africa were illiterate. Illiteracy is defined as fewer than seven years of formal schooling. Table 4-14 illustrates the illiteracy rates in each province.

In planning for school and public library services, and in considering possible alternative models for library and information services, serious cognisance will have to be taken of socio-economic determinants (Shillinglaw 1990).

Table 4—14 Population aged 20 and older who are illiterate : 1996 (South African Institute of Race Relations 1999:112)

<i>Province</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>	<i>Proportion of total provincial population</i>
<i>Eastern Cape</i>	530 977	722 294	1 253 271	42%
<i>Free State</i>	277 042	287 183	564 224	39%
<i>Gauteng</i>	500 080	435 701	935 781	21%
<i>KwaZulu-Natal</i>	685 658	1 019 145	1 704 803	41%
<i>Mpumalanga</i>	279 291	342 261	621 554	45%
<i>North West</i>	381 456	385 984	767 440	43%
<i>Northern Cape</i>	92 853	99 408	192 263	43%
<i>Northern Province</i>	365 012	658 862	1 023 873	49%
<i>Western Cape</i>	260 935	254 458	515 394	22%
<i>South Africa</i>	3 373 305	4 205 297	7 578 602	36%

Regional and local development programmes also need to be taken into account. In the new political dispensation, local authorities have embarked on a process of urban and rural reconstruction, in order to redress the social disparities which existed as a result of past apartheid planning practices. This is being undertaken in terms of the *Development Facilitation Act (Act No. 67 of 1995)* (DFA) (South Africa 1995), which requires that each local authority formulate a set of Land Development Objectives (LDOs) for its area of jurisdiction, within the guidelines set out by the Principles of the Act, which have to be submitted to the provincial government for approval. The LDOs provide a means of developing a strategic framework for development in the particular area. The DFA also requires municipalities to develop objectives for service delivery, i.e. the services which a municipality will provide, as well as the standards of service, and the level at which they will be provided (South Africa. Ministry for Provincial Affairs and Constitutional Development 1998:29).

In addition, the *Local Government Transition Act, 1993 (Second Amendment Act)*, requires municipalities to produce Integrated Development Plans (IDPs). The aim of the IDPs is to empower municipalities to prioritise and focus their activities and resources strategically (South Africa. Ministry for Provincial Affairs and Constitutional Development 1998:28). In the planning for library services, it has become crucial that libraries think and act more smartly than ever before to compete with basic services (Van Niekerk, Wallis, & Morrison 1998:41). Library professionals must involve themselves in the annual formulation of the IDPs, and public librarians need to make submissions, pertinent to their community's needs, to the IDPs.

4.5 Factors affecting the role of public and school libraries

4.5.1 Under-utilisation of public libraries

The mere provision of public library services to the previously disadvantaged communities will, however, not guarantee that use will be made of these services. Various factors have, to date, adversely affected the utilisation of public libraries by these communities, and cognisance will have to be taken of these factors when planning for library services. These factors can be summarised as follows:

- Because the adult population is mainly illiterate or semi-literate, there is little incentive to use the public library (Raseroka 1997:2; Töttemeyer 1985:62). The dominance of an oral tradition among the African population negates the use of traditional public libraries (Fairer-Wessels & Machet 1993:101);
- There is an absence of a reading culture (Fairer-Wessels & Machet 1993:101) and there is very little interest in reading for any purpose except for formal education and its related activities (Raseroka 1997:2). Reading, particularly for pleasure, does not play a significant role in the daily activities of previously disadvantaged communities (Frylinck 1983b:36). These communities are unlikely, in the foreseeable future, to use libraries as recreational facilities (Bekker & Lategan 1988:70).

- As most reading is of a utilitarian nature, library holdings have been seen as generally irrelevant to specific community circumstances (Aguolu 1997:20; Bekker & Lategan 1988:69). Often, by concentrating on esoteric and irrelevant subjects, the sensed and expressed information needs of the people have not been addressed (Mgoqi 1995:30);
- Largely as a result of their discriminatory practices, public libraries have been perceived to be based on a principle of exclusiveness and not inclusiveness, thus reducing them to an elitist facility for a privileged few (Mgoqi 1995:30);
- There is a general ignorance as to what material and services are available in public libraries (Fairer-Wessels & Machet 1993:101). Language differences, combined with an inability to verbalise the information needed, or to use the catalogue or to understand the concept of a classification system often pose additional problems. This is partly the result of no information literacy education in the schools (Hart 1998:36), which also leads to a lack of book appreciation and even to vandalism by some African learners (Workshop ... 1987:8);
- Irrespective of how well-stocked and developed a public library might have been, the service has been perceived as being passive. There is a need for people to be actively involved. They need to be advised, to be given the opportunity to ask questions, to ask for further explanation, and to see for themselves (Bekker & Lategan 1988:69);
- The physical inaccessibility of public libraries also poses a problem to most potential users. Public libraries are concentrated in white, metropolitan and suburban areas. A lack of adequate transport to, and the cost of reaching these centres is prohibitive to those who are aware of their existence and have a desire and keenness to make use of them (Mgoqi 1995:30);
- Another cause of dissatisfaction has been that public libraries have not supplied sufficient space in which to study (Fairer-Wessels & Machet 1993:102);
- A shortage of material in indigenous African languages has also restricted the use of the public library (Workshop ... 1987:8);

- Since libraries have had such a low visibility in the educational and social environment of the previously disadvantaged communities, few learners have cultivated the library habit (Nassimbeni 1991b:47);
- There has also been a failure to inform people of library facilities. This has effectively limited their accessibility. People cannot make use of a facility if they do not know about it (Nassimbeni 1991b:47);
- Censorship, which was particularly repressive during the 1950s and 1960s, has impoverished South African libraries (Nassimbeni 1991b:48). The possibility of censorship in the selection of library material has had a negative effect on the utilisation of libraries. There has been a high degree of scepticism regarding the motives underlying any recommendation to read certain books. Book lists have been very critically regarded and books ‘approved’ by any government agency have been widely rejected (Bekker & Lategan 1988:70);
- Public libraries have been perceived to be ‘white’ institutions linked to local and regional authorities which were widely discredited in the African communities during the apartheid years (Bekker & Lategan 1988:69).

Some of the above impediments to the effective utilisation of public libraries by the disadvantaged communities are of a political nature, and are not generally relevant in the current political dispensation. There are already signs that the user base of many public libraries has changed with a shift towards student users of all communities (Leach 1998:13)

Some of these hindrances are, however, symptoms of underdevelopment (Frylinck 1983b:36) and are typical of the third world countries where public libraries are generally below standard (Töttemeyer 1985:62). This is especially the case in Africa’s developing countries.

4.5.2 The impact of Information Communication Technology (ICT)

The phenomenon of globalisation has made it vitally important for South Africa to develop its ICT infrastructure, to improve the population’s capacity to utilise

information technology (IT) effectively for self-development, and to become part of the information society (South Africa. Ministry for Communication 2000:1). The following initiatives have relevance for public and school libraries:

4.5.2.1 South African Bibliographic and Information Network (SABINET)

SABINET Online provides the electronic infrastructure for the interlibrary loan scheme between libraries in South Africa. SABINET focuses on three different market segments: the academic institutions and library consortia; the government; and the commercial markets. The product range of SABINET Online includes: cataloguing and acquisitions support; interlending; MagNet (information retrieval with full-text document delivery); electronic publications; agency services (e.g. Dialog Corporation, OCLC); Training; Consultation; and Customised products (Vos & Theron 1998:7). Although few community and school libraries currently have access to SABINET, mainly as a result of financial constraints and the lack of ICT infrastructure, the potential for using the network by these libraries exists. This would contribute to the sharing of information resources between these institutions, especially on a regional basis.

4.5.2.2 Library consortia

Several library consortia have been formed in South Africa, such as the Gauteng and Environs Library Consortium (GAELIC), the Cape Library Consortium (CALICO), and the Free State Library Consortium (FRELICO), to foster regional collaboration. These consortia, incorporating several autonomous tertiary libraries, aim at building excellent library systems for resource-sharing and co-operative acquisition of resources, utilising technology, data networks, and the infrastructure of SABINET Online (Roos 1997:27). Although these consortia only link tertiary institutions, they are of importance to school and public libraries as they can be accessed via the Internet. An example of a local electronic network, involving a community library, is the Pretoria Information Network (Hansen 1999:15). Le Roux (1999:8) also makes mention of the existence of four Public Access Library Systems (PALS) consortia operating in the Western Cape, KwaZulu-Natal and Gauteng.

4.5.2.3 Multi-purpose Community Centres (MPCCs)

These centres are earmarked for a multitude of different purposes relating to activities in the community which they are supposed to serve (Berlyn 1998:2):

"In practice, a Multi-Purpose Community Centre (MPCC) enables communities to manage their own development by providing access to appropriate information, facilities, resources, training and services" (Berlyn 1998:3).

The MPCCs are seen as potentially key delivery mechanisms for the Reconstruction and Development Programme (RDP) and community development projects, and for offering a wide range of services that communities can use for their own development. At the "Information Society and Development" conference in May 1996, the now President Mbeki identified MPCCs as one of the five "South African Information Society" pilot projects (Government Communication and Information System [1999]:3).

The contents of any MPCC would be determined by the relevant community and be subject to such constraints as funds and personnel. Some of the generic contents of an MPCC should, according to Berlyn (1998:6), ideally, be

- shared offices,
- telephone facilities,
- fax facilities,
- information kiosks,
- basic hygiene and domestic facilities,
- space for people and events,
- adequate seating,
- computers for basic use,
- printers for computers, and
- photocopiers for general use (where the users pay for the service).

Services offered by an MPCC would include (Berlyn 1998:7):

- Training,
- Information services,
- Advice,
- Counselling,

- Resource centre services, and
- Library services.

Odendaal (1997:18) is of the opinion that in many ways, a public library is ideally suited to form the core of an MPCC. The infrastructure and activities of a library could be used to support some of the services. Once the local community has become involved, needs determined, and funding secured, specific services could be gradually introduced.

The MPCC project is co-ordinated by the national Government Communication and Information System (GCIS). Several government departments are involved in the planning of MPCCs, including the Department of Communication, DACST, the Department of Health, the Department of Labour, the Department of Welfare; parastatals, such as the HSRC, CSIR, Telkom SA and Eskom; as well as various NGOs (Government Communication and Information System [1999]:4).

It is planned that the centres will be sited in the most suitable locations of the district council areas in all nine provinces. Forty-six potential MPCC facilities have been identified, that have agreed to be developed into the envisaged MPCCs that would meet the needs of the people in the areas involved (Government Communication and Information System [1999]:6)

4.5.2.4 Telecentres

Telecentres aim to meet "... the need for a practical and cost-effective way to bring the community of Africa into contact with itself ... and with the world" (South Africa. Department of Communication 2000:1). The body responsible for setting up telecentres is the Universal Service Agency (USA), a statutory body established in terms of the *Telecommunication Act, 1996* (South Africa. Department of Communication 2000:1). Donors such as UNESCO and the World Bank are all funding pilot centres in various countries, including in South Africa (South Africa. Department of Communication 2000:1).

Telecentres will provide one or more of the following services (United ... 2000:9):

- Access to telephones;
- Access to fax and e-mail facilities;
- Access to the Internet;
- Other information services;
- Other developmental support services to meet basic needs;
- Education in “Information Age” skills.

Models of telecentres are many and varied. At the one end of the spectrum there may be a simple telecentre - a cell phone owner selling user-time to people in small communities where access to telephones is limited or non-existent. At the other end of the spectrum there may be a telecentre with many phone lines, multi-media PCs, a high-volume black-and-white printer, a colour printer, a scanner, Internet access, a digital camera, a video camera, a TV, an overhead projector, a photocopier, a laminator, meeting rooms, and a video conferencing room (United ... 2000:9-10).

Telecentres can operate as individual businesses or as part of a franchise. They may be owned or operated by government departments, schools, community organisations and NGOs. Telecentres may be found within libraries, community centres, or even within a community radio station (United ... 2000:10-11).

4.5.2.5 Centre for Educational Technology and Distance Education (CETDE)

The Centre for Education Technology and Distance Education is the only institution at a national level, which supplies electronic media to educational and training institutions and community development agencies. All institutions promoting education, training, and community development are eligible for membership (South Africa. Centre for Educational Technology and Distance Education [1997]:3).

The following media can be borrowed from the centre (South Africa. Centre for Educational Technology and Distance Education [1997]:3):

- videos, covering all school subjects, business, management, health, sport, careers, and many other disciplines;

- Computer programmes , covering school subjects and other disciplines;
- Compact discs with music applicable to the school curriculum;
- CD-Roms, covering school subjects, music and languages.

4.5.2.6 Shoma Information Technology Centres

The Shoma education model uses multi-media technology to meet the needs of educators who are faced with the challenge of implementing outcomes-based education (OBE) in schools. Shoma, in their educational programmes, make use of satellite TV, the Internet, and collaborative lesson planning, to assist educators to acquire new skills, and to embrace technology as a tool to enhance teaching and learning. Shoma operates a centre in every province, with an additional one in Gauteng. Each centre functions with twenty-four Pentium II computers, a television set, a digital satellite dish and decoder, a video recorder, and a network server. (Text 100 1998:2; Shoma Education Foundation [1999]:10).

4.5.2.7 SchoolNet SA

SchoolNet SA is an organisation which was established in November 1997, to assist all South Africans prepare for the information age. SchoolNet SA seeks to support educators and transform education in the areas of Internet connectivity and appropriate technology, content and curriculum development, human resource development, and capacity building. SchoolNet's objective is to assist in the development of a national educational network as the "knowledge backbone" of the country's information highway. SchoolNet co-ordinates the implementation of ICT resources and facilitates training in the use of these resources in all South African schools. SchoolNet also establishes meaningful partnerships with government departments, business and schools (SchoolNet SA [1997]:1). In 1999, South Africa had seven hundred schools with online facilities, while 2,500 schools had computers (kidzNews 1999:1).

4.5.2.8 SCOPE Programme

SCOPE is a co-operative enterprise between the Finnish and South African governments to support the use of Information and Communication Technology (ICT)

in teaching and learning (Mpumalanga Department of Education [2000]:1). The project is co-ordinated by the Department of Education and operates in the Northern Cape and Mpumalanga. The project will run over four years with a total budget of approximately thirty-eight million rand and it aims to support thirteen pilot sites (computer centres) in each province, by providing the necessary electronic hardware (Mpumalanga Department of Education [2000]:2).

4.5.2.9 Role of public and school libraries in utilising ICT

Public libraries play an important role in empowering communities to utilise IT by providing access to electronic resources through their infrastructure of computer hardware, software, video and audio facilities and appropriate content. Many public libraries also provide facilities to the community for accessing the Internet.

A relatively low proportion of schools in South Africa uses computers for educational purposes. In only two provinces a significant number of libraries were found which implemented IT for library administration (South Africa. Department of Education & HSRC [2000]:v).

4.6 Public and school library services in developing countries in Africa

Library services in Africa, including public and school library services, are deteriorating (Aiyepetu & Komolafe 1998:63; Mambo 1998:67; Raseroka 1994:157; Töttemeyer 1992:4). There is a definite correlation between the high rate of illiteracy in Africa and the non-use and deterioration of libraries. Despite all literacy projects, illiteracy is on the increase on the continent (Töttemeyer 1992:6). According to 1988 Unesco figures, an average of 54 per cent of Africans could not read nor write (Kedem 1990:31). This is especially the case in rural and poor peri-urban areas (Raseroka 1997:2). In 1996, the adult literacy rate in Angola was 42 per cent, in Mozambique 40,1 per cent, and in Tanzania 67,8 per cent. As a result of the widespread illiteracy, relatively few people read newspapers. Radio and television are, therefore, becoming increasingly important as communication and educational media (Africa Institute 2000:Table 16);

The following factors contribute to this state of affairs:

- Economically, Africa is virtually in a state of collapse. Some African countries in 1989 spent as much as 60-70 per cent of their Gross National Product (GNP) to service their external debts. As a result, African States do not have enough human and financial resources to provide adequate schools, which would lead to a growth in literacy (Kedem 1990:33-34);
- Economic crises, increasing debt burdens, and subsequent remedial structural adjustment programmes, have necessitated significant budget cuts in the social sectors, and a marked deterioration in the living standards of the general population. Consequently, little priority has been given to adult literacy by governments or individuals (*The International ...* 1994:170);
- In some countries, notably Angola, Chad, Ethiopia, Mozambique, Rwanda and Uganda, economic expansion, in recent years, occurred from extremely low bases, and came after long periods of economic decline, as a result of war and instability (Africa Institute 2000:Table 24);
- To aggravate matters even further, economic growth, in many African countries, has not kept pace with population growth (Africa Institute 2000:Table 24).

According to Kedem (1990:34) these appalling economic circumstances, make it apparent why no serious and sustained steps are taken to tackle the problem of adult illiteracy in Sub-Saharan Africa. Aiyepku & Komolafe (1998:63), in the *World Information Report 97/98*, published by UNESCO, state:

"Public and school library services are in a state of decline throughout most of Africa because the largely external initiatives which established them have not been sustained by adequate indigenous funding, effective literacy campaigns and indigenous publishing in the local languages. ... Consequently, old, foreign books continue to feature prominently on the shelves of many an African public or school library, on the questionable premise that it is better to have something to read than nothing at all! It is difficult to escape the conclusion, therefore, that the development of public and school library services is still very low down the priority lists of most African governments."

Raseroka (1997:2) is also of the opinion that the general public library system (PLS) in Africa is in a depressed state. She believes that the gradual deterioration of African economies, the fact that public libraries in Africa are part of centralised national library service systems having “multifaceted roles”, the shortage of trained LIS staff, and the setting of ambitious, yet unrealistic objectives all contribute to the declining services:

“These (centralised national library service systems) combine national library roles with ... PLS systems provision and related coordination functions, which provide limited support and/or advisory services to schools and special libraries. This overarching service promises systematic developments of all aspects of library and information service. It, however, has inherent weaknesses: if the centre is weakened, whether through lack of human resources or poor strategies for delivery or inadequate financial support, the system as a whole, including the periphery, is likely to gradually disintegrate. Unfortunately the gradual deterioration of African economies accompanied by a thin layer of trained LIS human resources who are overstretched by ambitious, but unrealistic objectives, has eroded services over the last two decades.”

The *status quo* regarding school libraries in other African countries appears to be in a similar state. Library collections, and facilities and services are insufficient, while existing services, whether sufficient or insufficient, are not fully utilised (Stander 1993a:1).

In Namibia, for example, the position is far from satisfactory. At Namibian independence in March 1990, there were only twenty-seven public libraries in the country. In 1991, Töttemeyer (1991:51-52) reported that besides the Auala Elcin Library at Oniipa near Ondangwa, Ovamboland, run privately by a church, there were no public or community libraries north of Tsumeb, where the majority of the Namibian nation lives. At least 670,000 Namibian citizens were without any libraries in the vicinity of their homes (Töttemeyer 1991:51-52).

Only 22,7 per cent of all Namibian schools in 1990 had book collections of some sort (Töttemeyer & Stander 1990:37). Only the former white schools had proper media centres with an average of thirteen library books per pupil in 1990, which is higher than the recommended international ratio of twelve books per pupil. The average number of library books per pupil at all other Namibian schools was less than one (i.e. fractions of one) book per pupil (Töttemeyer & Stander 1990: 13).

Since independence the situation has deteriorated even further. The few well-equipped school media centres, inherited from the pre-independence period, have been deteriorating rapidly, since government funding and full-time library posts were drastically cut (Töttemeyer 1994:1-2). In 1994, Töttemeyer reported that no new school libraries or media centres had been established since independence (Töttemeyer 1994:6). More than six hundred mobile book cabinets for classrooms, containing two hundred fully processed books, had, however, been placed in a number of selected schools regarded as deprived, with the help of local and foreign aid agencies (Töttemeyer 1996:26).

The non-existence or slow development of school library systems in Africa can, according to Tawete (1995:31-32), be attributed to:

- The lack of funds. School libraries compete for funding with other vital services;
- Lack of trained school library personnel;
- Conflict between the oral tradition and the book culture with a resultant lack of identification with the role of school libraries in such an oral society;
- Lack of clear-cut policy direction for the development of school libraries
- Lack of officially approved standards and guidelines for school libraries;
- Lack of people who know how to use libraries or have a “felt need” for school libraries. Libraries, therefore, are considered a luxury;
- The textbook-oriented, chalk-and-talk educational system which is unreceptive to library programmes.

Töttemeyer (1992:6-8) and other writers attribute the non-use of public libraries in Africa to the following factors:

- The lack of suitable reading materials for the newly literate to support their newly acquired reading skill. As a result, many people, after undergoing adult literacy training, relapse back into illiteracy;

- A literate person is not necessarily a reader. In Zambia circulation statistics of public libraries were dropping, although schools in 1983 were producing a hundred thousand new literates per year (Töttemeyer 1992:6);
- A growing disillusionment with formal schooling in Africa, since even a high school certificate was found to be no guarantee for gaining employment and for upward economic mobility;
- The multiplicity of languages causes many Africans not having access to materials written in their own language (Wehmeyer 1991:3), e.g. the dearth of indigenous children's literature has minimised the use of the few libraries found in some townships in Zimbabwe (Craver 1985:37);
- The impetus to create libraries in Africa has been external and has emerged from a different (Anglo-American) context and for a different reason. According to Töttemeyer (1992:8) it seems that the dominant ethos of African society is at variance with the aims of libraries;
- Africa has a strong oral tradition (Wehmeyer 1991:3). Most Africans do not continue with reading once they have completed their formal education, as they derive more pleasure from the oral and performing arts - talking, singing, dancing and socialising - than from the rather private and individualistic reading of a book (Töttemeyer 1992:8).

In addition, although 75 per cent of Africa's population lives in rural areas, most of the public libraries are located in the urban areas, either in the national, regional or district capitals (Kedem 1990:34). A shortage of personnel, a lack of professional experience and an absence of government support aggravate the situation (Wehmeyer 1991:3).

4.7 Summary

The overview of the organisational structures, characteristics and operation of LIS in this chapter, has shown that school and public library services in South Africa have developed uniquely with separate organisational structures for the different population groups as created by apartheid policies. This has caused an unequal distribution of LIS

structures throughout the country, with a notable difference in the quality of service to the different communities.

The restructuring of LIS, after the new democratic dispensation, has caused a deterioration in school as well as in public library services, making it difficult to redress the inequalities of the past. It has also been found that many of the conditions impeding the rendering of school and public library services in Africa are also prevalent in South Africa. African librarians share the same problems, since all the library services in African countries are based on Anglo/American models.

The characteristics of the new democratic South African society suggest that these traditional models may no longer be relevant, and that innovative ideas, methods and approaches should be sought. In his paper delivered at the annual conference of the South African Institute for Librarianship and Information Science (SAILIS) on 22 September 1997, Tyobeka, Chief Director: Policy and Liaison, Department of Arts, Culture, Science and Technology, made the following statement in this regard (Tyobeka 1998:9):

"In this new, bright day each of us must work towards a vision of a new and uniquely South African system of library and information services where libraries will proactively collaborate with other role-players in providing information services to all our communities. Partnerships will have to be forged, not only between libraries, but also between well-resourced libraries and developing library services, and between libraries and other organisations in communities."

With the recent establishment of the non-racial provincial library services, a new era in the delivery of school and public libraries has dawned. A complete transformation is needed. This creates the challenge of new visions, new ideas, new formations, new structures, and new relationships as Daniels (1994:35) so aptly pointed out. It is imperative that these visions should target the needs of the community and should be locally driven.

One way of realising more cost-effective school and public library services is through closer co-operation between these sectors, and through the forging of closer partnerships. A method to initiate this could be by the establishment of combined

school-community libraries, as found in some overseas countries (Bawa 1993a:13; Bristow 1992b:79; Lor 1998:10; National Education Policy Investigation 1992:61; Stadler 1991:20; Tawete 1995;. Verbeek & Stilwell 1988:24). This would conform with current government recommendations, since one of the “school library models” proposed in the draft policy document, *A National Policy Framework for School Library Standards*, is the “one community one library” model, based on the principle that school educators and learners should share the same library service with the general community (South Africa. Department of Education 1999:18-19).

However, as Chijioke (1989:182) pointed out, locally devised replacements (or variations) of existing models must be firmly rooted within the social needs and cultural patterns of the specific communities which they are to serve, and must be appropriate to the particular situation, if they are to achieve any success. Such models should also consider the possibilities of the information and communication technologies to enhance LIS delivery to these communities.

In the analysis of the overseas model of school-community libraries, it has emerged that the successful establishment of the school-community model was, to a large extent, determined by favourable local circumstances. In planning new library information services, it is thus necessary to listen much and talk little, as was suggested by Tyobeka (1998:10), in order to avoid models that would be unsuitable and unacceptable for the communities for whom they had been developed.

Any library model considered for South Africa should be orientated towards and focused upon the unique circumstances and requirements of the South African context and those of particular communities. No overseas model can simply be transplanted into South Africa and be expected to meet the population’s unique needs.

“There is ... no ‘single’, definitive, descriptive or typical model. ... The community it serves, with its circumstances, resources and needs, will determine what model will service it.” (Van Zyl 1991:4).

In the next chapter, the prerequisites for the successful establishment of school-community libraries, as identified in Chapter Three, will be assessed in terms of their relevance to South Africa. This will be done against the background of South African conditions, and by taking into account the problems being experienced in developing public and school library services in Africa, as discussed in this chapter.

CHAPTER 5

THE SCHOOL-COMMUNITY LIBRARY MODEL AS A POSSIBLE MODEL FOR SOUTH AFRICA

5.1 Introduction

In Chapters Two and Three, the historical development and the practical experiences in combining school and public libraries in selected overseas countries have been described. This was done after examining the literature, after analysing published case studies, and after studying official documents and primary sources.

The experiences of these countries in combining school and public libraries were variously assessed but particularly with regard to managerial perspectives. From this analysis several factors were identified as being crucial to the successful combination of school and community libraries in the selected countries. The main reasons why the South Australian model of combined school/community services was more successful than similar models in other parts of the world, were also established.

In Chapter Four, the organisational structures, characteristics, and operation of school and public library services in South Africa were examined. This was done against the background of the apartheid system causing the LIS infrastructure in South Africa to develop unequally. It was found that the African population in the rural areas was particularly disadvantaged by the apartheid political dispensation in respect of LIS delivery. There is, therefore, an urgency to correct this, and provide appropriate LIS access to all South African society. This, however, needs to be undertaken within the constraints of diminishing LIS resources - both monetary and human.

In this chapter, the various factors, found to be essential for the successful combination of school and community libraries in the selected countries, will first be examined against the background of South African circumstances. The particular factors that made the South Australian model of school-community library service delivery more successful than those in the other selected countries, will also be taken into

consideration when evaluating the suitability of this model for South Africa. An assessment of the suitability of the variants of the school-community library model implemented in the selected overseas countries, within the South African context, will also be made.

Answers to the following questions will be sought:

Have prerequisites for the successful implementation of this library model in South Africa been identified?

Are overseas variants of the school-community library model appropriate for South African conditions?

The identified prerequisites for success will be examined within the context of: information on South African conditions obtained from the literature; South African legislation; government policy documents; and personal communication with role-players.

5.2 Factors crucial to the success of combining school and public libraries

In order to determine whether the combined school-community library model can be successful in South Africa, those factors, found in Chapter Three to be crucial in the countries, that experimented with variations of this model, are now examined, taking cognisance of South African conditions.

5.2.1 Political commitment by the government to the idea of school and public library co-operation

An analysis of the literature on school-community libraries indicates that a commitment by government to the idea of school and public library co-operation, as well as the enactment of legislation and policy to endorse such co-operation, has been a strong incentive for the establishment and success of school-community libraries in the

selected countries. It is, therefore, important to determine what South Africa's position is, in this regard.

Co-operation among institutions is usually pursued to achieve an improved standard. This principle is equally valid for school and public co-operation, where teacher-librarians and public librarians can engage in activities with the intention of enjoying mutual benefits. Such co-operation can also contribute to the organisational effectiveness and improved service delivery, which is a priority for the South African government, according to the government's White Paper on *Batho Pele* ("people first") (South Africa. Department of Education 2000b:7).

The principle of co-operation is also in line with President Mbeki's view of co-operation and partnerships, referred to as *Faranani* ("supporting each other") (South Africa. Office of the Presidency 1999), and is in the spirit of *Tirisano* ("working together") - the slogan of the Minister of Education - (South Africa. Department of Education 2000b:3), which drives many of the government's programmes (Asmal [1999]). Moreover, Chapter 3 of the new Constitution compels all spheres of government, as well as government departments, to conduct their activities in a co-operative way (South Africa 1996a:21).

5.2.1.1 Co-operative government

Section 41 (1) (h) (iv) of the new Constitution states:

"All spheres of government and all organs of state within each sphere must co-operate with one another in mutual trust and good faith by co-ordinating their actions and legislation with one another" (South Africa 1996a:21).

In addition, The *Intergovernmental Fiscal Relations Act (Act No. 97 of 1997)*, promotes co-operation between the national, provincial, and local spheres of government on fiscal, budgetary and financial matters, and prescribes a process for the determination of an equitable sharing and allocation of revenue raised nationally (South Africa 1997:1). It is, therefore, clear that co-operation, as a principle, is strongly

endorsed by the South African government, and that legislation has been put in place to give effect to this principle.

5.2.1.2 Existence of legislative framework

Before the combining of school and public library services into one facility can be considered in South Africa, the necessary legislative framework has to exist, which would allow this type of intergovernmental co-operation, and would put into effect partnerships between the government and the community.

a) Provision of school library services

As indicated in Chapter Four, paragraph 4.4, in terms of the *Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996)*, schedule 4A, the provision of education at all levels, excluding tertiary education, is a mutual and parallel (“concurrent”) national and provincial legislative competence (South Africa. 1996a:117). The *National Education Policy Act, No. 27 of 1996*, empowers the Minister to **establish norms and standards in education**. The Act empowers and authorises the Minister, through the Department of Education, to develop national policy that will improve the provision of facilities which contribute towards quality education. This is understood to include the provision of library services and facilities in schools (South Africa. Department of Education 1999:8).

As stipulated in the above mentioned Act, the **implementation of standards**, and by implication, the implementation of standards for school libraries, is a provincial matter (South Africa. Department of Education 1999:8). This means that both the national and provincial departments must co-ordinate their efforts to improve the provision of education which should include the provision of school library services (South Africa. Department of Education 1999:8).

Although school libraries are not specifically mentioned in the *South African Schools Act, 1996 (Act No. 84 of 1996)*, it indirectly makes allowance for the delivery of school library services through the functions assigned to school governing bodies (SGBs).

Section 36 of the Act (South Africa 1996b:16) imposes a responsibility on all public school governing bodies to

“... take all reasonable measures within its means to supplement the resources supplied by the State to improve the quality of education provided by the school to all learners at the school.”

This must, in principle, include **making provision for quality teaching and learning resources**, which, by definition, implies **developing and budgeting for a model of school library** which, according to the governing body and the school, would be **most suitable for their particular needs** (South Africa. Department of Education 1999:8-9).

The Act also allows, in terms of section 20 (k):

“...at the request of the Head of Department, the reasonable use under fair conditions of the facilities of the school for educational programmes not conducted by the school” (South Africa 1996b:10).

In addition, section 37(6)(b) of the *South African Schools Act, 1996*, makes provision, by agreement, and with the consent of the Head of Department, for the use of such facilities by another school for educational purposes (South Africa 1996b:17). It is thus possible that, in a school without a library, the SGB could assist in utilising library-based resources in other schools, while in a school with a functioning library, the governing body could play a supportive role in sharing the school's library collection with other schools (South Africa. Department of Education 1999:9). The Act is, however, clear in stating that

“... all assets acquired by a public school ... are the property of the school” (South Africa 1996b:17).

Therefore, a library collection and equipment bought by the school are assets that belong to that particular school, even when they are shared with another school (South Africa. Department of Education 1999:9).

b) Provision of public library services

As indicated in Chapter Four, paragraph 4.4, in terms of Schedule 5A of the new Constitution, the provision of library and information services (LIS), other than national libraries, is exclusively a provincial legislative competence (South Africa, 1996a:119). After the 2000 local elections, the establishment and operation of libraries, other than national libraries, can only be assigned to a municipality, by agreement between the province and the local authority, and only if the municipality has the capacity to administer this responsibility.

In 1999, during a workshop on the implications of the *Local Government: Municipal Structures Act, 1998*, for the rendering of community library services, Cillié (1999:10), pointed out that the provinces would have to examine, as a matter of some urgency, their legislation to ensure that the framework for the provision of library and information services in their province is in place, before the local government elections in 2000. She emphasised that, unless the provincial government had provided this legislative framework, within which these responsibilities had been assigned, the Auditor-General would, most likely, consider expenditure on library services by local government, after that date, to be unauthorised expenditures.

One way government bodies could enter into agreements with local government, would be in terms of section 238 of the Constitution which reads:

"An executive organ of state in any sphere of government may -
(a) delegate any power or function that is to be exercised or performed in terms of legislation to any other executive organ of state, provided the delegation is consistent with the legislation in terms of which the power is exercised or the function is performed; or (b) exercise any power or perform any function for any other executive organ of state on an agency or delegation basis" (South Africa 1996a:104).

According to Cillié (1999:11) each of the possibilities in this section of the Constitution would have to be investigated, together with the funding of the services. The different options available could be combined or the responsibilities of provincial and local government could be split. Local circumstances would, however, determine the approach to be followed.

The government actively promotes co-operation between the national, provincial, and local spheres of government. In terms of section 21 of the *Local Government: Municipal Systems Act, 2000*,

"... the planning undertaken by a municipality must be aligned with, and complement, the development plans and strategies of other affected municipalities, organs of state of the province within which the municipality is located, and national organs of state so as -

(a) to give effect to the principles of co-operative government contained in section 41 of the Constitution; and

(b) to ensure participation in national and provincial development programmes as required in terms of section 153(b) of the Constitution" (South Africa 2000:18).

Section 153 of the Constitution refers to the developmental duties of municipalities, including the promotion of the social and economic dimensions of the community (South Africa 1996a:63). This could include the provision of library services to the community (African National Congress 1994:71; University of South Africa 1990:223).

From an analysis of the relevant government legislation, it would appear that co-operation between the three spheres of government and between different government departments is obligatory in terms of the new Constitution (South Africa 1996a:21).

It seems, therefore, that nothing in the South African legislation prohibits government bodies from initiating plans and actions involving co-operation between school libraries or between school and community libraries. The legislation actually provides an enabling framework for co-operative ventures between various partners.

5.2.1.3 Government interest and support for the concept

Interest and support for the combined school-community library model, by the government bodies responsible for these functions, often provided the stimulus for the establishment of these libraries in other countries. In South Africa, the national departments responsible for decision-making on LIS, i.e. the Department of Arts, Culture, Science and Technology (DACST) and the Department of Education (DoE), have both expressed support for the establishment of combined school and

public libraries (South Africa. Department of Arts, Culture, Science and Technology 1996:17; South Africa. Department of Education 1999:18-20).

The *White Paper on Arts, Culture and Heritage, 1996* of DACST stresses that

“... structures need to be put in place for possible co-operation between community and school libraries” and that “... modes of linking community and school libraries for improved effectiveness and cost efficiency should be explored” (South Africa. Department of Arts, Culture, Science and Technology 1996:17).

The draft policy document, *A National Policy Framework for School Library Standards*, recommends that, in order to diminish the backlogs in school library services, provincial departments follow either a **transitional** or an **incremental** approach in increasing the number of school libraries. The **incremental** approach would entail the gradual implementation of centralised libraries at schools, which could take years or even decades to achieve. The **transitional** approach, on the other hand, would entail that school communities choose, according to their particular needs, a specific type from a “menu” of library models (Department of Education 1999:11).

One of the options entails the combined school-community library where

“... the school educators and learners and the general community (the public) ... share the same library facility” (Department of Education 1999:18).

Because of the enormous backlogs in education, the conditions in underdeveloped rural areas and townships, the limits on departmental budgets, and the urgency to provide learners with access to a basic collection of library-based learning resources, the policy document recommends that school governing bodies (SGBs) follow the **transitional** approach in their choice of a library model (Department of Education 1999:13).

A UNESCO National Consultation Workshop on Library and Information Services in South Africa, which was held in Pretoria on 24 November 1999, tended also to favour co-operation between school and public libraries. The theme of the workshop was *Cooperation between school and community libraries in South Africa* (Cillié 2000:45). During the workshop, a committee was elected to draw up national guidelines for

promoting co-operation between school and community libraries. The guidelines are to be presented to the DoE and DACST with a view to consulting with the provinces about possible implementation (Cillié 2000:45).

It would appear that there are, within government, especially at a national level, positive signs of an interest in co-operation between school and public libraries, and even in the combined school-community library. Whether this interest will translate into a commitment actually to fund such co-operative ventures, still has to be seen. There is already some indication in the DoE's policy document that resourcing such a library model presents some inherent problems:

"A shared library is a compromise model because it is usually under consideration in situations where there are limited human, financial and physical resources" (Department of Education 1999:19).

5.2.2 Commitment of funding authorities

A commitment by all the co-operating partners to the funding of the combined library is crucial (Little 1996:35-36). Findings also indicate that funding arrangements should be part of an agreement, which defines the financial and other obligations of each partner, and which covers initial capital and establishment costs, replacement costs, and recurrent costs (South Australia 1990:5).

5.2.2.1 Funding of public schools

Public schools in South Africa are funded in terms of section 34 (1) of the *South African Schools Act, 1996*. The document, *National Norms and Standards for School Funding*, on the other hand, sets out the national norms and minimum standards for school funding in terms of this Act, and also deals with the procedures to be adopted by provincial education departments (PEDs) in determining resource allocations to their schools (South Africa. Department of Education 1998:2).

In terms of the new Constitution and the government's budgeting procedure, provincial governments must make appropriations to their education departments from the total revenue resources available to their provinces. Each province determines its own level

of expenditure on education, relative to its overall assessment of needs and resources (South Africa. Department of Education 1998:6). The provincial budget is prepared within the guidelines of the Medium Term Expenditure Framework (MTEF) which has limited all national and provincial expenditure planning to a three-year basis (South Africa. Ministry of Finance 1999:12).

To effect redress and improve equity, public spending on schools is specifically targeted according to the needs of the poorest. Allocations by the provincial education departments (PEDs) to schools are based on the “Resource Targeting Table”: a list of all schools in a province, sorted by the conditions at the school, and the poverty of the community served by the school (South Africa. Department of Education 1998:14-15). Having listed the schools in rank order from poorest to least poor, PEDs have to divide the list in five groups of ten, called quintiles. The distribution of schools by quintile then determines the per-learner allocation (South Africa. Department of Education 1998:15). Allocations to schools are thus made on a sliding per-learner scale which favours the poorer segments of the population. The neediest and largest schools get priority in funding. e.g. the poorest schools in the first quintile receive 35 per cent of the provincial budgetary allocation, while the least poorest schools in the fifth quintile receive 5 per cent (South Africa. Department of Education 1998:14-15).

5.2.2.2 Facilities for school libraries

The construction of schools and of school library facilities is the responsibility of the PEDs (South Africa. Department of Education 1998:13). Existing school library facilities usually fall into two categories:

- the traditional on-site library with its own centralised library collection for the exclusive use of the educators and learners of the particular school;
- a classroom library which focuses on the use of resources in the classroom and which comprises a box or collection of items (South Africa. Department of Education 1999:13-14, 16).

The *South African School Library Survey 1999* has found that, on a national basis, the proportion of schools with on-site central libraries is relatively low and varies from 12,2 per cent (Eastern Cape) to 56,1 per cent (Western Cape) (South Africa. Department of Education & Human Science Research Council [2000]:iii). The percentage of schools utilising classroom collections or classroom box libraries ranges between 12,9 per cent (Gauteng) and 22,2 per cent (Northern Province) (South Africa. Department of Education & Human Science Research Council [2000]:iv).

In the light of the tremendous backlog in school library services in South Africa, quantitative standards for school library facilities are found to be unattainable (Vermeulen 1994:148; Stander 1993b:80; Karlsson, Nassimbeni & Karelse 1996:19).

5.2.2.3 Funding of school libraries

Sections 37, 38 and 42 of the *South African Schools Act, 1996* (SASA), provide that all public schools are budget and cost centres (South Africa. Department of Education 1998:9). In terms of section 38, the SGB of a public school must prepare a budget each year, according to guidelines determined by the Member of the Executive Council (MEC) for Education (South Africa 1996b:17). The SASA makes provision for SGBs of public schools to become progressively more responsible for managing recurrent expenditure. Section 21 provides that an SGB may apply to the Superintendent-General of Education to be allocated certain functions, including the right to purchase textbooks, educational materials or equipment for the school (South Africa. Department of Education 1998:16). Each provincial education department must develop a “section 21 list” of schools which have been allowed certain functions and may make their own procurements, and a list of schools which are not yet “section 21” schools. The lists are revised each year (South Africa. Department of Education 1998:16).

Schools on the “section 21 list” will receive a lump sum, per-learner transfer to meet the expenditure for which they have responsibility, in accordance with the “Resource Targeting Table”. Such transfers are smaller for more affluent schools than for poorer

schools. If a school's expenses for these services or items are lower than the lump-sum transfer, the SGB may allocate, within the parameters of provincial policy, the transferred amount to the **purchase of other education-related goods and services according to their own perception of those educational needs**. SGBs that are on the "section 21 list" may deal directly with suppliers and contractors for the relevant budget items in accordance with standard procurement procedures (South Africa. Department of Education 1998:16). Schools not yet on the section 21 list must procure their goods and services according to existing departmental arrangements, which makes provision for schools to be informed of their school's budget allocation. This provision aims to prepare SGBs for their role to understand the actual costs of running their school, and to improve their capacity to join the "section 21" list in due course. The PED will exercise administrative controls to ensure that the cost per-learner is maintained at a level consistent with the norms (South Africa. Department of Education 1998:16-17).

A special allocation is given to schools for a category of recurrent costs referred to as "School Books", "Stationery", "Equipment", and "Media Collections". The purpose of this allocation is to provide all learners with a minimum package of learning materials (books and stationery) equivalent to at least R100 per learner, which is to be increased according to the Consumer Price Index or the "reading matter" component of that index, whichever is the higher (South Africa. Department of Education 1998:17).

Section 36 of the SASA imposes a responsibility on all SGBs to raise additional resources to supplement those which the state provides. All parents are encouraged, within their means, to contribute to the financing of public schools, in order to improve the quality of their children's education (South Africa. Department of Education 1998:7).

It follows that, in terms of the SASA, the SGB and the parent community have a critical role to play in deciding how to raise additional funds for learning resources and also how to spend the monetary allocation to their school. By implication, this includes a decision on choosing **the model of library** for their school and **how that**

library should be funded. The Department of Education's draft policy document, *A National Policy Framework for School Library Standards*, states that the establishment of a school library model has to be effected

"... through the collaborative efforts of learners, teachers, teacher-librarians, support staff, parents, administrators, the minister of education (at national and provincial levels), the community, and the school district" (South Africa. Department of Education 1999:5-6).

The emphasis is on **access to a wide range of curriculum-oriented resources in diverse media forms**, so as to achieve the critical cross-field and specific outcomes of the outcomes-based curriculum: *Curriculum 2005* (South Africa. Department of Education 1999: 6-7).

The *South African School Library Survey 1999* (South Africa. Department of Education & Human Sciences Research Council [2000]:v), has, however, established that few schools allocate funds to their own library from their financial resources. The provinces with the lowest library ratio receiving a budget from the school are: North West (24,9 per cent), Free State (25,1 per cent), Northern Cape (27,5 per cent) and Eastern Cape (29,77 per cent). This means that over 70 per cent of libraries in these four provinces do not receive funding from their SGBs. The amount allocated to libraries ranges from over R15,000 in the case of Gauteng to approximately R1,500 in the case of the Northern Province. The results of the survey also show that few school libraries receive additional income from "other sources", including the community, sponsors, and private donors (South Africa. Department of Education & Human Sciences Research Council [2000]:v).

5.2.2.4 Funding of community library services

The provincial allocation for LIS is part of the budgets of the provincial departments with an arts and culture component, for example, in the Mpumalanga province, LIS resort under the Department of Sport, Recreation, Arts & Culture (Mpumalanga Sports, Recreation, Arts & Culture 1999:1). Provincial LIS have to lobby continually for their portion of the equitable share provided to the provinces (Cillié 1999:10).

a) **Provincial funding**

The distribution of the equitable share to provinces is done on the basis of a redistributive formula, based on the demographic and economic profiles of the provinces, i.e. markedly different levels of economic development, and significant variations in socio-economic circumstances. (South Africa. Ministry of Finance 1999:66,68). The level of wealth or income within a province has been found to be an important factor determining demand for social services, particularly, primary health care, education and income support. The equitable share formula is accordingly redistributive, in order to assist provinces in providing a basic level of services for all South Africans (South Africa. Ministry of Finance 1999:68). National and provincial expenditure is classified by **type of service** set out in the *Budget Review* (South Africa. Ministry of Finance 1999:56).

Provinces finance all their functions from their equitable share, and from their own revenues. Given the historical necessity for social spending, less than 20 per cent of provincial budgets is available for functions listed under **non-social services**, which include allocations for economic affairs; transport; local government; housing; environmental affairs; and **arts, culture, sport and recreation** (South Africa. Department of Finance 1999:95). In the *Intergovernmental Fiscal Review, 1999* (South Africa. Department of Finance 1999:95-96), it is stated that non-social-service functions would constitute 13,8 per cent of provincial expenditure in the 2001/2002 financial year.

With the four largest components: agriculture, housing, local government, and transport, constituting and absorbing about 10 per cent of the total provincial budgets in 1999/2000, the remaining functions, such as **arts and culture**, enjoyed **less than 4 per cent** of the **provincial budgets** (South Africa. Department of Finance 1999:97). Since **library services resort under arts and culture** (South Africa. Department of Arts, Culture, Science and Technology 1996:16-17), their funding does not merit priority in provincial spending. As Cillié (1999:10-11), points out, it will be important to develop a higher profile for LIS, because of the increased demand for the services,

and because of the major role LIS can play in development, education, culture and capacity-building of the individual.

b) Local funding

The local government equitable share is the primary source of funding for poor and rural governments. The formula for distributing the equitable share among municipalities determines a municipal basic services transfer, and a municipal institutional transfer. In addition to the equitable share, local government will receive an assortment of conditional grants aimed at, *inter alia*, providing infrastructure (South Africa. Ministry of Finance 1999:71-72). Two of the primary purposes of conditional grants are: to **support compliance with national norms and standards; and to enable national priorities to be adequately provided for in sub-national budgets** (South Africa. Ministry of Finance 1999:69). A conditional grant is voted as expenditure in the national budget, and is recorded as revenue in the provincial or local government accounts. The national department is responsible for monitoring compliance with the conditions of the grant, whereas the province is accountable for the actual spending of the funds (South Africa. Ministry of Finance 1999:70).

The **local government equitable share** will, according to the *Intergovernmental Fiscal Review, 1999*, constitute **10 per cent** of the **non-social services' expenditure of the provinces** (South Africa. Department of Finance 1999:100). According to the *Medium Term Budget Policy Statement, 1999* (South Africa. Ministry of Finance 1999:65), the small proportion of nationally collected revenue which accrues to local government indicates government's confidence in local government's ability to raise the bulk of its own revenue. In 1999, the Ministry of Finance was, however, reviewing the equitable formula governing the allocation of funds to local government, in order to assess its impact on different-sized municipalities (South Africa. Ministry of Finance 1999:71-72).

The *Municipal Finance Management Bill, 2000* (South Africa. Department of Finance 2000:33), states that draft national or provincial legislation assigning an **additional**

function or power to, or imposing any other obligation on, a municipality, must, in a memorandum that has to be introduced with that legislation in Parliament or in the provincial legislature concerned, **give at least a three year projection of the financial implication of that function, power or obligation to the municipality.**

In addition, the National Treasury, and the Minister responsible for local government and, organised local government, must be consulted before such legislation is introduced in Parliament or in the provincial legislature concerned (South Africa. Department of Finance 2000:33).

It is clear, that these stipulations in the Bill, after having been enacted, will have an impact on the funding and delivery of community library services, if this function were to be assigned to local governments.

c) **Funding of community libraries**

Facilities for community libraries are provided either by provincial or local government, and are normally maintained by the local authority. Local authorities may apply for financial assistance from the provincial LIS for the improvement or extension of existing library facilities, or the establishment of library facilities where none exist (Mpumalangu Sports, Recreation, Arts & Culture 1999:22). However, as the new Constitution regards the provision of LIS, other than national libraries, an exclusive provincial competency, the funding of the establishment and maintenance of community library facilities could change dramatically after the local government elections in 2000.

Minimum standards for new public facilities (site selection, minimum square metres, layout of the building, accessibility for the disabled) are formulated in collaboration with the community involved (Mpumalangu Sports, Recreation, Arts & Culture 1999:22). Planning for functional libraries is done with the co-operation of the local authority, an architect appointed by the local authority, and the staff of the building planning section of the provincial LIS.

Provincial Library and Information Services use different criteria when considering the establishment of library buildings. The Gauteng Provincial Library and Information Services, for example, take the following factors into consideration when planning a new library building:

- population within the service area of the proposed library;
- population growth over approximately fifteen years;
- the background and character of the community;
- the functionality of present library facilities;
- results of community surveys; and
- the approved site for the proposed library building (Gauteng. Department of Education and Culture [1997]:2-3).

The Mpumalanga Provincial Library and Information Service (MPLIS), on the other hand, consider the following three indicators when deciding on the establishment of library facilities:

- research results;
- expressed community needs, and
- availability of resources (Mpumalangu Sports, Recreation, Arts & Culture 1999:22).

The floor area of the library is usually determined by the population numbers that the library has to serve, or the funds available. In some cases, space allocation is calculated according to a formula - based on the population of the community - referred to as the “entering percentage” (Gauteng. Department of Education and Culture [1997]:3).

In Chapter Four, paragraph 4.3, it has been pointed out that the majority of disadvantaged communities in South Africa do not have public library facilities. In the *Mpumalanga Provincial Library & Information White Paper* it is, however, emphasised that the MPLIS does not regard the existence of a library building as a

precondition for the delivery of a public library service (Mpumalangu Sports, Recreation, Arts & Culture 1999:22). The use of existing facilities, such as schools, community centres, and clinics, is seen as a possible alternative for housing information resources and delivering library and information services (Hendrikz 2000:8).

The development of the community libraries' resource collections is also the responsibility of the provincial LIS. Different practices are followed by each provincial LIS with regard to this development. Hendrikz, in a personal communication, indicated that the MPLIS, in partnership with the University of Pretoria, was working on a "resource allocation model", according to which money would be set aside for information resources to public libraries. The formula used for this model, when allocating resources to the affiliated community libraries, would take into account "soft statistics", such as redress and accelerated development, rather than "hard statistics", such as library members. It was envisaged that the formula would also use performance indicators in determining the libraries' share of the available funding for information resources. A grading system - developed by a committee, consisting of MPLIS staff and representative public librarians - would be used to determine the allocation of funds to libraries (Mpumalangu Sports, Recreation, Arts & Culture 1999:41).

5.2.2.5 Implications for the establishment of combined school-community libraries

From the foregoing discussion it becomes evident that the funding of school libraries and public libraries, under the new constitutional dispensation, presents serious problems for provincial as well as for local authorities. This is confirmed by Hansen (1999:12):

"Ironically, at a time when communities are crying out for information and education, local authorities find themselves in the position of not being able to render these basic services because of a shortage of funds."

The restructuring of local government after the local elections in 2000 will have financial implications for community libraries, the outcomes of which are not yet known. The first signs of local authorities questioning their role with respect to the establishment and maintenance of community libraries have already surfaced in the press (*Woede ... 2001:5*). In the ACTAG report (Art and Culture Task Group 1995:211) this problem was already highlighted:

"It is likely that there will increasingly be cases where local authorities cannot afford to contribute to LIS for their people. In these cases a larger proportion, or even all, of the funding will have to come from the central and provincial governments until the communities are in a position to contribute financially."

This is, however, a problem that is not unique to South Africa, since it has also been experienced in South Australia:

"... local government is about to be reformed in our State, potentially halving the number of Councils. The support, siting and services of school community libraries in the future will be shaped by these developments which demonstrate the changeable nature of services, especially when they 'belong' to co-operating agencies" (Little 1996:42).

The establishment of new library models, although cost-effective in the long term, will initially create additional expense. The schools and the local councils will probably need seed funding for the facilities to get off the ground, because it will be the poorer, disadvantaged communities that will need the combined facilities most. In most cases, as has already been indicated in Chapter Four, these communities will have neither school nor public libraries. If the government is serious about the establishment of combined school-community libraries, some concrete action has to be taken:

"No amount of devolutionary 'washing of hands' can avoid the reality of that ultimate corporate responsibility" (Bundy 1994:5).

What is needed is:

- Clear commitment on the part of the Department of Education which should manifest in **clear policy guidelines** for PEDs, and local councils wishing to experiment with those models;

- The confirmation of the **generic standards** for school libraries, contained in the department's draft document, *A National Policy Framework for School Library Standards*, as **national policy** (South Africa. Department of Education 1999:29-33);
- The allocation by the PEDs of **special grants**, such as those under "Supplies and Services-Other" or "Media Collections", as basic funding **for schools** establishing a combined school-community library (South Africa. Department of Education 1998:17). This allocation could be used for a start-up collection of curriculum-oriented material for use by the learners in the combined library;
- The allocation of **conditional grants to local councils** for funding extra expenses in establishing combined school-community libraries (South Africa. Ministry of Finance 1999:69-70).

In addition, SGBs, parents and local councils need to be adequately convinced about the important role the school-community library can play in the school and the community at large, in order to secure local funding for this library model.

5.2.3 Provision of adequate, suitable and compatible staff

The *Joint-use library guidelines for South Australia* state:

"The staffing level (of the school-community library) should be adequate and the composition of the staff should reflect the needs of the profile community" (South Australia 1990:4).

The **adequate** staffing of a combined school-community library has been a crucial factor in determining its success. In South Africa, this prerequisite could create problems. The Ministry of Education's personnel policy for schools is based on the following key principles (South Africa. Department of Education 1998:5):

- a) schools must be supplied with an adequate number of educator and non-educator personnel;*
- b) such staff members must be equitably distributed according to the pedagogical requirements of the schools; and*
- c) the cost of personnel establishments must also be sustainable within provincial budgets."*

In recent years, PEDs have, however, experienced the problem that expenditure on staff has increased disproportionately to their total expenditure. In the 1998/1999 financial year, the national average of staff costs to total costs in the budgets of PEDs amounted to 90 per cent. The result was that the per-learner spending on non-personnel costs has seriously declined. To arrest this increase in personnel costs, the Ministry of Education determined that the ratio of personnel to non-personnel spending in ordinary public schools should be in the order of eighty to twenty (South Africa. Department of Education 1998:5):

"A reduction in the proportion of the education budget spent on personnel must result in an actual increase in budgeted expenditure on pedagogically critical non-personnel items (such as new school construction, provision of essential services, supply of books and other learning support materials, and educator development) (South Africa. Department of Education 1998:5).

The appointment of **suitable** staff in a school-community library is another prerequisite for success. In this twenty-first century world where global information and technology play such an important role in everyday life, it is imperative that learners acquire information skills and that ordinary citizens learn to manage information effectively. In the words of the Minister of Education, Kader Asmal:

"... if young Africans are not effectively empowered to use instruments of modern communication, they risk exclusion from a world economy that relies increasingly on knowledge and information" (Chaplin 2000:1).

To achieve this aim, an effective information literacy programme is needed. The appointment of teacher-librarians or teachers who have specialised in teaching information skills is essential (Hart 1998:36).

One of the results of the reduction of personnel by the Department of Education, has been that, in many schools, teacher-librarians have been retrenched or re-allocated to other duties (Lor 1998:7). According to Hart (1998:36):

*"The teacher librarians who survived the crunch of recent budget cutbacks now run their libraries in a few free periods. Library budgets have dried up and many school libraries are locked for most of the day or are used as subject classrooms. The new subject **Information skills** is ignored in most schools." (emphasis by author)*

In the *South African School Library Survey 1999* (South Africa. Department of Education & Human Sciences Research Council [2000]:26-27), it was found that the number of personnel assigned the responsibility of managing any of the following, a school library, a classroom library, a box library, or a classroom collection, is roughly equivalent to the number of schools with that kind of library service. However, with the exception of Gauteng, where 30,1 per cent of personnel responsible for the school library have specialised library qualifications, in all the other provinces less than 20 per cent are in possession of the appropriate qualification. In rural areas it would be even more difficult to attract personnel with the necessary specialised qualifications.

These findings have important implications for the establishment of the school-community library model. Firstly, the government's commitment to reduce personnel spending could impact negatively on the staffing of such a model, on the range of services offered, and on the opening hours of the facility. Secondly, the scarcity of suitably qualified staff points to a need for subsidised additional training or in-service training of personnel already in these positions. Thirdly and lastly, personnel of a combined facility should be sensitive to the needs of the particular community being served, and be able to service those needs meaningfully. Such a person should be acceptable to the general community as well as to the school community and, should be able to generate co-operation.

5.2.4 Request from local community and ongoing community support

As has been indicated in Chapter Four, paragraph 4.5, the mere provision of public library services to the previously disadvantaged communities, will not guarantee that such services will be used. The fact that the adult population is mainly illiterate or semi-literate, and the absence of a reading culture (Raseroka 1997:2), as well as the dominance of an oral tradition among the African population (Fairer-Wessels & Machet 1993:101), jeopardises the potential use of public libraries.

It is, therefore, important that, wherever, a combined library service is considered, the community must have indicated that there is a need for such a service, and that it, and

the ancillary services will, indeed, be used (Bristow 1992b:79). There should also be a clear commitment by the local population and the local authority to contribute towards the cost of establishing and maintaining such a facility, and to paying for additional services. A willingness by the local community to render voluntary services to the combined library, is also an important precondition for the establishment of a combined school-community library.

5.2.5 Central support mechanisms

In the selected overseas countries, it was found that central support, such as: a cataloguing, classification and processing service; mechanisms for collection development and inter-library loans; a professional development component; and an advice service, was of the utmost importance (Little 1996:36). In Australia it was found that the withdrawal of central advisory staff has had an extremely negative impact on the rural school community model and has put the success of this model at risk (Bundy 1994:7-8):

*"The most critical need is for School Community Librarians to have ready access to **knowledgeable and authoritative** advice **when they need it** (Bundy 1994:8).(emphasis by author)*

As has been pointed out in Chapter Four, paragraph 4.4.2, the restructuring of LIS in South Africa, has led to a weakened infrastructure of provincial library services, as some provinces, such as the Eastern Cape, Mpumalanga and the Northern Province have had to start from scratch to establish a fully-fledged provincial LIS. The Mpumalanga Provincial Library and Information Service (MPLIS) has been without a proper head office structure for almost four years, and the staff have been left with minimal support services in terms of professional guidance, staff administration, a budget, and other resources (Hendrikz 2000:2). The Northern Cape Province, on the other hand, inherited a good regional library infrastructure but without any central organisational structure (Hendrikz 1998:2). The new provincial LISs do not, as yet, have the necessary resources and staff to provide central support to community libraries.

There are, however, already signs that the new provincial LIS are making good progress, and are planning to play a meaningful role in the delivery of public library services in South Africa via the various central services. The MPLIS, for example, plans to offer central services to libraries in Mpumalanga to support the following categories of library and information services (Hendrikz 2000:6; Mpumalanga Sports, Recreation, Arts & Culture 1999:13-14):

- 1) General library services, e.g. lending, services to the home-bound, holiday programmes, and multi-cultural programmes;
- 2) Professional advisory services, e.g. cataloguing and classification, collection appraisal and development, organising of collections, database design, user surveys, information needs assessment, and questionnaire development;
- 3) Information provision services, e.g. abstracting and indexing, clipping services, literature searching, repackaging of information, current awareness services, and government information services;
- 4) Library management services, e.g. information resources management, library management, personnel management, and library design and layout.

5.2.6 Involvement of all parties in planning for a library model

The experience with the rural school-community library in South Australia has proved that, in order to be successful with the planning for a combined library model, it is important that all the groups likely to be affected by, or involved in, the implementation of the combined library service, are represented on the planning body.

In the South African context this means that a thorough analysis has to be done to establish the leadership in the community concerned. All community structures have to be represented in the planning body so that the library will grow out of the needs of the community and not be imposed from outside (Fairer-Wessels & Machet 1993:107). These structures would differ from community to community. Community representatives would include: traditional leaders (in a tribal area), local councillors

and council officials, representatives of the SGBs of schools in the community, representatives of the provincial LIS and the provincial Educational Library and Information Services (ELIS), representatives for the district council and the education district, local business, as well as any community-oriented voluntary associations, such as church congregations, cultural associations or societies, women's groups, burial societies, saving clubs, and recreational institutions, such as sports clubs, shebeens, 'gigs' (Bekker & Lategan 1988:65). All the community representatives could then be invited to a meeting. This would ensure both inclusivity and representation. At the first meeting with the community the proposed library project would then be presented (Fortuin 1995:35).

Fortuin (1995:34) points out that community participation is a logical extension of the democratisation process which has permeated the country since 1994:

"Besides involving the community with decisions in matters directly affecting them, it also fosters a sense of community pride, ownership and responsibility for services rendered. Community participation ensures political accountability to those who elected politicians into positions of powers"

Fortuin (1995:34) argues that by involving the local community, the broader population is made aware of the aims, objectives and vision of the library. Moreover, valuable interactive links within the community structures are forged which will function long after the completion of the library facility. The representative planning body will also provide the nucleus for the establishment of a "Friends of the Library" body or even for the Library Board of Management that has to be established at a later stage.

It has also been established from the literature that local circumstances are important in determining the success of a combined library. This suggests that local circumstances should provide the starting point for any discussions about the establishing of such a library model, as each community may well have a different list of priorities (Bekker & Lategan 1988:65). All the local conditions should be carefully analysed to determine which library model would be the most appropriate to the needs of the community. Such an analysis should be based on a thorough community survey (Carstens 1994:16).

5.2.7 Careful planning of the combined library

5.2.7.1 Planning committee

To prepare effectively for the combined library, a planning committee needs to be established. This committee should be elected by the representatives of the community during the initial planning stages. Besides community representatives, the planning committee should include the ward councillor, and representatives from the educators, the learners, local business, the district council, the educational district, the provincial LIS, and the provincial ELIS.

Areas that need to be given special consideration by the planning committee are:

- The physical facility: its location, size, and design. Existing library facilities in the community should be taken into account;
- The staff: the number to be used, and the necessary training and experience of the librarian, the teacher-librarians or teachers. The availability of qualified people and voluntary help from the community should also be considered;
- Decision-making authority, e.g. Library Management Board;
- Financing: establishing the amount, and sources of funding available (Fairer-Wessels & Machet 1993:107), determining matters of sharing the costs of services, materials, maintenance, and salaries;
- Collection development: the considerations required to develop a well-balanced collection, taking into account the curriculum needs of the educators and learners and the cultural, recreational and educational needs of the general public, and the need for a well-defined selection policy;
- Administration: hours of opening, the need to provide circulation procedures and policies that would provide maximum service for all, and a means of dividing materials and equipment, if the combined library status were terminated;
- Marketing the proposed combined services.

5.2.7.2 Location of the combined facility

The location of a school-community library is crucial to its success. To be accessible to the school, the combined library should be attached to a school or should be adjacent to a school or a cluster of schools, in the community. To be accessible to the public, the library should be located where there is high density housing (Smit & Hennessy 1995:58) and should be centrally located in the residential area (Smit & Hennessy 1995:64). The library should also be in the most accessible location, that is, near important roads (particularly intersections) and close to public transport terminuses (railway, bus and taxi routes) so as to be accessible to people from both the immediate area and more distant areas (Smit & Hennessy 1995:49,53). If there are existing library facilities in the community, these should be evaluated to determine whether any would be suitable to accommodate a combined facility.

5.2.7.3 Size

According to Stander (1993b:80), there is a tendency in the information world to move away from quantitative standards in determining the level of provision for buildings, materials, staff, budgets and other physical conditions of an information service. Instead, there is a shift to service delivery as the basis on which to determine the nature, size and scope of the facilities.

The combined library should therefore be large enough to provide for the programmes and services required by the school community and the general public being served. Provision has to be made for the time-tabling of whole classes from the school, which would mean that one or two separate classrooms be set aside for information literacy education. These classrooms should have outside doors and be accessible, after school or public library hours, so that they could then be used as study rooms or meeting rooms for community groups (e.g. for gatherings to discuss neighbourhood problems and needs, local government meetings, religious assemblies, ABET, educational talks, and general social contact).

5.2.7.4 Design and planning of interior

The facility of the school-community library should be attractive to a wide range of users and should make adequate provision for a wide range of school and public library services. The use of the facility for educational purposes would, for example, call for:

- table space for group and individual study;
- an area for the use of audio-visual media;
- storage space for books, illustrative and non-book materials, audio-visual media, and audio-visual equipment; and
- an area for electronic facilities, such as the sending of faxes and Internet access.

Ample space should also be set aside to accommodate story hours for pre-school children, and a separate area for adult use, e.g. for browsing in comfort, for quiet reading or for enjoying audio/video cassettes.

As indicated in paragraph 5.2.2.2, according to the *South African School Library Survey*, only 12,2 to 56,1 per cent of schools in the country have on-site central libraries. The Survey has also found that between one fifth and one quarter of centralised school libraries in South Africa are housed in classrooms which do not conform to the basic spatial requirements of a school library. The proportion of libraries that are housed in converted classrooms across eight provinces ranges between 21,4 and 27,7 per cent.

Overcrowding aggravates this situation, because not a single classroom can be spared to serve as a central school library (South Africa. Department of Education & Human Science Research Council [2000]:iv). In five of the provinces significant numbers of schools have, however, plans for setting up library facilities (South Africa. Department of Education & Human Science Research Council [2000]:iv). The data of the survey also indicate that approximately 20 per cent of all existing libraries have no electricity, and between 20 and 30 percent do not have security (South Africa. Department of Education & Human Science Research Council [2000]:v).

From these statistics it is clear that many communities, especially in the disadvantaged areas, do not have existing school library facilities, or they have school facilities that would be unsuitable for housing a combined library, because they are inadequate even for a school library. In addition, as has been indicated in Chapter Four, paragraph 4.3, public library facilities range from non-existent in many disadvantaged and rural areas to fully developed in advantaged areas. All these factors have to be taken into account by communities when planning for a combined library model.

5.2.8 A service based on the needs of the community

When planning the combined library in the South African context, it will be necessary to take cognisance of development theories and development research. The social, cultural, economical and political situation of the learners and the adult users should be taken into account when planning for the combined services. This would imply a unique role for the library to support and facilitate intellectual and personal growth of the users (Stander 1993a:1). Stander (1993a:6) argues that a “basic needs” approach is called for which will make the combined library relevant to the life and work of the people in the community and will contribute to improving the quality of their life. This approach followed by the library should be reflected in its services.

To be successful, the service of a combined library has to be based on an accurate profile of the community being served. This can only be established by conducting an information needs survey. Bekker & Lategan (1988:65) emphasise that wide variations in expressed community needs should be expected. A needs survey, using a participatory approach, should be conducted, and should be followed up regularly:

“Adequate planning to meet varying community needs can only take place successfully when planning inputs both initially as well as on an ongoing basis are elicited from the community itself” (Bekker & Lategan 1988:65).

The degree of success in obtaining information about the information needs of disadvantaged communities will vary according to the type of community (township, informal settlement, tribal settlement), as well as the educational level of the individuals being interviewed (Bekker & Lategan 1988:66). In many instances, the

information needs of illiterate or semi-literates have to be established through a mediator who has to explain the issues involved in the language of the respondent.

Respondents in an exploratory study undertaken by Bekker & Lategan (1988:70) in a black urban townships found that library holdings, traditionally found in libraries, failed to meet a number of important community needs of the black community. There was a strong feeling that library material should:

- not all be in a written form;
- cater for the expressed needs of the community involved;
- not, in general, comprise study material, perceived as suitable for VISTA or UNISA students;
- not include too much fiction, as those communities were unlikely, in the foreseeable future, to use libraries as recreational facilities;
- be free from bias.

Ngulube (2000:1), on the other hand, draws attention to the fact that libraries in Southern Africa are neglecting the information needs of the people in rural communities, while the majority of people in Africa and 58 per cent of the people in South Africa live in rural areas (Ngulube 2000:2). He is of the opinion that librarians have failed to respond to the needs of these communities because they use inappropriate models of information provision. Ngulube believes that new information delivery methods are called for to provide access to information in rural communities, and that librarians need to discover new ways to develop an interest in the use of information by concentrating on other than written materials.

Ngulube (2000:2) believes that collection development policies in the developing world should take into consideration all appropriate media. He stresses that literacy should not be regarded as a prerequisite for the need for information and for information provision, but that neo-literates and even illiterates both require information to raise their educational standards, to advance democracy, to participate in decision-making, to develop the economy, and to enhance the quality of life. By

providing appropriate information, the community will accept the library as their major source of information.

School libraries should also cater for the particular needs of the learners if they are to be used optimally. Stander (1993a:11) believes that the challenge facing the teacher-librarian in the developing world is to discover the dominant drives, needs and interests of the young information user, and to provide reading opportunities and an environment conducive to information use. To be appropriate in the disadvantaged areas of South Africa, teacher-librarians should be sensitive to the needs of their users and anticipate the purposes for which information will be needed.

(1996:3)

Teacher-librarians can arouse the unexpressed information needs of learners, by exposing them to stimulating and interesting printed and audio-visual material, and by setting assignments that force them to make use of the available information sources. Stander (1993a:12) stresses that the reality of Third World librarianship, forces teachers to be creative and enterprising with the limited resources at their disposal.

From the above discussion it is clear that in South Africa a more innovative approach to the delivery of combined school-community library services is called for than those examined in the selected overseas countries.

5.2.9 Locally representative, enthusiastic, and skilled Library Board of Management

The appointment of a locally representative, enthusiastic, and skilled Library Board of Management has been found to be of critical importance to the success of the combined library. This body should represent all parties involved, in accordance with the specifications of the joint-use agreement.

In the South African context, especially in the disadvantaged communities, it would appear that much initial and ongoing capacity-building of the library's governing body members would have to be done by the PEDs and provincial LIS. This has been the experience of the departments of education, when, in terms of the *South African*

Schools Act, 1996, SGBs were appointed to govern the schools at the local level. The DoE has published guides, such as, *Understanding the SA Schools Act: what public school governors need to know (Understanding ... 1997)*, and the PEDs conduct short courses to build the capacity of SGBs so as to prepare them for their roles as school governors.

5.2.10 Clear and flexible guidelines and procedures

In South Australia, the development of clear guidelines played an important role in the success of the school-community library model in that state. The guidelines were felt to be essential in clarifying the needs, roles and responsibilities of all parties and in outlining the outcomes of the co-operative venture. Initially the guidelines for school-community libraries in rural areas were very prescriptive and all forty-six rural joint-use libraries had to adhere strictly to the provisions in the guidelines. With the devolution of power from state to local governments, the need for prescriptive guidelines diminished and the guidelines were rather seen as a guide for local communities to develop and operate their joint-use libraries according to their particular needs. This approach led to the development of variants of the joint-use library model to meet specific conditions and needs of communities (South Australia 1996:3).

In the South African situation, it would appear that in one province various models of a school library would be adopted for implementation by local communities, as has been suggested in the draft policy document, *A National Policy Framework for School Library Standards* (South Africa. Department of Education 1999:24). Each model, as well as each variant of the model, would then require a different set of general guidelines which would assist the local community to establish and operate the particular chosen model.

5.3 Relevance of overseas variants of the school-community library model to South Africa

Chapter Two established that school-community libraries in the selected overseas countries were most frequently located in schools, either in existing school premises or in separate buildings on the school premises. In Chapter Six, the use of existing school library facilities for combined school-community libraries, especially in the previously disadvantaged, rural areas of South Africa, will be discussed comprehensively.

A later development, in most of the countries, was the creation of a town community centre, which, invariably, incorporated a school, as well as a school-community library, functioning as the cultural and educational centre of the school community and the community at large. This latter variant of the model deserves careful consideration for the urban areas in South Africa, the socio-economic development of which were seriously stunted and distorted by the previous apartheid policies. A new integrated approach to the planning of educational (including LIS) facilities is, therefore, imperative (Smit & Hennessy 1995:4). Smit & Hennessy (1995:1) found that the urban distribution of schools for the previously disadvantaged has resulted in many standardised schools being of poor quality. They (Smit & Hennessy 1995:7) state:

“The physically and socio-economically segregated nature of South African urban areas has given rise to the problem of large-scale ghettos in peripheral locations. The current manner in which schools are separately located within residential neighbourhoods has merely served to reinforce this ghettoization, and any school located within one of these poverty-stricken areas has tended to be incapable of carrying out its intended task, given the nature of its environment, and the lack of exposure of its pupils to the outside world.”

Smit & Hennessy (1995:1), argue that, excluding the current inadequacies associated with the location of schools, the future education system, being orientated more towards vocational training, would need specialised educational facilities with greater emphasis on adult education. Smit & Hennessy suggest also that one way of coping with the changing education system and urban form, would be, to implement the concept of “school clusters” (Smit & Hennessy 1995:1):

“Basically, the idea involves clustering schools around a centrally located hub of shared specialized facilities. Higher urban densities will ensure that pupils from a number of different residential neighbourhoods could be within an acceptable walking distance of a school cluster.”

Smit & Hennessy (1995:1-2) believe that school clusters should consist of several individual school buildings, loosely clustered together and integrated with residential and commercial buildings, around a “... hub of shared specialised facilities (hall, library, workshops, etc.)”. Such a hub should be an accessible community centre which could also be used for adult education and recreation. It is evident that the town community centre, incorporating a school, or cluster of schools, with the school-community library as the cultural and educational centre of the community, appears to be a viable variant of the school-community library model for urban and metropolitan areas in South Africa, where the construction of schools and other educational facilities is still being planned (Karlsson, Nassimbeni & Karelse 1996:21).

Smit & Hennessy (1995:88), however, point out that this type of spatial layout - a cluster of schools around a centrally located hub of shared specialised facilities - need not be limited to urban areas, but that it could also be implemented in rural areas, provided that the population density in those areas would consistently justify such a spatial pattern. They (Smit & Hennessy 1995:81), however, suggest that the rural implementation of the concept of education clusters would be significantly different to that in urban and metropolitan areas. This would indicate a need for a new variant of the school-community library model for remote rural areas.

5.4 Summary

After examining the factors that would be essential to the successful implementation of the school-community model in South Africa, it becomes clear that the introduction of this model into South Africa would not be easy. Too many factors, such as funding, accommodation, staffing, and central support could jeopardise its implementation. Alternatively, the school-community model could represent the only chance that certain communities may ever have of obtaining school **and** community services which, till now, had never been provided. This is especially the case in the remote

rural areas, particularly in the former homeland areas, where there are often no school and public libraries at all.

It was found that the dominant variants of the school-community library, implemented in the selected overseas countries, were the school-housed community library, and the school-community library as the core of a community centre offering various social services to the entire community. In the light of the fact that, in South Africa, the LIS infrastructure and socio-economic conditions vary from province to province, and LIS provision favours the urban advantaged areas, it is clear that many variants of the school-community library model might be applicable to South Africa. It would depend on the specific local circumstances which variant of the model would be most suited to a particular community.

The community centre complex, with a school-community library at the centre, and offering a wide range of social services, appears to have special relevance to growing urban and metropolitan areas in South Africa, since many of the standardised schools in these areas are of poor quality and lack school library facilities. This would, especially, be the case, if such a community centre would be located in the middle of a cluster of schools. Such a facility could play an important role in ABET and literacy training and also advance further education

If the school-community library model, notwithstanding serious constraints, were to be considered for implementation in other areas in South Africa, it would appear that a different approach would have to be followed with the implementation and operation of the model than that which was used in the selected overseas countries. All the factors which could impact negatively on its implementation and operation, as well as the dynamics of the specific community, would have to be seriously considered. Bundy (1994:1) gives the following warning:

"Joint use libraries are complex, and where this complexity has not been recognised adequately in planning, agreements, and organisation, they have usually failed."

In the light of high rates of illiteracy and the dominance of an oral culture in certain communities, a different approach in service delivery would also have to be followed in order to make the service relevant for all the users and potential users in a community.

When all the factors, negative and positive, are openly examined beforehand, only then can the implementation of the school-community library model have a fair chance of success in South Africa. It would be imprudently foolhardy to expedite the establishing of such combined ventures, because of pressure from politicians and government authorities.

In Chapter Six, a specific variant of the school-community model for South Africa will be investigated which appears to have the potential for success, when implemented in a disadvantaged rural, tribal community.

CHAPTER 6

A PUBLIC LIBRARY-BASED VARIANT OF THE SCHOOL-COMMUNITY LIBRARY MODEL FOR RURAL, TRIBAL AREAS IN SOUTH AFRICA

6.1 Introduction

In Chapter Five, factors identified in Chapter Three as being crucial to the establishment of a school-community library, were assessed within the context of South African circumstances. It was conclusively established that, in terms of these factors, the successful implementation of the school-community model, as found in the selected overseas countries, would not easily be accomplished in South Africa. This would especially be the case in the remote rural, disadvantaged areas of South Africa where school and public libraries are almost non-existent.

To substantiate the main findings of this study - that local circumstances appear to be the decisive factor in deciding which variant of the school-community library model should be established in a community - it was argued that many variants of the model would be suitable to South African circumstances, depending on the LIS infrastructure, and on the socio-economic conditions of each particular community. It follows, therefore, that, for a rural, disadvantaged community, a school-community library model, specifically adapted to local circumstances, would be ideal.

In this chapter, an attempt will be made to answer the following questions:

What are the characteristics of a South African community living in a rural, tribal area?

Why should a variant of the school-community library model be considered for communities in the rural, tribal areas in South Africa?

What characteristics would a variant of the school-community library model, adapted to conditions in the rural, tribal areas in South Africa, display? What would be its

advantages, and what conditions are needed to implement successfully this variant of the model in these areas?

To clarify these questions, a variant of the school-community model, that is the public library-based school-community library, will be investigated and described, within the context of a particular rural, tribal community. Firstly, a rural, tribal community in Mpumalanga will be described. Secondly, the rationale for investigating this variant of the school-community library model for rural, tribal communities, displaying similar characteristics to the one in Mpumalanga, will be given. Thereafter, the characteristics of the variant of the model will be described within the context of this specific rural, tribal community. Then the perceived advantages of this particular variant of the school-community model for implementation in the rural, tribal areas in South Africa will be given, as well as the conditions needed for its successful implementation.

6.2 A community in a rural, tribal area in Mpumalanga

To concretise the, thus far conceptual implementation of a variant of the school-community library model in a typically rural, tribal community, a particular community in the Mpumalanga Province will now be described. This community has been chosen because it possesses some of those distinctive characteristics which have been identified in Chapter Three as essential to a successful implementation of the model.

Statistical information about the community was obtained from the Human Sciences Research Council. The data were extracted from the Census 1996 of Statistics S.A., the *School Register of Needs Survey*, 1996, and the *South African School Library Survey 1999*.

Additional information was obtained from published sources and internal documents of the Mpumalanga Library & Information Service and from primary sources within the community. Unstructured interviews were also conducted with Donald Ramatsetse, the person in charge of the community-initiated library at Maphotla, with Francois

Hendrikz, the Head of the Mpumalanga Provincial Library & Information Service, and with Kimbulani (Sam) Ndawo, Head of the Mpumalanga Educational Library and Information Services.

6.2.1 General background

The community described lives in a rural village called Maphotla, officially known as Wolwekraal, located in the Mdotjana District in Mpumalanga. In the previous political dispensation, this area formed part of KwaNdebele, one of the former Self-governing Territories. In Chapter Four, paragraph 4.2.4, it was shown that in 1994, KwaNdebele had only eighteen school libraries in secondary schools (out of 120) and sixteen functional school libraries (out of 171) in primary schools.

As a result of one man's initiative, this community has attracted the interest of the provincial library authorities and it will soon acquire a new community library building. Donald Ramatsetse (Village's ... 1998:3; To dream ... 1998:3), a security guard at the medical campus of the University of Pretoria, became interested in books and libraries while he monitored students coming out of the medical library carrying books. After founding the Maphotla Art and Cultural Association in his village, he and his association started planning for a community library.

6.2.2 Geographical factors

The village of Maphotla is situated ninety-seven kilometres from Pretoria along a tarred road (A map of the area is attached as **Appendix I**). It is located in a rural, tribal area. The nearest big centre, Siyabuswa, where the district council offices are located, and where there is also a technical college, is approximately eight kilometres from the village. Maphotla is conveniently situated near Marble Hall and Groblersdal, where the Ndebele College of Education is located.

6.2.3 Community profile

From Table 6-1, it becomes clear that this is an established community with a high number of formal dwellings (1,572), of which most are owned (1,444).

Table 6—1: Demographic and socio-economic figures: Wolwekraal: 1996. Prepared by the GIS Centre, Human Sciences Research Council (Statistics S.A. Census 1996)

<i>Total population</i>	8558
<i>African population</i>	8469
<i>Male</i>	3967
<i>Female</i>	4591
<i>Age group: 0 - 4</i>	944
<i>Age group: 5-19</i>	3255
<i>Age group: 20-59</i>	3269
<i>Age group: 60 - 85 plus</i>	611
<i>Persons with no income</i>	2944
<i>Persons with annual income from R200 - R1000</i>	981
<i>Persons with annual income from R1500 - R6000</i>	387
<i>Homeless persons</i>	3
<i>Houses on separate stands</i>	1427
<i>Traditional dwellings</i>	21
<i>Formal dwellings</i>	1572
<i>Persons with ownership of dwelling</i>	1444
<i>Persons employed</i>	804
<i>Persons unemployed and seeking employment</i>	1298
<i>Persons with no schooling</i>	2624
<i>Persons with some schooling</i>	3630
<i>Persons with matric</i>	742
<i>Persons with post matric qualifications</i>	110
<i>Persons studying full-time</i>	3265
<i>Persons studying part-time</i>	90
<i>Language: Ndebele</i>	5667
<i>Language: Sepedi</i>	1819

The unemployment rate in the community is very high (1,298 out of a total adult population of approximate 4,000), as is the number of illiterate persons (2,624). Approximately half of the community is under the age of twenty and there are approximately 3,255 children of school-going age. There are a large number of elderly people (611) and also a high number of pre-school children (944). A small group of people (90) is also engaged in further study. Ninety-five per cent of the employed people work in Pretoria, and spend up to four hours daily commuting by bus. The first

group of commuters returns to the village at 17:45 and the last group at 20:30. There are six crèches in the village looking after 247 children (Ramatsitse: personal communication).

6.2.4 Infrastructure and resources

The community has the following schools, which are all situated in the residential area:

- Intuthuko Secondary School,
- Bekezela Primary School (Senior primary),
- Sijabule Primary School (Junior primary),
- Sitebiso Primary School (Primary),
- Silindile Secondary School (Junior secondary).

All these schools are situated within a radius of one kilometre from one another, some as close as one or two hundred metres (South Africa. Department of Education 1996. School Register of Needs: *Map Wolwekraal Schools*). All the learners of the primary schools and the junior secondary school, and approximately 75 per cent of those in the secondary school, live within five kilometres of the school. The schools fall under the jurisdiction of the Groblersdal Education District and the Weltevrede Circuit (Ndawo: personal communication).

According to the data from the *Schools Register of Needs Survey*, obtained from the Human Sciences Research Council (HSRC), all these schools are in good condition, although two of them need painting and minor repairs. All the schools have on-site water and electricity, but no telephones. None of the schools has a school library or school library collections. All the schools, with the exception of the secondary school, indicated that they had enough textbooks. None of the schools has any audio-visual equipment.

The secondary school, the junior secondary school, and the primary schools did indicate in the *Schools Register of Needs Survey, 1996*, that each school was used as a community centre. The facilities of the senior primary school are used for adult basic education instruction. All the schools use English as the medium of instruction.

6.2.5 Public participation

One of the distinct characteristics of this community is the involvement of its members in local issues and in cultural and educational activities. This is evident from the formation of the Maphotla Arts and Cultural Association (MAPHOTLA ARTS AND CULTURAL ASSOCIATION. 1997:1). The association was formed in 1996, with the aims of combining all youth clubs – thus keeping the youth off the streets - and of planning for the establishment of a community library.

Several community organisations are part of the arts and cultural association: the tribal authorities, political parties, the SGBs of the schools in the community, the Choirs Association (representing twelve gospel choirs), the Women's Club for Ndebele Beadwork, youth clubs, and the Rural Women's Movement. The Constitution of the Association lists several objectives:

- *"To encourage and promote arts and culture; also to hold art exhibitions and cultural festivals;*
- *To serve as entertainment platform for bookworms and our future student;*
- *To conduct literacy and reading culture;*
- *To establish and maintain linkages with NGOs whose area of focus is literacy, Art/Culture and Development;*
- *To set up support groups for individuals for Community-based Arts Developer (CBAD);*
- *To set up Sub-committees for the following projects:*
 - *CBAD,*
 - *Development,*
 - *Cultural Affair Educators,*
 - *Libraries;*
- *To take constructive action on any matter affecting Art and Culture of the Community;*
- *To provide practical support to members (MAPHOTLA ARTS AND CULTURAL ASSOCIATION. 1997:1)"*

6.2.6 Library development

The planning for the library (Mr Donald ... [2000]:1-3) started with the members of the different choirs collecting usable books from the community, and approaching local business men for donations. Choir concerts were held to raise funds and the

Association paid for phone cards to contact potential donors. Several donations were received, *inter alia* from publishing companies, and from the medical students and staff of the University of Pretoria. A tiny two-room building was acquired rent-free from a local business man, Jim Ntuli, and the community donated furniture.

The library started with three hundred books which has since grown to approximately eight hundred volumes (Ramatsetse: personal communication). Initially the library was open only on Saturdays, but is currently open from Monday to Saturday. Volunteers staff the library of whom three work on a permanent basis. The volunteers are paid a basic food allowance by the Association.

In recognition for the work that has been done, the library, together with the Intuthuko Secondary School, won a competition for outstanding co-operation between a school and a library. This competition was held as part of the National Library Week of 2000, with the theme: “reach the world @ your library” (Ferreira 2000:5). The library received a certificate, signed by the Premier of Mpumalanga, and won a gold medal. In addition, both the library, and the school, won a computer (Mr Donald ... [2000]:3). The occasion was broadcast by the SABC’s regional services in the Mopani Programme (Hendrikz: personal communication).

After several meetings with the Mpumalanga Library & Information Service, a grant of R760,000 was approved for the construction and equipping of the new Maphotla Community Funda Library. A task team was set up, consisting of Donald Ramatsetse, the Ward Councillor, a councillor representing the Transitional Local Council, appointed by the Mayor, and the regional librarian. This team was tasked to draw up a plan for the library. After three months, a draft plan was submitted to the Mpumalanga Library & Information Service (MPLIS) to go out on tender. An agreement between the MPLIS and the local council was signed in terms of which the local council accepted responsibility for the staffing and maintenance of the building.

The MPLIS will provide the building, the book stock, in-service staff training, general management guidance, and marketing. It is planned that the library will have a

computer linkage with the MPLIS central catalogue and the PALS system through dial-up access to the Internet (Hendrikz: personal communication). The next step planned by the Association is to involve NGOs as partners, especially those working in the ABET and literacy field. The establishment of a telecentre within the facility is also contemplated (Ramatsitse: personal communication).

The proposed library is ideally situated within less than one kilometre from all five schools that have to be served (Smit & Hennessy 1995:2). This location makes it ideal for a public library-based school-community library. The secondary school is approximately one hundred metres from the proposed library, while two of the primary schools are respectively two and two hundred and fifty metres away from the proposed library. This would make it possible to schedule classes from these schools, during school hours, for information literacy instruction. The other two schools (within 750 metres from the library) could be scheduled for afternoon classes. A plan of the location of the library, in relation with all five schools, is attached as **Appendix J**.

The plan of the library makes provision for two separate rooms, available for instruction of school learners during school hours. These rooms could also be used as activity rooms and meeting rooms for the community, even when the library is closed. A plan of the proposed library is attached as **Appendix K**.

The community has already identified the services that they would like the new library to offer. These include: pre-school activities (story hours, using grannies to tell stories); puppet shows; provision of audio-visual material for the illiterate, and elderly people; basic computer classes; fax, e-mail and photocopying facilities; and talks on various topics of relevance to the community, such as entrepreneurship, health, and business skills (Ramatsitse: personal communication).

6.2.7 Synopsis

The Maphotla community has shown what can be achieved with community participation and commitment. One manifest conclusion is that the people do not expect to get everything for free. An annual membership fee of ten rand is

presently charged by the library, and the community is willing to pay for services, such as fax, e-mail, and photocopying facilities. The objective is to have such services close-by, so as to obviate travelling far to obtain them (Ramatsitse: personal communication).

Another characteristic of the community is that they do not wait for outside help. They initiate matters and plan carefully to achieve the objectives they set for the community.

The ideal position of the proposed library relative to the five schools in the community, and the positive attitude and commitment of the community, and that of the provincial LIS, makes this community the ideal, rural community for a particular variant of the school-community library model, that is the public library-based school-community library.

The purpose of this chapter is, therefore, to investigate this variant of the school-community library for the rural areas, but, in particular, for those tribal areas falling under the authority of traditional leaders. Those areas, in most cases, would have been part of the former homeland areas. The people living in such areas are particularly disadvantaged as far as access to information to improve their lives is concerned, as has been indicated in Chapter Four, paragraph 4.3.5 and paragraph 4.3.6. The *NEPI report* and the previous regional TransLis Coalitions have identified the provision of information to these communities as one of the key issues requiring immediate attention (National Education Policy Investigation 1992:29; Kaniki 1994:35):

"Those living in rural settlements ... have been virtually ignored (in some cases because of the political carving up of the country), and the correction of this disparity is a matter of urgency if levels of literacy are to be improved and maintained"(National Education Policy Investigation 1992:29).

The variant of the school-community library model that is investigated in this chapter is one where the combined library is located in the public library facility and is surrounded by a cluster of schools.

6.3 Rationale for variant of model

The rationale for this variant of the model is that, according to the findings of the *School Register of Needs Survey*, conducted during 1996 (South Africa. Department of Education 1997:8; Fig. 16), primary school libraries in the rural provinces are almost non-existent, with percentages as low as 2 per cent (Northern Province). The percentage of secondary schools with school library facilities was also found to be very low in the rural provinces, e.g. Northern Province (9 per cent); North West (47 per cent); Mpumalanga (39 per cent); KwaZulu Natal (30 per cent) and the Eastern Cape (26 per cent).

This shortage of on-site school library facilities has been confirmed in the *South African School Library Survey 1999* (South Africa. Department of Education & Human Sciences Research Council [2000]:11). The provinces that were found to be most disadvantaged were the Eastern Cape and the Northern Province, where only 12,2 per cent and 16 per cent of schools respectively were found to have on-site library facilities (South Africa. Department of Education & Human Sciences Research Council [2000]:11). The report states:

"Given that both provinces (Eastern Cape and the Northern Province) have significant rural heartlands, there are unlikely to be other public, municipal or provincial, libraries available" (South Africa. Department of Education & Human Sciences Research Council [2000]:11).

The report also notes (South Africa. Department of Education & Human Sciences Research Council [2000]:11), that the provinces with the most schools, the Eastern Cape (5,741) and KwaZulu Natal (4,874) have low proportions of libraries at 12,2 per cent and 24,1 per cent respectively, and that this

"... implies that a campaign to increase library access in these provinces will be a financially onerous task" (South Africa. Department of Education & Human Sciences Research Council [2000]:11).

In addition, the *School Register of Needs Survey* showed that there was a national shortage of classrooms of 57,499 classrooms in 1996. The provinces with the most classroom shortages, were the Eastern Cape (15,538), KwaZulu-Natal (14,534) and the Northern Province (13,670) (South Africa. Department of Education 1997:9). The building of classrooms, rather than libraries is, therefore, a priority for the government.

Smit & Hennessy (1995:45) point out that schools basically consist of four components: land, buildings, equipment, and personnel, and that funds for these components are limited. They stress that, for that particular reason, maximum shared use should be made of these expensive, specialised facilities and space by schools and the communities. This view is shared by Karlsson, Nassimbeni & Karelse (1996:19).

Smit & Hennessy believe that few schools can afford facilities such as libraries and computer rooms, and that those schools which do have these facilities often do not make efficient use of them. They point out that specialised facilities, such as a library for a secondary school comprise almost 50 per cent of the building cost of the school, while general teaching space usually forms less than 30 per cent of the total cost. They, therefore, recommend that such facilities be used by each school in turn (Smit & Hennessy 1995:45-46).

It is obvious that shared use of these facilities by different schools, and the community could only occur where there are already clusters of schools. The *Schools Register of Needs Survey* has, however, indicated that clusters of schools in South Africa are mainly located in the urban areas, and in the former homelands and TBVC states (South Africa. Department of Education 1997:9).

Hallak, as quoted by Smit & Hennessy (1995:46) lists the advantages of facility sharing among schools as follows:

- Full use of the facilities (up to 90 per cent of the week);
- Lower building costs (fewer specialised rooms to be built);
- Lower running costs;

- Less responsibility imposed on principals of the feeder schools;
- Minimum maintenance cost.

In addition, Smit & Hennessy (1995:50) point out that, because of ever-diminishing resources, "... all new schools have their own ill-equipped library ...", because specialised facilities, such as libraries, are increasingly of an inferior standard.

When these considerations are taken into account, together with the fact, as indicated in Chapter Four, paragraph 4.2.6, that most school libraries in the disadvantaged areas are barely adequate for the school, and much less the public, it is clear that the use of existing school libraries for a combined school-community library would, in many instances, not be a viable proposition. Dube (1998:184), in her study of ninety-four schools in the Umtata district (of the former Transkei), aimed at exploring whether a school-based public library would feasibly solve the lack of library services in previously disadvantaged areas in South Africa, also found that library provision was poor, and that the few school libraries that existed were inadequate in terms of material, staff and accommodation.

In spite of these constraints, Dube (1998:184) found that respondents were unanimous in their support for the school-based school-community library model. Those interviewed believed that the school could benefit from joint library services. Dube (1998:186), however, acknowledges that, given the poor provision of school libraries in the area under investigation, the mere merging of facilities would not solve the problem of inadequate provision. Bristow (1992b:78-79), in the light of a lack of adequate school library facilities in the former Gazankulu and Venda homelands, believes that, in the rural areas, ways have to be found to make the most of whatever resources are available. She then asks the question:

"Why not let the public library serve the purpose (of the school-community library)?"

Against this background, it can be assumed that the establishment of a combined school-community library in an accessible, public library building (if such a facility were available), would, most probably, be a more cost-effective and practical solution

for a rural area. This, especially, would be the case if such a facility could be shared by a cluster of schools. Smit & Hennessy (1995:1) support this view:

"... instead of providing an understaffed community library and a number of ill-equipped school libraries, one fully staffed and fully equipped library to serve both the community and a number of schools could be provided within a school cluster."

They feel that multi-functional and shared facilities should be encouraged, particularly in poorer areas, where resources are usually very limited (Smit & Hennessy 1995:34). The KwaZulu-Natal Provincial Library Service indicated, in 1996, that they were already planning and building public libraries in school clusters (Bawa 1996:17).

6.4 Presumed characteristics of variant of model

6.4.1 Community traits and involvement

Based on the characteristics of the Maphotla community, general traits of the target communities for the variant of the model under investigation can be deduced. The target community for the public library-based school-community library would be a tribal community living in a rural area, which, in all likelihood, would have formed part of the former homelands and TBVC states, and would fall under the authority of a traditional leader. This community would comprise a relatively small and homogeneous group of people, who live and work together in close, interdependent proximity, who would share close personal relationships, common value systems, and a strong awareness of their distinct group identity (Thompson 1981:265).

The adult community would be characterised by a high level of illiteracy, a dominant oral tradition, limited resources, and a need for information for mere survival (Bristow 1992b:72). Social support groups and personal sources of information (friends, neighbours and family) would be the main support systems for coping with the daily problems of living (Fairer-Wessels 1990:360; Pienaar 1995:10; Rosenberg 1993:33). In general, the community's disadvantage, in terms of access to information, would mean (Bunch as quoted by Lor 1991:3):

- they are unaware that helpful information even exists;
- they are also ignorant that any support agencies - informational or advisory –are available;
- they are unable to understand the information in the medium in which it is presented;
- they may be unable to gain access to information because of distance or physical handicaps.

The community would show signs of direct involvement in school matters and social and cultural activities. This would include the desire and willingness to support their schools, and other cultural, social institutions with money, and in other ways, such as with voluntary work. Bristow (1992b:79) refers to this type of community involvement and commitment as “a sense of communality”, considering it the greatest resource of rural disadvantaged areas:

“If something is seen to be of benefit to the community, the people of that community will undergo a great deal of sacrifice to obtain it.”

Therefore, the idea of a combined library in the community would be enthusiastically accepted, since, according to Bristow (1992b:79), the degree of acceptance of the facility determines whether it will be used to capacity or become a white elephant. This acceptance would include the community’s commitment to maintain the operating services of the facility by means of funds and voluntary personnel:

“... it must be their system, and they must own it” (Line as quoted by Rosenberg 1993:29).

6.4.2 Location, size and design of facility

The location of the combined facility would be within a 750m radius of participating schools, i.e. the schools would be within ten minutes’ walking distance from the library (Smit & Hennessy 1995:56).

The facility would be either a new purpose-built library or an existing structure found to be suitable by the provincial LIS for housing a combined library facility (Hendrikz 2000:8).

The nature of the accommodation and of the facilities would be determined by the aims, goals and objectives of the information service (Stander 1993b:95), which would be established by a thorough community survey (Carstens 1994:16), which would include all the stakeholders. The facility would be attractive and sufficiently spacious to accommodate the programmes and services required by the participating schools and the general public. The facility would have one or two separate classrooms which would be used for information literacy education during the day, and for adult community meeting rooms during the evenings. These classrooms would have outside doors for easy access by the community when the library is closed. During these hours, the classrooms would be used for community gatherings, meetings, educational talks, ABET classes, skills training, and for general social contact.

Such a special classroom would be able to accommodate at least one class for the instruction of information literacy, and the use of audio-visual media. The library facility would make provision for:

- an area for group and individual study;
- an area for the use of audio-visual media;
- storage space for
 - an expanding book collection;
 - audio-visual materials such as video recordings and sound recording;
 - illustrative and non-book materials, such as wall-charts, maps, photographs, pictures, pamphlets, brochures, and newspaper cuttings;
 - audio-visual equipment
- an area with other electronic facilities, such as a faxing service, accessing the Internet and the exchange of e-mail, and word processing.

There would also be a space for pre-school children's story hours, and a separate area for adults, e.g. browsing in comfort, quiet reading, or enjoying audio or video cassettes.

6.4.3 Staffing

The library would be staffed by a qualified public librarian with, at least, paraprofessional qualifications. In addition, the part-time services of teacher-librarians or teachers from the participating schools would be used for literacy information education, and to inculcate a reading habit, by providing them with reading opportunities, and an environment conducive to information use. Use would also be made of voluntary library workers to assist with the performing of routine library tasks, and the rendering of the various services and outreach programmes to the community.

The librarian would be active in interpreting the information needs of his or her users, who may not be functionally literate, and in providing the necessary material (Kempson 1986:189). This could entail reprocessing and repackaging it in a variety of formats - visual, oral as well as written - so that it is appropriate to the people who need it. (Kempson 1986:187). This would necessitate a librarian who has credibility and standing within the community (Kempson 1986:189), a 'new breed' of librarian, as Bekker & Lategan (1988:70) express it. The librarian would be a fully committed member of the community, would be highly sensitive to its needs, would be involved in its productive activities, and would have proved his or her commitment to serving the people in the community (Durrani 1985:154).

The teacher-librarians of the participating schools would be time-tabled to teach literacy information education to each of the schools' classes. In addition, they would play an important role in creating and sustaining a positive reading climate by making effective use of storytelling, group work, dramatisation, music, and project work on issues relevant to the learners' lives (Stander 1993a:10). They would also, in co-operation with the librarian, plan for the purchase of curriculum-oriented information resources.

The voluntary library workers would assist the librarian with marketing the library and its services to the community and thus will play a pro-active role in ensuring its use by the community (Bekker & Lategan 1988:70). They would also assist in the rendering of the various outreach programmes. Retrenched teachers in the community would, for example, make themselves available for conducting literacy and ABET classes.

6.4.4 Library stock

The information resources would mainly comprise printed material, but would include other materials and media to meet the needs of non- and newly-literate users (Rosenberg 1993:29). The study by Bekker & Lategan (1988:70a) indicated that the holdings of the combined library should include:

- Written material, e.g. instruction leaflets, colour brochures and information packages with clear and colourful diagrams;
- Visual material, e.g. posters, pictures and charts with step-by-step instructions;
- Audio and video cassettes.

Topics which research has indicated as popular among rural women are domestic science, cooking, embroidery, sewing, knitting, and childcare. Other topics pertinent to rural communities are crafts, crops, rearing livestock and health (Atherton 1993:36-37). Ngulube (2000:2) stresses that literates, neo-literates and illiterates continually require information to raise their educational standards, advance democracy, participate in decision-making, develop the economy, and enhance the quality of life. Major issues, in this regard, are health issues, such as HIV/AIDS, family planning, education, scholarship opportunities, employment, international donor funding, loan and credit facilities, marketing information, party politics and government policies. This information would be available in an easy-to-understand written style, and would also be available in the indigenous language of the community. A multi-media approach to this information communication would be followed. All available media would be used to convey this information, such as video cassettes, audio cassettes and pictorial material (Durrani 1985:155,156).

Since children form a major part of the population in South Africa, and also because they are the more literate component in a rural community, special attention would be given to their reading needs, in order to create the habit of using libraries for information, education, and for recreation (Bristow 1992b:75). Rosenberg (1993:34) shares the view that priority should be given to this user group:

"If a choice has to be made, it may be better to concentrate energy and finance on the needs of school age children in rural areas. It is they who will become the rural adult population of tomorrow. If they are already trained in the use of information sources and in the value of information, then the establishment of rural community centres will become much easier and more in demand."

Stander (1993a:7-8) believes that in developing countries, such as South Africa, the school library should go beyond merely resourcing the curriculum and should play an active role in the overall development of learners. Table 6-2 shows the development areas and information needs for which the school library collection would have to make provision in order to play this role.

6.4.5 Services and outreach programmes

The level of services of the combined library would be determined by the community itself. It would be a people-oriented, informal information service, combining the oral tradition and the print medium, so that everybody in the community could be reached (Durrani 1985:154,157; Wyley 1995:6):

"Information workers should be teachers as well as themselves learning from the peasants; they should combine the role of educators, mass media workers, historians, broadcasters, and workers on the cultural front. Information centres should be centres of dramatic and creative activities which can release the creativity of the peasants. ... Only by assuming all these roles (which also implies that ... the peasants themselves, in turn become part-time information workers), only by such a creative interpretation of the role of information workers, will it be possible to give birth to people-oriented information services" (Durrani 1985:155).

Table 6—2: Development areas and information needs for which the school library collection has to make provision (Stander 1993a:7)

<i>DEVELOPMENT AREAS</i>	<i>INFORMATION NEEDS</i>
<i>Religious development</i>	Life values World views State of mind
<i>Educational and intellectual development</i>	Literacy and numeracy Study and reading skills Vocational training Career planning Educational services Tertiary education
<i>Cultural and community development</i>	Traditions, culture and language Community information
<i>Social development</i>	Environmental information Sexuality and venereal diseases Family planning Child care Social problems, e.g. drug abuse and alcoholism
<i>Human development</i>	Job opportunities Life skills Recreation Listening and viewing skills Health Food and water
<i>Economic development</i>	Money management Banking
<i>Political development</i>	Citizenship Voting rights and procedures Political parties

The service would be a two-way process. The people in the community would not only be supplied with information from outside the community, but the information existing within the community, the 'indigenous knowledge', e.g. folklore, rituals, crafts, skills and local information, would also be reproduced in print, visual and other media, all of which would be made available to other communities. This presupposes an investigation into what information is available within the community, what information the community needs, and what capacities exist within the community (Durrani 1985:154; Pienaar 1995:10; Wyley 1995:7). Information might also be disseminated in the form of rhythmic jingles and short messages to enlighten and entertain people during public gatherings (Nwagha 1992:81). Information would at the centre of the human resource development equation for the people within the community (Wyley 1995:7-8).

The publication of poetry, drama, comic strips, prose, local newspapers, posters, video and sound recordings, relating to the people's lives and development, would be facilitated by the combined library, and would involve the arts and cultural organisations in the community (Wyley 1995:8); Bristow 1992b:74).

A community information service would be provided according to the needs of the community, and which would form an integral part of the community development process. This service would be interactive and encourage a two-way flow of information (Pienaar 1995:10). The level of service would be decided by the community, e.g. the library could be a clearinghouse of information (i.e. details about sources and the collection of information to be provided on request), or it would become involved with individuals needing help to survive. Members of the community could, for example, be assisted in writing letters, filling in forms, or making telephone calls (Louw 1992:9). Unemployment and an increased demand for health care might generate a need for various counselling services about work, career options, and for access to basic and specialised health information. An information file on, for example, community activities, public and welfare services, could be compiled and kept in the library (Pienaar 1995:9).

Block loans, circulated regularly, to the participating schools, would be one of the services rendered by the combined library, as a resource for both teachers and learners. The block loans would entail selections of books (fiction, non-fiction and some basic reference books) which would be placed in strong, lockable, portable wooden boxes, functioning both as storage containers and classroom display cabinets, similar to those used by READ. These block loans would enable the teacher to move away from textbook-centred teaching and make classroom teaching more interesting.

The availability of books in the classroom would enable the teachers to demonstrate to learners that facts can come from more than one source, and that knowledge is selected, presented and interpreted differently in different sources. This would encourage learners to acquire and develop critical thinking and appraisal skills, which are so essential for independent study and research. The presence of books in the

classroom would also ensure that books and book-related learning are integrated into the learners' classroom experience from an early age, which would promote an awareness and appreciation of the importance of books and libraries (READ [1994]:3-4).

Teachers and teacher-librarians would be engaged in various activities to inculcate the reading habit in the learners. These activities would include: the creation of opportunities for sharing book experiences in class; the compilation of lists of suggested reading; silent reading periods; the creation of pictorial book reports; the writing of original stories, short stories and poetry; and the compilation of files or catalogues of books read (Dike 1996:7).

The combined library would form part of the existing provincial library system. This would immediately provide access to the advantages of participating in the interlibrary loan system, of resource sharing with other libraries, and of receiving block loans of scarce material from the provincial LIS (Vermeulen & Vosloo 1999:48). Linkage to the computerised library system of the provincial LIS, such as the PALS system, brings with it the added benefit of dial-up access to the combined selection of information resources (Adams & Hodges 1994:14).

The combined library would forge links with other community-based organisations (CBOs) and NGOs to enhance existing services to its users. These would include literacy organisations, educational organisations, and initiatives such as telecentres and MPCCs (Mzimande 1993:13).

6.5 Perceived advantages of the public library-based school-community library model

The perceived advantages of the public library-based variant of the school-community library model are:

- A proper, purposely built or adapted, fully equipped library building for use by the entire community;

- Support from the provincial LIS system with access to a greater array of expertise to ensure effective management of the library;
- An integrated library and information service for a community, such as a rural, tribal one with no school library services, which would not be able to support separate school and public library services, and which would thus promote equality and redress (National Education Policy Investigation 1992:3);
- Efficient utilisation of public money:
 - staff costs could be shared between the provincial LIS, the PED and the local council;
 - facilities would be provided more cost-effectively, as it would save the PED the costs of supplying expensive school library facilities (Smit & Hennessy 19959:46);
 - acquisition of information resources could be co-ordinated, e.g. reference and audio-visual materials, which would result in substantial savings;
- Access to the combined collections of the public library and the participating schools' educational collections which could potentially create a better collection in terms of quantity and quality;
- Contact with proficient and suitably qualified staff, consisting of a qualified public librarian with, at least, paraprofessional qualifications, and the part-time services of teachers or teacher-librarians of the participating schools;
- Telecommunication facilities which would make it possible to have dial-up linkage with the provincial LIS and SABINET, thus facilitating interlibrary loans, resource sharing, and online access to providers of further education;
- Extended opening hours;
- Marketing and promotion facilities available through the provincial LIS;
- A cultural focus point, able to collect and display local history and art work;
- Access to both systems of central support, i.e. that of the provincial LIS and the provincial ELIS;
- Better opportunities for life-long learning;

- Increased community awareness and understanding of current education practice through regular contact with educators and learners (South Australia 1990:3);
- Greater community interaction by establishing a community focal point (South Australia 1990:3);
- Improved access to community and government information;

6.6 Conditions needed for the successful implementation of the model

6.6.1 Government funding and support

Although this variant of the school-community library model presupposes the involvement and financial commitment of the local community, the financial backing and other support of the provincial and local government are crucially important to the success of the combined facility. This argument is aptly summarised by Thompson (1981:283):

“Careful thought must be given to delineating precisely which areas of responsibility are to be devolved, to whom and through what machinery, allocating a measure of real responsibility whilst at the same time ensuring that local communities possess in sufficient measure the resources and support in the form of advice, expertise and money to make this responsibility a reality.”

6.6.2 Location and size of facility

Smit & Hennessy (1995:2) recommend that a multi-purpose facility, such as a combined school-community library model, should be located within a minimum walking distance of the schools: about one kilometre from primary schools and two kilometres from secondary schools. They also suggest that it should be close to the intersection of major public transport routes. A cluster could, according to Smit and Hennessy (1995:2), consist of five to twelve schools.

Smit & Hennessy (1995:34) are of the opinion that the facility should be appropriate to the community's needs, and they suggest further that appropriateness relates to the degree to which human need is met, which may vary significantly from community to community, according to different community dynamics and circumstances.

The generic standard proposed by the DoE in its policy document as a spatial norm for a school library is that

“ ... Every school must provide educators and learners with adequate space to access library-based resources in comfort and safety” (South Africa. Department of Education 1999:33). (emphasis the Department's)

The draft policy document, *A National Policy Framework for School Library Standards* (South Africa. Department of Education 1999:33), confirms that this generic standard will be defined and/or applied differently for each library model. In the case of the public library-based school-community library, the DoE places the responsibility on the SGBs of the participating schools to define their spatial norms according to their learners' information needs. This DoE requirement

“... emphasizes the need for schools to view their teaching programmes objectively and determine the level of support which would be required from a school library and information skills programme in a particular situation - to support their progressive programmes, or to transform their traditional ones” (Vermeulen 1994:154).

6.6.3 Pre-service and in-service training

While Kaniki (1994:36) ponders whether specialisation in education and training programmes for librarians, working in rural communities, is needed, Bekker & Lategan (1988:70) believe that librarians should be trained in both library and communication skills in order to fill this role. Töttemeyer (as quoted in Radebe 1996:69) is of the opinion that librarians should be trained to fulfil 'shifting' roles when serving both schools and information deprived communities. Radebe (1996:69-70) argues that modules on community librarianship, on materials' development (including the repackaging of information), and on needs assessment techniques, in the training of teacher-librarians, would prepare them to serve both the school and the general community.

Thompson (1981:286-267) refers to the role of the teacher in a rural community as that of an 'animateur', a community leader, assisting the community in matters to which their training and education is relevant, e.g. clerical work and accounting, or the

interpretation of regulations or explanation of national events. He feels, however, that if teachers were to become genuine *animateurs* they would have to be equipped with new skills which would normally not form part of pre-service teacher training.

Radebe (1997:225) is of the opinion that courses on marketing strategies should form part of teacher-librarians' training to provide them with the skills for dealing with difficult and unwilling principals, teachers and learners. Teacher-librarians should also receive ongoing and in-service training to keep them up-to-date with the latest developments in their field, for example on methods regarding the integration of the library in the curriculum. In addition, workshops for principals and educators on the role of the library, its value in the new outcomes-based education (OBE) curriculum, and its centrality in learning, are also essential, as the different attitudes of principals have been identified as being a major hindrance to the promotion of libraries (Radebe 1997:225).

In the light of the growing IT industry and its application in libraries, the staff of the combined library would need computer training by the provincial LIS. The librarian and other staff would have to be proficient in 'core competencies' regarding the use of the computer, such as, booting a PC, logging on to the LAN, and basic troubleshooting. It is also important that library staff keep pace with the frequent changes occurring in the information technology (IT) environment. For that reason Buchanan & Thomas (2000:1-2) believe that library staff should be empowered to have:

- a greater awareness of changes in IT;
- a basic knowledge and understanding of computer hardware and software;
- the knowledge to use programs directly related to their jobs, e.g. SABINET, URICA, PALS;
- the ability to use software applications, such as e-mail, effectively;
- a basic knowledge of other computer applications in the library.

In addition, the PED should provide educator development programmes to utilise technology and the Internet as a tool to enhance teaching and learning.

6.6.4 Access to and utilisation of ICT

The South Australian experience with the school-community library model has established that the utilisation of ICT can make an important contribution to a successful combined library, especially in remote areas. Access to Information Communication Technology (ICT) facilitates the use of the parent LIS organisation's central services, such as a cataloguing system, the interlibrary loan system, and linkage to national or regional bibliographic networks or union catalogues. It also encourages effective use of various databases and the Internet by teachers and learners, thus enhancing the information gathering process (Little 1996:39). In addition, it provides online access to further educational courses, government publications, and government services (Little 1996:42-43).

Some provincial LIS and individual public libraries in South Africa already make use of the ICT infrastructure available in South Africa. Fourie (1996:211) found that, in 1996, fifty-one libraries were using PALS in South Africa. This fact, as well as the existence of the four PALS consortia operating in the Western Cape, KwaZulu-Natal and Gauteng (Le Roux 1999:8) and an additional one operating in MPLIS (Mpumalanga Sports, Recreation, Arts and Culture 1999:24), is an indication that provincial LIS are more than aware of the advantages that ICT can have for the improvement of services to their affiliated community libraries. In the Western Cape, where both the Western Cape Provincial Library Service and the Western Cape Education Library & Information Services (EDULIS) use the PALS system, great potential exists for the sharing of resources between the two organisations (Le Roux 1999:8-9).

The MPLIS in its White Paper (Mpumalanga Sports, Recreation, Arts and Culture 1999:24), makes mention of the establishment of an electronic network of libraries to improve co-ordination and co-operation of LIS in Mpumalanga. Public libraries will be encouraged to standardise and become part of the PALS system.

The examination of the various ICT initiatives in South Africa in Chapter Four, shows that they have great potential to enhance the public library-based school-community library model in the rural, tribal areas. Partnerships with these initiatives could add a new dimension to the public library-based school-community library model and enable members of remote rural communities “to exploit information to enhance their well-being” (Economic Commission for Africa 1999:19).

6.7 Summary

In this chapter, a variant of the school-community library model, the public library-based school-community library for rural, tribal areas, was investigated. A particular rural, tribal community was introduced, which displays characteristics, potentially ideal for the successful implementation of this variant of the school-community library model. Thereafter, the rationale for this variant of the school-community library model was outlined, followed by an analysis of the presumed characteristics of this variant of the model. The perceived advantages of the public library-based school-community library model were then presented, followed by the conditions required for the successful implementation of this library model.

The outstanding characteristics of the described rural, tribal community included commitment and public participation in educational and cultural activities. The people also displayed initiative and a willingness to improve themselves without outside help. The *Schools Register of Needs Survey* indicated that in the rural, tribal areas of South Africa, school library facilities were almost non-existent. It also showed that clusters of schools were common in these areas. It would, therefore, appear that a community living in these areas, and with these characteristics, would make the ideal community for this particular variant of the school-community library model.

It is clear that this variant of the school-community library model can only succeed when a public library facility already exists in and is effectively used by the community. In addition, as this model implies the use of the library by a cluster of schools, the existence of a cluster of schools, and the central location of the library

within this educational cluster area, is of paramount importance. Moreover, there should be a commitment from all the partners involved to fund and staff the facility competently. The community's desire to have such a library and its choice of librarian, because of his or her specific personal attributes, will also be contributing factors to the successful operation of the library model. It follows that the choice of the community for implementing this variant of the library model will be of critical importance.

The support of the provincial LIS and the PED will also play a crucial role in the success of the library. The appropriateness of the services will, however, determine whether the library will be utilised effectively and whether it will be sustained by all the contributing partners.

In Chapter Seven some guidelines for the establishment and operation of the rural public library-based school-community library will be given.

CHAPTER 7

GUIDELINES FOR A PUBLIC LIBRARY-BASED SCHOOL-COMMUNITY LIBRARY FOR THE RURAL, TRIBAL AREAS IN SOUTH AFRICA

7.1 Introduction

In Chapter Six, a variant of the school-community library model - the public library-based school-community library - was investigated and described. A community in a rural, tribal area of Mpumalanga was described, which displays distinct characteristics, thus making it the type of community that could successfully implement this model. Then, the rationale for investigating this variant of the school-community library model was explained. Thereafter, the presumed characteristics of the model were described within the context of a rural, tribal community. The perceived advantages of this particular variant of the school-community library model, for implementation in the rural, tribal areas in South Africa, were given, as well as the conditions needed for its successful implementation.

In Chapter Three, the important role the guidelines, which were developed by the state of South Australia for the operation of their rural school-community library, was emphasised as being one of the reasons that this model had been, and still is, a success in South Australia. An overview of the most important aspects of the South Australian guidelines was given. A detailed, tabulated exposition of the South Australian guidelines is given in **Appendix H**.

In this chapter, an attempt will be made to provide an answer to the question:

What guidelines are needed to facilitate the effective implementation and operation of the public library-based school-community library in the rural, tribal areas of South Africa?

As many of the guidelines for the public library-based school-community library in the rural, tribal areas of South Africa will correspond to those of the guidelines for

the school library-based school-community library in the rural areas in South Australia, emphasis will be laid on the most important guidelines, applicable to the public library-based model, and to the specific socio-economic conditions in the rural areas in South Africa. A detailed comparison between the two sets of guidelines (that is, those for the rural school-based school-community-library in South Australia, and those for the public library-based school-community library in the rural, tribal areas in South Africa) will be giving in a tabular form in **Appendix L**.

7.2 Guidelines for the establishment and operation of the library model

7.2.1 Community survey

Before any model for library service provision for a community can be considered and implemented, detailed, objective data about the community have to be obtained. This is done by conducting a community survey. Official data relating to the demographic, geographic and socio-economic characteristics of the community should be obtained from official sources, such as Statistics S.A. and the Human Sciences Research Council. This information has to be supplemented with other community-specific information, such as the number and type of clubs and associations, community leaders and representatives, literacy programmes conducted, and other activities of the community, by making use of a questionnaire survey (Carstens 1994:16). An assessment of the specific information needs of the community also needs to be done.

This information gathering process will lead to the development of a community profile, indicating what types of services, (e.g. activities for pre-school children, meeting places for youth clubs), and what types of stock, (e.g. ABET material, audio cassettes for illiterate users, and large print material for the elderly), are needed. An information needs survey will also indicate in which subject areas material is needed and at which educational level. Since ordinary citizens, councillors, educators, and community planners, who may verbalise the need for better utilisation of educational institutions - such as school and public libraries - often lack the knowledge of the

specific functions of these institutions (Clubb & Davis 1979:146), these people should be involved in the community survey to gain insight in what services these institutions could offer to the community.

7.2.2 Planning of combined library

7.2.2.1 Planning Committee

To develop an effective strategy for the combined library, a planning committee needs to be established, representing all the stakeholders. These should include community leaders, the ward councillor, and a representative of the educators, learners, local business, the district council, the education district, the provincial LIS, and the provincial ELIS.

The planning committee has to monitor the implementation of the public library-based school-community library. In doing so, the planning committee should analyse all the details collected during the information gathering process. It should ensure that the expressed needs of the community are met, while taking into account all relevant government policies, such as the draft policy document, *A National Policy Framework for School Library Standards* (South Africa. Department of Education 1999), and the draft document, *A Four Year Implementation Plan of the Policy Framework for School Library Standards* (South Africa. Department of Education 2000a). The planning committee has to give special consideration to the following issues:

- The physical facility: Its location, size, design, and, in the case of an existing public library, what alterations are required to meet the needs of both the cluster schools and the community;
- The staffing of the facility: The number of staff needed, the training and experience required of the librarian in charge, the part-time use of teachers or teacher-librarians from the cluster schools, the offering of information literacy education, and the attention given to the curriculum-related needs of the learners, and the use of volunteers.

- The decision-making authority: The interaction of the local council, Library Management Board, and the SGBs of the cluster schools in appointing, evaluating, and dismissing staff members;
- Financing: Determining how the costs of services, materials, maintenance, and salaries will be shared;
- Collection development: The development of a well-balanced collection, taking into account the curriculum needs of the educators and learners of the cluster schools, and the cultural, recreational and educational needs of the general public, as well as the need for a well-defined selection policy.
- Administration: Hours of opening, circulation procedures, and a library policy that will provide maximum service for all; as well as a procedure for dividing materials and equipment in the event that the combined library status be terminated;
- Marketing the combined services.

7.2.2.2 Location of building

The library should be located within the area of the educational cluster, consisting of primary and secondary schools. All components of the cluster must be within ten minutes walking distance of one another (i.e. within a 750 metres periphery) (Smit & Hennessy 1995:56). The library should be in the most accessible location - centrally located in the residential area - near important roads (particularly intersections), and close to public transport (railway station, bus and taxi routes) (Smit & Hennessy 1995:49,53, 64).

The library would, ideally, be grouped with crèches, clinics, adult education centres, and skills training centres to provide easy access by adult learners, rural women, infants and the elderly (Smit & Hennessy 1995:83). A holistic approach has to be followed.

7.2.2.3 Size

The size of the public library-based school-community library can only be determined after a complete community survey has been conducted. The library must be large enough to provide for the programmes and services required by the school community, and the general public being served. Provision has to be made for one or two separate rooms that can be adapted for information literacy education classes. These classrooms have to be large enough to accommodate whole classes from the cluster schools, and have outside doors in order to be accessible outside of school and public library hours. These rooms could double as study rooms and meeting rooms in the evenings for community groups, and be used for community gatherings, local government meetings, ABET classes, educational talks, skills training, and general social contact.

It would appear that an area of approximately 500 square metres has been found to be adequate as a starting point for a rural library (Gauteng. Directorate Library and Information Services [1997]:2; Mpumalangu Provincial Library & Information Service 2000). The building plan has to be flexible enough to accommodate provision for additions to the building, in case of an expansion of services or an increase in the population.

7.2.2.4 Design and planning of interior

The facility of the public library-based school-community library has to be attractive to all the users in the community. Adequate provision must be made for a wide range of school and public library services. Educational activities would, for example, call for:

- table space for group and individual study;
- an area for the use of audio-visual equipment;
- storage space for
 - an expanding book collection;
 - audio-visual materials such as video and sound recordings;
 - illustrative and non-book materials, such as wall-charts, maps, photographs, pictures, pamphlets, brochures and newspaper cuttings;

- audio-visual equipment;
- an area for electronic facilities, such as word processing, the transmission of faxes and e-mail, and Internet access to conduct information searches.

Areas for incompatible activities, such as story-hours for pre-school children, and curriculum-related and reference work by learners, should be sufficiently separated to avoid mutual disturbance. A separate area should be set aside exclusively for adult use, for browsing in comfort, for quiet reading or for enjoying audio or video cassettes. These requirements would call for a room of irregular shape, where space could be used flexibly according to a variety of needs (Jones 1977:315; Gauteng. Directorate Library and Information Services [1997]:1). The placement of doors, the location of the circulation counter, and the placing of the shelves should allow for maximum supervision by staff. Access doors to the library should be kept to the minimum.

Provision must be made for a circulation space, a reference section, an office for staff, storing space, an activity room for pre-schoolers, an area for group activities, and study facilities. A direct telephone line is essential. A pay telephone should be available close by. There should be adequate outside lighting for evening opening. Adequate provision must be made for toilet facilities and for a kitchen and refreshment area where light meals can be taken (Gauteng. Directorate Library and Information Services [1997]:2). The library must be easily accessible to the physically impaired, and should have rest rooms also for disabled persons. The toilets should be accessible after hours.

7.2.3 Funding

A commitment to the shared funding of the library must be made by all the co-operating partners and this must be formalised by a written agreement. This joint-use agreement must state: which parties (e.g. the provincial LIS, the provincial ELIS, the local council and the community) have entered into the co-operative arrangement; what their specifically formulated roles, responsibilities and contributions are in providing the service; the total budget and the proportionate contribution of each party; and how the budget will be prepared and approved. The funding arrangements must be realistic and focus on the sustainability of the services.

Cost items that have to be taken into consideration are (South Australia 1996:6):

- the library facility;
- the salary of the librarian and additional support staff, as well as the part-time services of the teacher-librarians or teachers of the cluster schools;
- the curriculum-oriented material for the school learners of the cluster schools;
- the materials for use by the general public;
- the costs of the provision of centralised services, including acquisition, cataloguing, and access to central collections of specialised materials, the interlibrary loan system, advisory services, professional development, and marketing services;
- the provision of computer networks;
- building costs;
- maintenance costs, e.g. lighting, heating, cleaning and minor building repairs.

Other cost items that need to be addressed are insurance, valuation of assets, depreciation, purchase of equipment and other assets, and income. Decisions that have to be taken include (Queensland 1996:23):

- How will the building be insured?
- How will the contents be insured?
- How will liability be covered?
- In the case of the total destruction of the building, what provision will be made for negotiating its replacement?
- How will the value of the assets (building, furniture, fixtures and fittings, and collection) be appraised and apportioned to meet the accounting needs of each of the parties?
- What method(s) will be used to determine the annual depreciation of the assets?
- How will the value of assets acquired - including library resources donated - be recorded?

- What decisions will be made concerning purchase, replacement, maintenance, and repair of furniture and equipment?
- What must be done to ensure that the combined library is eligible for grants, subsidies and allocations of funds?
- What fees and charges will apply in the library?

7.2.4 Staffing

It is important for the public library-based school-community library that a qualified librarian should be in charge, although a qualified paraprofessional would probably be adequate. The personal commitment to the combined library and a commitment to community library service should be an important consideration in appointing the librarian. The librarian ought to be employed by the local council.

Use should be made of shift workers to allow for longer opening hours. Library assistants could be employed by the local council or voluntary workers could be used. The use of library prefects from each participating school should be encouraged.

Each participating school should contribute to the staffing of the combined library. Provision must be made for teaching hours, and hours for attending to administrative duties. Service hours should be distributed evenly among the staff of the participating schools as well as the time-tabling of classes for the teaching of information skills.

7.2.5 Joint-use agreements

The agreement must include (South Australia 1990:5; Queensland 1996:11-12):

- Details of the parties entering into the agreement;
- The funding arrangements, covering capital and establishment costs, replacement costs, and recurrent costs. All parties' responsibilities and commitments in relation to both initial and ongoing expenditure have to be defined. Arrangements should be made for regular review, agreement revision, and periodic major evaluation of the facility and services;

- Details relating to the establishment, structures and powers of the library management body. A constitution may also be included;
- Arrangements for the provision of physical and intellectual access by all user groups to the service;
- Matters relating to the building, e.g. the size of the building, and recognition of the need for areas and equipment for different types of usage by diverse groups;
- Details on how policy for the library will be formulated;
- The conditions of ownership of land, buildings, furnishings, fixtures, fittings, and materials;
- Responsibility for insurance and maintenance;
- The process for resolving conflict within the library management body;
- The means for identifying the total staffing needs; and the responsibility of each partner to these needs;
- The process for evaluation of the service;
- The procedure for changing or terminating the agreement and how the assets will be handled in the case of dissolution of the combined service;
- Arrangements for the disposal or alternative use of the venue;
- Details of the land and plans attached as a schedule (in the case where the combined service is established in a new building).

7.2.6 Organisational structures and line functions

7.2.6.1 Management body

A Library Board of Management or a Library Management Committee has to be appointed, which will act as a policy-setting body, and will also work in close co-operation with the librarian in charge of the library. This body should include representatives from all parties involved, in accordance with the specifications of the joint-use agreement (South Australia 1990:6). Its composition must include the principal (or nominee) of each school, representatives of the school community (e.g. SGBs) and the community at large, a representative of the learners, nominees

of local government, and of the education district. A representative of the teacher-librarians and the librarian in charge should be *ex-officio*, non-voting members (South Australia 1996:17).

The library management body should elect its own chairperson, but the chairperson should, preferably, not be an employee of the department of education or of the local council (South Australia 1996:17).

The management body should operate within the parameters of a formal constitution. Membership of elected or nominated members of the management body should be for fixed periods as determined locally (South Australia 1996:17-18).

The management body should determine policy rather than become involved in day-to-day administration. This body has, however, the responsibility to develop, maintain, and monitor a strategic plan reflecting the relevant priorities of the local authority and the participating schools. To ensure that the community has a co-ordinated and focused plan about information provision, there should be full and continuing consultation between all the bodies represented on the management body (South Australia 1996:18).

7.2.6.2 Functions of the library management body

The management body in consultation with the librarian and teacher-librarians will (South Australia 1996:17):

- determine the hours for public use of the facility;
- monitor the staffing requirements and make recommendations for additional staff to the appropriate authority;
- plan and monitor the effective time-tabling of classes from the cluster schools for information literacy education;
- be represented on the interviewing panel for the employment of library assistants and volunteers;

- promote the library in and to the community and in general, establish meaningful communication with that community;
- determine the library needs of the local community by participating actively in the ongoing assessment of the community's information needs (Burns 1988b:37), and by making appropriate decisions about the library service;
- determine and manage the library's operating budget;
- monitor the need for access to information through new technology (South Australia 1990:6);
- ensure the appropriate distribution of public library material to any additional service points (South Australia 1990:6);
- ensure the annual submission of audited statements of expenditure to the provincial LIS, the provincial PED and the local authorities;
- ensure the submission, to the appropriate authorities, of requisitions for library public library bookstock and other centrally provided materials (South Australia 1990:6);
- provide statistical reports to the appropriate authorities as required;
- meet regularly, at least once a school term, to consider the business of the library and plan for future development;
- review annually the operation of the school-community library and implement changes as required;
- consult with and report to the authorities which they represent;
- make recommendations concerning library space (South Australia 1990:6).

7.2.6.3 Librarian, part-time teacher-librarians, and library assistants

The librarian will be responsible to the library management body for different aspects of the management of the library. She or he needs also to liaise with the principals of the cluster schools with respect to the time-tabling of the classes for Information Literacy Education.

The part-time teacher-librarians will be responsible to the principals of the relevant schools with respect to the service rendered to the school community, and the teaching of information literacy to the school learners.

The library assistants and volunteers will be responsible to the librarian for carrying out the policy of the library in relation to the public.

7.2.7 Administration and organisation

7.2.7.1 Policies and procedures

In consultation with the community, the provincial LIS, and the provincial ELIS, the library must formulate a library policy and a set of procedures to ensure appropriate practices for the selection, acquisition and organisation of materials, by incorporating current developments in technology.

All library materials (other than general reference, special collections and audio-visual materials) should be available for loan to any eligible borrower, unless otherwise determined by the librarian in charge. Special policies have to be formulated to regulate the lending of curriculum-oriented materials to the public, and the reservation of such material, because of the continual demand for these materials from the different schools. As far as possible, all parts of the collection should be available to any eligible borrower. The question of the paying of fines for overdue material should also be considered.

Wherever possible, audio-visual software and hardware should be centralised in the library rather than be kept in the relevant schools. This material should not be available on loan to the public, but should be used exclusively within the library.

Policy regarding the shelf space allocation and arrangement of the materials for children, young adult, and adult users, and the possible separation of public library materials from curriculum-oriented materials, should be formulated under the guidance of the provincial LIS and the provincial ELIS staff. Whenever possible, the needs of

the particular community should, however, determine the method by which the library materials are shelved and displayed. The system adopted for the cataloguing and classification of the curriculum-oriented collections should also be decided in consultation with , and under the guidance of, staff from the provincial LIS and the provincial ELIS.

Library policy has to be formulated which is consistent with the philosophies and policies of the co-operating bodies, and in accordance with the relevant legislation, such as *The South African Schools Act, 1996*, the *Local Government Municipal Structures Act, 1998*, the *Promotion of Access to Information Act, 2000*, the *Promotion of Equality and Prevention of Unfair Discrimination Act, 2000*, the *Employment Equity Act, 1998*, the *Skills Development Act, 1998*, the *Cultural Institutions, Act, 1998*, and the *Copyright Act, 1978*, as amended (Gray 2000:5), as well as with provincial and local legislation and regulations.

In formulating policies for the combined services, the relevant government policies must also be considered, such as the *White Paper on Arts, Culture and Heritage, 1996*, the draft policy framework. *A National Policy Framework for School Library Standards*, and the draft document, *A Four Year Implementation Plan of the Policy Framework for School Library Standards*, the *National Norms and Standards for School Funding*, and curriculum documents, such as *Curriculum 2005*.

7.2.7.2 Roles and responsibilities

Roles and responsibilities within the combined school-community library context should be unambiguously defined (South Australia 1996:29).

d) The librarian

The librarian has the responsibility to:

- manage the collection of information resources in the best interests of the community needs;

- ensure that these resources are readily available to the community;
- introduce the community to new and emerging information technologies and instruct and support them in utilising these technologies to meet their needs;
- support the cultural activities of the community;
- act on the recommendations of the management body;
- promote the school-community library and the activities of the local council to the community;
- participate in resource sharing through the interlibrary lending network.

e) Teachers of the participating schools

The teachers of the cluster schools have the responsibility to (South Australia 1996:29):

- assist users in the selection and handling of resources under the direction of the librarian;
- undertake appropriate training and professional development;
- participate in the selection and maintenance of the information resources;
- promote information literacy by planning units of work in collaboration with classroom teachers so as to enable learners to become information literate;
- provide for resource and information service needs of teaching staff and learners;
- utilise current and emerging information technologies to provide the widest possible range of information sources for the school community.

c) Principals

Each principal of a cluster school has to:

- enlist the support of the SGB in his or her school to ensure that the learners have access to library-based resources. This would include getting their support for allocating funds for the acquisition of these resources;

- encourage the parents of his or her school, within their means, to contribute to the financing of the school, including the library facility;
- assign teachers or teacher-librarians on a part-time basis to the school-community library;
- monitor the performance of such teachers assigned on a part-time basis to the library;
- contribute to the operation of the management body;
- understand, support, and promote the combined service provided through the school-community library.

d) Library assistants and volunteers

The library assistants and volunteer workers in the school-community library work under the direction of the librarian to:

- assist users in the selection and use of resources;
- participate in the selection and maintenance of the information resources;
- undertake appropriate training and professional development;
- assist in the promotion of the school-community library.

7.2.7.3 Administrative issues

Hours of opening will be a matter for decision by the management body and should meet the needs of the local community. The school-community library has to be accessible to the public during normal school hours, and for any additional hours per week as is needed by the community, and at times which will ensure community accessibility to the library.

A procedures manual should be compiled explaining the correct performance of the different activities in the library. This will promote consistency of practice, and also facilitate in-service training of staff in the case of staff turnover.

7.2.8 Collection development

The librarian must, under the guidance of the provincial LIS, build a balanced selection of stock, taking into account the local needs of the community. The missions of both the public library and the school library should be taken into consideration when developing this collection. The formulation of a well-considered and co-ordinated collection development plan could play an important part in obtaining, maintaining, and sustaining the community's support and commitment (Stack 1996:9).

The book-stock for the several schools must be built and maintained as would be the case in a normal school library and should be based on curriculum needs. The parent community and the SGBs of the participating schools should be encouraged to contribute in building an extensive and varied curriculum-oriented collection in which all the schools can share.

There should be "co-ordinative thinking" on the part of the chief librarian and the teacher-librarians when acquiring information resources, particularly where allocations from participating schools' contributions are considered (Mitson 1982:73). There should also be a good balance between the book-stock and audio-visual materials.

7.2.9 Operation and services

7.2.9.1 Service objectives

The first step in planning for an effective combined library and information service is to formulate community-oriented service goals. Changes considered in improving the services can then be evaluated, firstly, in terms of the extent to which the service goals are based on community needs, and, secondly, in terms of how the intended strategies will achieve their intended outcomes. In the light of diminishing funds for the delivery of public and school library services, the sustainability of new programmes should be carefully assessed beforehand (Burns 1988b:35-36).

7.2.9.2 Range of services offered

The combined library and information service has to provide materials and services appropriate to its community, as defined in its profile, taking into consideration the resources available from the country's, and the particular province's, library and information network.

To meet the information needs of its users, the library should offer the following services and products directly or through the sharing of resources via the interlibrary loan network:

- A resource collection including print materials, such as books, periodicals, pamphlets, brochures, pictures, and posters, and audio-visual items, such as video and audio cassettes, as well as CD-ROMs.
- Information and reference services, including the provision of dictionaries, encyclopaedias, and directories of organisations and services; interlibrary loan services; the compilation of bibliographies; online access to databases; and a current awareness service;
- Information literacy education, reading guidance and regular displays of interesting or new fiction;
- A community information service with a permanent display of current local news and an integrated vertical file of community information;
- Photocopying, fax and e-mail facilities;
- Story-telling sessions, involving elderly people, puppet shows, and games for the pre-primary children;
- Book talks and reading programmes, based on the interest areas of adults and children;
- Video presentations on topics of interest to the community;
- Recording of information on video and audio cassette for the illiterate element of the community;
- Other community-specific services, e.g. a local history or local art or crafts collections and displays; a career guidance service, and a toy library.

7.2.9.3 Outreach programmes

Outreach programmes should be based on the assessment of the community's needs and could include:

- Cultural events, incorporating displays of items from the resource collection;
- Recreation programmes for young people;
- ABET classes;
- Services for the elderly, such as the filling in of forms, and legal, financial, or health-related advice by experts;
- Circulating block loans to classrooms of the cluster schools (book box service). The proximity of relevant library resources in the classroom, where teaching and learning takes place, will stimulate the use of books and reading materials and encourage the use of the library by learners and teachers;
- Access to providers of further education and the provision of study collections;
- Computer literacy classes and classes in word-processing.
- Circulating of books at book depots in remote rural areas.

7.2.10 Training

The professional development and in-service training of the librarian is the responsibility of the provincial LIS. Short courses should be given also to the library assistants. Attention should be paid to the special needs of the librarian with regard to the combined service. The professional development of the teacher-librarians is the responsibility of the provincial ELIS. Joint short courses should be offered by the provincial LIS and the provincial ELIS to prepare both the librarian and the teacher-librarians or teachers of the cluster schools for their roles in the combined library.

7.3 Summary

In this chapter, an attempt has been made to formulate guidelines which could facilitate the effective implementation and operation of the public library-based school-community library in the rural, tribal areas in South Africa.

The guidelines which have been formulated cover areas such as: the planning for the library facility and its services; the funding arrangements between the partners in the co-operative venture; the staffing of the combined library; the concerns that should be addressed in the joint-use agreement between the co-operating partners; the governance and management structures for the combined library; administrative and organisational matters; services and outreach programmes; collection development; and staff training and professional development.

In South Australia, the guidelines for the operation of school-community libraries in the rural areas, have proved to be of fundamental importance to the success of that particular school-community library model. Since no guidelines have yet been developed by the South African PEDs to guide SGBs in the choice, implementation and operation of school library models suggested in the DoE's menu of school library models (South Africa. Department of Education 2000a:4), the guidelines formulated in this chapter aim to fill that void in departmental policy. It is anticipated that the above guidelines could assist in directing decision-makers, such as education planners, provincial and local government officials, SGBs, SMTs, as well as parents and community members, in the consideration, planning and implementation of this particular variant of the school-community library.

It must, however, be remembered that local circumstances, rather than universal principles, have made the school-community library a success in the overseas countries studied. Local solutions must be found for local needs and problems. Vermeulen (1994:154) shares this view:

“In South Africa, with its current glaring imbalances in the provision of education for different communities, a rigid statement of school library standards is bound to either frustrate or discourage schools depending on their position in the development continuum. ...However, this does not obviate the need for guidelines (now preferred to the more prescriptive terms standards).”

The above guidelines should, therefore, not be regarded as prescriptive, but as an tool to guide decision-makers and communities in the rural, tribal areas of South Africa who may be considering this variant of the school-community library model as a possible option in their area.

CHAPTER 8

CONCLUSIONS AND RECOMMENDATIONS

8.1 Introduction

The aim of this study has been, first, to investigate the variants of the school-community library model - as has been manifested in overseas countries - and to determine whether this model would be appropriate for a tribal, rural community in South Africa or whether a variant, a South African prototype of this model, geared to the needs of this particular community, would be more suitable. The second aim has been to develop a set of guidelines to facilitate the establishment and operation of this model or a modified variant of it in a rural, tribal community.

The findings with regard to the research questions, emanating from the research problem, identified in Chapter One, will be discussed, after which an exposition of the main findings of the study will be given. This will be followed by some recommendations and suggestions for further research.

8.2 Findings with regard to research questions

The first research question stated in Chapter One, paragraph 1.3 was:

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

A review of the literature on the historical development of combined school-community libraries in the selected overseas countries has found that basically two variants of the school-community library model have been established in the countries studied. The most common is the school-housed school-community library model, where the combined library is either housed inside the school building or on the school premises. This library model was predominantly found in remote, rural areas with the population ranging from one thousand to three thousand people and a school population varying from less than fifty to four hundred. A variant of this model is where the school-community library is located in multi-purpose community centre complexes. This model was mainly found in urban and metropolitan areas.

The second research question was:

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

It was found that the main reasons for the establishment of the combined school-community libraries, in the selected overseas countries, were:

- Historical backlogs in either school or public library services, in spite of an expressed need for such services on the part of the relevant communities;
- A pattern of population settlement featuring remote rural communities which could not sustain separate school and public library services;
- Declining funds and resources for library services and pressure from politicians and authorities to avoid duplicate services and to utilise educational facilities optimally. This was often accompanied by government incentives and enabling legislation to encourage co-operative ventures;
- An emphasis on life-long learning and new teaching methods, resulting in a growing need for information and library services;
- Strong historical links between education and public library services in, especially in the remote rural areas, as well as the construction of multi-purpose community centres in urban and metropolitan areas, which encouraged the sharing of facilities.

It was found that many of the factors that led to the establishment of the school-community library model in the selected overseas countries prevail in South Africa. In South Africa there are substantial backlogs in both public and school libraries, especially in rural and urban township communities, previously disadvantaged by apartheid policies and practices. Most of these communities will not be able to establish and sustain separate school and public libraries. In South Africa there is also an emphasis on life-long learning, and the government has introduced an outcomes-based curriculum, the success of which will, to a great extent, depend on the availability and use of learning resources.

Remote, rural communities such as those found in Saskatchewan, the North West Territories and the Yukon in Canada, as well as in South Australia and Scandinavia, are also common to South Africa. The small rural villages in South Africa, however, differ markedly from the small rural villages in South Australia, as the development of the former has been distorted as a result of apartheid policies and practices. The South Australian rural village also has a homogenous population, sharing the same cultural background, levels of literacy and information needs, while in South Africa one finds towns and villages with two communities, living in separate residential areas, having different cultures, literacy levels and information needs.

The next research question posed the following:

What was the experience of these 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?

This led to an analysis of the practical experiences which the selected overseas countries had with the implementation of this model. It was found that the establishment of such combined libraries had not always been adequately planned, especially as far as location and design of the facilities was concerned. Space limitations often caused the separation of services at a later stage. Overlapping jurisdictions and undefined lines of authority often resulted in conflict situations. Disagreement on organisational and administrative procedures, as well as the absence of formal contractual agreements, added to the problems experienced. Central support services proved to be indispensable, especially for small remote, rural communities. Savings were mainly achieved by co-ordinating the acquisition of materials, by avoiding duplication of stock, and by the sharing of facilities and staff.

The next research question was:

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?

To answer this, the functioning of the school-community library in Australia was thoroughly studied by perusing the literature and official and internal

documents. It was found that the thorough planning for the implementation of the model in the rural areas by the state of South Australia was the main reason why this model was more successful in that state than in other Australia states and, for that matter, than in any other country. The formulation of detailed guidelines especially for the establishment and operation of the school-community library model also played a crucial role. Other reasons for the successful implementation of this model were: wide representation of all stakeholders on the planning body; the fact that the service model was only established after a formal request from the community, which ensured a sustained commitment on the part of the community to the funding and effective functioning of the library; central co-ordination and ongoing support from the state library service and education department; and the utilisation of the latest technology, enhancing the services rendered to small communities.

The experience of these selected overseas countries in establishing and operating the school-community library models were thoroughly analysed in order to find answers to the next research question which was:

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

Various prerequisites were identified - according to the experience of the selected overseas countries - which appeared to have contributed to the successful implementation of the combined school-community library, such as: a political commitment by the government to school and public library co-operation; the ongoing commitment of funding authorities; the provision of adequate, suitable, and compatible staff; central support mechanisms; involvement of all parties in planning and sustaining the services; the offering of needs-based services; a locally representative and skilled management body; and the formulation and regular review of clear and flexible guidelines by the authorities to guide the process and provide the necessary framework for operation.

The next research question was expressed thus:

What is the particular South African context, with respect to school and public library services, in which the school-community library model would have to operate? What are the obstacles to effective delivery of school and public library services in South Africa and in other African countries?

These queries elicited an extensive analysis of the historical development of school and public library services in South Africa as they emerged from the apartheid era. It was found that there was an unequal distribution of LIS structures throughout the country, and that certain communities were especially disadvantaged as to the quality and quantity of LIS services. It became clear that the traditional Anglo/American model of library service delivery failed to meet the needs of certain communities, and that a new approach towards service delivery would have to be considered in dealing with these disadvantaged segments of the community, having specifically different information needs. It was also evident that the recent restructuring of LIS had caused a deterioration in school and public library services, and that appropriate, cost-effective models of service delivery - rooted within the social needs and cultural patterns of specific communities, and based on partnerships between the school and the public library sector - could probably alleviate some of the pressure on the delivery of LIS services.

The research of this study then focused on evaluating the applicability of the school-community library model to South Africa in order to find answers to the following research questions:

Have the prerequisites for the successful implementation of this library model in South Africa been identified?

Are overseas variants of the school-community library model appropriate for South African conditions?

The prerequisites, identified in Chapter Three, were used as the basis of an assessment to determine whether the school-community library model had any chance of success in South Africa, in the current situation as to the delivery of school and public library services. Analysed findings revealed that some factors, such as the funding of the

facility and services, staffing, and central support by the provincial LIS and PEDs, as well as the current restructuring of local government, could jeopardise the implementation of the school-community library model in South Africa.

There was also evidence that, because of the disparities in LIS infrastructure and varied socio-economic conditions, more than one variant of the model could be appropriate to South Africa, depending on local circumstances. It was suggested that a variant of the school-community library model, with the library forming part of a community centre which acted as the cultural and educational centre for the surrounding schools and the wider community, especially deserved careful consideration in the urban and metropolitan areas of South Africa. Further study on this variation of the school-community model would, however, be needed as such an investigation falls outside the parameters of this study.

The study then centred on the following research questions:

What are the characteristics of a South African community living in a rural, tribal area?

Why should a variant of the school-community library model be considered for communities in the rural, tribal areas in South Africa?

What characteristics would a variant of the school-community library model, adapted to conditions in the rural, tribal areas in South Africa, display? What would be its advantages, and what conditions are needed to implement successfully this variant of the model in these areas?

The rural, tribal community, which was described in Chapter Six, paragraph 6.2, displayed distinctly positive characteristics such as initiative, and a willingness to help themselves, in spite of a high incidence of illiteracy. The community also participated enthusiastically in educational and cultural activities. The community comprised a relatively small and homogeneous group of people, who lived and worked together in close, interdependent proximity and shared the same culture and language.

In the selected overseas countries, it often happened that there had already been a core library service point (usually a functional school library) which could be upgraded to serve both the school and adult community. But, as the *Schools Register*

of Needs Survey indicated, school library facilities in the rural, tribal areas are almost non-existent, whereas clusters of schools in the rural, disadvantaged areas of South Africa are quite common; consequently it would appear that the public library-based school-community library – serving a cluster of schools as well as the broader community - would probably be a more cost-effective and a more easily implemented proposition for communities living in these areas.

The information resources of the public library-based school-community library would, in addition to the usual printed material, also include materials and media to meet the needs of non- and newly-literate users. The role of the librarian and the teachers would be that of an “animateur”, a community leader, who would assist the community in any matters for which his training and education would have prepared him. The library would also circulate book boxes with classroom collections to the cluster schools. The combined library would form part of the existing provincial library system with the added benefits of participating in the interlibrary loan system, of sharing resources with other libraries, and of receiving block loans of scarce material from the provincial LIS. Incorporation of ICT initiatives and partnerships with NGOs in the field of literacy and information would further enhance the services of this library model.

The advantages of the public library-based school-community library would *inter alia* be: a more comprehensive use would be made of the facilities; building costs would be lower (fewer specialised rooms would have to be built in the participating schools); less responsibility would be placed on the principals of the participating schools; and maintenance costs would be shared.

One could, however, assume that this library model would only succeed in communities where a public library facility already existed, which would be effectively used by the community. The central location of the library within the educational cluster, a commitment from all the partners involved to fund and staff the facility, the community’s desire to have such a library, and its choice of librarian would all be contributing factors to the successful operation of the library model.

Finally a set of guidelines were formulated in response to the following research question:

What guidelines are needed to facilitate the effective implementation and operation of this variant of the model in the rural, tribal areas of South Africa?

The guidelines covered the following administrative issues: the conducting of a community survey; the planning, funding and staffing of the combined library; organisational structures and line functions; administration and organisation; collection development; and training.

The guidelines are not meant to be prescriptive but are designed to guide decision-makers and communities in the rural, tribal areas in South Africa who consider the public library-based school-community library model a possible option in their area.

8.3 Summary of main findings

There is ample evidence that the school-community library model has been both a success and a failure in the selected overseas countries where it has been tried. Thorough, advanced planning, involving all the stakeholders, is crucial to achieve success.

It appears to be that the emphasis on local circumstances rather than on universal principles is the determinant factor in making the combined school-community library a success. To be successful, the combined school-community library model must be established for the right reasons, that is, in the most suitable geographical and societal contexts. The exact local circumstances, infrastructure and community dynamics should, therefore, be thoroughly established before deciding on a specific library model.

The experiences of all the selected overseas countries indicate that the establishment of the school-community library model should not be used as a means to providing a cheap library service, but should rather be evaluated as the most cost-effective way to provide a community with the best access to information resources.

In the South African situation, the availability of library service points, which could be upgraded to a school-community library to serve both the school and the wider community, would be the determinant factor in choosing the most appropriate library model. In the rural, tribal areas, where it is a fact that school library facilities are extremely rare, and the schools are often of an inferior standard, the school-based school-community library model would not be an appropriate one to implement. The public library-based school-community appears to be a far more suitable model, provided that a centrally located public library service point already exists to serve the schools and the adult community, and that the library service is being optimally used by the community.

8.4 Recommendations

In view of the findings and conclusions reached regarding the school-community library model and, in particular, the public library-based school-community library model, certain recommendations are made:

- 1) That the Department of Education should clearly commit itself to promoting the different school library models introduced in its draft policy document, *A National Policy Framework for School Library Standards*, which should be translated into **practical policy guidelines** for PEDs, and local councils, wishing to experiment with those models;
- 2) The **generic standards** for school libraries, contained in the department's draft document, *A National Policy Framework for School Library Standards*, should be confirmed as **national policy** (South Africa. Department of Education 1999:29-33);
- 3) The allocation by the PEDs of **special grants**, such as those under "Supplies and Services-Other" or "Media Collections", should be assured as basic funding **for schools** who wish to establish a combined school-community library. This allocation could be used for a start-up collection of curriculum-oriented material for use by the learners in the combined library;

- 4) The allocation of **conditional grants to local councils** for funding extra expenses in establishing combined school-community libraries should be guaranteed;
- 5) It is strongly recommended that the DoE and PEDs make a concerted effort to communicate to the SGBs, parents, and local councils the **important role that the school-community library could play in providing access to information resources for those active in the school and the community at large**. This will ensure that priority can be given by these stakeholders to provide funding for library-based resources and for the establishment of this model.

8.5 Suggestions for further research

8.5.1 Public library based school-community library model

It is suggested that a case study be done, either in the Maphotla community, or in a community with comparable characteristics in a rural, tribal area of South Africa, so that the findings and guidelines in this study can be tested. The results of such a study will determine the appropriateness of the public library-based school-community library in the rural, tribal areas, before the model is introduced on a large scale by the different PEDs and provincial LIS.

8.5.2 Urban community centre-based school-community library model

This study has also revealed the urgent need for research into the school-community library located in the large town community centre complex – offering a wide array of social services to the community and incorporating a school or cluster of schools - to determine its appropriateness in the urban and metropolitan areas in South Africa.

APPENDIX A

IFLA/UNESCO School library Manifesto

School Library in Teaching and Learning for All

IFLA / UNESCO School Library Manifesto

The school library provides information and ideas that are fundamental to functioning successfully in today's information and knowledge-based society. The school library equips students with life-long learning skills and develops the imagination, enabling them to live as responsible citizens.

The Mission of the School Library



The school library offers learning services, books and resources that enable all members of the school community to become critical thinkers and effective users of information in all formats and media. School libraries link to the wider library and information network in accord with the principles in the UNESCO Public Library Manifesto.

The library staff support the use of books and other information sources, ranging from the fictional to the documentary, from print to electronic, both on-site and remote. The materials complement and enrich textbooks, teaching materials and methodologies.

It has been demonstrated that, when librarians and teachers work together, students achieve higher levels of literacy, reading, learning, problem-solving and information and communication technology skills.

School library services must be provided equally to all members of the school community, regardless of age, race, gender, religion, nationality, language, professional or social status. Specific services and materials must be provided for those who are unable to use mainstream library services and materials.

Access to services and collections should be based on the United Nations Universal Declaration of Human Rights and Freedoms, and should not be subject to any form of ideological, political or religious censorship, or to commercial pressures.

Funding legislation and networks

The school library is essential to every long-term strategy for literacy, education, information provision and economic, social and cultural development. As the responsibility of local, regional and national authorities, it must be supported by specific legislation and policies. School libraries must have adequate and sustained funding for trained staff, materials, technologies and facilities. They must be free of charge.

The school library is an essential partner in the local, regional and national library and information network.

Where the school library shares facilities and/or resources with another type of library, such as a public library, the unique aims of the school library must be acknowledged and maintained.

Goals of the school library

The school library is integral to the educational process.

The following are essential to the development of literacy, information literacy, teaching, learning and culture and are core school library services:

- supporting and enhancing educational goals as outlined in the school's mission and curriculum;
- developing and sustaining in children the habit and enjoyment of reading and learning, and the use of libraries throughout their lives;
- offering opportunities for experiences in creating and using information for knowledge, understanding, imagination and enjoyment;
- supporting all students in learning and practising skills for evaluating and using information, regardless of form, format or medium, including sensitivity to the modes of communication within the community;
- providing access to local, regional, national and global resources and opportunities that expose learners to diverse ideas, experiences and opinions;

- organizing activities that encourage cultural and social awareness and sensitivity;
- working with students, teachers, administrators and parents to achieve the mission of the school;
- proclaiming the concept that intellectual freedom and access to information are essential to effective and responsible citizenship and participation in a democracy;
- promoting reading and the resources and services of the school library to the whole school community and beyond.

The school library fulfils these functions by developing policies and services, selecting and acquiring resources, providing physical and intellectual access to appropriate sources of information, providing instructional facilities, and employing trained staff.

Staff

The school librarian is the professionally qualified staff member responsible for planning and managing the school library, supported by as adequate staffing as possible, working together with all members of the school community, and liaising with the public library and others.

The role of school librarians will vary according to the budget and the curriculum and teaching methodology of the schools, within the national legal and financial framework. Within specific contexts, there are general areas of knowledge that are vital if school librarians are to develop and operate effective school library services: resource, library, and information management and teaching.

In an increasingly networked environment, school librarians must be competent in planning and teaching different information-handling skills to both teachers and students. Therefore they must continue their professional training and development.

Operation and Management

To ensure effective and accountable operations:

- the policy on school library services must be formulated to define goals, priorities and services in relation to the school's curriculum;
- the school library must be organized and maintained according to professional standards;
- services must be accessible to all members of the school community and operate within the context of the local community;
- co-operation with teachers, senior school management, administrators, parents, other librarians and information professionals, and community groups must be encouraged.

Implementing the Manifesto

Governments, through their ministries responsible for education, are urged to develop strategies, policies and plans which implement the principles of this Manifesto. Plans should include the dissemination of the Manifesto to initial and continuing training programmes for librarians and teachers.

Glenys Willars
Chair
Section of School Libraries and Resource Centres
August 1998

International Federation of Library Associations and Institutions
www.ifla.org
<http://www.ifla.org/VII/s11/pubs/manifest.htm>
Latest Revision: February 16, 2000

APPENDIX B

UNESCO Public Library Manifesto 1994

UNESCO Public Library Manifesto 1994

November 1994
Original : English

Freedom, prosperity and the development of society and of individuals are fundamental human values. They will only be attained through the ability of well-informed citizens to exercise their democratic rights and to play an active role in society. Constructive participation and the development of democracy depend on satisfactory education as well as on free and unlimited access to knowledge, thought, culture and information.

The public library, the local gateway to knowledge, provides a basic condition for lifelong learning, independent decision-making and cultural development of the individual and social groups.

This Manifesto proclaims UNESCO's belief in the public library as a living force for education, culture and information, and as an essential agent for the fostering of peace and spiritual welfare through the minds of men and women.

UNESCO therefore encourages national and local governments to support and actively engage in the development of public libraries.

The Public Library

The public library is the local centre of information, making all kinds of knowledge and information readily available to its users.

The services of the public library are provided on the basis of equality of access for all, regardless of age, race, sex, religion, nationality, language or social status. Specific services and materials must be provided for those users who cannot, for whatever reason, use the regular services and materials, for example linguistic minorities, people with disabilities or people in hospital or prison.

All age groups must find material relevant to their needs. Collections and services have to include all types of appropriate media and modern technologies as well as traditional materials. High quality and relevance to local needs and

conditions are fundamental. Material must reflect current trends and the evolution of society, as well as the memory of human endeavour and imagination.

Collections and services should not be subject to any form of ideological, political or religious censorship, nor commercial pressures.

Missions of the Public Library

The following key missions which relate to information, literacy, education and culture should be at the core of public library services :

1. creating and strengthening reading habits in children from an early age;
2. supporting both individual and self conducted education as well as formal education at all levels;
3. providing opportunities for personal creative development;
4. stimulating the imagination and creativity of children and young people;
5. promoting awareness of cultural heritage, appreciation of the arts, scientific achievements and innovations;
6. providing access to cultural expressions of all performing arts;
7. fostering inter-cultural dialogue and favouring cultural diversity;
8. supporting the oral tradition;
9. ensuring access for citizens to all sorts of community information;
10. providing adequate information services to local enterprises, associations and interest groups;
11. facilitating the development of information and computer literacy skills;
12. supporting and participating in literacy activities and programmes for all age groups, and initiating such activities if necessary.

Funding, legislation and networks

- * The public library shall in principle be free of charge. The public library is the responsibility of local and national authorities. It must be supported by specific legislation and financed by national and local governments. It has to be an essential component of any long-term strategy

for culture, information provision, literacy and education.

- * To ensure nationwide library coordination and cooperation, legislation and strategic plans must also define and promote a national library network based on agreed standards of service.
- * The public library network must be designed in relation to national, regional, research and special libraries as well as libraries in schools, colleges and universities.

Operation and management

- * A clear policy must be formulated, defining objectives, priorities and services in relation to the local community needs. The public library has to be organized effectively and professional standards of operation must be maintained.
- * Cooperation with relevant partners -for example, user groups and other professionals at local, regional, national as well as international level- has to be ensured.
- * Services have to be physically accessible to all members of the community. This requires well situated library buildings, good reading and study facilities, as well as relevant technologies and sufficient opening hours convenient to the users. It equally implies outreach services for those unable to visit the library.
- * The library services must be adapted to the different needs of communities in rural and urban areas.
- * The librarian is an active intermediary between users and resources. Professional and continuing education of the librarian is indispensable to ensure adequate services.
- * Outreach and user education programmes have to be provided to help users benefit from all the resources.

Implementing the Manifesto

Decision makers at national and local levels and the library community at large, around the world, are hereby urged to implement the principles expressed in this Manifesto.

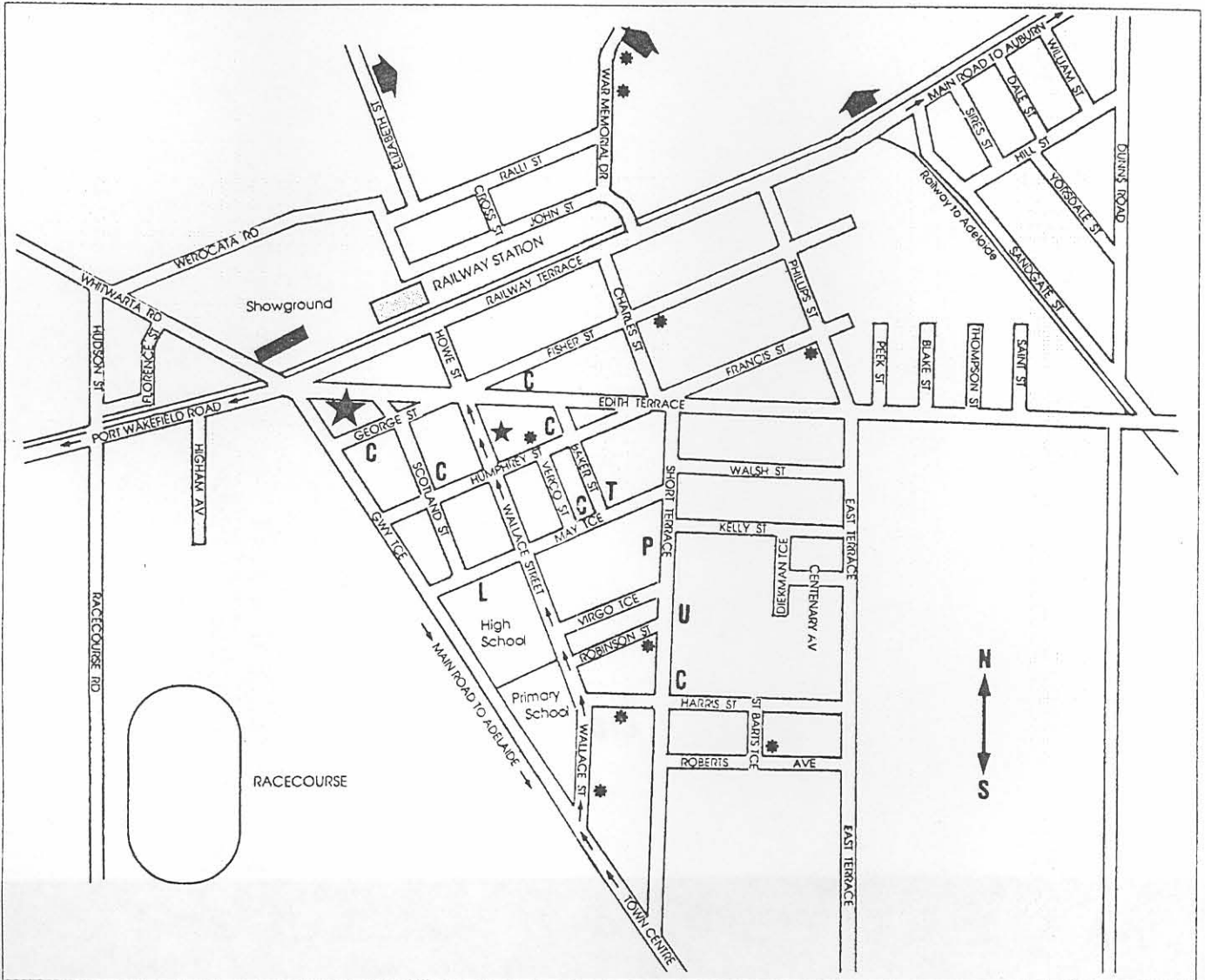
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APPENDIX C

Map of Balaklava Township

Appendix C

MAP OF BALAKLAVA TOWNSHIP

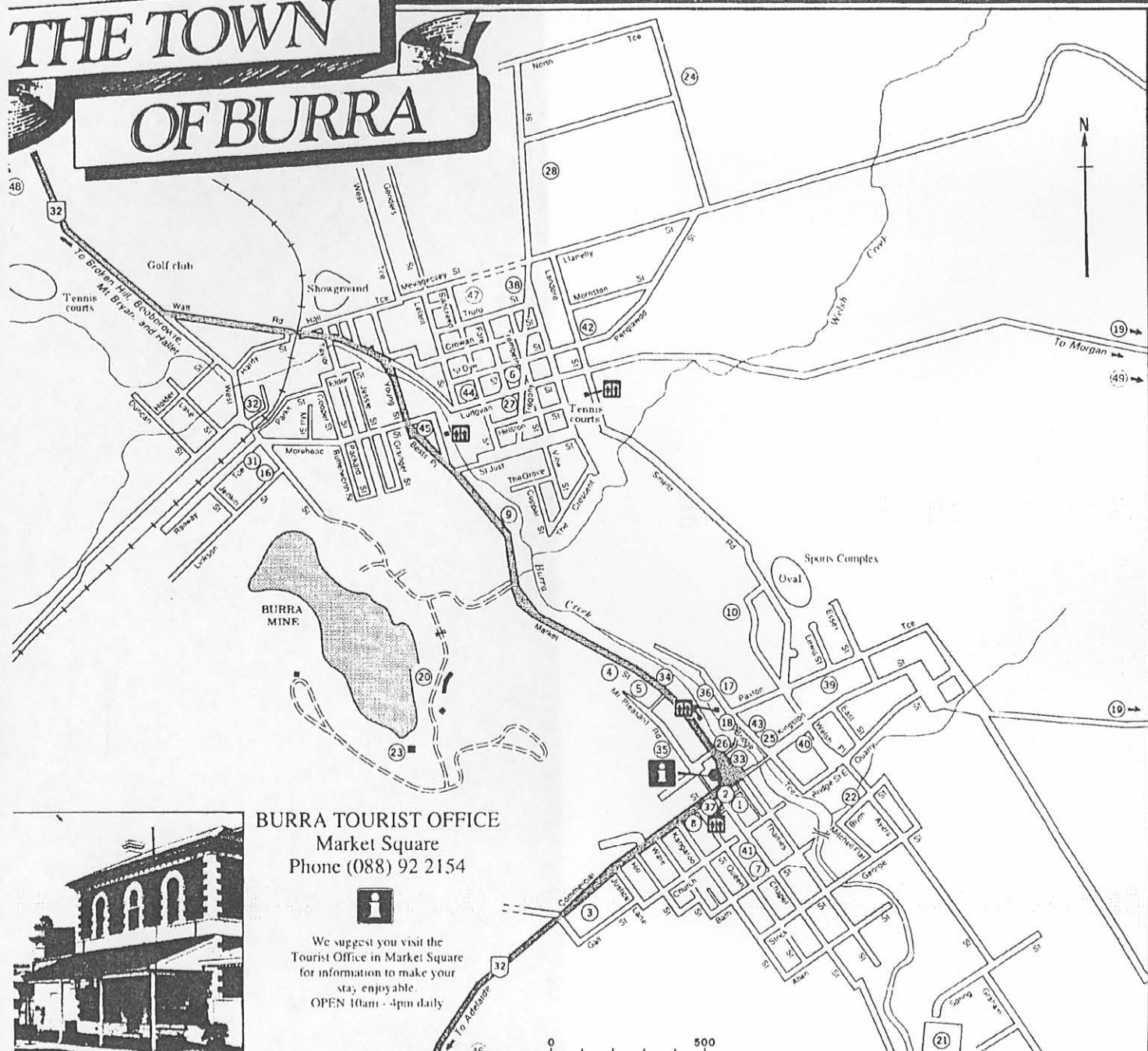


School-Community Library

APPENDIX D

The Town of Burra

THE TOWN OF BURRA



Services

	<i>Phone No.</i>
1. Police	92 2500
2. Doctor	92 2104
3. Hospital, Ambulance	92 2300
4. Anglican Church	92 2393
5. Catholic Church	92 2525
6. Lutheran Church	92 2421
7. Uniting Church	92 2077
8. Bus Depot/Roadhouse	92 2236
9. RAA	92 2423
	a/h 92 2487, 92 2175
10. Community Library/School	92 2038

Attractions

- 16. Bon Accord Mine Complex
- 17. Brewery Cellars
- 18. Burra Creek and barbecue area
- 19. Burra Gorge and picnic area (27km)
- 20. Burra Mine Museum
- 21. Cemetery
- 22. Dugouts
- 23. Enginehouse Museum
- 24. Hampton
- 25. Malowen Lowarth
- 26. Market Square Museum
- 27. Police Lockup and Stables
- 28. Redruth Gaol

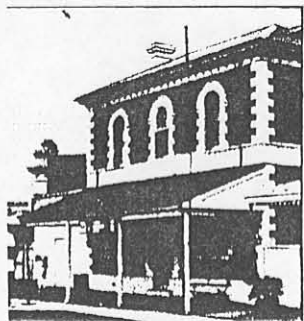
Accommodation

31. Bon Accord Cottage	92 2519
32. Bon Accord Hotel	92 2390
33. Burra Hotel	92 2389
34. The Burra Motor Inn	92 2777
35. Burra View House	92 2648
36. Caravan Park	92 2442
37. Commercial Hotel	92 2010
38. Dove Cottage	92 2636
39. Ellens Cottage	92 2648
39. Copperville	92 2648
40. Kooringa Hotel	92 2013
41. Penhaligon's	92 2259
42. Miss Mabel's Cottage	(08) 362 3306
43. Paxton Square Cotages	92 2622
44. Redruth Camping Centre	(08) 212 4066
(groups only)	92 2114
45. Royal Exchange Hotel	92 2392
46. Chatswood Farm Gallery	93 5046
47. Tivers Row	92 2461
48. Tooralie Homestead	94 2067
49. Wildildie	92 2394

BURRA TOURIST OFFICE
Market Square
Phone (088) 92 2154



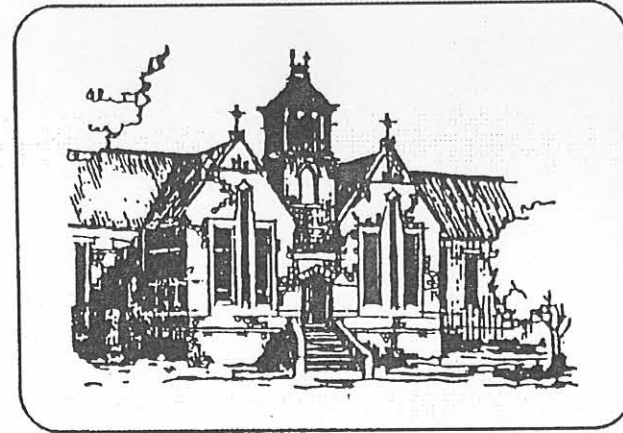
We suggest you visit the
Tourist Office in Market Square
for information to make your
stay enjoyable.
OPEN 10am - 4pm daily



APPENDIX E

Burra Community Library

☪
WELCOME TO
BURRA COMMUNITY LIBRARY



Telephone: 922 038

OPEN

Monday	8.30 a.m.	-	5.00 p.m.
Tuesday	8.30 a.m.	-	8.00 p.m.
Wednesday	8.30 a.m.	-	5.00 p.m.
Thursday	8.30 a.m.	-	8.00 p.m.
Friday	8.30 a.m.	-	5.00 p.m.

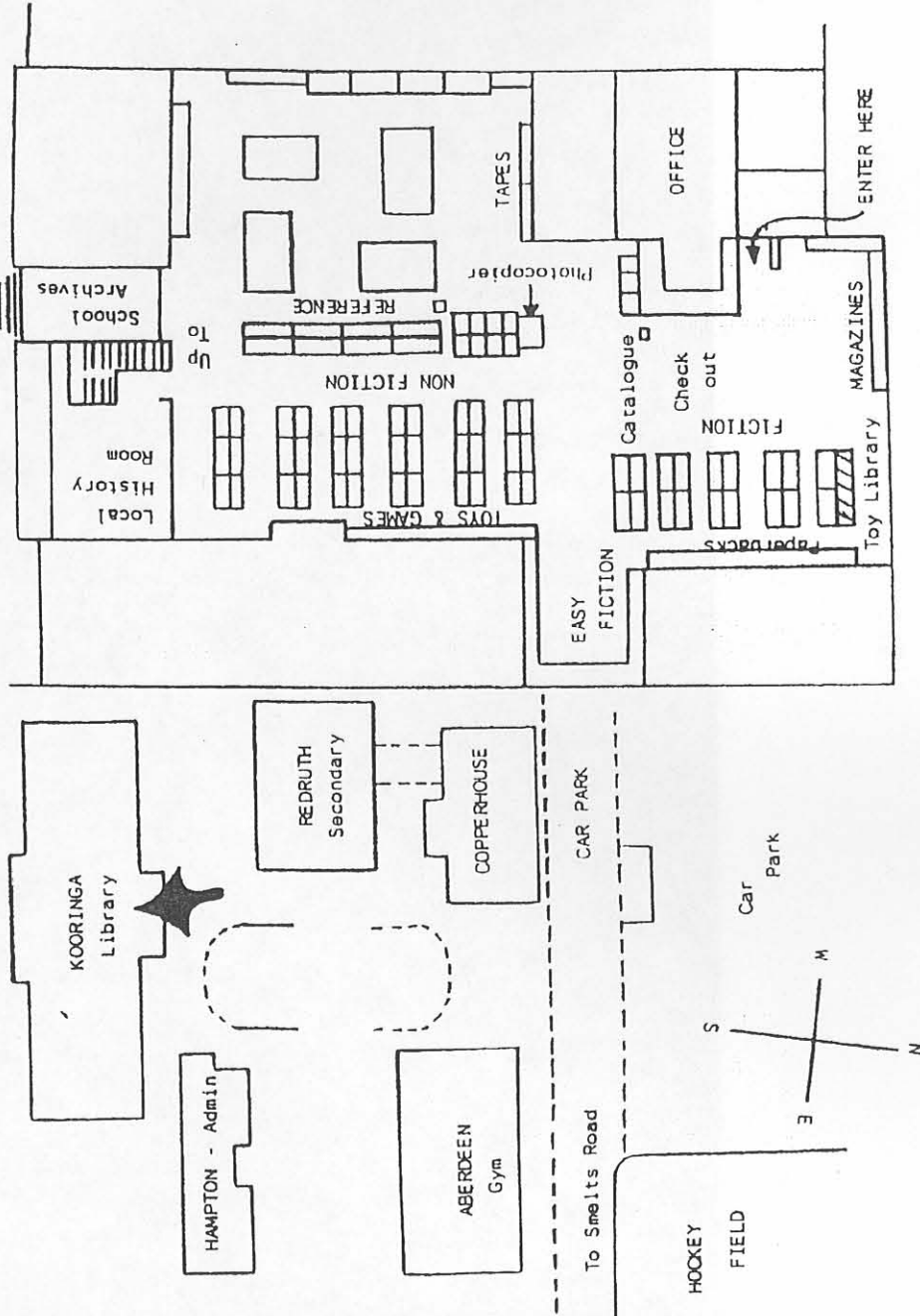
SCHOOL HOLIDAYS

Monday, Tuesday	11.00 a.m.	-	1.00 p.m.
Wednesday, Friday	2.00 p.m.	-	6.00 p.m.
Thursday	11.00 a.m.	-	1.00 p.m.
	2.00 p.m.	-	7.00 p.m.

CLOSED PUBLIC HOLIDAYS

☪

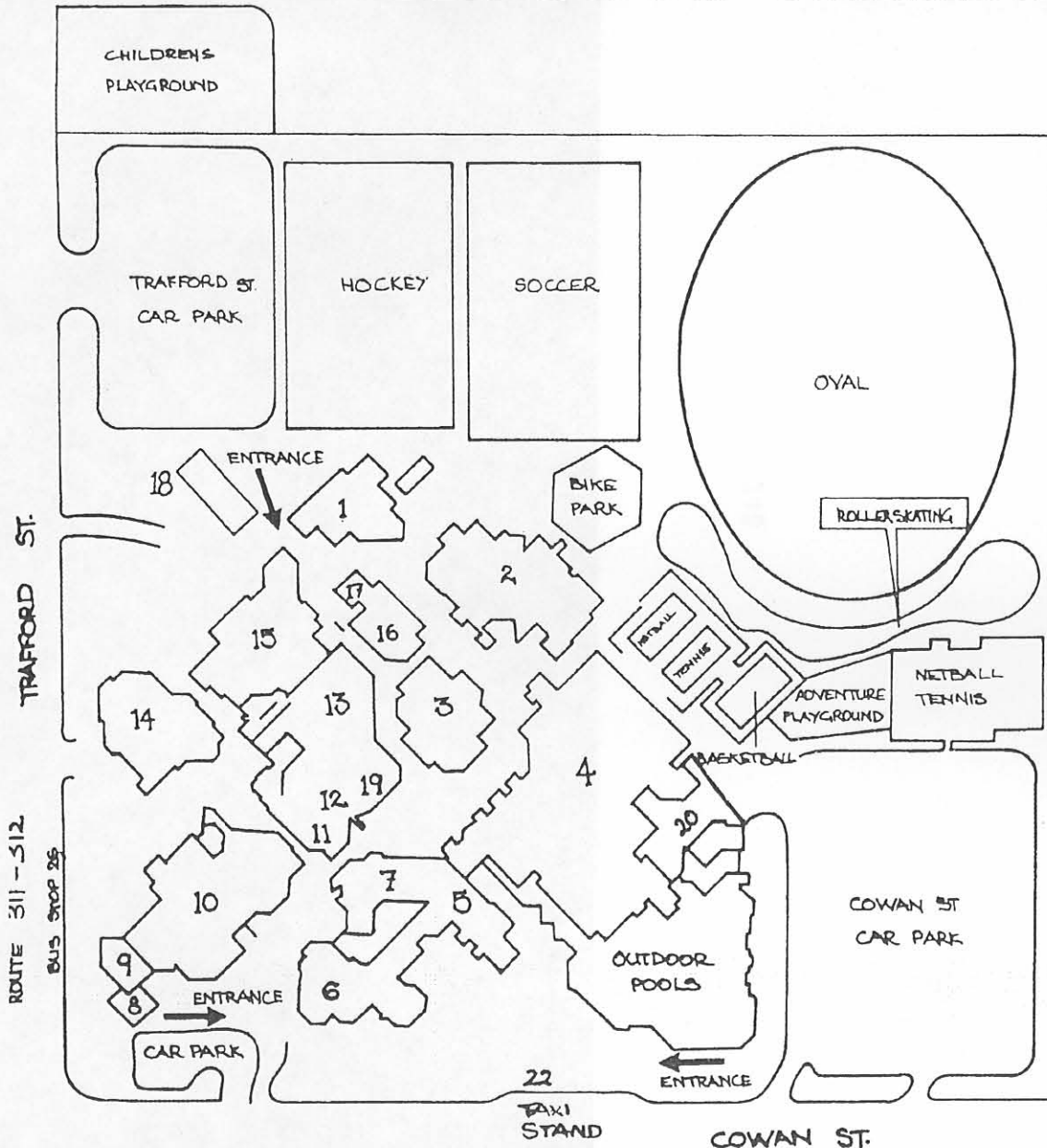
Appendix E



APPENDIX F

The Parks Community Centre

The Parks Community Centre



- 1 Computing
- 2 High School
- 3 High School
- 4 Sports Complex
- 5 Youth Service
- 6 Theatre Complex
- 7 Cafeteria and Functions Room
- 8 Technical and Further Education
- 9 Stores/Maintenance
- 10 Art and Craft Workshops
- 11 Parks Skill
- 12 Information and Advisory Service/
Central Administration
- 13 Library
- 14 Children's House
- 15 Health Service
- 16 Family and Community Services
- 17 Legal Service
- 18 Motor Maintenance Workshop
- 19 Enfield Council Regional Office
- 20 Grounds
- 21 Adventure Playground/Mud Hut
- 22 Taxi Stand

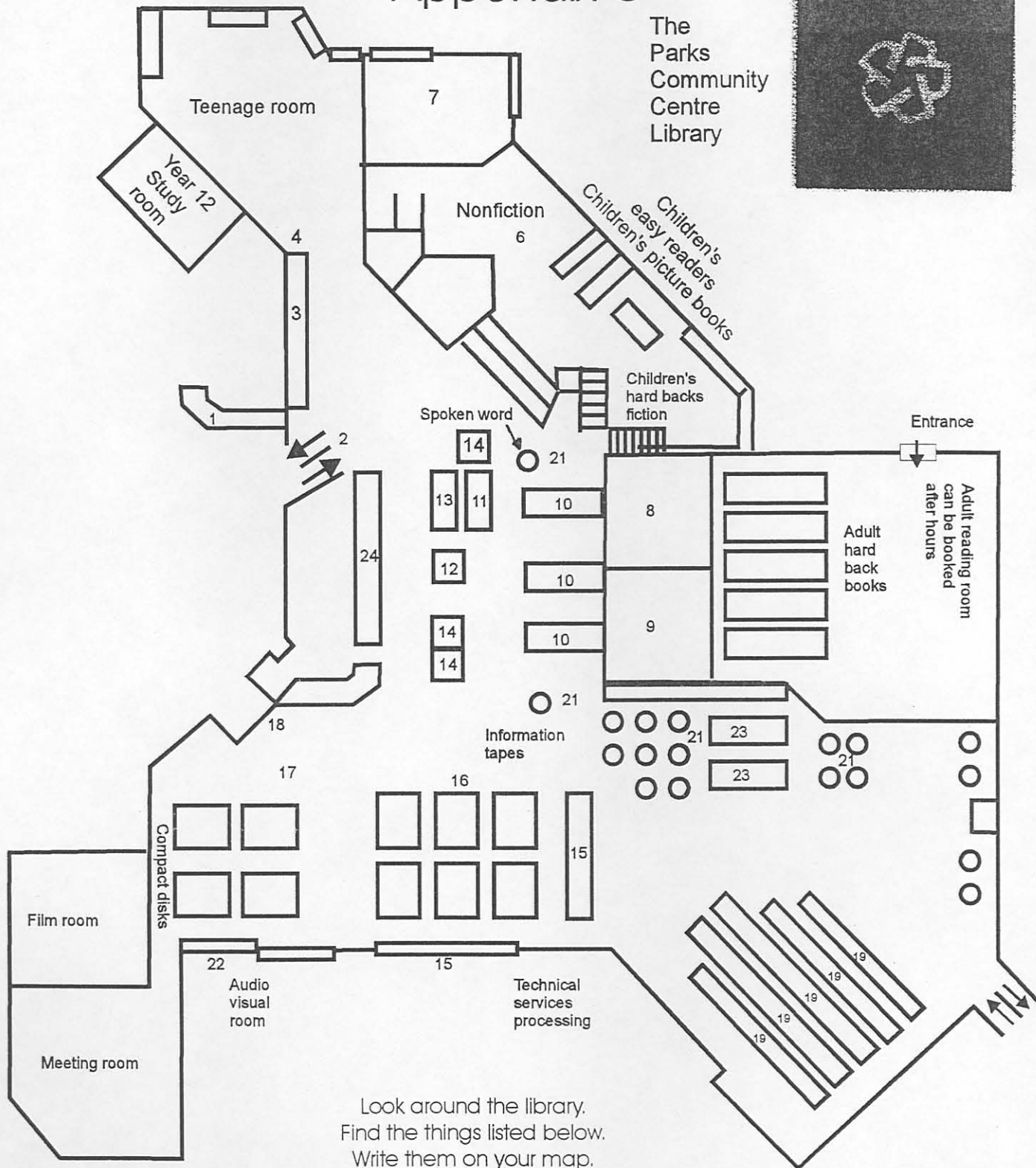
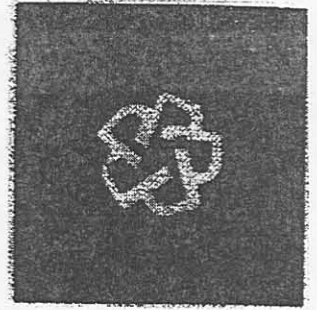
APPENDIX G

The Parks Community Centre Library

1. Introduction	2. Hallway
2.1. Overview	3. Catalogue terminal
2.2. Objectives	4. Reference
2.3. Scope	5. Research Area 1
2.4. Stakeholders	6. Research Area 2
2.5. Deliverables	7. Maps
2.6. Assumptions	8. Non-fiction
2.7. Risks	9. Fiction
2.8. Dependencies	10. Catalogue
2.9. Constraints	11. Videos
2.10. Summary	12. Community engagement
3. Methodology	13. Library desk
3.1. Research design	
3.2. Data collection	
3.3. Data analysis	
3.4. Ethical considerations	
3.5. Limitations	

Appendix G

The
Parks
Community
Centre
Library



Look around the library.
Find the things listed below.
Write them on your map.

- | | | | |
|-----|----------------------------|-----|---------------------|
| 1. | Information desk | 13. | Fish tank |
| 2. | Main entrance | 14. | Catalogue terminals |
| 3. | Magazines | 15. | Reference |
| 4. | Amstrad games computer | 16. | Research Area 1 |
| 5. | Teenage fiction | 17. | Research Area 2 |
| 6. | Children's library | 18. | Maps |
| 7. | Storytelling room | 19. | Non-fiction |
| 8. | Teacher librarians' office | 20. | Fiction |
| 9. | Computer room | 21. | Cassettes |
| 10. | Large print | 22. | Videos |
| 11. | Newspapers | 23. | Community language |
| 12. | Photocopier | 24. | Library desk |

APPENDIX H

Guidelines for School-community Libraries in Rural Areas in South Australia

Appendix H

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

MANAGEMENT AREAS	GUIDELINES
PLANNING COMMITTEE	During the planning process, a planning committee, representing all the participating bodies and practitioners, should be established before any architect is appointed, to investigate needs and to oversee implementation, taking into account relevant government policies.
SITE	The site should be easily accessible to all users.
	The site should be close to other facilities used by the profiled community.
	Where an education partner is involved, the library should preferably be on the edge of the educational institution so as to be convenient for the community and the institution.
	The site should have direct access to nearby parking for all kinds of vehicles. The parking area should be well-lit for after-hours use of the library by the public.
	Good signage is essential, both on site and in the environs.
	Access to buildings should be sheltered. Pathways should be provided.
	Access to the library for wheelchairs and pushers should be provided.
FACILITIES	<p>The combined library and information services should provide the following basic set of facilities:</p> <ul style="list-style-type: none"> • photocopying facilities • seminar, discussion and meeting space • access to computing hardware and software • typewriters and other office equipment, e.g. fax machines, calculators, staplers, laminating equipment

MANAGEMENT AREAS	GUIDELINES
	<ul style="list-style-type: none"> • access to resources from the Australian library network through fax facilities • quiet study and work areas.
	<p>A staff workroom is essential. It should:</p> <ul style="list-style-type: none"> • be large enough for the number of staff employed (at least five square metres per person); • be separate from the public areas and screened from public view; • allow some surveillance of public areas; • allow for trolleys to be wheeled in and out.
	<p>A separate staff room with eating/cooking facilities and separate toilet facilities should be provided, of sufficient size for the number of staff employed, particularly for use during after-hours shifts.</p>
	<p>Toilets for the public and the disabled should be available close to the library, with adequate after-hours access.</p>
	<p>A child-care restroom should also be available within close proximity of the library.</p>
	<p>A direct telephone line is essential.</p>
	<p>A pay telephone should be available close by.</p>
	<p>A secure, fireproof, after-hours return receptacle of suitable size should be provided.</p>
	<p>There should be loading access for mobile or home extension services vehicles.</p>
	<p>There should be an outside seating/activities area.</p>
DESIGN OF LIBRARY	<p>The building must comply with occupational health and safety acts, fire, safety, sanitary, and other state or local bylaws and regulations. It should provide appropriate access for disabled staff and users.</p>
	<p>The library space should be sufficient for at least five years' growth of all existing resources, including the addition of new technologies, taking into account regular rationalisation and weeding of the collection.</p>

MANAGEMENT AREAS	GUIDELINES
	The design should be flexible enough to adapt to changing circumstances.
	Lighting should be suitable for a variety of purposes, including shelving, study, reading, and viewing. This must be flexible enough to allow the re-arrangement of physical spaces. Natural lighting should be optimised. Glare on screens should be avoided.
	There should be adequate open space for the movement of people and materials.
	Space must be arranged in such a way that users can be assisted and supervised by staff.
	Reading and study areas should be sound-proofed against noise generated in busy areas.
	Additional shelving will be required for non-school stock.
	Adequate seating space should be provided for expected number of potential users.
	Furnishings should be attractive, durable and comfortable, and should attempt to accommodate the whole range of potential users.
	Desk space should be provided for public access terminals.
	There should be a separate room for audio-visual use.
	Clear sign posting and shelf marking should be provided within the library to enable users to find particular material.
	Where the library is on more than one level, lift or ramp access should be provided. Split levels should be avoided.
	All entrances and exits should be secure. The number of entrances and exits should be not too numerous to manage securely.

MANAGEMENT AREAS	GUIDELINES
	Sufficient well-distributed power points, to accommodate the wiring for audio-visual equipment and computer systems, and the necessary telephone lines (including at least one direct line for modem use) should be provided.
	Temperature and humidity should be controlled for the benefit of users, staff and library materials.
	The building should be carpeted.
	The circulation area should be designed to accommodate staff, equipment, stationery and materials, including reserved items. The design should incorporate the ergonomic use of equipment. An area should be provided for returns separate from the area for loans.
	Secure accommodation should be provided for material at risk.
FUNDING	School-community libraries are funded by the state government and by the local government authority. The state government contribution is made through the Department for Education and Children's Services (DECS) and through the Libraries Board of South Australia.
	The DECS provides the library facility, the teacher-librarian and some additional staff time determined by population size, as well as stock appropriate for a school library.
	The Libraries Board meets the cost of providing materials to the library at a monetary amount per head of population served.
	The state, through the Libraries Board, meets the full cost of the provision of centralised services, including acquisition, cataloguing and central collections of specialised materials. The most significant contribution is the provision of the state-wide Public Libraries Automated Information Network (PLAIN).
	In areas with no fully operative local government authority, the Libraries Board also meets the cost that would have otherwise been met by the local government authority.

MANAGEMENT AREAS	GUIDELINES
	<p>The local government authority contributes a minimum financial amount per thousand (or part thereof) of population in the council area (\$3,500 per thousand of population (or part thereof) in 1992-1993). This money may be used for funding, e.g. extra staffing, professional development, programmes or resources. Some councils choose to make contributions at greater than the minimum levels and/or contribute to special projects and provide non-financial support to the school-community library.</p>
PUBLIC LIBRARY STOCK	<p>The allocation of the book stock and other materials provided to the public library by the state library is determined by the annual <i>per capita</i> materials allocation established by the Libraries Board.</p>
MAINTENANCE COSTS	<p>The costs for lighting, heating, cleaning and building repairs, are borne by the DECS.</p>
STAFFING	<p>The DECS is responsible for the appointment and salary of additional support staff according to the following formula:</p> <ul style="list-style-type: none"> • a base of ten hours per week, plus • ten hours per week for the first eighteen hundred of population served or part thereof, plus • ten hours per week for the next eighteen hundred of population served or part thereof, to a maximum of 3,600, with an additional • one hour per week for every hour, in excess of six hours, that the library is open to the public after 18h00, or at weekends.
	<p>The DECS pays teacher-librarian time in accordance with the DECS's teacher-librarian staffing formula for the size and type of school housing the school-community library, but with a minimum of 0.5 of a post in primary schools, and 1.0 post in high schools.</p>
	<p>The school provides school support officer (SSO) time to the school-community library in addition to the community library assistant. The SSOs are allocated to schools according to a formula. Their deployment is the responsibility of the principal.</p>

MANAGEMENT AREAS	GUIDELINES
ROLES AND RESPONSIBILITIES	<p>Teacher-librarians play a key role in the development of information skills. Their principal role is to assist learners to become information literate by developing and facilitating learning and teaching strategies to achieve this aim.</p>
	<p>Within the school context, teacher-librarians</p> <ul style="list-style-type: none"> • promote, teach and utilise information literacy by <ul style="list-style-type: none"> ➤ planning units of work in collaboration with classroom teachers to enable learners to become information literate; ➤ team teaching and by evaluating the planned units of work; • provide for resource and information service needs of staff and learners; • utilise current and emerging information technologies to provide the widest possible range of information sources for the school community.
	<p>Within the school-community library context, teacher-librarians also</p> <ul style="list-style-type: none"> • manage the collection of information resources in response to the community's needs; • introduce the community to new and emerging information technologies, and assist them in utilising these technologies to meet their needs; • contribute to the cultural ethos of the community; • act on the recommendations of the Library Board of Management; • promote the school-community library and the activities of the local council to the local community; • participate in the state-wide public libraries network.

<i>MANAGEMENT AREAS</i>	<i>GUIDELINES</i>
	<p>Principals of schools incorporating school-community libraries should:</p> <ul style="list-style-type: none"> • manage the performance of all library staff; • contribute to the operation of the Library Board of Management; • understand, support and promote the unique service provided through the school-community library.
	<p>Support staff in school-community libraries work under the direction of the teacher-librarian to</p> <ul style="list-style-type: none"> • assist users in the selection and use of resources; • participate in the selection and maintenance of the information resources; • assist in the presentation and promotion of the school-community library.
AGREEMENTS	<p>The combined library must be managed in accordance with a formal agreement between the co-operating authorities. The agreement has to include:</p> <ul style="list-style-type: none"> • funding arrangements, covering initial capital and establishment costs, replacement costs, and recurrent costs. All parties' responsibilities and commitments, in relation to both initial and ongoing expenditure, have to be clearly defined. The agreement should be regularly reviewed and evaluated; • details relating to the establishment, structure and powers of the Library Board of Management; • matters relating to the building, e.g. the size, which should, at least, be the sum of the floor areas of the separate facilities; and the need for spaces and equipment for different uses by different groups; • the conditions of ownership of land, buildings and materials;
	<ul style="list-style-type: none"> • responsibility for insurance and maintenance; • the process for resolving conflict within the Library Board of Management; • the means for identifying the total staffing needs and the contributions of each partner;

MANAGEMENT AREAS	GUIDELINES
	<ul style="list-style-type: none"> • the process for evaluation of the services; • the process for changing or terminating the agreement; • the arrangements for the disposal or alternative use of the venue; • details of the land and plans, attached as a schedule (if the joint-use library and information service involves a new building).
MANAGEMENT BODY	<p>The school-community library is administered at the local level by a Library Board of Management, which develops ongoing policy for its operation, determines goals and budget priorities, and manages its affairs within the Guidelines.</p>
	<p>The local Library Board of Management should operate under a formal constitution based on the model provided by the School Community Libraries Committee.</p>
	<p>The Library Board of Management should determine policy rather than become involved in administration.</p>
	<p>The Board has a responsibility to develop, maintain and monitor a strategic plan which reflects the relevant priorities of the local government authority and the school.</p>
	<p>The Board should ensure that the community has a co-ordinated and focused plan, relating to information provision, there needs to be full and continuing consultation between all the bodies represented on the Board.</p>
	<p>The composition of the Library Board of Management must include the school principal (or his nominee), and the teacher-librarian, as executive officer, together with members of the school community and nominees of local government. Any library staff, including teacher-librarians, may attend Board meetings, but only in an <i>ex-officio</i>, non-voting capacity.</p>
	<p>The local Board of Management elects its own chairperson, but it is recommended that the chairperson not be an employee of either DECS or of the local council involved.</p>

MANAGEMENT AREAS	GUIDELINES
	Duration of office for elected or nominated members of the Library Board of Management should be for definite periods as determined locally.
FUNCTIONS OF MANAGING BODY	<p>The Board in consultation with the teacher-librarian</p> <ul style="list-style-type: none"> • determines the hours of public use; • monitors the staffing requirements for the library and makes recommendations for additional staff to DECS; • is represented on the interviewing panel for the employment of the community library assistant(s); • promotes the library in the community; • determines the library needs of the local community and makes appropriate decisions about the library service; • determines and manages the library's operating budget; • provides for community access to information; • submits audited statements of expenditure to the Libraries Board and local government authority annually; • provides statistical reports to the Libraries Board and local government authority as required; • meets regularly, at least once per school term, to consider the business of the school-community library and to plan for future development; • reviews annually the operation of the library and implements changes as required within the framework of the Guidelines; • consults with and reports back to the bodies which they represent.
LINES OF AUTHORITY	The teacher-librarian is responsible to the local Library Board of Management and to the principal of the school for different aspects of the management of the library.
	There should be direct two-way communication between the teacher-librarian in charge and PLAIN

MANAGEMENT AREAS	GUIDELINES
	Central Services (the body which acts for the Libraries Board of South Australia).
	The community library assistant is responsible to the teacher-librarian for carrying out the policy of the library in relation to the public.
	The library's school support officer is responsible to the teacher-librarian for carrying out the policy of the library in relation to the school community.
ADMINISTRATION AND ORGANISATION	A school-community library policy and procedures manual, ratified by staff and the Board and presented to the local government authority, should be maintained.
	School library stock should be supplied and maintained as for a normal school library. The school principal, on the advice of the teacher-librarian, will be responsible for determining the level of availability to the public of school materials, including determining whether parts of the school library stock will temporarily be unavailable or available only for short term loan.
	The teacher-librarian will be responsible for exercising normal professional discretion in issuing adult books to children.
SELECTION OF PUBLIC LIBRARY MATERIALS	Library materials are selected, according to a purchasing budget determined by the funding arrangements, by each school-community library from the collated and annotated publication information which is prepared by staff at PLAIN Central Services and made available on PLAIN. The librarian ensures a balanced selection, taking into account local needs.
COLLECTION DEVELOPMENT	Funding provided by the Libraries Board is primarily designed to enable the acquisition of materials not represented in the normal age group for the school, i.e. it is not intended to replace the provision of regular materials for the school's normal curriculum requirements.
	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 meeting immediate needs. Newspapers, periodicals and audio cassettes (other

MANAGEMENT AREAS	GUIDELINES
	than talking books) are not available through the centralised purchase service on PLAIN.
CATALOGUING	Selected materials for stock to be catalogued are compiled into central orders and acquired and paid for by PLAIN Central Services. The cataloguing records are verified or created centrally, and cataloguing products are provided to the library.
HOURS OF OPENING	Hours of opening for the public, outside of school hours, will be decided by the local Library Board of Management. School-community libraries will be accessible to the public during normal school hours and for an additional six hour per week (minimum) at times which will ensure community accessibility to the library.
	The opening times should meet the needs of the local community.
LIBRARY MEMBERSHIP	In general, there would be no restriction on membership of a school-community library, but the local Library Board of Management would have the right to cancel membership if the regulations under the Libraries Act, 1982, are infringed.
USER FEES	Membership will be without charge, but, where in the opinion of the local Library Board of Management it is necessary, charges may be made for additional services.
LOST MATERIALS	Borrowers would be held responsible, by the local Library Board of Management, for library materials lost or damaged.
INTERLIBRARY LOANS	Materials acquired through PLAIN Central Services are placed on PLAIN and are available to all public libraries in South Australia. The school-community library is expected to respond to requests for interlibrary loans, or in the case of the State Library, document delivery, from its collection, in accordance with the Chief Librarians Association of South Australia Inter-Library Loans Policy.
	The school-community library has the right to access the collections of all public libraries in the state, including the State Library, and may request interlibrary loans.

MANAGEMENT AREAS	GUIDELINES
OWNERSHIP OF PUBLIC LIBRARY MATERIALS	Materials purchased through the PLAIN Central Services are the property of the Libraries Board of South Australia.
SERVICES	The school-community library service will provide services appropriate to its community as defined in its profile, taking into consideration the resources available from PLAIN.
	<p>To meet the information needs of its users, the library should offer the following directly or through the wider interlibrary loan network:</p> <ul style="list-style-type: none"> • print materials (including periodicals), audio-visual items and computer software; • information services, including dictionaries, encyclopaedias, and access to databases (including online resources), and a current awareness service; user education; • information literacy instruction to school learners; • other services required by the user group, e.g. local history, toy library, special collections, and community information services.
	All library materials, other than general reference and special collections, should be available on loan to any eligible borrower, unless otherwise determined by the librarian in charge.
	Public and school library materials should be integrated.
DEPOTS OR DELIVERY POINTS	Additional service points of the main school-community library, with the purpose of improving community access in areas remote from the main library, are to be encouraged, but no additional state contribution for the operation of such depots or remote service points is allocated. These services are entirely at the discretion of the local government authority and the Library Board of Management and should be planned and managed to meet local needs.
	The operation of depots could function as a block loan system, operating in the same way as a service to a local hospital or retirement home.

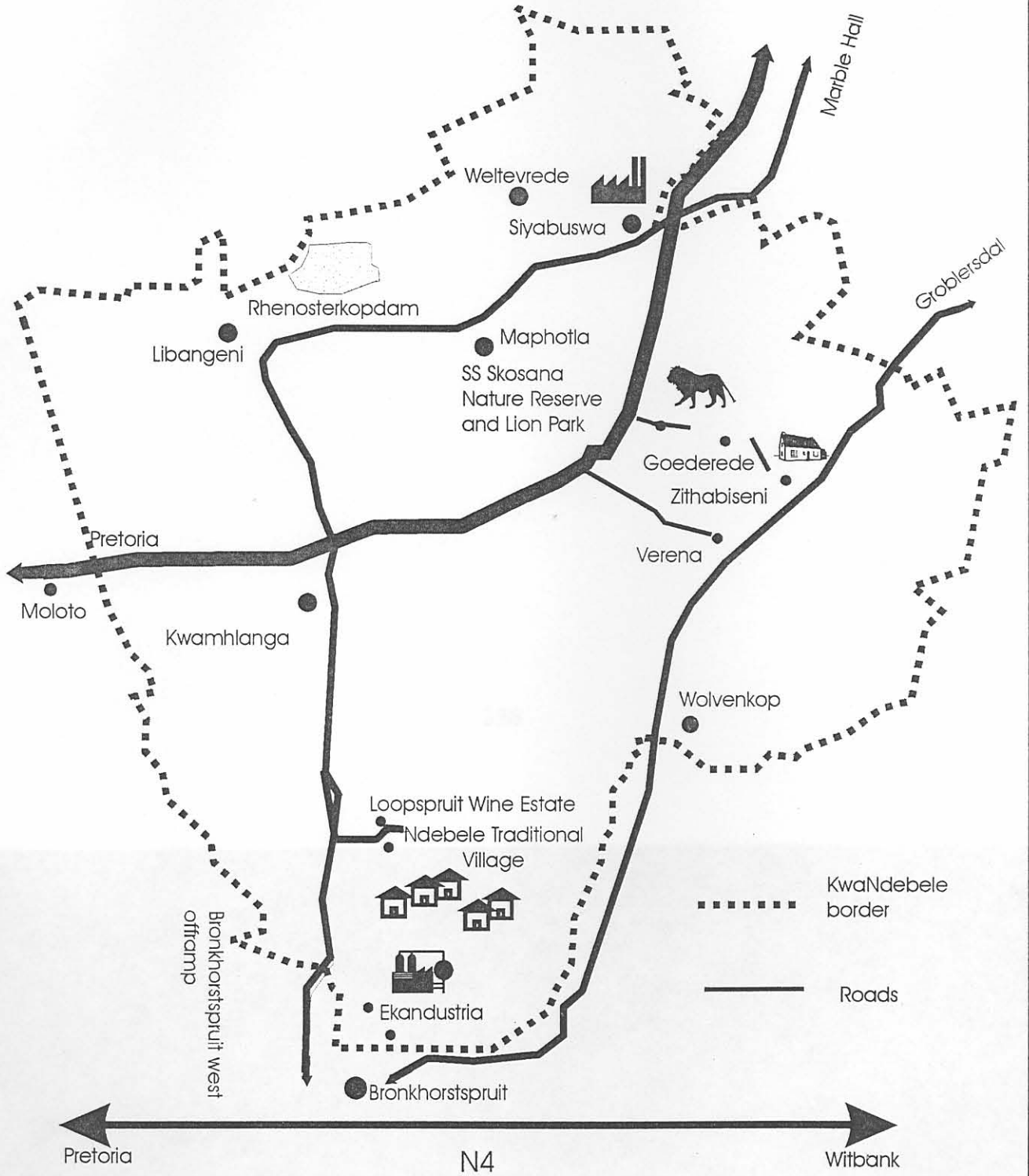
<i>MANAGEMENT AREAS</i>	<i>GUIDELINES</i>
TRANSPORT OF LIBRARY MATERIALS	DECS school buses cannot be used for the transport of library books and materials.
PROFESSIONAL DEVELOPMENT	<p>The school-community library is a participant in both DECS and the public libraries network.</p> <p>In order to maintain awareness of developments in public libraries, it is expected that the school will give high priority to the teacher-librarian's attendance at Chief Librarians Association of South Australia quarterly meetings, regional meetings, and other professional enhancing activities, in addition to DECS training and development programmes.</p>
	The local Library Board of Management should budget for an appropriate level of funding to support training and development.
	The teacher-librarian, community library assistant and school support officer should undertake full training in the use of the Public Libraries Automated Information Network (PLAIN) which is offered by PLAIN Central Services
	Within the school, the teacher-librarian and other library staff should be given equal opportunity with other school staff members for appropriate training and development.
	Newly appointed principals to a school with a school-community library, without experience of this type of community involvement, should procure appropriate information sessions about the role of school-community libraries from PLAIN Central Services. Regular forums will be held to provide information.
IN-SERVICE TRAINING	Newly appointed teacher-librarians will be required to undergo a short in-service training course conducted by PLAIN Central Services. Arrangements have to be made for library support staff, and their designated "backup", to receive similar in-service training.
	Because the school support officer's (SSO) role in a school library is a specialised one, appropriate hands-on training has to be provided, and should include in areas such using the PLAIN system, the Internet, and other databases and resources available through the state-wide network.

MANAGEMENT AREAS	GUIDELINES
SERVICE CONDITIONS OF STAFF	Support staff employed as school-community library assistants are required to work flexible hours, including evenings, weekends and school vacations. They will be employed for forty-eight weeks of the year, and during their four weeks' annual leave, a replacement will be employed under the same conditions. Annual leave cannot be taken by community library assistants during school vacations, unless a substitute with appropriate training and skills is employed.
INSURANCE	The local government authority is responsible for the insurance of the public library materials in the library. The Libraries Board expects that the public library stock of the library be insured for two thirds of its replacement cost.
	For insurance and other purposes, it is essential that the Board of Management seeks a local definition of the school day from the School Council. This is likely to be defined as the hours during which school staff are on duty at the school. These hours should coincide with the time for which the school accepts responsibility for learners.
	The local government authority must provide public liability insurance for the time that the library is open outside of the defined school day, which will include school holidays.
	The local government authority must ensure that the library is specifically included as a council facility in their public liability insurance.
PERMANENT CLOSURE	In the event of it being necessary to consider closing a school-community library, written notice must be given to all stake-holders party to the original agreement at least nine months before the proposed closure.

APPENDIX I

Map of KwaNdebele

KwaNdebele



APPENDIX J





Map of Wolwekraal (Maphotla) Schools

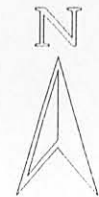
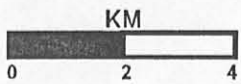
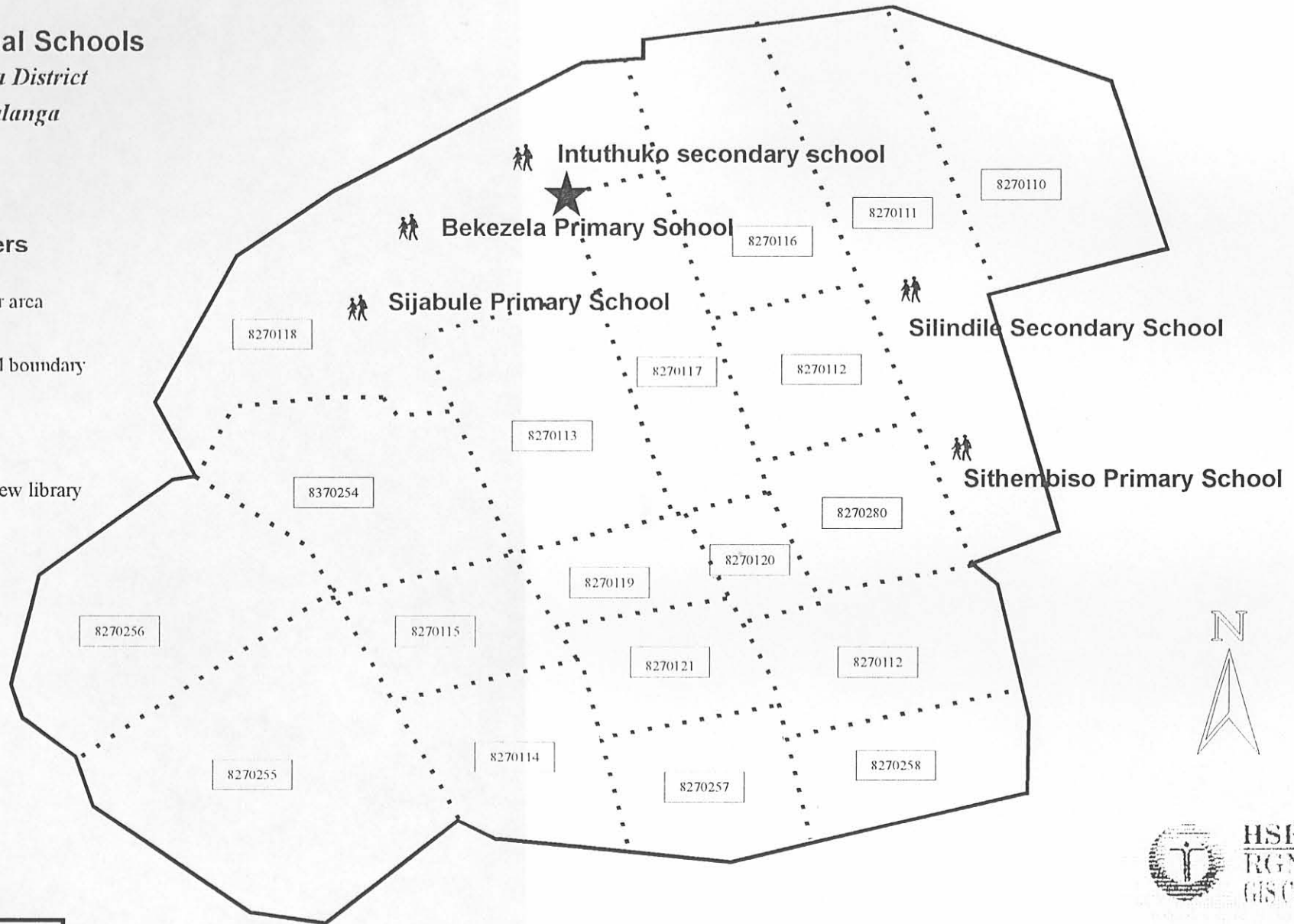
Wolwekraal Schools

Mdutjana District

Mpumalanga

Layers

-  Enumerator area
-  Wolwekraal boundary
-  Schools
-  Proposed new library



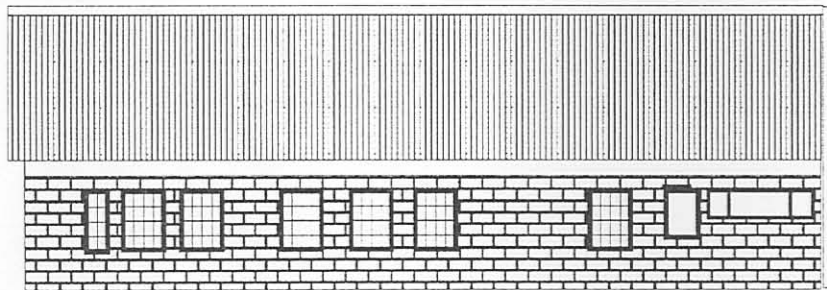
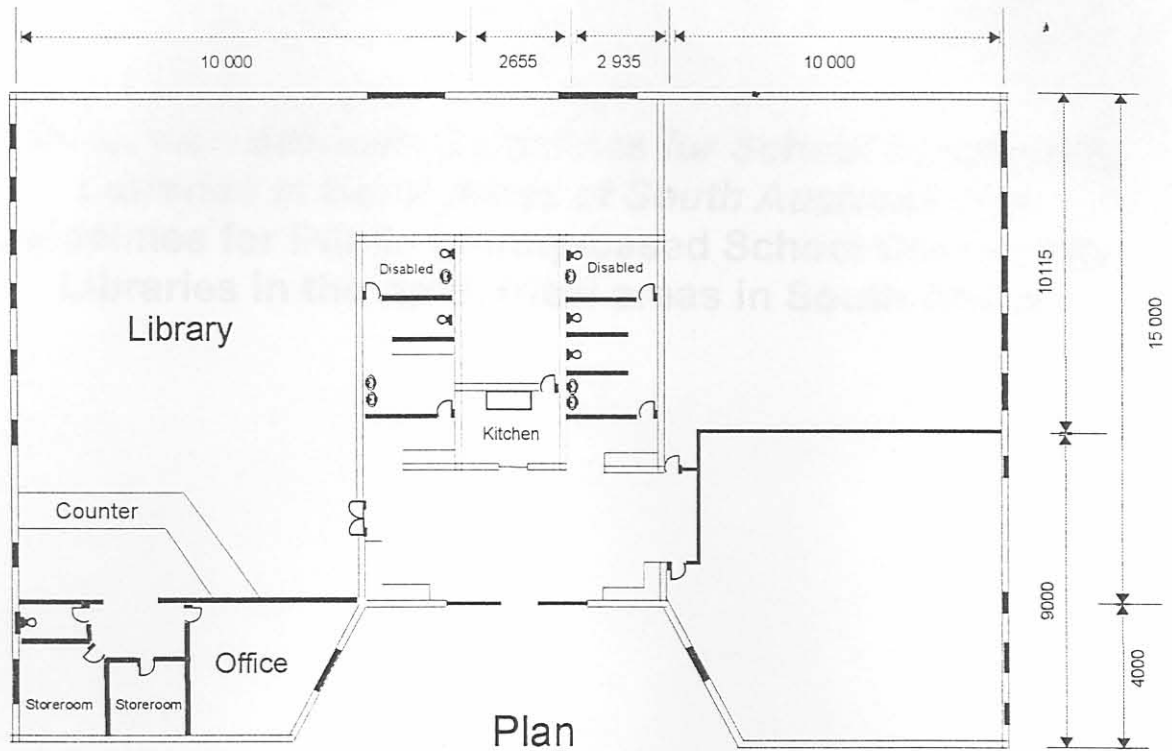
Appendix J

APPENDIX K

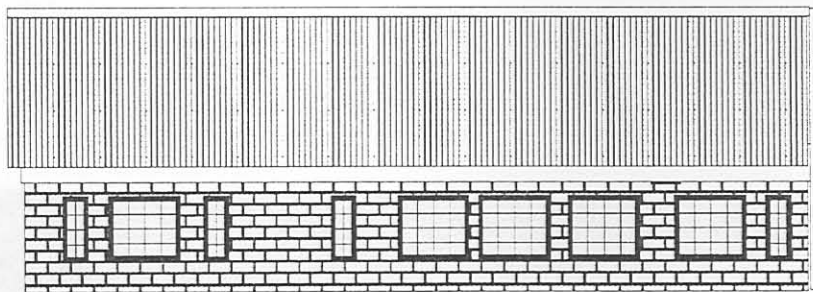
Plan of new Library for Maphotla Community

East Elevation

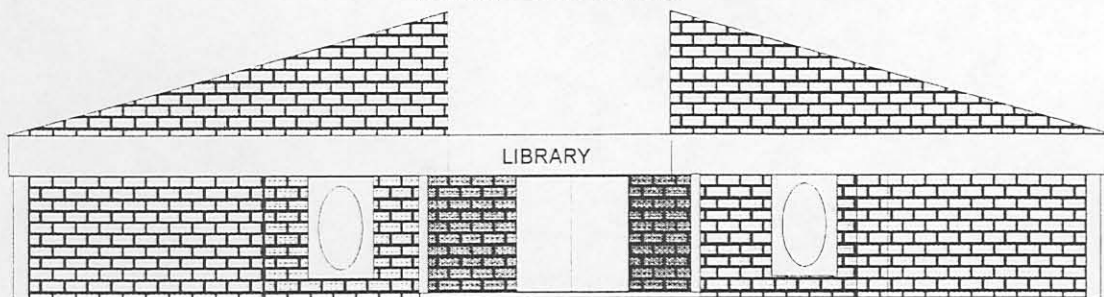
South Elevation



West Elevation



East Elevation



South Elevation

APPENDIX L

Comparison between *Guidelines for School Community Libraries in Rural Areas of South Australia* and *Guidelines for Public Library-based School Community Libraries in the rural, tribal areas in South-Africa*

Appendix L

Comparison between *Guidelines for school-community libraries in rural areas of South Australia* and *Guidelines for public library-based school-community libraries in rural, tribal areas in South Africa*

MANAGEMENT AREAS	GUIDELINES FOR SCHOOL-COMMUNITY LIBRARIES IN RURAL AREAS OF SOUTH AUSTRALIA	GUIDELINES FOR PUBLIC LIBRARY-BASED SCHOOL-COMMUNITY LIBRARIES IN RURAL, TRIBAL AREAS IN SOUTH AFRICA
PLANNING COMMITTEE	During the planning process, a planning committee, representing all the participating bodies and practitioners, should be established before any architect is appointed, to investigate needs and to oversee implementation, taking into account relevant government policies.	During the planning process, a planning committee, representing all stakeholders, should be established to analyse all the details, collected during the information gathering process, and to monitor the implementation, of the library, taking into account the expressed needs of the community and all relevant government policies.
SITE	The site should be easily accessible to all users.	The library should be centrally located within the area of the educational cluster, consisting of primary and secondary schools, and in the residential area.
	The site should be close to other facilities used by the profiled community.	The library should, ideally be grouped with crèches, clinics, adult education centres, and skills training centres.
	Where an education partner is involved, the library should preferably be on the edge of the educational institution so as to be convenient for	All components of the cluster must be within ten minutes walking distance of one another (i.e. within a 750 m periphery, centrally located in the

MANAGEMENT AREAS	GUIDELINES FOR SCHOOL-COMMUNITY LIBRARIES IN RURAL AREAS OF SOUTH AUSTRALIA	GUIDELINES FOR PUBLIC LIBRARY-BASED SCHOOL-COMMUNITY LIBRARIES IN RURAL, TRIBAL AREAS IN SOUTH AFRICA
	the community and the institution.	residential area, near important roads, and close to public transport (railway station, bus and taxi routes).
	The site should have direct access to nearby parking for all kinds of vehicles. The building and the parking area should be well-lit for after-hours use of the library by the public.	The entrances of the building and the parking area should be well-lit for after-hours use of the library by the public.
	Good signage is essential, both on site and in the environs.	Good signage is essential, both on site and in the environs.
	Access to buildings should be sheltered. Pathways should be provided.	Pathways to the building should be provided
	Access to the library for wheelchairs and pushers should be provided.	Access to the library for wheelchairs and pushers should be provided.

MANAGEMENT AREAS	GUIDELINES FOR SCHOOL-COMMUNITY LIBRARIES IN RURAL AREAS OF SOUTH AUSTRALIA	GUIDELINES FOR PUBLIC LIBRARY-BASED SCHOOL-COMMUNITY LIBRARIES IN RURAL, TRIBAL AREAS IN SOUTH AFRICA
FACILITIES	<p>The combined library and information services should provide the following basic set of facilities:</p> <ul style="list-style-type: none"> • photocopying facilities • seminar, discussion and meeting space • access to computing hardware and software • typewriters and other office equipment, e.g. fax machines, calculators, staplers, laminating equipment • access to resources from the Australian library network through fax facilities • quiet study and work areas. 	<p>The combined library should provide the following basic set of facilities:</p> <ul style="list-style-type: none"> • circulation space • a reference section • an office for staff • storing space • an activity room for pre-schoolers • an area for group activities • table space for group and individual study • an area for the use of audio-visual equipment • a community meeting place • an area for electronic facilities, such as word processing, the transmission of faxes and e-mail, and Internet access to conduct information searches.

MANAGEMENT AREAS	<i>GUIDELINES FOR SCHOOL-COMMUNITY LIBRARIES IN RURAL AREAS OF SOUTH AUSTRALIA</i>	<i>GUIDELINES FOR PUBLIC LIBRARY-BASED SCHOOL-COMMUNITY LIBRARIES IN RURAL, TRIBAL AREAS IN SOUTH AFRICA</i>
	<p>A staff workroom is essential. It should:</p> <ul style="list-style-type: none"> • be large enough for the number of staff employed (at least five square metres per person); • be separate from the public areas and screened from public view; • allow some surveillance of public areas; • allow for trolleys to be wheeled in and out. 	<p>A staff workroom is essential. It should:</p> <ul style="list-style-type: none"> • be large enough for the number of staff employed; • be separate from the public areas and screened from public view; • allow some surveillance of public areas; • allow for trolleys to be wheeled in and out.
	<p>A separate staff room with eating/cooking facilities and separate toilet facilities should be provided, of sufficient size for the number of staff employed, particularly for use during after-hours shifts.</p>	<p>A separate staff room with eating/cooking facilities and separate toilet facilities should be provided, of sufficient size for the number of staff employed, particularly for use during after-hours shifts.</p>
	<p>Toilets for the public and the disabled should be available close to the library, with adequate after-hours access.</p>	<p>Toilets for the public and the disabled should be available close to the library, with adequate after-hours access</p>
	<p>A child-care restroom should also be available within close proximity of the library.</p>	<p>A child-care restroom should also be available within close proximity of the library.</p>
	<p>A direct telephone line is essential.</p>	<p>A direct telephone line is essential.</p>

MANAGEMENT AREAS	GUIDELINES FOR SCHOOL-COMMUNITY LIBRARIES IN RURAL AREAS OF SOUTH AUSTRALIA	GUIDELINES FOR PUBLIC LIBRARY-BASED SCHOOL-COMMUNITY LIBRARIES IN RURAL, TRIBAL AREAS IN SOUTH AFRICA
	A pay telephone should be available close by.	A pay telephone should be available close by.
	A secure, fireproof, after-hours return receptacle of suitable size should be provided.	A secure, fireproof, after-hours return receptacle of suitable size should be provided.
	There should be loading access for mobile or home extension services vehicles.	There should be loading access for mobile library vehicles.
	There should be an outside seating/activities area.	There should be an outside seating/activities area.
DESIGN OF LIBRARY	The building must comply with occupational health and safety acts, fire, safety, sanitary, and other state or local bylaws and regulations. It should provide appropriate access for disabled staff and users.	The building must comply with occupational health and safety acts, fire, safety, sanitary, and other state or local bylaws and regulations. It should provide appropriate access for disabled staff and users.
	The library space should be sufficient for at least five years' growth of all existing resources, including the addition of new technologies, taking into account regular rationalisation and weeding of the collection.	The size of the library should be determined after a complete community survey has been conducted. The library must be large enough to provide for the programmes and services required by the schools and the community. Provision has to be made for one or two separate rooms for information literacy education classes. These classrooms have to be large enough to accommodate whole classes from the cluster schools, and have outside doors

MANAGEMENT AREAS	GUIDELINES FOR SCHOOL-COMMUNITY LIBRARIES IN RURAL AREAS OF SOUTH AUSTRALIA	GUIDELINES FOR PUBLIC LIBRARY-BASED SCHOOL-COMMUNITY LIBRARIES IN RURAL, TRIBAL AREAS IN SOUTH AFRICA
		in order to be accessible outside of school and public library hours. These rooms could double as study rooms and meeting rooms in the evening for community groups.
	The design should be flexible enough to adapt to changing circumstances.	The building plan has to be flexible enough to accommodate provision for additions in the building, in case of an expansion of services or an increase in the population.
	Lighting should be suitable for a variety of purposes, including shelving, study, reading, and viewing. This must be flexible enough to allow the re-arrangement of physical spaces. Natural lighting should be optimised. Glare on screens should be avoided.	Lighting should be suitable for a variety of purposes, including shelving, study, reading, and viewing. This must be flexible enough to allow the re-arrangement of physical spaces. Natural lighting should be optimised. Glare on screens should be avoided.
	There should be adequate open space for the movement of people and materials.	There should be adequate open space for the movement of people and materials.
	Space must be arranged in such a way that users can be assisted and supervised by staff.	Space must be arranged in such a way that users can be assisted and supervised by staff.
	Reading and study areas should be sound-proofed against noise generated in busy areas.	Reading and study areas should be sound-proofed against noise generated in busy areas.

MANAGEMENT AREAS	GUIDELINES FOR SCHOOL-COMMUNITY LIBRARIES IN RURAL AREAS OF SOUTH AUSTRALIA	GUIDELINES FOR PUBLIC LIBRARY-BASED SCHOOL-COMMUNITY LIBRARIES IN RURAL, TRIBAL AREAS IN SOUTH AFRICA
	Additional shelving will be required for non-school stock.	Shelving must be sufficient for public and school library stock.
	Adequate seating space should be provided for expected number of potential users.	Adequate seating space should be provided for expected number of potential users.
	Furnishings should be attractive, durable and comfortable, and should attempt to accommodate the whole range of potential users.	Furnishings should be attractive, durable and comfortable, and should attempt to accommodate the whole range of potential users.
	Desk space should be provided for public access terminals.	Desk space should be provided for public access terminals.
	There should be a separate room for audio-visual use.	There should be a separate room for audio-visual use.
	Clear sign posting and shelf marking should be provided within the library to enable users to find particular material.	Clear sign posting and shelf marking should be provided within the library to enable users to find particular material. Provision must be made for the needs of non- and newly-literature users.
	Where the library is on more than one level, lift or ramp access should be provided. Split levels should be avoided.	Not applicable

MANAGEMENT AREAS	<i>GUIDELINES FOR SCHOOL-COMMUNITY LIBRARIES IN RURAL AREAS OF SOUTH AUSTRALIA</i>	<i>GUIDELINES FOR PUBLIC LIBRARY-BASED SCHOOL-COMMUNITY LIBRARIES IN RURAL, TRIBAL AREAS IN SOUTH AFRICA</i>
	All entrances and exits should be secure. The number of entrances and exits should be not too numerous to manage securely.	All entrances and exits should be secure. The number of entrances and exits should be not too numerous to manage securely.
	Sufficient well-distributed power points, to accommodate the wiring for audio-visual equipment and computer systems, and the necessary telephone lines (including at least one direct line for modem use) should be provided.	Sufficient well-distributed power points, to accommodate the wiring for audio-visual equipment and computer systems, and the necessary telephone lines (including at least one direct line for modem use) should be provided.
	Temperature and humidity should be controlled for the benefit of users, staff and library materials.	There should be good air circulation in the library.
	The building should be carpeted.	The story-hour area should be carpeted.
	The circulation area should be designed to accommodate staff, equipment, stationery and materials, including reserved items. The design should incorporate the ergonomic use of equipment. An area should be provided for returns separate from the area for loans.	The circulation area should be designed to accommodate staff, equipment, stationery and materials, including reserved items. The design should incorporate the ergonomic use of equipment. An area should be provided for returns separate from the area for loans.
	Secure accommodation should be provided for material at risk.	Secure accommodation should be provided for material at risk.

MANAGEMENT AREAS	<i>GUIDELINES FOR SCHOOL-COMMUNITY LIBRARIES IN RURAL AREAS OF SOUTH AUSTRALIA</i>	<i>GUIDELINES FOR PUBLIC LIBRARY-BASED SCHOOL-COMMUNITY LIBRARIES IN RURAL, TRIBAL AREAS IN SOUTH AFRICA</i>
FUNDING	School-community libraries are funded by the state government and by the local government authority. The state government contribution is made through the Department for Education and Children's Services (DECS) and through the Libraries Board of South Australia.	Public library-based school-community libraries are funded by the provincial LIS and provincial PED with contributions from the community and parents.
	The DECS provides the library facility, the teacher-librarian and some additional staff time determined by population size, as well as stock appropriate for a school library.	The PED provides the library facility, the public library stock, and the salary for the librarian in charge if the local council does not have the means to pay for that. The SGBs of the cluster schools budget for the school library stock.
	The Libraries Board meets the cost of providing materials to the library at a monetary amount per head of population served.	The provincial LIS develops the resource collection of the library. Different practices are followed when allocating resources. The formula used for determining the allocation could take into account factors, such as redress, accelerated development, and also performance indicators. A grading system could be used to determine the allocation of funds for resources.
	The state, through the Libraries Board, meets the full cost of the provision of centralised services, including acquisition, cataloguing and central collections of specialised materials. The most significant contribution is the provision of	The provincial LIS provides central support, such as professional advisory services, e.g. a cataloguing, classification and processing service; a collection appraisal and development service; guidance with respect to organising

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	the state-wide Public Libraries Automated Information Network (PLAIN).	collections, database design, user surveys, information needs assessment, and questionnaire development. Other services could include: an abstracting and indexing, or clipping service; support for literature searching, repackaging of information, and the rendering of a government information services; as well as library management services.
	In areas with no fully operative local government authority, the Libraries Board also meets the cost that would have otherwise been met by the local government authority.	In areas with no fully operative local government authority, the provincial LIS meets the cost that would have otherwise been met by the local government authority.
	The local government authority contributes a minimum financial amount per thousand (or part thereof) of population in the council area (\$3,500 per thousand of population (or part thereof) in 1992-1993). This money may be used for funding, e.g. extra staffing, professional development, programmes or resources. Some councils choose to make contributions at greater than the minimum levels and/or contribute to special projects and provide non-financial support to the school-community library.	The local government authority contributes a minimum financial amount to the library as agreed upon in the joint-use agreement.

MANAGEMENT AREAS	GUIDELINES FOR SCHOOL-COMMUNITY LIBRARIES IN RURAL AREAS OF SOUTH AUSTRALIA	GUIDELINES FOR PUBLIC LIBRARY-BASED SCHOOL-COMMUNITY LIBRARIES IN RURAL, TRIBAL AREAS IN SOUTH AFRICA
	the state-wide Public Libraries Automated Information Network (PLAIN).	collections, database design, user surveys, information needs assessment, and questionnaire development. Other services could include: an abstracting and indexing, or clipping service; support for literature searching, repackaging of information, and the rendering of a government information services; as well as library management services.
	In areas with no fully operative local government authority, the Libraries Board also meets the cost that would have otherwise been met by the local government authority.	In areas with no fully operative local government authority, the provincial LIS meets the cost that would have otherwise been met by the local government authority.
	The local government authority contributes a minimum financial amount per thousand (or part thereof) of population in the council area (\$3,500 per thousand of population (or part thereof) in 1992-1993). This money may be used for funding, e.g. extra staffing, professional development, programmes or resources. Some councils choose to make contributions at greater than the minimum levels and/or contribute to special projects and provide non-financial support to the school-community library.	The local government authority contributes a minimum financial amount to the library as agreed upon in the joint-use agreement.

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PUBLIC LIBRARY STOCK	The allocation of the book stock and other materials provided to the public library by the state library is determined by the annual <i>per capita</i> materials allocation established by the Libraries Board.	Not applicable
MAINTENANCE COSTS	The costs for lighting, heating, cleaning and building repairs, are borne by the DECS.	The costs for lighting, heating, cleaning and minor building repairs, are borne by the local council unless the provincial LIS has agreed to bear the costs.
STAFFING	<p>The DECS is responsible for the appointment and salary of additional support staff according to the following formula:</p> <ul style="list-style-type: none"> • a base of ten hours per week, plus • ten hours per week for the first eighteen hundred of population served or part thereof, plus • ten hours per week for the next eighteen hundred of population served of part thereof, to a maximum of 3,600, with an additional 	The local government would normally pay the salary of the librarian in charge.

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	<ul style="list-style-type: none"> one hour per week for every hour, in excess of six hours, that the library is open to the public after 18h00, or at weekends. 	
	<p>The DECS pays teacher-librarian time in accordance with the DECS's teacher-librarian staffing formula for the size and type of school housing the school-community library, but with a minimum of 0.5 of a post in primary schools, and 1.0 post in high schools.</p>	<p>The PED pays the salaries of the teachers whose services are assigned on a part-time basis to the library. The staff hours assigned to the library by each school will be determined by the SMTs and SGBs of the cluster schools and must be sufficient to provide for the services to the learners and teachers of each school and for the instruction of information literacy for all classes of the cluster schools.</p>
	<p>The school provides school support officer (SSO) time to the school-community library in addition to the community library assistant. The SSOs are allocated to schools according to a formula. Their deployment is the responsibility of the principal.</p>	<p>The local community pays for the salaries of the library assistants, and will, alternatively, provide volunteer staffing to the library.</p>

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ROLES AND RESPONSIBILITIES	Teacher-librarians play a key role in the development of information skills. Their principal role is to assist learners to become information literate by developing and facilitating learning and teaching strategies to achieve this aim.	Teacher-librarians play a key role in the development of information skills. Their principal role is to assist learners to become information literate by developing and facilitating learning and teaching strategies to achieve this aim.
	<p>Within the school context, teacher-librarians</p> <ul style="list-style-type: none"> • promote, teach and utilise information literacy by <ul style="list-style-type: none"> ➤ planning units of work in collaboration with classroom teachers to enable learners to become information literate; ➤ team teaching and by evaluating the planned units of work; • provide for resource and information service needs of staff and learners; • utilise current and emerging information technologies to provide the widest possible range of information sources for the school community. 	<p>Within the school context, teacher-librarians</p> <ul style="list-style-type: none"> • promote, teach and utilise information literacy by <ul style="list-style-type: none"> ➤ planning units of work in collaboration with classroom teachers to enable learners to become information literate; ➤ team teaching and by evaluating the planned units of work; • provide for resource and information service needs of staff and learners; • utilise current and emerging information technologies to provide the widest possible range of information sources for the school community.

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	<p>Within the school-community library context, teacher-librarians also</p> <ul style="list-style-type: none"> • manage the collection of information resources in response to the community's needs; • introduce the community to new and emerging information technologies, and assist them in utilising these technologies to meet their needs; • contribute to the cultural ethos of the community; • act on the recommendations of the Library Board of Management; • promote the school-community library and the activities of the local council to the local community; • participate in the state-wide public libraries network. 	<p>Within the school-community library context, the teachers or teacher-librarians also assists the librarian to</p> <ul style="list-style-type: none"> • manage the collection of information resources in response to the community's needs; • introduce the community to new and emerging information technologies, and assist them in utilising these technologies to meet their needs; • contribute to the cultural ethos of the community; • act on the recommendations of the library management body; • promote the school-community library and the activities of the local council to the local community;

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	<p>Principals of schools incorporating school-community libraries should:</p> <ul style="list-style-type: none"> • manage the performance of all library staff; • contribute to the operation of the Library Board of Management; • understand, support and promote the unique service provided through the school-community library. 	<p>Principals of schools incorporating school-community libraries should:</p> <ul style="list-style-type: none"> • manage the performance of all library staff; • contribute to the operation of the library management body, e.g. the Library Committee; • understand, support and promote the unique service provided through the school-community library.
	<p>Support staff in school-community libraries work under the direction of the teacher-librarian to</p> <ul style="list-style-type: none"> • assist users in the selection and use of resources; • participate in the selection and maintenance of the information resources; • assist in the presentation and promotion of the school-community library. 	<p>Support staff in school-community libraries work under the direction of the librarian to</p> <ul style="list-style-type: none"> • assist users in the selection and use of resources; • participate in the selection and maintenance of the information resources; • assist in the presentation and promotion of the school-community library in the community.

MANAGEMENT AREAS	<i>GUIDELINES FOR SCHOOL-COMMUNITY LIBRARIES IN RURAL AREAS OF SOUTH AUSTRALIA</i>	<i>GUIDELINES FOR PUBLIC LIBRARY-BASED SCHOOL-COMMUNITY LIBRARIES IN RURAL, TRIBAL AREAS IN SOUTH AFRICA</i>
AGREEMENTS	<p>The combined library must be managed in accordance with a formal agreement between the co-operating authorities. The agreement has to include:</p> <ul style="list-style-type: none"> • funding arrangements, covering initial capital and establishment costs, replacement costs, and recurrent costs. All parties' responsibilities and commitments, in relation to both initial and ongoing expenditure, have to be clearly defined. The agreement should be regularly reviewed and evaluated; • details relating to the establishment, structure and powers of the Library Board of Management; • matters relating to the building, e.g. the size, which should, at least, be the sum of the floor areas of the separate facilities; and the need for spaces and equipment for different uses by different groups; • the conditions of ownership of land, buildings and materials; • responsibility for insurance and maintenance; 	<ul style="list-style-type: none"> • The combined library must be managed in accordance with a formal agreement between the co-operating authorities. The agreement has to include: • funding arrangements, covering initial capital and establishment costs, replacement costs, and recurrent costs. All parties' responsibilities and commitments, in relation to both initial and ongoing expenditure, have to be clearly defined. The agreement should be regularly reviewed and evaluated; • details relating to the establishment, structure and powers of the Library Committee or Board of Management; • matters relating to the building, e.g. the size, which should, at least, be the sum of the floor areas of the separate facilities; and the need for spaces and equipment for different uses by different groups; • the conditions of ownership of land, buildings and materials; • responsibility for insurance and maintenance;

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	<ul style="list-style-type: none"> • the process for resolving conflict within the the means for identifying the total staffing needs and the contributions of each partner; the process for evaluation of the services; • the process for changing or terminating the agreement; • the arrangements for the disposal or alternative use of the venue; • details of the land and plans, attached as a schedule (if the joint-use library and information service involves a new building). 	<ul style="list-style-type: none"> • the process for resolving conflict within the the means for identifying the total staffing needs and the contributions of each partner; • the process for evaluation of the services; • the process for changing or terminating the agreement; • the arrangements for the disposal or alternative use of the venue; • details of the land and plans, attached as a schedule (if the joint-use library and information service involves a new building).
MANAGEMENT BODY	The school-community library is administered at the local level by a Library Board of Management, which develops ongoing policy for its operation, determines goals and budget priorities, and manages its affairs within the Guidelines.	The school-community library is administered at the local level by a Library Committee or Board of Management, which develops ongoing policy for its operation, determines goals and budget priorities, and manages its affairs according to government policy and local needs.
	The local Library Board of Management should operate under a formal constitution based on the model provided by the School Community Libraries Committee.	The local Library Board of Management should operate under a formal constitution.

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	The Library Board of Management should determine policy rather than become involved in administration.	The Library Board of Management should determine policy rather than become involved in day-to-day administration.
	The Board has a responsibility to develop, maintain and monitor a strategic plan which reflects the relevant priorities of the local government authority and the school.	The Board has a responsibility to develop, maintain and monitor a strategic plan which reflects the relevant priorities of the local government and the needs of the schools and the community.
	The Board should ensure that the community has a co-ordinated and focused plan, relating to information provision, there needs to be full and continuing consultation between all the bodies represented on the Board.	The Board should ensure that the community has a co-ordinated and focused plan, relating to information provision, there needs to be full and continuing consultation between all the bodies represented on the Board.
	The composition of the Library Board of Management must include the school principal (or his nominee), and the teacher-librarian, as executive officer, together with members of the school community and nominees of local government. Any library staff, including teacher-librarians, may attend Board meetings, but only in an <i>ex-officio</i> , non-voting capacity.	The composition of the Library Board of Management must include the school principals of the cluster schools (or their nominees), and librarian, as executive officer, together with members of the school and general community and nominees of local government. Any library staff, including teacher-librarians, may attend Board meetings, but only in an <i>ex-officio</i> , non-voting capacity.

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	The local Board of Management elects its own chairperson, but it is recommended that the chairperson not be an employee of either DECS or of the local council involved.	The local Board of Management elects its own chairperson, but it is recommended that the chairperson not be an employee of either the PED or of the local council involved.
	Duration of office for elected or nominated members of the Library Board of Management should be for definite periods as determined locally.	Duration of office for elected or nominated members of the Library Board of Management should be for definite periods as determined locally.
FUNCTIONS OF MANAGING BODY	<p>The Board in consultation with the teacher-librarian</p> <ul style="list-style-type: none"> • determines the hours of public use; • monitors the staffing requirements for the library and makes recommendations for additional staff to DECS; • is represented on the interviewing panel for the employment of the community library assistant(s); • promotes the library in the community; • determines the library needs of the local community and makes appropriate decisions about the library service; • determines and manages the library's 	<p>The Board in consultation with the librarian</p> <ul style="list-style-type: none"> • determines the hours of public use; • monitors the staffing requirements for the library and makes recommendations for additional staff to the PED, provincial LIS and the local council; • is represented on the interviewing panel for the employment of the community library assistant(s); • promotes the library in the community; • determines the library needs of the local community and makes appropriate decisions about the library service; • determines and manages the library's

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	<p>operating budget;</p> <ul style="list-style-type: none"> • provides for community access to information; • submits audited statements of expenditure to the Libraries Board and local government authority annually; • provides statistical reports to the Libraries Board and local government authority as required; • meets regularly, at least once per school term, to consider the business of the school-community library and to plan for future development; • reviews annually the operation of the library and implements changes as required within the framework of the Guidelines; • consults with and reports back to the bodies which they represent. 	<p>operating budget;</p> <ul style="list-style-type: none"> • provides for community access to information; • submits audited statements of expenditure to the provincial LIS and local government authority annually; • provides statistical reports to the provincial LIS and local government authority as required; • meets regularly, at least once per school term, to consider the business of the school-community library and to plan for future development; • reviews annually the operation of the library and implements changes as required. • consults with and reports back to the bodies which they represent.
LINES OF AUTHORITY	The teacher-librarian is responsible to the local Library Board of Management and to the principal of the school for different aspects of the management of the library.	The librarian is responsible to the local Library Board of Management and to the local council or provincial LIS for different aspects of the management of the library.

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	There should be direct two-way communication between the teacher-librarian in charge and PLAIN Central Services (the body which acts for the Libraries Board of South Australia).	There should be direct two-way communication between the librarian in charge and the provincial LIS.
	The community library assistant is responsible to the teacher-librarian for carrying out the policy of the library in relation to the public.	The community library assistants are responsible to the librarian for carrying out the policy of the library in relation to the public,
	The library's school support officer is responsible to the teacher-librarian for carrying out the policy of the library in relation to the school community.	Not applicable
ADMINISTRATION AND ORGANISATION	A school-community library policy and procedures manual, ratified by staff and the Board and presented to the local government authority, should be maintained.	A school-community library policy and procedures manual, ratified by staff and the Board and presented to the local government authority, should be maintained.
	School library stock should be supplied and maintained as for a normal school library. The school principal, on the advice of the teacher-librarian, will be responsible for determining the level of availability to the public of school materials, including determining whether parts of the school library stock will temporarily be	School library stock should be supplied and maintained as for a normal school library. The school principals, on the advice of the teacher-librarians, will be responsible for determining the level of availability to the public of school materials, including determining whether parts of the school library stock will temporarily be

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	unavailable or available only for short term loan.	unavailable or available only for short term loan.
	The teacher-librarian will be responsible for exercising normal professional discretion in issuing adult books to children.	The librarian will be responsible for exercising normal professional discretion in issuing adult books to children.
SELECTION OF PUBLIC LIBRARY MATERIALS	Library materials are selected, according to a purchasing budget determined by the funding arrangements, by each school-community library from the collated and annotated publication information which is prepared by staff at PLAIN Central Services and made available on PLAIN. The librarian ensures a balanced selection, taking into account local needs.	Library materials for the community are selected, according to a purchasing budget, in consultation with the provincial LIS. The librarian ensures a balanced selection, taking into account local needs.
COLLECTION DEVELOPMENT	Funding provided by the Libraries Board is primarily designed to enable the acquisition of materials not represented in the normal age group for the school, i.e. it is not intended to replace the provision of regular materials for the school's normal curriculum requirements.	Information resources provided by the provincial LIS is primarily for the age group not represented in the normal age group for the school, i.e. it is not intended to replace the provision of regular materials for the school's normal curriculum
	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.	Not applicable

MANAGEMENT AREAS	<i>GUIDELINES FOR SCHOOL-COMMUNITY LIBRARIES IN RURAL AREAS OF SOUTH AUSTRALIA</i>	<i>GUIDELINES FOR PUBLIC LIBRARY-BASED SCHOOL-COMMUNITY LIBRARIES IN RURAL, TRIBAL AREAS IN SOUTH AFRICA</i>
	<p>These materials are for local use and for meeting immediate needs. Newspapers, periodicals and audio cassettes (other than talking books) are not available through the centralised purchase service on PLAIN.</p>	
CATALOGUING	<p>Selected materials for stock to be catalogued are compiled into central orders and acquired and paid for by PLAIN Central Services. The cataloguing records are verified or created centrally, and cataloguing products are provided to the library.</p>	<p>Materials selected for the community are catalogued and processed are by the provincial LIS. The cataloguing records are verified or created centrally, and cataloguing products are provided to the library.</p>
HOURS OF OPENING	<p>Hours of opening for the public, outside of school hours, will be decided by the local Library Board of Management. School-community libraries will be accessible to the public during normal school hours and for an additional six hour per week (minimum) at times which will ensure community accessibility to the library.</p>	<p>Hours of opening for the community and the school learners and teachers will be decided by the local Library Board of Management and will ensure community accessibility to the library.</p>
	<p>The opening times should meet the needs of the local community.</p>	<p>The opening times should meet the needs of the local community.</p>
LIBRARY MEMBERSHIP	<p>In general, there would be no restriction on membership of a school-community library, but the local Library Board of Management would</p>	<p>In general, there would be no restriction on membership of a school-community library, but the local Library Board of Management would</p>

MANAGEMENT AREAS	<i>GUIDELINES FOR SCHOOL-COMMUNITY LIBRARIES IN RURAL AREAS OF SOUTH AUSTRALIA</i>	<i>GUIDELINES FOR PUBLIC LIBRARY-BASED SCHOOL-COMMUNITY LIBRARIES IN RURAL, TRIBAL AREAS IN SOUTH AFRICA</i>
	have the right to cancel membership if the regulations under the Libraries Act, 1982, are infringed.	have the right to cancel membership if the regulations of the library are infringed.
USER FEES	Membership will be without charge, but, where in the opinion of the local Library Board of Management it is necessary, charges may be made for additional services.	Membership will be without charge, but, where in the opinion of the local Library Board of Management it is necessary, charges may be made for additional services.
LOST MATERIALS	Borrowers would be held responsible, by the local Library Board of Management, for library materials lost or damaged.	Borrowers would be held responsible, by the local Library Board of Management, for library materials lost or damaged.
INTERLIBRARY LOANS	Materials acquired through PLAIN Central Services are placed on PLAIN and are available to all public libraries in South Australia. The school-community library is expected to respond to requests for interlibrary loans, or in the case of the State Library, document delivery, from its collection, in accordance with the Chief Librarians Association of South Australia Inter-Library Loans Policy.	Materials acquired through the provincial LIS are available to all public libraries in the relevant province. The school-community library is expected to respond to requests for interlibrary loans.
	The school-community library has the right to access the collections of all public libraries in the state, including the State Library, and may request interlibrary loans.	The school-community library has the right to access the collections of all public libraries in the province or country and may request interlibrary loans.

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