

**DEVELOPING GUIDELINES FOR IMPLEMENTING COOPERATION
BETWEEN SCHOOL AND PUBLIC LIBRARIES IN THE EASTERN
CAPE PROVINCE OF SOUTH AFRICA**

BY

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DECLARATION

I, Gloria Veneria Zukiswa Peter, declare that this dissertation is my original work and has not been submitted anywhere for any other degree.

DEDICATION

This work is dedicated to my mother, Nomkhitha, my late father Mziyanda, who have made me what I am today and have been the pillar of my strength, my son Wanga and my daughter Lona-Nide for being part of me and to whom I would be grateful if they will follow the path.

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ABSTRACT

This study investigates ways to improve cooperation between school libraries and public libraries in the Eastern Cape Province of South Africa, and how proposed guidelines for cooperation should be implemented. Library cooperation in a number of countries was examined, as well as cooperation in some provinces in South Africa, in order to contextualize the situation in one of this country's poorer provinces.

In addition to a literature review on the topic, primary data was collected from questionnaires distributed to the two broad categories of school librarians and public librarians, as well as interviews with senior officials in the school library and public library sub-sectors of the Eastern Cape Province. This data was analyzed and interpreted using tables, graphs, and discussions. The interpreted data provided a platform for proposing a set of core guidelines for cooperation, and the right conditions for their successful implementation. These guidelines, while specifically informed by data relevant to the Eastern Cape Province, follow the broader pattern set out in the recent Strategic Guidelines for Collaboration between Community Libraries and Schools 2013-2015 document crafted by the National Department of Basic Education (DBE) and the National Department of Arts and Culture (DAC).

The study found that the core guidelines should deal with: raising awareness about library cooperation; policies, plans, and procedures for cooperation; networks and the sharing of resources; collection development, circulation, and information services; budget and sources of funding for cooperation; and improving reading and research skills. The right conditions for implementing these guidelines should include: alignment with the DBE and DAC Strategic Guidelines 2013-2015 document; effective channels of communication; commitment by all role players to abide by cooperation agreements; ongoing evaluation of progress; and appointment of dedicated staff assigned to library cooperation. Responsibilities for the implementation of these guidelines should be shared between the DBE and DAC at national, provincial, and local levels.

LIST OF ACRONYMS

ABET	Adult Basic Education and Training
ADM	Amathole District Municipality
BCMM	Buffalo City Metropolitan Municipality
CES	Chief Education Specialist
COSALC	Coalition of South African Library Consortia
DAC	Department of Arts and Culture
DACST	Department of Arts, Culture, Science and Technology
DBE	Department of Basic Education
DCES	Deputy Chief Education Specialist
DOE	Department of Education
DSACST	Department of Sport, Arts, Culture, Science and Technology
EC	Eastern Cape
ECPLIS	Eastern Cape Provincial Library and Information Services
EIFL	Electronic Information for Libraries
ELITS	Educational Library, Information and Technological Services
EL	East London

ERIS	Education Resource and Information Services
FB	Fort Beaufort
IASL	International Association of School Libraries
ICT	Information Communication and Technology
IDP	Integrated Development Plan
IFLA	International Federation of Library Associations and Institutions
ILL	International Library Loan
LIASA	Library and Information Association of South Africa
LIS	Library and Information Services
LISTC	Library and Information Services Transformation Charter
MANCO	Management Committee
MEC	Member of Executive Committee
MMC	Member of Mayoral Committee
MOCA	Memorandum of Cooperation Agreement
MOU	Memorandum of Understanding
NCLIS	National Council for Library and Information Services
NEPI	National Education Policy Investigation

NGO	Non-Government Organisation
NMBMM	Nelson Mandela Bay Metropolitan Municipality
OCLC	Online Computer Library Centre
OPAC	Online Public Access
PAIA	Promotion of Access to Information Act
PE	Port Elizabeth
SA	South Africa
SALB	South African Library for the Blind
SES	Senior Education Specialist
SGB	School Governing Body
SLA	Service Level Agreement
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
USA	United States of America
UZ	University of Zimbabwe
ZITF	Zimbabwe International Trade Fair

Contents

DECLARATION.....	ii
DEDICATION	iii
ACKNOWLEDGEMENTS	iv
ABSTRACT	v
LIST OF ACRONYMS	vi
Chapter 1: Introduction.....	- 1 -
1.1 Background	- 1 -
1.2 Library and Information Services Transformation Charter and the Conditional Grant	- 2 -
1.3 Research Questions	- 7 -
1.3.1 Main research question	- 7 -
1.3.1.1 Sub-questions	- 7 -
1.4 Limitations of the study	- 8 -
1.5 Benefits of the study	- 8 -
1.6 Research Methodology	- 9 -
1.7 Definitions of Key Terms	- 9 -
1.7.1 Public Library.....	- 10 -
1.7.2 Public librarian	- 10 -
1.7.3 School Library.....	- 11 -
1.7.4 School librarian	- 11 -
1.7.5 Library Cooperation	- 12 -
1.8 Organisation of Chapters	- 12 -
1.8.1 Chapter 1.....	- 12 -
1.8.2 Chapter 2.....	- 12 -
1.8.3 Chapter 3.....	- 13 -
1.8.4 Chapter 4.....	- 13 -
1.8.5 Chapter 5.....	- 13 -
1.8.6 Chapter 6.....	- 13 -
1.9 Conclusion.....	- 13 -
Chapter 2: Literature Review	- 15 -
2.1 Historical context	- 15 -
2.2 Economic Rationale for Cooperation	- 19 -
2.3 General Principles of Library Cooperation.....	- 21 -
2.3.1 Evolution of Library Cooperation	- 21 -
2.3.2 Models of Library Cooperation	- 23 -
2.3.2.1 Bi-nodal partnership	- 24 -

2.3.2.2 Multi-nodal partnership.....	- 24 -
2.3.2.3 Service partnership	- 24 -
2.3.2.4 Outsourcing partnership.....	- 25 -
2.3.2.5 Independent Shared Sites.....	- 25 -
2.3.2.6 One Space, Public Library provides all services	- 26 -
2.3.2.7 One space, division of responsibilities and control	- 27 -
2.3.3 Advantages and factors that favour cooperation.....	- 28 -
2.3.4 Barriers and Challenges to Cooperation	- 33 -
2.4 Library Cooperation in selected countries.....	- 40 -
2.4.1 Libraries in North America	- 40 -
2.4.1.1 United States of America (USA)	- 40 -
2.4.1.1.1 Nebraska	- 40 -
2.4.1.1.2 New Jersey	- 41 -
2.4.1.1.3 Pennsylvania	- 42 -
2.4.1.1.4 Florida	- 43 -
2.4.1.1.5 Colorado State	- 43 -
2.4.1.2 Canada	- 45 -
2.4.2 Southern African Region	- 47 -
2.4.2.1 Botswana.....	- 48 -
2.4.2.2 Kenya.....	- 49 -
2.4.2.3 Mozambique	- 50 -
2.4.2.4 Zimbabwe.....	- 51 -
2.4.2.5 South Africa.....	- 52 -
2.4.2.5.1 Free State Province	- 54 -
2.4.2.5.2 Limpopo Province	- 55 -
2.4.2.5.3 Mpumalanga Province	- 56 -
2.4.2.5.4 Western Cape Province.....	- 56 -
2.4.2.5.5 Eastern Cape Province	- 57 -
2.6 Recent developments impacting library cooperation	- 58 -
2.7 Conclusion.....	- 60 -
Chapter 3: Research Design and Methodology.....	- 61 -
3.1 Introduction	- 61 -
3.2 Research Design.....	- 61 -
3.2.1 Quantitative research and qualitative research	- 62 -
3.2.1.1 Distinguishing characteristics of quantitative and qualitative approaches.....	- 63 -

3.3 Research Sites	- 64 -
3.4 Target groups	- 64 -
3.4.1 Senior Officials: DSRAC and DoE	- 65 -
3.4.2 Public Librarians	- 65 -
3.4.3 School Librarians	- 65 -
3.5 Sampling Procedures	- 66 -
3.6 Data Collection Methods	- 66 -
3.6.1 Questionnaires	- 67 -
3.6.1.1 Advantages of Questionnaires	- 67 -
3.6.1.2 Disadvantages of Questionnaire	- 68 -
3.6.2 Interviews	- 68 -
3.6.2.1 Advantages of interviews	- 69 -
3.6.2.1.1 Advantages of face-to-face interviews	- 70 -
3.6.2.1.2 Advantages of telephone interviews	- 70 -
3.6.2.2 Disadvantages of the interviews	- 70 -
3.6.2.2.1 Disadvantages of face-to-face interviews	- 71 -
3.6.2.2.2 Disadvantages of telephone interviews	- 71 -
3.7 Data Analysis	- 71 -
3.8 Data reliability and validity	- 72 -
3.9 Limitations of the Methodology	- 74 -
3.10 Conclusion	- 74 -
Chapter 4: Data Reporting Analysis and Interpretation	- 75 -
4.1 Special challenges of data collection	- 75 -
4.2 Questionnaire response rates	- 75 -
4.3 Tabulation and analysis of questionnaires	- 77 -
4.3.1 In which municipality of the Eastern Cape Library and Information Services do you work? -	77 -
4.3.2 What rank do you hold in the library?	- 78 -
4.3.3 How long have you been working for the Eastern Cape Library and Information Services? -	79 -
4.3.4 At which level of management were you placed for the past 3 years?	- 80 -
4.3.6 Are you implementing any Public Library and Information Services Plans or Policies?	- 82 -
4.3.7 Who is responsible for funding Public Library and Information Services in your Municipality? -	83 -
4.3.8 Are you in favour of Library Cooperation between Public Library and Information Services and School Library and Information Services?	- 84 -

4.3.9 (a) If yes, why?	85 -
4.3.9 (b) If no, why not?.....	86 -
4.3.10 Is library cooperation discussed regularly at your staff meetings?	87 -
4.3.11 Do you believe that library cooperation will improve service delivery in both public and school libraries?	88 -
4.3.12 Which services in the library do you think are suitable for cooperation? You may tick more than one box.	89 -
4.3.13 Do you have a working relationship with the schools near your library?	90 -
4.3.14 If yes is the relationship formal or not?.....	91 -
4.3.15 If not why not?	92 -
4.3.16 In which areas are public libraries and school libraries more suitable for cooperation?..	94 -
4.3.17 Is there anything about library cooperation that you would like to add? Please indicate below	95 -
Questionnaire responses from School Librarians	96 -
4.3.18 In which district of the Eastern Cape Department of Education does your school fall? ...	96 -
4.3.19 What rank do you hold in the Education Resource and Information Services, or at your school in the Eastern Cape Department of Education?.....	97 -
4.3.20 How long have you been working for the Eastern Cape Department of Education?.....	98 -
4.3.21 At which level of management were you placed for the past three years? You may tick more than one box.....	99 -
4.3.22 In your view has the budget increased over the past three financial years?	100 -
4.3.23 Are you implementing School Library and Information Services Plans or Policies?.....	101 -
4.3.24 Who is responsible for funding your School Library and Information Services?.....	102 -
4.3.25 Are you in favour of cooperation between School Library and Information Services and Public Library and Information Services?	103 -
4.3.26 (a) If yes, why?	103 -
4.3.26 (b) If no, why not?.....	105 -
4.3.27 Is Library Cooperation discussed regularly at your staff meetings?.....	105 -
4.3.28 Do you believe that library cooperation can improve service delivery in both public and school libraries?	106 -
4.3.29 Which services in the library do you think are suitable for cooperation? You may tick more than one box.	107 -
4.3.30 Do you have a working relationship with the public libraries near your school?.....	109 -
4.3.31 If yes, is the relationship formal or not?.....	110 -
4.3.32 If no, why not?	111 -
4.3.33 In which areas are school libraries and public libraries more suitable for cooperation?-	112 -
4.3.34 Is there anything about library cooperation that you would like to add?.....	113 -

4.4 Analysis and interpretation of interviews conducted.....	- 113 -
4.5 Conclusion.....	- 116 -
Chapter 5 Proposed guidelines for cooperation between public libraries and school libraries in the Eastern Cape Province	- 117 -
5.1 Introduction	- 117 -
5.2 Guidelines for cooperation between public libraries and school libraries	- 118 -
5.2.1 Core guidelines.....	- 118 -
5.2.1.1 Raising awareness about library cooperation	- 118 -
5.2.1.2 Policies, plans, and procedures.....	- 119 -
5.2.1.3 Networks and sharing of resources	- 119 -
5.2.1.4 Collection development, circulation, and information services	- 120 -
5.2.1.5 Budget and sources of funding	- 120 -
5.2.1.6 Improving reading and research skills	- 120 -
5.2.2 Conditions for successful implementation of the guidelines	- 121 -
5.2.3 Roles and Responsibilities.....	- 122 -
5.2.3.1 The Department of Arts and Culture	- 122 -
5.2.3.2 The Department of Basic Education	- 123 -
5.3 Conclusion.....	- 124 -
Chapter 6 Findings, Recommendations, and Conclusion	- 125 -
6.1 Introduction	- 125 -
6.2 Findings	- 125 -
6.2.1 The main research question is:	- 125 -
What guidelines are necessary to improve cooperation between the school libraries and public libraries in the Eastern Cape Province of South Africa, and how should they be implemented? -	125 -
6.2.1.1 Findings for the sub-questions.....	- 125 -
6.2.1.1.1 Sub-question one: What does the LIS literature reveal about cooperation between school libraries and public libraries?	- 126 -
6.2.1.1.2 Sub-question two: Do government policies and plans for school libraries and public libraries in the Eastern Cape Province address the question of cooperation?.....	- 126 -
6.2.1.1.3 Sub-question three: What are the existing levels of cooperation between the school libraries and public libraries in the Eastern Cape Province?.....	- 127 -
6.2.1.1.4 Sub-question four: Do school librarians and public librarians in the Eastern Cape Province support the idea of cooperation?	- 127 -
6.2.1.1.5 Sub-question five: Which school library and public library services in the Eastern Cape Province are most suitable for cooperation, and how should cooperation be implemented? .-	128 -
6.2.2 Main finding	- 128 -

6.3 Recommendations	- 129 -
6.4 Issues for further research	- 130 -
6.5 Conclusion	- 130 -
References	- 132 -
Appendix A.....	- 138 -
QUESTIONNAIRE FOR PUBLIC LIBRARIANS: EASTERN CAPE PROVINCE	- 138 -
Appendix B.....	- 143 -
QUESTIONNAIRE FOR SCHOOL LIBRARIANS: EASTERN CAPE PROVINCE	- 143 -
Appendix C.....	- 148 -
UNSTRUCTURED INTERVIEW QUESTIONS FOR THE TOP MANAGEMENT OF THE EASTERN CAPE LIBRARY AND INFORMATION SERVICES	- 148 -

Chapter 1: Introduction

1.1 Background

The matter of cooperation between public libraries and the school libraries in the new South Africa has been a debate for more than a decade. Dual use of school and public libraries and information services has been debated and advocated before, but more intensively since the late 1990s. The United Nations Educational, Scientific and Cultural Organization (UNESCO) hosted a consultative workshop in Pretoria in December 2000, and established a committee to investigate Library and Information Services (LIS) Cooperation. That project faded but today there are some examples of dual use of libraries found across the country. Some are public or community libraries serving a number of nearby schools, others are situated in rural schools and are open to the surrounding community after the school day (Library and Information Services Transformation Charter, 2009:48). Despite these examples, the need for cooperation is still very high, and this study targets the Eastern Cape (EC) Province in South Africa to investigate cooperation between public libraries and school libraries.

Cooperation is uneven across South Africa's provinces. In 2006, Aitchison identified eight school community libraries in the Free State Province. But some provinces have made little progress with library cooperation. In these cases, the public library sub-sector had to bear the responsibility of servicing school library and information services. The community/school library model has been one way to address the limited library service resources in the country's rural areas. In this instance, the LIS usually operates from a single building according to an agreement and another tax-supported agency or agencies (Roux and Hendrikz 2006:619). An example of this model can be found in Maphotla, a rural and tribal area in the Province of Mpumalanga.

Illsley (2010:1), in a study of the changes in South African public libraries since the end of apartheid, notes their role in the preservation of all South African cultures with a view to the future. The author also comments on the lack of school libraries and views this as another external challenge for public libraries.

However, this approach places a strain on the resources of public libraries, and some librarians feel compromised by recent developments in education. South Africa's 2001 Revised Curriculum Statement states that one of its goals is to produce learners who can gather, analyse, organise, evaluate, and communicate information (Hart 2004:111). Education officials do not realise or recognise that they are putting stress on public library resources. These actions and reactions have to be viewed in the light of the racially skewed development of library services in South Africa.

Clark (2004) believes that the historical development of South African library services was characterised by “ambivalent liberalism” even before the advent of apartheid legislation. Dick (2007:1) claims that reading rooms and subscription libraries that emerged in the 19th Century restricted access to books, magazines and newspapers to wealthier South Africans. In order to receive a state subsidy, subscription libraries were required to provide free public access as a condition of the government's aim of “diffusing intelligence through the great body of the people” (Dick 2007:13-22). In reality, the majority of South Africans, and particularly black South Africans, had very limited access to the LIS in the segregation and apartheid eras.

Crawford, Liu and Harrigan (2011:1) summarises Davies' (2009) argument that the social and political challenges of library service provision to townships in the new South Africa arise from racial tensions, poverty, and past and present discrimination. But the gains of democratisation and access to relevant and quality information cannot be ignored. There is a growing body of research, for example, on public and school library cooperation that notes the difficulties and opportunities (See for example, Nkosi, 2000; Maepa & Mhinga, 2003; Hart, 2004; Hart & Zinn 2007).

1.2 Library and Information Services Transformation Charter and the Conditional Grant

Guiding this research are the Bill of Rights of the Constitution of the Republic of South Africa 1996, the Promotion of Access to Information Act, (2 of 2000) and its amendment as key elements in the broad legislative framework for the country's provision of LIS and access to information.

These pieces of legislation seek to redress the imbalances emanating from legally enforced separate structures for public libraries in different racial groups, as well as inherited disparities between urban and rural areas. Library services in today's townships, informal settlements and rural communities still have a long way to go, but one clear indication of the government's commitment to address these is the Library and Information Services Transformation Charter.

The National Council for the Library and Information Services (NCLIS), in collaboration with the Department of Arts and Culture (DAC), and the National Library of South Africa (NLSA) commissioned the Library Transformation Charter to align the LIS sector with the spirit and values enshrined in the Constitution of the Republic of South Africa and its Bill of Rights, and to address national imperatives such as:

- Redress and equity;
- Social and economic development;
- Social cohesion;
- Social inclusion;
- Poverty eradication;
- Diversity and responsiveness;
- Nation Building;
- Entrenching a culture of reading; and
- Developing a national literature in South Africa's indigenous languages (Library and Information Services Transformation Charter 2009:1).

The charter defines the challenges facing the sector and provides a clear framework of principles and mechanisms for effecting the changes needed for the sector to contribute to the elimination of illiteracy and inequality, and to build an informed and reading nation. The 6th draft of the Charter (2009:17) signifies that public library services are the special competences of provinces, in terms of Part A of Schedule 5 of the South African Constitution. Prior to these constitutional provisions, this function was shared between provinces and local authorities with local authorities providing and maintaining buildings and staff, and provinces providing the professional and technical services.

In the current dispensation, this arrangement largely continues and services are offered by provincial library services, and metropolitan and local municipalities. Because of the constitutional provisions, services and infrastructure have declined over the last 10 years. Notably, the Charter (2009:18) indicates that, because of poor resourcing, South African public libraries have been constrained from going beyond traditional services which revolve around the lending of library material, and children's services. The developmental role of the public library is not as well advanced as the traditional role. The increasing provision of materials, facilities and services to school learners in response to the demands of outcome-based education was an important contribution to educational goals.

These learners used the public library for an estimated 50% of the opening hours, a statistic which highlights the serious lack of school libraries. Higher education students, in great numbers, also make use of public libraries. Innovative practices which indicate the public library's developmental role can be seen at a number of sites, providing evidence of important outreach interventions. An even more significant development for public library services has been the conditional grant to South Africa's public libraries that was granted by the National Department of Arts and Culture (DAC).

The DAC realised the need to improve the state of public libraries in South Africa, and in 2004 made available the Conditional Grant. The intention is to transform urban and rural library infrastructures and services targeting previously disadvantaged communities. The grant has so far been used, inter alia, to:

- "Build more libraries and to upgrade library buildings;
- Buy, equip and deliver mobile libraries and container libraries for communities;
- Appoint more staff, and extend opening hours;
- Expand and improve ICT connectivity;
- Develop and implement a new provincial ICT system;
- Upgrade security and improve library assets;
- Buy more library material; and
- Stock more books on indigenous languages" (Library and Information Services Transformation Charter 2009:19).

The grants have already made a visible difference in delivery, use and participation by communities in many libraries. Reports indicate an enthusiastic uptake of new services that appeal also to non-traditional users (Library and Information Services Charter 2009:19). The grant has improved the situation of public libraries, which had been deteriorating and were underutilised. The LIS Charter acknowledged that the impact of the grants has been uneven across South Africa's provinces with challenges such as a lack of qualified personnel, space, and updated and relevant resource material for educators, learners and a wide range of users. More especially, the grants could not significantly improve LIS in disadvantaged areas where there were few or no school libraries.

One example is the Eastern Cape (EC) Province, which does not have sufficient school libraries in some areas, and none in other areas. The researcher can confirm this from personal past experience as a librarian and a teacher in that province (See Chapter 2 for a further discussion). This dire situation needs to improve radically, and one possibility is through cooperation between school libraries and public libraries. This idea is not new and was already emphasised at the International Association of School Libraries (IASL) Conference in Durban 2003.

It was pointed out during debates at the conference that eight million out of 12 million learners have no access to any library facility in South Africa. These debates led to the proposal that, where there are no school libraries, it is imperative that public libraries take over as much of the role as they can manage (IASL 2003). A problem encountered in the Eastern Cape is the lack of cooperation between Eastern Cape Provincial Library and Information Services (ECPLIS), which falls under the Department of Sport, Recreation, Arts and Culture (DSRAC), as well as libraries that fall under the local municipalities, and the school library section called the Education Resource and Information Services (ERIS), which is located in the Department of Education (DoE; see Chapter 2). This lack of cooperation between school libraries and public libraries in the Eastern Cape is influenced negatively by past experiences. An example is the restructuring of the ECPLIS Division between 1999 and 2002.

Restructuring in the DSRAC did not acknowledge the importance of the library and information service. During that exercise, librarianship as a profession was not

recognised. As a result, unqualified personnel were given management posts because of their salary levels and were expected to supervise qualified librarians. This resulted in low morale among the majority of librarians. The efforts made by certain committed and passionate librarians went unnoticed and discouraged public librarians from cooperating with school librarians.

The poor situation in the EC school libraries becomes starker when one compares it to the recent improvements in the public libraries. An unpublished report of the ECPLIS Community Library Conditional Grant Achievements, for June 2012, shows the following improvements:

- The building of new libraries and renovations in some libraries;
- The installation of ICT infrastructure and its equipment that will provide email and internet facilities;
- The installation of a detective system and CCTV cameras that greatly improves security;
- New library material especially for the new libraries;
- New furniture;
- The appointment of qualified librarians and library assistants where there is a need; and
- In some areas, Container Libraries in community centres with a Library Assistant, and equipment like refrigerators, microwaves, furniture and computers.

Some of these improvements have already been felt by seven libraries in the Amathole District Municipality (ADM), and three libraries in the Nelson Mandela Bay Metropolitan Municipality (NMBMM). On the other hand, the Buffalo City Metropolitan Municipality (BCMM) has not yet benefited. In the Kouga Local Municipality, a jungle gym has been provided through the Conditional Grant. A mini-library for people with disabilities and a partnership project with the South African National Library for the Blind (SANLIB) are the other remarkable achievements made possible by the Conditional Grant, according to the ECPLIS Community Library Conditional Grant Achievements of June 2012 (Unpublished report).

These improvements provide a very good and timeous opportunity for the recent gains of the Eastern Cape public libraries to be extended now to that province's school libraries. What needs to be done, however, is to investigate how this can best be achieved. More specifically, it is necessary to ask what steps or implementation guidelines are necessary to implement cooperation between school libraries and public libraries in the Eastern Cape Province. This is the primary aim of this study.

1.3 Research Questions

In the light of the foregoing, this study poses the following principal research question, and related sub-questions:

1.3.1 Main research question

What guidelines are necessary to cooperation between the school libraries and public libraries in the Eastern Cape Province of South Africa, and how should these guidelines be implemented?

1.3.1.1 Sub-questions

The following sub-questions will help provide an answer to the main question:

- What does the LIS literature teach us about cooperation between school libraries and public libraries?
- How do government policies and plans for school libraries and public libraries in the Eastern Cape Province address the question of cooperation?
- What are the existing levels of cooperation between the school libraries and public libraries in the Eastern Cape Province?
- To what extent do school librarians and public librarians in the Eastern Cape Province support the idea of cooperation?
- Which school library and public library services in the Eastern Cape Province are most suitable for cooperation, and how should cooperation be implemented?

The answers to the above questions will be used to develop a set of guidelines for improving cooperation between school libraries and public libraries in the Eastern Cape Province. These guidelines will be helpful to the Province's Department of Sport, Recreation, Arts and Culture (DSRAC) including the Municipal libraries, and the Department of Education (DoE) in their development of appropriate policies and budgets.

1.4 Limitations of the study

The limitations to the study are as follows:

- This study is limited to the Eastern Cape (EC) Province of South Africa, and the findings cannot be generalised to other provinces; and
- The study excludes Non-Governmental Organisations (NGOs) that support school libraries and public libraries. This study concentrates instead on government departments as more permanent and mandated funders of LIS. Another study dealing with NGOs may be a useful supplement to this one.

1.5 Benefits of the study

The following are the benefits of the study:

- It will propose and develop a unique set of guidelines for the cooperation between public libraries and school libraries in the Eastern Cape Province;
- It will respond to one of the challenges mentioned in the LIS Transformation Charter by focusing more specifically on the situation in one of South Africa's poor provinces;
- It will encourage partnerships and collaboration between the two crucial provincial departments responsible for LIS, namely the Eastern Cape Department of Education (DoE), and the Department of Sport, Recreation, Arts and Culture (DSRAC); and
- A long-term benefit of cooperation will be to narrow the gap between literate and illiterate communities, and in this way improve the culture of reading in the Eastern Cape Province.

1.6 Research Methodology

The selected research sites are:

- The Eastern Cape Department of Sport, Recreation, Arts and Culture (DSRAC);
- The Eastern Cape Department of Education (EC DoE);
- The Nelson Mandela Bay Metropolitan Municipality;
- The Buffalo City Metropolitan Municipality; and
- The Amathole District Municipality (See Chapter 3 for a further discussion).

The target groups are:

- Senior management and government officials;
- Public librarians (See 1.6.2 for an explanation); and
- School librarians (See 1.6.4 for an explanation).

The researcher will collect secondary data through a literature review of relevant documented sources, and primary data through interviews and questionnaires. See Chapter 3 for a further discussion of the methodology. In brief, the following tools will be used:

- A literature review will analyse the LIS literature, policy documents and legislative acts, budgets and reports regarding both the DoE and DSRAC, as well as relevant municipal by-laws;
- Interviews will elicit qualitative data from senior managers and government officials. Interviews provide more depth compared with the other data-gathering techniques;
- Questionnaires will be administered to school librarians and public librarians and the government officials, librarians-in-charge, and library coordinators in the districts of both departments, and targeted teacher librarians.

1.7 Definitions of Key Terms

The key terms used in this study are the following:

1.7.1 Public Library

In Harrod's *Librarian's Glossary*, Prytherch (1995:379) defines the public library as "a library provided wholly or partly from public funds, and the use of which is not restricted to any class of persons in the community but is freely available to all". In the *International Encyclopaedia of Information and Library Science*, Usherwood. (2003:530) also defines public libraries as "libraries that are provided through public funding for public use and the public good. Public libraries make use of materials in printed, audio-visual and electronic formats in order to collect, preserve, organize, retrieve, disseminate and communicate information, ideas and the creative product of the human imagination".

Clubb (*Encyclopaedia of Library and Information Science* 2010:4347) describes the public library by its primary purpose, which is "to provide facilities, resources, and services in a variety of media (print, audio, visual, electronic/digital) to meet the needs of individuals and groups for both formal and informal education, as well as for personal development, which includes recreation and leisure". Public libraries therefore have an important role to play in the development and maintenance of an open and democratic society by giving the individual access to a wide and varied range of knowledge, ideas, and opinions. They are considered by many (but not all) citizens and parent governing bodies as essential or core public services which support civic engagement and economic development and which enhance the quality of life in a community. Despite the debate about the use of the term public library or a community library, in this study the public library will be preferred and will include the idea of a community library.

1.7.2 Public librarian

For the purpose of this study, "public librarians" will be used to refer to the librarians and library workers from public libraries as well as librarians and library workers of the provincial library and information services office.

1.7.3 School Library

The school library has been described as “an organized collection of books placed in a school for the use of teachers or pupils, but usually for pupils. It may comprise books of reference and/or books for home reading, and be in the care of a professional librarian, teacher, or teacher librarian. It is variously called Instructional Materials Centre, Learning Resources Centre, or Media Centre” (Prytherch 1995:568). According to Willars (*International Encyclopaedia of Information and Library Science*, 2003:567) “the school library, also known as the school library media centre or the school library resource centre, is found in schools at all educational phases. It supports the needs of teachers, other school staff and pupils in all areas of the curriculum- literacy and reading; information skills and independent learning – and gives equality of opportunity for all”.

The definition in the *Dictionary for Library and Information Science*, supplied by Reitz (2004:635), confirms the school library as “the library in a public or private elementary or secondary school that serves the information needs of its students and the curriculum needs of its teachers and staff, usually managed by school librarians or media specialists. A school library collection usually contains books, periodicals, and educational media suitable for the grade levels served”.

Wools’s description of the school library (*Encyclopaedia of Library and Information Science*, 2010:4589) is slightly different and indicates that “the school library is the centre for learning about the resources found on the internet and how to use the available database for teachers and students”. Learning how to use new software, whether for word processing or other applications, happens in the school according to this definition.

1.7.4 School librarian

For the purposes of this study, the term “school librarian” will refer to qualified school librarians, the educators who manage school libraries or media centres in schools, as well as educators and officers who coordinate school library and information services in districts and those in the provincial education resource and information services office.

1.7.5 Library Cooperation

In the *Dictionary for Library and Information Science*, Reitz (2004:409) defines library cooperation as “methods by which libraries and library systems work together for the mutual benefit of their users, including centralized processing, cooperative cataloguing, international exchange of bibliographic information, union catalogues, resource sharing etc.”. In the *Encyclopaedia of Library and Information Sciences*, Wools (2010:4589) acknowledges the relationship between schools and public libraries as one of constant change. This is based on what happened in the United States in the past where children did not attend school for long and libraries were only for the wealthy (See Chapter 2).

In the *International Encyclopaedia of Information and Library Science 2nd ed.*, Plaister (2003:380) views library cooperation as “formal or informal arrangements between libraries through which they can work together for the common benefit of their users”.

1.8 Organisation of Chapters

The study is divided into the following chapters:

1.8.1 Chapter 1

Chapter 1 entails the introduction, which explains the development and current state of the LIS in South Africa and the Eastern Cape Province, and identifies the main research question and sub-questions, the limitations of the study, the benefits of the study, the research methodology, and the key terms used in the study.

1.8.2 Chapter 2

This chapter reviews the LIS literature on the topic. The literature review will include a rationale for cooperation and examine the general principles of cooperation and library cooperation. It will identify examples of cooperation in school libraries and public libraries in selected countries, with a sharper focus on South Africa’s joint use of school libraries and public libraries.

1.8.3 Chapter 3

This chapter will explain the research methodology that will be used in the study. The interview and questionnaire techniques will be discussed in detail as those most suited to the purpose of this investigation. The chapter will also identify and justify the research sites, and the target groups, and explain concepts of validity and reliability, as well as identify the limitations of the methodology.

1.8.4 Chapter 4

Chapter 4 will analyse and interpret the collected data. The chapter will present the interpretations through tables and pie charts. The chapter will also discuss the data processing and data consolidation methods utilised for the purpose of the study. The chapter will offer some interpretations of the data.

1.8.5 Chapter 5

A list of proposed guidelines based on analysis and interpretation of data in Chapter 4 will be presented in this chapter. It will take the shape of specific steps that can be implemented to improve cooperation between school and public libraries in the Eastern Cape Province of South Africa.

1.8.6 Chapter 6

This chapter will present the main findings, make general recommendations, as well as specific recommendations for future research on the cooperation between public libraries and school libraries in the Eastern Cape Province, and formulate a conclusion.

A list of references and appendices will be added.

1.9 Conclusion

This chapter introduces the topic by sketching briefly the general development, historical and political, of Library and Information Services in South Africa. More specifically, the past of public libraries and school libraries forms the context for investigating the possibilities of library cooperation in the Eastern Cape Province.

The main research question and sub-questions necessary for such an investigation are then formulated. The limitations of the study, the benefits of the study, the research methodology, the key terms used in the study, and the organisation of chapters are also explained.

Chapter 2: Literature Review

2.1 Historical context

This chapter reviews the literature relevant to the topic. It includes discussions on library cooperation between school and public libraries, library cooperation in selected countries, the rationale for cooperation, general principles of cooperation, and the funding of school libraries and public libraries in South Africa. Cooperation between school and public libraries in the Eastern Cape Province is a specific focus of this chapter.

The key to cooperation is an understanding that the parameters for school librarians and public librarians are different, but the goal is the same (Kniffel 2005:33). The efforts to improve library and information services has been the responsibility of the library and information sectors, professional library associations, and other relevant stakeholders in developed and underdeveloped countries. According to Asamoah-Hassan (2004:1), information is currently believed to be the fourth factor of production after land, labour and capital. Information wealth is now a new type of capital described as knowledge capital. It is the catalyst which will propel Africa towards prosperity. Library and information workers in Africa therefore have a key role in making that happen. In a fact-finding mission, Hart (2004:110) declared that if public librarians are to become agents of change they will need to examine their credibility among educationists, and their contribution to the learning programme.

Asamoah-Hassan (2004:5) argues further that, when reminding ourselves about the mission of public and school libraries, school libraries and public libraries have different missions and constituencies but they aim at one goal. The argument goes on to say that a school library provides essential material and technology for curricular and instructional needs while school library media specialists teach information literacy skills essential for academic achievement and prepare students for lifelong learning. Asamoah-Hassan also indicated that public libraries are centres for community life and learning, offering people of all ages free and open access to information resources, programmes, technology and meeting space to support a broad range of educational and leisure interests.

Asamoah-Hassan (2004:5) believes that for about three decades, libraries in Africa have not been in good shape. From school through public to special and academic libraries, the same problems present themselves, making it difficult for them to effectively discharge the duties expected of them. School libraries are where the firm foundation for a reading culture, independent and resourceful learning is laid in the citizenry, in their formative years. Public libraries are the main access points for students, regular and part-time, where they may find text books. They also provide general informational and educational materials to the public, from children to the aged (Asamoah-Hassan 2004:5).

The United Nations Educational, Scientific and Cultural Organization (UNESCO), in its Pretoria offices realised that there is a need for cooperation among South African Library and Information Services stakeholders, and acted as the facilitator in a National Consultative Workshop that was held in Pretoria on 24 November 1999. One of the core functions of the workshop was to elect a committee to draw up the National Guidelines for promoting cooperation between school and community libraries. Eventually an initiative to develop National Guidelines was undertaken in South Africa by the National Committee, composed of representatives from different provinces of the country and officers from the then Department of Arts, Culture, Science and Technology (DACST) and the Department of Education. Cooperation between public and school libraries had become essential due to the deterioration of library services in the country, which was a result of inadequate funding.

Parallel to the UNESCO contribution to the South African Library Service, Cillie (2000:45) suggested that school and community libraries should budget and select material jointly to avoid duplication and to provide a wider selection of titles. There were other researchers who also presented views about cooperation between public libraries and school libraries in South Africa and other countries, and these are discussed in this chapter.

Le Roux (2001:2), in a statement of the problem, indicates that because of the historical development of separate residential areas along racial lines in South Africa's urban and rural areas, the information needs of the previously disadvantaged communities have been grossly overlooked. Library and Information

Services had been heavily biased in favour of white users, towns, and suburbs. As a result, a substantial backlog exists in public and school library services in the rural areas and in those communities living in urban peripheries.

Le Roux (2001:2) further indicates that in the School Register of Needs Survey 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 provision of public library services intended for all communities was also inadequate. By 2013, the situation in the Eastern Cape Province and in South Africa in general was still largely unchanged although some improvements give hope that cooperation between school and public libraries can become a reality.

A significant contribution to library cooperation was made by the Library and Information Association of South Africa (LIASA), which generally encourages cooperation among libraries, and regards cooperation between public libraries and school libraries as one of the most practical ways to utilise scarce resources (Mulaudzi, 2001:33). In August 2000, National Guidelines for cooperation between school and public libraries in South Africa were presented at a conference of the International Federation of Library Associations and Institutions (IFLA), in Jerusalem.

At that time many countries indicated that they were still considering cooperation and South Africa was commended for having made an early start. In view of the past history of apartheid and conflict, many countries are observing the Republic of South Africa (RSA) closely on its plans to implement cooperative library plans (Mulaudzi 2001:33). There are therefore clear signs of national and international interest in and concern about cooperation between school and public libraries in South Africa.

Le Roux and Hendrickz (2006:621) mentions that one way of achieving improved provision of public and school library services appears to be joint use of services. This would serve learners, educators and the community (general public) within the particular municipal boundary. After examining all the factors, the school-community library model, housed in a public library building, was proposed by the authors. The authors further indicated that, after a review of the relevant legislation governing school and public libraries, it became clear that nothing in South African legislation

prohibits government bodies from initiating plans and actions involving cooperation between school libraries and public libraries (Le Roux & Hendricks, 2006:621). These moves toward cooperation between school and public libraries in South Africa find resonance in conceptual reasoning on library goals and economic development.

Fitzgibbons (2000:2-3) indicated that a close alliance of school library media centres and public libraries can be an effective support system for students, and such alliances take many forms, including joint libraries, networking and resource sharing arrangements, collaborative and cooperative services and programs, and communication networks. It is therefore useful to examine the present status of the complementary and unique roles of school library media centres and public libraries, their current and potential relationships in meeting the needs of youth in individual communities, and the need for national, state-wide, and local planning, policy making, and funding opportunities.

It is very significant to note that in the United States (US), (Fitzgibbons, and 2000:10), not all schools have school libraries/media centres with staffing that meets the standards for the best preparation of tomorrow's citizens. Collaboration between school and public libraries is not only something that is recommended but something that has, for years, been part of the core competencies set forth for library professionals by various library associations and organisations. Guidelines for cooperation need a policy that will indicate aims and objectives of the service, responsibilities, functions, terms and conditions, and criteria, amongst others.

Through guidelines, an implementation plan for the establishment of the cooperation can be developed. It is important to distinguish between different levels of cooperation as libraries and systems generally cooperate at least informally in sharing resources, services, and expertise. According to Haycock (2006:489), the levels of cooperation may range from a simple courtesy like a class visit, to specific services like homework centres, to more formal cooperation like joint programs for the promotion of reading. Much less common is collaboration in which two equal partners solve common community problems together, for example an outcome based joint family literacy initiative.

2.2 Economic Rationale for Cooperation

Bundy (2003:1) perceives library cooperation in the context of economically developing countries trying to improve their information services. Bundy cites differences in ideologies among economic blocs, the development of new communication technologies, and the increasing importance of information as factors to reduce the gap between developed and developing economies. Bundy (2003:1) advocates the joint use of libraries as the ultimate form of cooperation, based on a core value of libraries and librarians locally, nationally and internationally, and in librarianship more so than perhaps in any other profession. Bundy (2003:1) defines the joint-use library as a library in which two or more distinct library service providers, usually a school and a public library, serve their client groups in the same building, based on an agreement that specifies the relationship between the providers.

Such libraries, typically the combining of a public library with an educational institution library, have existed for nearly a century. From numerous failures of the concept over the past 40 years, there have been lessons learned. As a result, Bundy (2003:16) concludes that the number of such libraries and experimentation with them is growing. He believes that, ultimately, what make good joint-use libraries are the library staff members who rise to their challenges and opportunities. Reist & Highlander (2004:1) confirm this view. They claim that many examples exist of successful combined ventures, and while some attempts have also failed there is evidence of innovative solutions to shrinking budgets and funding. What has evolved is a fairly consistent picture of how to approach the establishment of a combined or joint-use library, and of what issues to consider when establishing such a shared facility.

Liu (2004:437) also locates the cooperation of libraries in an economic context. In this study, the author hypothesised that public libraries, along with school libraries, contribute to a country's literacy levels, which in turn contribute to economic productivity. Public libraries contribute to national economies mostly through their literacy programmes. Liu elaborates that public libraries in many countries are important informational, educational, cultural and social institutions. Public libraries provide information services for the general public by making available books, serial,

audio and video collections, providing reference services to answer reference questions, and guiding users to find information they need. They also provide educational programs such as children's literacy programs and adult literacy programs to improve the literacy levels of users.

Public libraries improve their users' information literacy, language literacy, numeric, and learning skills, and contribute to lifelong learning and productivity. Economists and educationalists have long been concerned with the role of educational institutions in a nation's economy. Liu (2004:435) gives the example of economic and education researchers who studied how primary, secondary and tertiary institutions contribute to a country's economic growth and economic productivity. Economists have developed the human capital theory to explain that human capital in the form of education and training acquired by individuals can help to improve productivity, and therefore contribute to economic growth and development.

Liu (2004:437) indicates that, to estimate relationships, observed variables are entered into a regression equation one stage at a time. An assumption of this study is that public libraries and school libraries contribute to general literacy levels, although public libraries primarily improve adult literacy. The author argues that the more public libraries and school libraries there are, the higher the levels of a nation's literacy. Liu (2004: 435) advocates cooperation between school libraries and public libraries. He chooses to explain the library contribution in mathematical and economic terms suggesting that in order to reflect the effect of school libraries on nations' economies, school libraries were entered into path analysis as an exogenous variable. Public libraries and school libraries as variables are predetermined variables with respect to literacy rate and gross domestic product per capita.

Liu further indicates that literacy level and gross domestic product per capita are the endogenous variables in the path analysis model. It is further specified that a nation's literacy levels contribute to a nations' economic productivity. The higher a nation's literacy level, the higher the level of the nation's economic productivity (Liu 2004:437). The author's findings show that public libraries have significant effects on

a nation's economic productivity, and strengthen the human capital view that educated, trained, and experienced individuals are more productive (Liu, 2004:440).

2.3 General Principles of Library Cooperation

This section discusses the evolution of library cooperation, models of library cooperation, factors that favour cooperation, and major barriers and challenges to cooperation.

2.3.1 Evolution of Library Cooperation

Enhanced user services and greater satisfaction of user wants and needs must be the principal rationale for any sort of cooperative activity among libraries. Libraries worldwide have long recognised that they cannot own all the materials that their readers need or want, and that resource sharing is necessary in order to achieve maximum reader satisfaction (Gorman & Cullen 2000:374). Cooperation in terms of resource sharing and collection development is one way to satisfy this demand, whether in terms of users' wants or their needs. But managers fresh from the finance committee battlefield are well aware that the most compelling reason for cooperation is financial, according to Gorman & Cullen (2000:374).

On the one hand, the universe of published information is continuing to expand exponentially, whether it is available through traditional publishing, electronic information or internet resources. As the costs of access to information increase, budgets remain static or decrease everywhere and, when exchange rates against the local currency fall, there is a downward spiral of having less to acquire more (Gorman & Cullen 2000:374). Faced with this financial reality, libraries see that cooperation is the most cost-effective response. There seems little doubt, for example, that it is often cheaper for libraries to obtain individual journal articles on interlibrary loan than to subscribe to the journals. Stemming from these principal reasons for cooperation is a number of more specific goals for libraries in the West which should be considered relevant for Asian libraries as well as African libraries.

There are six goals that Gorman & Cullen (2000:375) have indicated to improve user access to information and that reduce costs to individual libraries. The six goals are as follows:

- “To fill existing gaps in coverage of some specific area within the universe of knowledge, or to reduce duplication in holdings;
- To coordinate collection management decisions related to weeding, cancellations, storage, preservation, etc.;
- To achieve better understanding of collection and development practices among related libraries;
- To coordinate future collection development planning;
- To establish mutually agreed collecting responsibilities for specific disciplines, formats, etc., and;
- To acquire joint site licenses for shared databases”.

Library cooperation has been practiced in the West, but at varying levels and in various ways over time. Gorman & Cullen (2000:377) state that in the 1960s and 1970s, proper resource sharing was much-touted as the way of the future, and practiced in many countries with considerable success. Then for a short time, the decade from the mid-1970s to the mid-1980s, collection development was felt to be best solution in the 80's networks & library consortia shared cataloguing. This was gradually overtaken by interest in coordinated collection management. Resource sharing is perhaps the simplest and most traditional type of library cooperation. By resource sharing librarians mean the sharing of library collections through a variety of activities including:

- Sharing of information on the holdings of cooperating libraries;
- Reciprocal lending and borrowing of materials; and
- Reciprocal services to users of the cooperating libraries – shared cataloguing

In the early days of cooperative schemes in the West, resource sharing tended to involve just one of these services, initially shared information on holdings. Today, however, resource sharing does not involve just “improved bibliographic access, or better document delivery, or more cooperative collection development, but a combination of activities in all three areas” (Gorman & Cullen 2000:377). Coordinated collection development refers to the coordination of any component of

collection building, for example specialization in collection profiles, selection, acquisition etc. between two or more libraries. According to Paul Mosher and Marcia Pankake, (as cited in Gorman & Cullen 2000:377) cooperation in collection development involves the sharing of responsibilities among libraries for acquisition of materials, development of collections, and managing the growth and maintenance of collections.

Gorman & Cullen (2000:377) argue further that ownership became the priority for core collections, leaving access as the option for more peripheral materials. The problem with this, however, is that the core is shrinking as libraries apply 'slash and burn' tactics in response to reduced funding. All the components in collection management can be reduced to four sets of functions that are held together by the shared collections of a consortium. These functions, all of which must be shared, are: collection development, bibliographic access, storage and preservation, cataloguing, and document delivery (Gorman & Cullen 2000:378). If the components in each of these can be undertaken cooperatively, then resource sharing through a combination of access and ownership can become a genuine possibility.

Without cooperation in collection development then (including selection, weeding and maintenance), there is a reversal to the situation where everyone collects core materials, and no one looks after the non-essential items. Without shared bibliographic access, now almost a universal reality through electronic communications, there will be problems locating information about individual resources in a standard format that is intelligible to all partners. Without joint decisions about storage and preservations, libraries cannot ensure that items will be available when wanted, and in an agreed format. Without cooperative delivery arrangements, libraries cannot get materials to the users (Gorman & Cullen 2000:378), but there are alternative ways of achieving cooperation.

2.3.2 Models of Library Cooperation

According to Gorman & Cullen (2000:378), there are many approaches to cooperation between libraries, and many models have been developed and utilised successfully. Some are relatively simple, others far more complex, but all of them

have considerable potential in a variety of environments. More than 25 years ago Michael Sinclair proposed four useful models of cooperative activity among libraries, and the Sinclair typology remains a valuable guide today, the electronic revolution notwithstanding. In Gorman & Cullen's view (2000:378), Asian and other African libraries considering cooperative ventures would do well to begin with Sinclair, and to recognise that this typology is helpful in many regions of the world.

2.3.2.1 Bi-nodal partnership

Sinclair's first model is simply a pair of libraries which have agreed to exchange information and materials. It is typically an exchange agreement in which the libraries agree on a value of the exchange rate. Sometimes more advanced libraries will agree on something like a two on one exchange agreement (two of its items equal one of the other library items). One can see this sort of arrangement working in the Asian region between more developed libraries in Singapore, Taiwan and Hong Kong on a one on one basis, or on a purposely unbalanced scheme between one of these areas and libraries in less advantaged areas (South China, for instance).

2.3.2.2 Multi-nodal partnership

Gorman & Cullen (2000:378-379) explain this model of Sinclair's as an extension of the bi-nodal model in which a number of libraries contribute to a common collection in some sense, and all draw from this common resource at an agreed rate. This is the simplest type of consortium arrangement and could work well within a single country, as in fact it already does in many places.

2.3.2.3 Service partnership

There is a principle which suggests that, moving up the scale, as libraries become used to cooperating and want to provide some outputs, they are likely to move into a service partnership model (Gorman & Cullen 2000:379). One library in a pair or a group makes available its facilities to produce a group output such as a cooperative Online Public Access Catalogue (OPAC). The output is made available to members of the group. All participating libraries contribute to the output, and one of them acts

as a facilitating node or manager of the output. It is still a participatory arrangement, as are all of the models up to this point. Several networks in China are examples of service partnerships, generally providing access to shared catalogue resources and Chinese databases. LC was the 1st example of this.

2.3.2.4 Outsourcing partnership

The fourth model mentioned by Gorman & Cullen (2000:379) is in some ways the most sophisticated in that it most resembles a business arrangement. Here an external organisation (typically a bibliographic utility or aggregator) is engaged by the participating libraries to provide a common service. This is often viewed as a cooperative arrangement, because the participating libraries enter into a contractual arrangement with a third party who is not “one of them” (Online Computer Library Centre (OCLC) for example). This enterprise inputs materials for the participants, and produces an agreed output for those participants and perhaps for non-participants as well. We started as Ohio College Library Center focused on cataloguing i.e. sharing method.

2.3.2.5 Independent Shared Sites

According to Morden (2003:5), in an independent or shared site model in library space and collection, the school uses the public library branch as its library, or may have its own library. The collection is a public library branch. Physically, the public library and the school are built on school property next to a school. The public library and the school are two separate buildings, or may be minimally physically adjoined (e.g. sharing one wall). The school and the public library have their own separate entrances. Operationally, the public library and the school are run completely independently. With funding, the public library and school library each finance their own operations as usual. The main difference is that the public library is built on school property and can be used by the school’s pupils, permanently.

The public library rents the land from school usually for a negligible fee. A variation on this arrangement is that, the school may have an additional entrance directly into the library, or through the school’s computer laboratory. There may be some shared

space, e.g. a computer laboratory and meeting rooms. The rental may be closer to market price, rather than nominal. There may be a separate public library and a school library in the same building complex.

2.3.2.6 One Space, Public Library provides all services

In this model, the public library provides the space and collection as one shared library for the public and school. Physically, the library is in one space in the same building. It may be built on school property, in which case the library usually pays a negligible fee to lease or rent. If on public library/city property, the public library and school pay a proportional amount based on space. Entrances to the school and the public library may be shared, or separate, or both. Operationally, there is no shared responsibility for library services. The public library provides all library services, including management and staffing.

The public library's automation system is used for both school and public library materials, with a union catalogue which reflects holdings of both. In most cases, the school contributes by providing a computer lab, which typically is available only to students during the school day and to the public after school hours. The computers are purchased and maintained by the school. The public library has its own public internet personal computers in addition. Funding and costs depend, if on city-owned property, on the proportion of the building space used by the public library or the school. If on school property, the public library usually pays a negligible fee to rent, such as \$1 (equivalent to R10.40 as of December 2013) per year, and some facilities maintenance may be done by the school. In numerous cases, the public library provides some library services for the school, or, in this model, all library services. Typically, this may include acquisitions, cataloguing, and circulation services, and possibly some level of staffing.

Models of payment include:

- “No charge to the school, as the additional work is negligible in comparison to the public library's own;
- Fee-for service, based on a negotiated fee and variable according to the work done; and

- Annual flat fee, negotiated up front” (Morden, 2003:6).

Variations may be that, instead of being in the same building, the two facilities are joined by an interior hallway or the school and the public library are housed within a larger complex. Computers may be provided by the public library, and the computer laboratory space and furnishings provided by the school (Morden, 2003:6).

2.3.2.7 One space, division of responsibilities and control

The collection is combined, although the school collection is a relatively small part of the total. Physically, the library is in one space in the same building, on school or city property. There may be shared or separate entrances, or both. Operationally there is a division of responsibility for services in an exchange. Typically the public library provides information and circulation services, cataloguing, and the library automation system based on a union catalogue. The school staff may be primarily responsible for students during school hours, and the school may provide services such as cleaning and maintenance (Morden, 2003:6).

There is usually additional shared space, such as program and meeting rooms, and sometimes specialised school facilities such as art rooms and pottery kilns. The division of responsibility results in on-going negotiations, usually by some kind of management committee with representatives of the school and library. Funding and costs are divided proportionally in a formula as negotiated in their written agreement. This is often based on the proportion of space allotted to each within the building or complex. Alternatively, a formula of services and fees may be set up to reflect a proportion of responsibility. The formula may include fee-for-service or flat fees for certain services, as recommended. There may also be some division regarding funding of staff or collections.

In variations, there may be separate service points for students during the school day. In some libraries there is a separate information and circulation desk to which the students are directed during the school day, as well as a separate entrance. After the school day, they are directed to use the public library or school, e.g. quiet reading area, student tables, a separate area for small children, where students are

not allowed. There may be separate public and school entrances, with an additional inside entrance for students. A variation is when the school agrees to provide some staff to serve the public in exchange for cataloguing and circulation system services by the public library.

If the agreement requires a school librarian position, the school has to provide staff acceptable to the public library, or pay the cost to the public library for that position. The funding formula is a 50/50 split based on a cost breakout formula. Each agrees to provide certain funding or services of approximately 50%. If the school is not in a position to pay, they look at “fair trade” in some other ways. Looking at critical success factors, the responses varied, such as: “Very well”, “reasonably well”, “I wouldn’t do it again, at least not this way”, or “if I were to do it again, I would make these changes”. There is no denying that there are problems, but everybody in the community thinks it makes sense” (Morden 2003:15). All these models can be used in cooperative ventures, and their success is motivated by potential advantages.

2.3.3 Advantages and factors that favour cooperation

Gorman and Cullen (2000:376), when looking at factors favouring cooperation, noticed that the unending inflationary spiral in the cost of library materials, as already indicated, is probably the principal factor in favour of cooperation. This is accompanied by increased output by publishers, and the escalating introduction of new or improved multimedia formats. Costs and volume will continue to be the principal motivators that push libraries into cooperative arrangements. In many countries, parity of access is a strong motivator for cooperation. Provincial Vietnam, as an example, may be better served by cooperative information networks in which libraries are key players, allowing the most remote reader to have something akin to the resources available to a reader with direct physical access to the National Library of Vietnam in Hanoi (Gorman & Cullen 2000:376).

This becomes increasingly possible with the advent of genuine virtual libraries and reliable electronic access to information. Information technology is playing a role in other ways as well. New techniques for storing, retrieving and preserving electronic formats are becoming more economical and reliable, making it feasible for resource

sharing to utilise these technologies. Digital imaging systems, for example, are becoming viable as a means of full-text delivery, as well as preservation of brittle and visual materials. These factors favouring cooperation are evident as the cooperative enterprise over the years has evolved from resource sharing to coordinated collection management. In Gorman and Cullen's view (2000:377), these have emerged as the principal phases in the history of library cooperation to date.

Favouring library cooperation, the Heartland Library Cooperative (2003:3) based and operating in Florida US indicated some strengths of the cooperative in their development and analysis plan, highlighting the following:

- “The spirit of cooperation is the core of the entire Cooperative's strength;
- The professionalism of the Cooperative Coordinator, the County Library Directors and all staff who are dedicated, knowledgeable, flexible and committed to fulfilling the vision of the Cooperative;
- The Cooperative is always looking toward the future, ready and able to change and grow;
- The Cooperative takes leadership in seeking grant funding for the benefit of the County Library Members;
- The cooperative Governing Board is strongly committed to working together to provide services throughout the cooperative area, maintaining a focus on all the libraries to be served;
- The addition of the other Libraries brought new resources to the cooperative;
- The County Libraries are active participants and respond to opportunities presented to them;
- The Cooperative enjoys excellent communication among the County Libraries and their staff, supported by email updates and a cooperative email discussion list. Joint meetings of the cooperative libraries are held annually;
- The Cooperative co-ordinates training for the staff of member libraries; and
- The Cooperative manages its funding very well, based on sound and successful policies” (The Heartland Library Cooperative, 2003:5).

There are therefore clear advantages in cooperation between school and public libraries as indicated by different researchers cite some here. The major advantages that were highlighted were the cost, improvements in service, access, community

and government support. In Morden's view, the common denominator of all the partnerships is the significant financial savings. From the point of view of the public library, this can include capital costs, staff processing savings, and buildings. Each partner contributes no more than they would have normally, but receives more out of the partnership than they would individually (Morden, 2003:11).

Members of the school, students, school and teaching staff receive enhanced service and convenience, resulting in increased use. When planned well, there is increased use and visibility of the facility by attracting users of the other part or parts of the facility. This results in an increase in public library membership and use. The partnership may result in an increase in the number of hours the library is open, especially for the school, but often also for the public library, thus benefiting both communities of users. When it comes to community and government support, the partnership can offer a feasible solution to provide library services in an area of the city where it is badly needed, for example, because of area growth or changes, or because of required replacement of an outdated or undersized branch (Morden, 2003:11).

In such cases, the community support and pressure to provide such services can be very strong. Popular, community, and government support will be strengthened by the perception of partnership. This may speed up approvals for new facilities. In some cases, government grants may be based on criteria including partnership. Bundy (2003: 9) also cites examples of advantages in joint use libraries compared to separate entities. These include economic, social and educational advantages. Joint use libraries represent efficient use of public money. Staff and operating costs may be shared between authorities, buildings and facilities may be provided more cost-effectively, and coordinating the acquisition of resources may provide savings. Joint use libraries provide a greater quantity and quality of collections, electronic resources, services and facilities than is possible with separate services and concomitantly smaller budgets.

Increased staff availability which can allow extended opening hours is another advantage. Joint use libraries are convenient to clients by providing all services on one site, and facilitating the collection in one place of archival and local history

material of interest to the whole community. There is more flexibility in providing and obtaining resources and making innovations as well as providing access to more than one system for support services such as professional development (Bundy, 2003:9-10).

Joint use libraries promote greater community interaction by providing a focal point and providing greater access to information on community services. To increase the community's awareness and understanding of current education practice is another advantage. Promoting lifelong learning through the educational role of the joint use library can also encourage the development of a positive attitude in students towards school. Furthermore, joint use libraries provide more avenues for promotion of the service which therefore bring different community groups together on the Governing Board. This may provide a social justice outcome for smaller communities which cannot support separate services.

Reist and Highlander (2004:7) confirm some of these advantages. They include savings from the elimination of unnecessary duplication of materials and sharing of costs of construction, personnel, maintenance services, and utilities. Convenience to community members of having the library open longer hours and on weekends is another advantage. The addition of professional personnel to a program otherwise unable to afford qualified staff members can be an advantage too. The availability of information in a broader range of formats through the combination of the materials in both programs and the offering of library services to the residents of small communities unable to generate sufficient funds to support an independent library are also considered as advantages.

In order to achieve these advantages for successful joint use libraries, Bundy (2003:10) lists the following as key factors:

- “A formal agreement endorsed by all cooperating authorities is essential;
- The agreement should include the essential items but not attempt to cover all policy issues and should provide for dissolution of the joint use library;
- The level of service provided for dissolution provided must be equal to or better than that which could be provided in separate facilities;

- System-wide support is essential e.g. for staffing, professional development and advice and financial support;
- A Governing Board should participate in the establishment of the service, to develop ongoing broad policy for its operation and to determine goals and budget priorities;
- A profile must be established for each joint use library to define the community to be served;
- Provision must be made for any projected growth of the profile community and choice of site is critical;
- Very good signage is necessary, in the environs and on site where opening hours should meet the needs of the profile community;
- Physical facilities should be appropriated to the profile community and there should be awareness of the special needs of the profile community;
- Staffing levels should be adequate and the composition of the staff should reflect the requirements of the profile community and staffing should be integrated if possible;
- Support structures should discourage too rapid fluctuations in staffing numbers;
- The Library Director should be a professional librarian and have freedom to manage, including having direct control of staff and budget. S/he should be represented on the senior decision-making and policy bodies for each constituent institution; and
- Direct two way communication should occur between the director and funding bodies in regular consultation with, and reporting to, all parties concerned. Regular internal and external evaluation of the library should take place”.

All these advantages and requirements for success suggest that there are also challenges, which cannot be ignored.

Given certain conditions, mergers of school and public libraries may benefit both the community and the school. Haycock (2006:490) highlighted advantages and disadvantages, common problems, predicting success where specific factors, like criteria for potential success, have been identified as well as trends and issues. As far as the advantages are concerned, these can include an improved collection, extended or better service, less duplication of effort and resources, more electronic

and media service, and better use of funds. In conclusion Haycock indicated that a joint library can become a community focal point in agreement with Bundy and others. The most common dual libraries are public school libraries and public libraries, usually in small communities.

2.3.4 Barriers and Challenges to Cooperation

Gorman & Cullen (2000:374) identify the major barriers to cooperation. In their view, there are four barriers to effective cooperative ventures, namely: desire for autonomy, competitive environment, changing institutional focus and financial constraints. The authors indicate that in many libraries there is little will to succeed in a cooperative activity beyond the most rudimentary because of an underlying desire or need for each library sector or even individual libraries to remain autonomous. The authors give an example of a situation in China where administrative reality did not permit the three main library sectors to engage in much meaningful interaction at the time. Gorman & Cullen (2000:375) further maintain that this is a powerful reality based in part on the premise that what they have paid for they own and also control. The corollary is that, if they are not the owners, then they do not control the resource. There are, in other words, powerful forces among libraries favouring local self-sufficiency.

Gorman & Cullen (2000:375) explain that we live in an environment of increased competition for “clients”, and that part of attracting clients is providing a library service that is better than anyone else’s. This raises questions: Why should they share their hard-earned collections and information resources with libraries that belong to “the opposition”? The authors also state that in the university sector one sees this attitude emerging in resource-rich territories such as Hong Kong, Singapore and Taiwan, although the rhetoric for cooperation suggests otherwise. The authors further argue that there is the ever-present issue of affordability, as what these countries can afford today in terms of meeting obligations as part of a cooperative arrangement, they might not be able to afford tomorrow. This can happen even in countries with long-established cooperative acquisitions schemes. For example, information resource-sharing in Asia is hampered by different factors from those in Africa or Europe namely:

- “Ethnic and political divisions that lead to national rivalries;
- Lack of understanding by governments of the critical role of the information infrastructure in the provision of effective information services, leading to lack of investment in information services;
- Severe lack of financial resources in the region’s developing economies; and
- Lack of an existing culture of open public access to information and information sharing” (Gorman & Cullen 2000:376).

The authors cite a Chinese scholar who notes that although the necessity for information resource-sharing is generally recognised, libraries and information institutions are still burdened with traditional thoughts and customs, like the reluctance to share with others, departmental selfishness, and favouring collection over utilisation.

What is indicated above is common in many countries and many societies. The Eastern Cape Province is no exception and is experiencing the same constraints such as lack of understanding of information services among the politicians and the senior management of the two departments responsible for LIS.

The more developed nations in the Asian region report obstacles to cooperation that seem remarkably similar to those found elsewhere, such as:

- Lack of funds;
- Increasing pace of technology change, requiring frequent upgrades of software with attendant costs and staff training needs;
- Small percentage of collection digitised and;
- Lack of adequate local and wide area networks to provide access to national resources for a wide range of users.

While some of these obstacles are universal, others are more relevant to developing nations, namely:

- “Difficulties in affording the minimum number of PCs necessary to put their catalogues on computer;
- Lack of professional staff as well as those with training in basic library, computing and online cataloguing skills;

- High levels of illiteracy in the community; and
- Lack of infrastructure and planning at government level” (Gorman and Cullen, 2000:376).

These authors conclude by saying that whether we make generic comments about obstacles to cooperation or draw on more specific examples from Asia, it is clear that there are many hurdles to overcome in “the real world” if cooperation is to succeed.

The Heartland Library Cooperative (2003:3-4) state the following challenges for cooperation:

- “The cooperative needs to provide a more dynamic web site, with interactive features to link members to information;
- The cooperative is affected when members of the Governing Body do not attend meetings on a regular basis;
- The cooperative will be facing funding issues as the result of the revision of the State Aid to Libraries grant program in review; and
- The cooperative needs to encourage the Library consortium to follow through with its plans for the cooperative’s participation in the anytime, anywhere library resource sharing project”.

Reist & Highlander (2004:8) point out as disadvantages the inability of limited professional and clerical staff to adequately meet the great variety of needs of students and other community members through one program – the reluctance, for example, of adults to use the library in a school building during school hours, and the difference in site requirements for the public library and school. The authors indicate that another disadvantage is the development of adequate school and public programs when offering a single program of limited services to all communities.

There is also the reluctance of students from other schools to use a public library housed in a school they do not attend. Disturbance of school activities by such patrons as pre-school children visiting the library during school time is another disadvantage. The censorship of adult materials, which often are considered unsuitable for the school library collection and the limited ability of the combined program to offer the range of public library services needed to make youth aware of

the lifelong value of using the public library, are further disadvantages (Reist & Highlander, 2004:8).

Morden (2003:12) adds to already-mentioned disadvantages and expands on others. Control and division of responsibilities has been identified as one of the problems. Central to each model is a delineation of control or responsibilities. A school/public library partnership brings together two different organisations with different sets of goals and priorities. School boards have increased in size and now are often large bureaucracies, with many priorities particularly in environments where there have been a lot of cutbacks.

When the public library needs something attended to, it is often not high on the school's priority list, and may delay joint decisions, which can be very frustrating. The additional partner can create increased administrative overheads. Funding formulae can become complicated and differences in policies can result in the need for negotiations. If the school board and public library disagree on standards of cleaning, furniture, or carpet replacement, some compromise is required.

Morden (2003:12) argues that labour issues can cause problems when a public library on school property may be required to use the school's unionised cleaning services, but may not be satisfied with it or may have their own unionised staff to deal with. Some public libraries cite as a major success factor that there is a clear demarcation of authority so that decisions can be made without this bureaucratic red tape and delay, and some even take on the full responsibility with or without additional compensation so they can make the decisions. Telecommunications service is now an essential. In some cases this is provided through the school board, resulting in potential support issues and questions of priority service.

Morden (2003:12) elaborates on challenges related to staffing, school environment, communication, collection, building facilities/design and planning, cleaning, maintenance, environment control, and changes over time. One of the key areas of concern in the partnered school environment is staffing of school libraries. In shared school/public libraries, the presence or absence of school library staff can have a great impact, depending on how active they are in the library. Cuts result in

increased pressure on the public library to address school needs, when the public library is already dealing with their own limitations of staffing.

The school may have had committed library staff in the original agreement with the public library, but this can change over time. In most cases, the school library staff members are not available to assist the public with their information requests and are not considered part of the public library personnel. Where they do have an agreement to assist, they would be available during regular school hours only, Monday to Friday. School hours are different although overlapping with public libraries hours. Some public libraries have increased hours to accommodate school hours and staff may require modification. Staff at the school and the public library change over time, and have to be re-educated in the partnership, and may have varying levels of interest or support.

The nature of a school environment requires adjustment by the public library due to the increased presence of young students in a mix with public library patrons of all ages. Some of these adjustments include a focus on youth services, and services particular to the students of the partnered school, with increased awareness of curriculum needs. There is a need for policies addressing student behaviour in the public library, including monitoring, supervision, and discipline preferably in communication with and without mutual support from the school. Safety and security, addressing the comfort of patrons in an environment, is also an issue. Being in a building with a school, particularly a high school discourages some patrons especially the elderly who may feel intimidated by groups of students or find the environment unpleasantly noisy.

In an elementary school, there are sometimes more concerns and restrictions on access by public patrons or students for safety reasons. This concern can be strong enough to end negotiations for a joint facility. Variation among the environments in elementary and secondary schools as it is in public and school libraries are another possible barrier, as is communication. Lack of communication regarding planning can cause frustrations such as staff changes during holidays or exams, and facilities use, e.g. cafeteria closed for exams, parking will be busy because of a certain activity, and many other reasons (Morden, 2003:13-14).

Morden (2003:15) concludes that, in the models where the library is a shared school/public library, there are additional collection decisions due to the partnership. Some public libraries do solicit advice for the school portion of the collection. Some schools provide their own materials, although generally on a small scale relative to the resources of the public library. A public library makes available all materials to its patrons, whereas a school may impose some restrictions. Selection and de-selection issues, including intellectual freedom issues may arise in a youth environment. With a union catalogue, there may be some concern from teachers that some materials should not be shared through the public library system, but retained on-site for use for students.

Building designs will have a large impact on the on-going partnership, and needs to be addressed during the planning stages to avoid some sources of conflict or problems. A lack of visibility of a public library within a school, or build a library as part of a building with no visible differentiation of the public library and school library, and problems with inaccessible parking, and security and safety concerns, regarding layout of space and ease of supervision, are part of the problems. Conflicts can arise over standards and staffing of cleaning and maintenance. Several libraries hire their own cleaning staff, and manage them according to their own standards. In some cases, the public library does not have control over concerns like their own heat and air-conditioning. This can be an on-going conflict if it has to be regularly negotiated through the school.

There are problems where the shared facilities are built in high-growth areas, and that have changed greatly over the last few years. Although some may have been built recently to address this growth, others are older. Both partners are separately affected by such changes, and this can result in changes to the needs and operations of the partners, which may affect their agreement. Changes can include local conditions and population profiles. Changes in school boundaries, buildings or other new facilities nearby, and political decisions, e.g. closing of the school, are other issues. All these issues, if not addressed, can result in a decrease in circulation and use of the branch public library in its partnership with a school. When identified in advance, however, many of the challenges can be turned into success stories (Morden, 2003:15).

Haycock (2006:490) mentions as another disadvantage the possibility that fewer adults are willing to use the school library, especially during school hours, rather than a separate facility, and sometimes due to a location that is not central and sometimes due to a perceived intimidation by an overwhelming student / teen population and presence. Occasionally, school staffs experience a frustrating disturbance of school activities. More limited facilities can then become problematic due to increased crowding. The inability of limited staff to deal with a range of students and adults or a single program of limited service can result.

In addition to common advantages and disadvantages, there are several problems inherent in many dual use facilities. There are often, for example, basic differences in purpose, resulting in role conflict. Thus, there is the possibility of undue stress being placed on the one librarian who will serve two supervising bodies, each with its own values, mission, vision, goals, and priorities, as Haycock highlighted. The school exists to educate children and the focus of the school librarian, therefore, is on formal instructions. The public library, on the other hand, as the market-place of information and ideas, the people's university focuses on the individual and his or her self-defined pursuit of knowledge.

There are also several problems cited around governance and management issues. The school district boundaries and city or village boundaries are often not the same, raising questions about who the acceptable clients and funding sources are. Ill-defined areas of responsibility make performance assessment difficult. With different boards and employers, salary and work schedule expectations can vary significantly for what appear to be similar roles and responsibilities. Security problems concern parents and teachers when adults and children intermingle (Haycock 2006:490-1).

Arguments like these form the basis of what needs to be done and one criterion several criteria considered when developing guidelines to cooperation between school libraries and public libraries. Further, Haycock (2006:492) came up with criteria for potential success. He argued that, in order to provide a solid basis for success, a community will need to commit to certain principles that are unique to dual use libraries. They do not include the necessary professional elements that are

common to separate facilities and services, such as effective management of people, resources, and services, customer service factors and outreach.

The advantages and disadvantages play out differently across the world and across developing and developed countries. It is therefore important to learn what is happening in other countries regarding library cooperation, not least because the lessons will be useful to develop guidelines for cooperation between school libraries and public libraries in the Eastern Cape Province of South Africa.

2.4 Library Cooperation in selected countries

The countries selected for discussion share some similarities with South Africa, while others are different but instructive examples. This section therefore focuses on the United States of America, Canada, Australia, and a few countries in Southern Africa, such as Botswana, Kenya, Mozambique, Zimbabwe and South Africa.

2.4.1 Libraries in North America

Examples of selected libraries from North America were generally informative.

2.4.1.1 United States of America (USA)

Resource sharing and cooperation has a very long history in the US. There are several states in the United States of America with examples of library cooperation. Nebraska, New Jersey, Pennsylvania, and Florida are discussed below.

2.4.1.1.1 Nebraska

The Nebraska Library Association supports school library and public library cooperation. Lobner and Kaslon (2000:17) discuss school/public library combinations. They use the concept “merger”. The key reason for wanting a merger, from the county viewpoint, involves tax money. In this merger, the groups involved decided each entity would have its own Governing Body. Specific operating rules were added to the agreement by mutual consent of all parties. Those specifications

would ensure that all parties would work to make sure that the library met all the standards that the state required. There is no easy formula that will give an answer. For any merger of like entities serving different populations, the key has to be the people that will have to work with the result. Compromise by library staff and the local boards has to be the order of the day (Lobner & Kaslon, 2000:20).

2.4.1.1.2 New Jersey

In New Jersey, the only true example of a joint/school public library that could be identified is in Cranbury. As the demand for library services increased, the question was often asked “Why not just combine the school and public library in the same facility?” By that time there were 451 public library facilities, 2 295 school libraries and 68 public library construction projects under way throughout the state as indicated by the New Jersey Association of School Libraries (NJASL), New Jersey Library Association (NJLA) and New Jersey School Library (NJSL) in November/December 2003.

The three bodies recognise that libraries play a critical role in education, but careful and systematic planning is necessary. While both the school and public library share some common goals, they must by law employ different means to achieve that end. To successfully serve the community, their differences must be reconciled in the day-to-day operations, in the access information resources and other services of the joint facility. New Jersey State Statutes by 2003 had not provided any legislative authority for the establishment of a school/public library. Schools and public libraries were organised under different statutory schemes. Schools were administered by local school boards, and public libraries by library boards or trustees appointed.

It was imperative that no school/public library agreement ignored any state law or regulation with regard to schools or public libraries. Local library boards of trustees and local school district boards are empowered to enter into contracts and to develop policies for their respective institutions. In the criteria for standards, a local school board and local library board are required to plan before entering into a contract for a school/public library. The contract should outline the specific terms of agreement for the establishment of a school/public library. The contract was

reviewed by attorneys for each of the legal entities before being signed by the president of the local board of education and the president of the local public library board (NJSAL, NJLA and NJSL November/December 2003).

2.4.1.1.3 Pennsylvania

In the Pennsylvanian experience, Bundy (2003:4) indicated that library cooperation was in 11 operational school community libraries which were primarily in sparsely populated areas. Of these libraries, it was observed that several were at risk because of financial difficulties and falling school enrolments. Despite the condition of the school community libraries in Pennsylvania, the combined school/public library controversy was not soon to be reduced. Shrinking funds and community desires to maximise use of facilities will maintain pressure for its consideration. The underlying observation is that some communities would have no or minimal public library service without cooperation. According to Bundy (2003:4), several communities in Pennsylvania are considering their establishment. There was a further suggestion that success was more likely for those proposed libraries if a five element framework was to be followed:

- “The combined school/public library requires as a minimum, one school librarian and one public librarian working with adequate support personnel in a framework that permits mutual planning and application of goals and services;
- The combined school/public library should be designated in advance of use with adequate space and selected separate areas for school, public and staff use;
- The combined school/public library must strive to select and acquire a balanced collection for all patrons and establish the most simple and useful means of access to materials;
- The combined school/public library must aggressively develop and participate in formal mechanics for resource sharing e.g. networks; and
- Governing structures and channels of authority in the combined school/public library must be formally established and permit efficient decision making and resolution of conflicts without due and proper notice” (Bundy 2003:4-5).

2.4.1.1.4 Florida

In the Florida experience, the impetus for renewed interest in combined school and public libraries stems from state and local efforts to find more economical ways to offer community services. Combined libraries appeared to be a cost saving device for eliminating needless duplication and making effective use of existing facilities. Further, the one-stop school concept supports the centralisation of selected community services as the school site. Proponents cited savings from shared facilities, personnel, collections, maintenance, services, and utilities, increased hours of operation, addition of professional personnel to a program otherwise unable to afford qualified staff members, availability of information in a broader range of formats, and provision of library services to small communities lacking a sufficient tax base to support an independent public library.

There was a need for a kit to assist community members and librarians to determine the potential effectiveness of a joint use library. This call was well responded to in several jurisdictions. Two other major conclusions were drawn: one was the need for an evaluation method; the other was that a unified library approach, rather than two separate programs in one facility so common in rural sections of Australia and in some parts of the United States merits further investigation to determine effectiveness (Bundy, 2003:6-7).

2.4.1.1.5 Colorado State

Colorado libraries have gone through a number of strategic planning activities over time. The most recent strategic plan was: The future is now: Quality Library Services in Colorado. The library community has developed a new strategic plan to cover the years 2006-2010 called: Moving Libraries Forward: A Roadmap for Colorado Library Cooperation. Colorado Libraries developed their document to serve as a guide for how libraries, working together, can improve library services to the residents of Colorado, while acknowledging the continuing, difficult tasks of doing more with less, Moloney and Hainer (2004:2)

The Strategic Planning for Library Development Task Force was appointed by the Colorado Library Advisory Board in May 2004. The first task for the Task Force was to review the previous strategic plan, other state-wide plans, the work of library organisations throughout Colorado, and the research on library users and non-users. From that information, a web-based survey was created and administered to library leaders, public library trustees, school library district administrators, and academic officers. Over 200 leaders helped to identify the key issues and concerns that need to be addressed in the next plan (Moloney & Hainer 2004:2).

The Task Force wanted the plan to be developed within the values and ethical structure embraced by the library community. As the result of that commitment, a values workshop was held with the Colorado Library Advisory Board and the Task Force Members. Among the dozen values developed by that group, five were identified as crucial for moving libraries forward. The first one was literacy and education for all. They supported the role of formal education in their society. They indicated the support for education as a core value of the library community including literacy, lifelong learning and self-improvement. The second value was equity. Library services, resources and access should be made available without barriers. As their Bill of Rights states, library materials should be available to all people of the community the library serves. The third value was freedom of information.

They indicated that they cherished the idea of intellectual freedom and were committed to protecting the concept. The fourth value was best practice. The indication was that the commitment to high quality practices and customer services is fundamental to the library profession. Libraries should be known for their quality and work toward continual improvement. Cooperation and collaboration were the fifth and the last crucial values indicated by the group. It was suggested that working together brings out the best in themselves and in their community. They value resource sharing and the preservation of knowledge for the future. The Task Force then took the research and the survey results, identified values, and created six draft goal statements (Moloney & Hainer, 2004:2-3)

The next step was to host a summit of 30 representative leaders from 15 different library organisations. Summit participants refined the language of six goals and

developed 17 objectives for consideration by the wider library community. The Task Force presented the goals and objectives to another group of relevant stakeholders, such as paraprofessional groups, public library directors and trustees school librarians. In addition to seeking input in their open meetings, they also placed the goals and objectives on the State Library's website and solicited input from numerous email distribution lists. From those inputs, both goals and objectives were rewritten.

Six objectives were selected by the library community as the most crucial ones.

- “To find new funding sources for libraries;
- To find financial support also for the courier;
- To provide state-wide access and funding for electronic resources;
- To develop a single locator system for all Colorado library holdings;
- To create a state-wide continuing education plan for library staff; and
- To provide sustainable access to state-wide virtual services (Moloney & Hainer, 2004:2)

Finally the plan was presented to the library board for approval, consideration and endorsement.

2.4.1.2 Canada

Bundy (2003:3-4) explains that in the Canadian experience the question was asked “are school-housed public libraries a good thing?” It was felt that the most careful planning before attempting a school community library is necessary. Interestingly enough, the desire for combination came from school trustees and not the citizens in the community. Savings to the taxpayer are found when avoiding duplication of expensive materials and overhead expenses such as the building, lighting, heating, and custodial services.

Although school and public libraries are educational agencies with broadly similar aims, their specific purposes, approaches and operational methods are quite different Bundy (2003:3-4), and school community libraries had real potential where there was expert, informed, and planning decision-making. The importance of continuous evaluation was emphasised in the Canada-based discussions, as well as

constant evaluation on a formal and informal basis. A research report prepared by a consultant for library and information systems was commissioned by the Chief Executives of Large Public Libraries of Ontario (CELPLO). It reviewed the state of cooperation between large public libraries and schools in Ontario, and selected municipalities in other provinces and in the rest of Canada. The focus was on existing or planned joint facilities and cooperative services, from the point of view of the public library.

The research objectives were as follows:

- “To document major cooperative and significant cooperative relationships between large urban public libraries and schools in Ontario and Canada;
- To document the nature of service relationships between large urban public libraries and schools in Ontario and in Canada;
- To document the existence and state of joint school library/public library facilities in existence or in the planning stages;
- To conduct a review of the current literature on facility and service cooperation between schools and public libraries;
- To document what Chief Executive Officers (or designates) envision as the state of relationships and service to schools in the year 2005; and
- To document and highlight models of cooperation and service that appears to be examples of best practice” (Morden 2003:1).

The key stakeholders were the City or Town Councils, the Public Library and School Boards and Trustees, the Public library staff, school staff, especially teacher librarians, teachers, and administrators, and students. In the investigation of models that might provide examples of best practice, it was acknowledged that success of such joint ventures would have to be determined by the stakeholders. Morden (2003:3) believes that the study was undertaken from the point of view of the public library only. For that reason, it became evident that the report would not define “best practice” as a blueprint for future partnerships, but rather be a description of significant existing and future partnerships between schools and public libraries.

Nonetheless, the report identified models that have been developed in the various communities, the advantages of partnering, issues and problems to be dealt with,

critical factors for success, and public library views of future trends, with the intention that these would be useful to public libraries considering such partnerships. Aside from sharing of physical facilities, other types of cooperative services are briefly discussed, highlighting some interesting examples, and a review of the current literature. Cooperative services ranged from outreach programs to shared, automated and telecommunications systems and shared licensing of electronic resources. However, it became apparent that important aspects of the level of sharing of facilities include also the division of service responsibilities and control (including staffing and management), and the division of initial funding and on-going costs.

These examples from North America are generally instructive, and there are countries like Australia that share South Africa's commonwealth history and where joint use libraries for schools and communities have been established for some time (See:http://www.lga.sa.gov.au/webdata/resources/files/SCL_Handbook_November_2007_Document_and_appendices.pdf). But one cannot ignore their limitations for application in South Africa, which is still a developing country. For this reason, it becomes imperative to consider also examples of library cooperation in the Southern African region.

2.4.2 Southern African Region

From the Sub-Saharan Africa, Botswana, Kenya (included here even though it is located in Eastern Africa), Mozambique, and Zimbabwe have examples of library cooperation that may provide general developmental insights relevant to South Africa. It proved difficult to find specific examples of cooperation between school libraries and public libraries. The examples here however, show sensitivity to cooperation and its benefit for expanding access to library and information services. Bibliographies of joint libraries have few if any references to Africa in general: (See: <http://www.georgialibraries.org/lib/collection/jointuselibraries.pdf> <http://www.ala.org/tools/libfactsheets/alalibraryfactsheet20>). However, the idea of library cooperation more generally is not new in these in Southern Africa.

2.4.2.1 Botswana

When Botswana's special libraries were seeking library cooperation, Molefe (2003:62) indicated that it was not a novel idea. He maintains that a variety of terms have been used to refer to the act of working together for the benefit of all concerned. Some of these are "action" words, such as connect, consult, cooperate, collaborate, collude; and "organisation", while others refer to, for example, conference, committee, coalition, consortium, corporation, community (Molefe, cited in Bodie 1996). Despite different shades of meaning, such as degree of engagement or social acceptability, these words always suggest the coming together of distinct parties to achieve a common end, in activities usually limited in time or space.

Molefe (2003:62) concurs with Gillham (1996) when he says: "In contemplating collaboration, it is essential to think long term and strategically. Collaboration is not a quick fix to immediate problems. Collaboration is not just an economic strategy: this is not really about money. The primary and enduring reasons for a collaborative approach are the many positive benefits which will be experienced by those we are here to serve". Library cooperation therefore includes a series of long-term activities that need careful planning to ensure their future sustainability. All librarians participating in the collaborative effort need to appreciate the need and advantages of such cooperation. The participating librarians, the mother organisations, and primary clients need to have a clear perspective of the operations of the cooperation if the partnership has to succeed (Molefe 2003:63).

Resource-sharing in itself is not a novel idea in Botswana and the tradition of resource sharing is an ancient one in the library profession, but it has been propelled since the 1990s by Information and Communication Technology (ICT) (Molefe 2003:66). As a result, library cooperation has become common both in the developed and the developing countries. Botswana's neighbours, Mozambique, South Africa and Zimbabwe have well-established collaborative activities, similar to those found in developed countries.

Several library consortia in South Africa, for example, are drawn together under the umbrella Coalition of South African Library Consortia (COSALC). Botswana, despite

its reasonably developed communication infrastructure, is however lagging behind. Reasons for the indifference may be attributed to the general landscape of librarianship in the country. But library professionals are upbeat about the future growth of library cooperation and consortium development in Botswana (Molefe, 2003:66). The Botswana Libraries Consortium is still existing and active with a list of 46 members that was last updated on the 18th of March 2013.

2.4.2.2 Kenya

Information professionals in Kenya have already embarked on an electronic information resource-sharing initiative in Kenyan universities (Rotich & Munge 2007:64, cited in Odini 1991). The authors say that resource sharing is an omnibus expression to cover cooperation, coordination, inter-library loans, cooperative storage and processing. They realised that they cannot manage to acquire all the information resources their institutions require, particularly because of the so called “information explosion”. The amount of information generated is so enormous as to render its complete collection by one institution impossible has been the case for centuries; hence there is a need for libraries to share their resources.

Unfortunately, information resource-sharing in Kenya’s libraries and information centres have been limited to inter-library loan (ILL) ventures mostly among libraries of similar genealogy (e.g. special libraries and academic libraries), and even this has more failure than success. Among the reasons for failures are a lack of institutional policies or obligations relating to resource sharing, insufficient information resources for sharing, inadequate budget allocation to cater for the high costs of resources, and a lack of appropriate communication infrastructure and enabling technologies (Rotich & Munge 2007:64).

Confirming the major achievements of the Kenya project, Rotich and Munge (2007:69) claim that the overarching success was the enhancement of access to nationally and internationally available electronic information resources for participating institutions. Other successes include:

- “Assisting libraries to automate as a prerequisite for online information sharing;

- Facilitating the provision of, and access to the collective bibliographic and other electronic information resources held by partner institutions;
- Supporting collaboration and networking among participating institutions; and
- Developing ICT skills for personnel in member institutions so that they participate fully in the information technology environment” (Rotich & Munge, 2007:70).

Rotich and Munge (2007:69) conclude that, although online information sharing networks are not a panacea for all problems facing information providers in those institutions, they are nevertheless expected to open new avenues, enabling users to have access to vast information resources via international databases.

2.4.2.3 Mozambique

There is a unique collaboration venture to support university libraries in Mozambique and Zimbabwe. The Department Information and Library Services of the Royal Tropical Institute were involved in the organisation of a train-the-trainer workshop on the use of an open source library system. The aim was to strengthen the capacity of university libraries in Mozambique and Zimbabwe in the provision of modern service delivery.

It has been indicated that eight university libraries in Mozambique and Zimbabwe were in the process of migrating from a licensed cataloguing system. While some library catalogues were already automated, it was difficult for library users to retrieve information. More than 20 participants worked from six universities in Mozambique and two universities in Zimbabwe as librarians or ICT officers.

In cooperation with the Flemish Interuniversity Council, the University cooperation for development (VLR/UOS) developed a customised workshop in English that was on the use of a free, user-friendly open source library system at both a managerial and a technical level. The system also has a Portuguese interface, which is an added benefit for the Mozambican libraries. After this workshop, the participants were able to train the staff at their universities. That was a quick and effective way to increase the knowledge of the users in their own libraries.

The intention was also to achieve the goal of access to information for all users and to contribute to development. The train-the trainer workshop was the result of a collaboration between the Eduardo Mondlane University in Mozambique, VLR/UOS, KIT/ILS, the University of Maastricht, the United Nations Educational, Scientific and Cultural Organization (UNESCO) and Electronic Information for Libraries (EIFL) and INASP (Unique collaboration to support university libraries in Mozambique and Zimbabwe 2011:1).

2.4.2.4 Zimbabwe

The University of Zimbabwe (UZ), in cooperation with the European non-profit organisation, Electronic Information for Libraries (EIFL), embarked on a project for visually-impaired students. When the project was appreciated by the users and the university community, and when rolled out to the entire Zimbabwe and other African countries. Promoting software to assist visually impaired students to access library and learning resources presents an exciting opportunity to increase access. A successful proposal was submitted to the EIFL by the University of Zimbabwe in November 2010. The aim of the proposal was to implement access tools for people with visual impairment. The access tools have been deployed in the University library and are proving to be successful (Chimuka 2011:1).

Chimuka (2011:1) indicated that, after installation, visually-impaired students were introduced to the access tools as they came to the library. The most popular tool was the virtual magnifying glass used like a normal computer screen. The students who had benefited informed their visually-impaired peers, which prompted them to visit the library for training and to have software downloaded on their laptops or on the computers that they were using in the library. After the overwhelming response, the team trained the rest of the User Service Library staff to enable them to assist users as needed.

The library staffs was excited about the project and happily assumed this role. The coordinator and a technical advisor from the University of Zimbabwe Disability Resource Centre (DRC), who is also visually-impaired and is a graduate of the university, became a champion for the project. He assisted in marketing the project

to his colleagues. The team entered into a partnership with the DRC and made the project part of the orientation programme for the new students in August 2011. The department also agreed to have Free and Open Source (FOSS) tools installed onto all the computers in the laboratory and to train the users from the laboratory as well as training the users frequenting the lab.

The DRC also helped the team to identify other organisations which may need the access tools and the team was planning to take the tools to those organisations and offer training to the people responsible in the organisations. By 2011, the UZ had 20 visually impaired students and most of the time they used their computer laboratory at the DRC, where the library put five data sticks for their use. As a result, they no longer feel segregated from the sighted students. The outcomes were overwhelming as the University Administration took the project to the Zimbabwe International Trade Fair (ZITF) in May 2011 where many patrons showed an interest. These examples show that the library cooperation is not new or unknown in Southern Africa / sub-Saharan Africa as indicated in page 47.

2.4.2.5 South Africa

Any credible library cooperation or joint use venture in South Africa has to recognise the specific features of an unequal past, and on-going efforts to redress inherited imbalances. Clear and definite progress in this direction is the enactment of the National Council for Library and Information Services (NCLIS), (Act No 6 of 2001). The vision of the NCLIS is to position South Africa as the best-informed nation and the mission is to provide strategic leadership and advocacy for literacy, a culture of reading and writing, innovation and open access to information (Library and Information Services Transformation Charter, 2009:48).

The NCLIS Act recommends cooperation between two key national departments for school libraries and public libraries, namely the DoE and the DAC. The NCLIS commits them to promoting cooperation among library and information services. In its Transformation Charter (2009), the NCLIS sketches the parlous state of school libraries and offers a number of suggestions to improve them. These views are based on a steady growth of a body of research since as far back as the 1980s.

The LIS Transformation charter notes the main challenges for school libraries, which Hart and Nassimbeni (2013: 16) summarise as follows:

- “There are fewer than 10% of schools that have functioning libraries;
- There is no national policy for school libraries, and the recently released School Libraries Guidelines (2012) has had a lukewarm reception;
- No provision of school librarian posts;
- The national education department has no unit to provide a leadership role; and
- Provincial education departments for school library support services are weak”.

There has been pressure on the government from non-governmental organisations such as Equal Education to include libraries as part of the schools’ legal infrastructure, but Hart and Nassimbeni (2013:16) assert that the “stark reality is that the South African school library sub-system is close to extinction. The reluctance of the national education authorities to take a leadership role in reviving it is clear”.

Earlier research shows that in recognition of the situation in school libraries, public libraries had begun to play a role in education when it witnessed the heavy use of the public library by school pupils. Hart (2004:112) believes that once the educational role of the public library is acknowledged by the authorities, the combined school library/community library becomes an ‘alternative and achievable’ model. The exploration of the model of a combined public library and school library in South Africa emerged prominently in the National Education Policy Investigation (NEPI) report in the early 1990s. It re-appeared at the conference in Durban which the National Education Policy Unit hosted in 1996 (Hart 2004:112).

Hart (2004:15) shows how since the late 1990s, the shortage of school libraries coupled with the introduction of a resource-based national curriculum, increased pressure on public libraries. The author states that the challenge is not only to provide enough materials, but also to cope with the learners’ lack of information skills required to cope with that curriculum. South African public libraries were unprepared for the new curriculum and many felt victimised as a result. A common complaint

was that “public libraries are expected to take on more responsibilities without recognition or an increase in resources” (Hart 2004:15).

These arguments resonate with Fourie’s (2007:32) view that uncertainties concerning library and information services at provincial and local levels also affect school libraries, in which case public libraries often need to play a supplementary role. In spite of the expectations that Curriculum 2005, implemented in 1997, would emphasise the importance of school libraries, the reality is that the majority of South African schools still do not have functional libraries. Moreover, education departments do not have the financial resources or staff to overcome this problem.

Fourie (2007:40) concludes that the post-1994 era has been marked by efforts to improve access to information for all, but that there are still many grey areas regarding responsibility, inadequate recognition of the educational role of libraries and inadequate funding, which urgently need to be addressed to improve the national library and information (LIS) structure. Fourie notes further that the literature on the South African LIS structure itself is very scattered, as there is no comprehensive international documentation, making it difficult to gain a holistic view of the *status quo*. Despite these difficulties, there have been promising initiatives undertaken in some of the country’s provinces to meet educational challenges through library cooperation, and specifically through joint-use libraries.

2.4.2.5.1 Free State Province

In the Free State (FS) Province, a Service Level Agreement (SLA) to establish school-community Library Services between the Department of Sport, Arts, Culture, Science and Technology (DSACST) and the Department of Education (DoE) and the School Governing Board (SGB) was endorsed and circulated among the relevant stakeholders in July 2005 (Unpublished document). The two departments formed a Joint Management Committee called MANCO, and a working group called MANCO-LIS. This was an initiative of dedicated library and information services stakeholders who identified the need of public libraries to work with the school libraries that are battling to survive in the Free State.

In the SLA document, roles and responsibilities of the stakeholders were identified very clearly, as was the service specification and administration of the library. Rules of the library were also drawn up by the library committee in consultation with the relevant stakeholders. Recommendations and concerns of the MANCO Task Team for library services were also noted. The recommendations focused on facilitating the establishment of an interdepartmental library and information services, and the establishment of school-community library committees, and the development and maintenance of the SLA. These recommendations to DSACST and the Free State DoE aimed at ensuring active participation, to identify schools with a need for such a service, and to provide staff for school-community libraries on a 50-50 basis including the DSACST department.

The concerns and recommendations included the appointment of staff and recommended the appointment of teacher-librarians, who were to take responsibilities such as selection, while acquisition was delegated to the DSACST department. The financial implication of security systems was to be the responsibility of both departments and the signatories of the SLA were referred to the consultants of the legal services. The effort made by the Free State shows that cooperation is possible where there is the will and determination to do so. However, the programme did not succeed because of the lack of cooperation as indicated by the stakeholders and committee members of that initiative who worked for both the DoE and DACST (Unpublished document).

2.4.2.5.2 Limpopo Province

Hart (2004:112-14) cites other cases piloting cooperation, as well as joint use of libraries. In the Limpopo Province, there is the Makhuva Information Centre, which was set up in a garage by a few community volunteers to serve the community, as well as a number of schools. A research project in the community library in Limpopo Province paints a similar picture of staff struggling to meet the needs of school learners. Hart (2011:1) describes an interpretive case study of a group of six school community libraries in one remote region of South Africa.

Its focus is rather more on the libraries as school libraries than public libraries. The case study, conducted in April 2009, investigates whether dual or joint libraries might help fill gaps and, if so, under what conditions. The study highlights the relationships among role players, the realities of dual use functioning and the complex issue of library identity. The study concluded that, although many of the international criteria for dual use libraries are not met, the six libraries do provide the crucial service for their schools and other schools in the surrounding areas. They offer a tantalising picture of the possibilities of dual use for rural information services.

2.4.2.5.3 Mpumalanga Province

Le Roux and Hendrickz (2006:631) highlighted substantial backlogs in the development of public and school library services in South Africa, especially in remote areas. But an example of a successful joint use library is that of Maphotla, which was piloted in Mpumalanga Province. This model was proposed to the Provincial Library and Information Services of Mpumalanga at the time of the building of a new library. This is but one example of cooperation between public libraries and school libraries in the Mpumalanga Province. A pilot project of the community-school library model in a rural and tribal area in the province of Mpumalanga is another, and is discussed in a web-based article on library services to South African Townships (Crawford *et al.* 2011:1).

2.4.2.5.4 Western Cape Province

A study of school learners from the schools in the Vista area using two Cape Town public libraries is a useful example. Vista Library was the pilot site for the Smart Cape Internet Project. The investigation of the use of the two public libraries by school learners shows how public libraries are filling the gap caused by the non-existence of school libraries (Hart 2004:15). Without specific identification, Hart and Nassimbeni (2013:17) describe the collaboration efforts of a new public library with the schools and preschools in a community in a Cape Town township. Success was uneven with more success coming through marketing to pre-primary schools than with primary schools and a high school. Eighty percent of the users are learners even though there are no formal relationships with the schools. Hart and Nassimbeni

(2013:19) concluded that this case is probably typical in South Africa where a public library is actually doing the work of a school library.

Another successful example of library cooperation in the Western Cape is a dual use library where a fully functional school library, managed by a qualified school librarian, is meeting the library needs of a community. The success is not only a cooperative agreement between the Provincial DACST, the local municipality and the School Governing Body, but importantly the presence of a qualified teacher-librarian (Hart and Nassimbeni 2013:19). This librarian is accepted as the Library Manager and attends municipal library meetings, and is also very much a part of the school's programme but spends much of his/her time in the library. Equally important is the backing of the school principal who believes that the work of the librarian is affecting academic performance favourably.

These initiatives in library cooperation and joint use libraries across South African provinces are encouraging on the one hand, but they underscore the uneven development. After focusing on the case of the Eastern Cape Province, it is worth mentioning some recent developments at the national level.

2.4.2.5.5 Eastern Cape Province

The Eastern Cape Library and Information Services Act No. 6 of 2003 strongly encourage the promotion of cooperation among library and information services. In its objectives, the Eastern Cape Library and Information Services Act states that it will ensure that the directorates provide library material and services that will meet informational, educational, recreational, research and cultural needs for all the communities in the Eastern Cape. The same Act also recommends the establishment of a Library Council that will advise the Executive Council for Sport, Recreation, Arts and Culture on library development issues.

In the Eastern Cape Province, cooperation has been approached in a different way by the Buffalo City Metropolitan Municipality. The City Library, commonly known as the East London Public Library, is in partnership with ITEC (a non-government organisation). They train teachers the library skills needed to be able to develop their

own school libraries. This initiative is still operational on a very small scale. Cooperation between school libraries and public libraries would make a stronger impact.

The intention of the municipality council was to implement measures to redress imbalances in library and information services. All libraries in the province whether public or school libraries, are supposed to be guided by these municipal standards. Provincial legislation is guided by national legislation. The Provincial Library Services for the Eastern Cape has started to make its stakeholders aware of the Eastern Cape Library and Information Services Act (No. 6 of 2003), but this is yet to be fully implemented. The Education Resource and Information Services unit (ERIS), under the Department of Education, is still waiting for the National School Library Policy to be finalised.

Before 1994, the Eastern Cape Province was divided into three areas, namely the former homelands of Transkei, Ciskei and areas of the former Republic of South Africa (RSA). The former homeland areas have yet to establish libraries. Some areas are better off than others, and the ECPLIS has embarked on a process of building new libraries, mostly in the areas of the former Transkei. This provincial initiative has improved library infrastructure, and other library services have benefited from the Conditional Grant, such as library material, personnel, information and communication, and technical services. The development of guidelines for cooperation between school libraries and public libraries will consolidate and extend the efforts already made.

2.6 Recent developments impacting library cooperation

The stimulus to public libraries from the Community Library Conditional grants has already been noted (See section 1.2: Library and Information Services Transformation Charter and the Conditional Grant). The R1 billion in 2007 and the R1, 8 billion in 2012 have aimed to “transform urban and rural community library infrastructure, facilities and services (primarily targeting previously disadvantaged communities) through a recapitalised programme at provincial level in support of local government”, according to Kekana in the KPMG report (2007:49; see also Hart

& Nassimbeni, 2013:17), which preceded the grant of these funds. This report acknowledged that public libraries were beginning to perform the role of school libraries.

The effect of this boost for public libraries is that this role is becoming an unfair burden on public libraries, as well as the abandonment of responsibility by the DoE for school libraries. Special concerns are about governance, the need for communication between the two sub-sectors, and about the possible impact on the public libraries' operation and staffing. The LIS Transformation Charter was recently revised to consider these concerns. A special focus is the chapter on school libraries, and the revision embraces the idea of an ecosystem approach to emphasise the need for "interrelationships among a wide range of players" (Hart and Nassimbeni 2013:19). The final version of the LIS Transformation Charter was completed in January 2014. It is concluded that collaboration is necessary, and that a strategic path to achieve this is the best way forward, even as an interim measure. It is against this background that the DAC and DBE formulated a set of guidelines for collaboration between public libraries and schools for the period 2013 to 2015.

The DBE draws on its own action plan of 2014 to emphasise the idea of collaboration. An important objective is that schools and public libraries "use the suggestions of the document to implement cooperative partnerships within their own context and according to the nature and needs of the school and community" (Strategic Guidelines 2013:5). The document notes existing examples of good practice of collaboration between public libraries and schools, such as networking and resource-sharing arrangements, building collections and providing information services and instruction as well as joint programmes to encourage reading and literacy.

It also provides practical suggestions for consolidating and extending them, as well as adding another category of cooperation that involves the improvement of study facilities. The documents then spells out clearly the responsibilities of both the DBE and the DAC at the national level, the provincial or district level, the school level, and the local level. This document has the status of a discussion document that still needs further processing and possible modification. Importantly, it signals a way

forward at the highest levels of government to encourage library cooperation. This is certainly a promising initiative, but the goodwill of public and school librarians in the country's provinces, especially the poorer provinces, remain a critical area of concern.

2.7 Conclusion

The countries, states, and provinces reviewed in this chapter reveal several similarities regarding the cooperation of school and public libraries. The challenge for library cooperation in South Africa, specifically the Eastern Cape Province, is that governance, provincial differences, and inherited disparities in infrastructure disrupt progress. What is clear is that library cooperation is a universal desire, it is necessary, and it is happening both outside and inside South Africa. The patterns of other countries are useful but cannot be copied without any serious consideration of the special factors and features of LIS in the Eastern Cape Province.

Official commitment to cooperation, as well as tentative efforts to implement cooperation between schools, school libraries and public libraries in the Eastern Cape Province, are all factors that suggest that it is feasible and well worth attention. The examples from other South African provinces are cause for hope, and are instructive for finding ways to improve the situation in the Eastern Cape. Much, though, depends on the library community of the province. The next chapter will investigate sections of the Eastern Cape Province library community empirically on aspects of library cooperation.

Chapter 3: Research Design and Methodology

3.1 Introduction

This chapter will explain the research design, research methodology, target groups, sampling techniques and data collection methods that will be used in this study. It also describes briefly how the data will be analysed, as well as aspects of reliability and validity.

Davies (2007:17) defines research as a process of testing a stated idea or assertion to see if the evidence supports it or not. This may involve putting in place experimental practices and comparing them with other controlled or current practices, but it can also employ simple data-gathering procedures. Davies (2007:17) further defines it as a process of engaging in planned or unplanned interactions with interventions in parts of the real world, and reporting on what happens and what they seem to mean. In simple terms, Davies defines research as a process of gathering data in a strictly organised manner.

Linking research to ways of understanding the world, Maree (2007:31) concurs with Cohen (2001:3), that research is informed by how you view the world, what you believe understanding itself to be, and what you see as the purpose of understanding. Research is like playing a musical instrument or being a plumber or making a speech; you cannot really get good at it by only reading books. It is a process of gathering data in a strictly organised manner. The end product of the data-gathering process may vary on a continuum from simple description to reflection and interpretation. The emphasis is on structured investigation, exploration or discovery (Mouton 2005:55).

3.2 Research Design

Leedy and Ormord (2005:85) take these ideas further by stating that when we talk about a general strategy for solving a research problem, we are talking about a research design. They further indicate that a research design provides the overall structure for the procedures the researcher follows, the data that the researcher

collects, and the analyses of the data that the researcher collects. Simply put, research design is about planning. Mouton (2005:56-57) explains that research design focuses on the end product, the kind of study being planned and the kind of results you aim for. Research design focuses on the logic of research and the evidence which is required to address the research question adequately. Research designs are tailored to address different kinds of questions. It has been described also as a plan or blue print of how one intends to conduct an investigation for research purposes (Mouton, 2005:57).

The research design will assist in achieving the goals of this study, namely to encourage cooperation between public libraries and school libraries in the Eastern Cape Province. More specifically, the research design will construct a plan that will find answers to the following questions:

- What does the LIS literature teach us about cooperation between school libraries and public libraries?
- Do government policies and plans for school libraries and public libraries in the Eastern Cape Province address the question of cooperation?
- What are the existing levels of cooperation between the school libraries and public libraries in the Eastern Cape Province?
- Do school librarians and public librarians in the Eastern Cape Province support the idea of cooperation?
- Which school library and public library services in the Eastern Cape Province are most suitable for cooperation, and how should cooperation be implemented?

In order to answer these questions adequately, the research design will adopt both quantitative and qualitative approaches to research.

3.2.1 Quantitative research and qualitative research

In general, quantitative research is used to answer questions about relationships among measured variables with the purpose of explaining, predicting and controlling phenomena (Leedy & Ormrod 2005:94). This approach is sometimes called the traditional, experimental, or positivist approach. A quantitative study usually ends with suggesting whether the hypothesis is tenable or not. In contrast, qualitative

research is typically used to answer questions about the complex nature and their relationships of phenomena, often with the purpose of describing and understanding the phenomena from the participant's point of view. The qualitative approach is also referred to as the interpretative, constructivist, or post-positivist approach (Leedy & Ormrod, 2005:94).

3.2.1.1 Distinguishing characteristics of quantitative and qualitative approaches

Leedy and Ormrod (2005:96), when comparing the two research approaches, focus on their purpose, process, data collection, data analysis, and report findings as follows:

- “The purpose of the quantitative approach is to explain and predict, to confirm and validate, and to test theory, and the purpose of the qualitative approach is to describe and explain, to explore and interpret, and to build theory;
- While the process of the quantitative approach is focused, looking at known variables, establishing guidelines, predetermined methods, and somewhat context free, the qualitative approach is holistic, with unknown variables, flexible guidelines, emergent methods, context bound and personal view;
- In the collection of data, the quantitative approach focuses on numeric data, representative large samples and standardised instruments, and on textual or imaged-based data; in the qualitative approach they are loosely structured or non-standardised observations and interviews;
- In the analysis of data, quantitative statistical analysis stresses objectivity and deductive reasoning, and in the qualitative search for themes and categories, the analysis is subjective and potentially biased using inductive reasoning; and
- The findings in the quantitative approach are communicated in numbers, statistics, aggregated data, formal voice and scientific style; and in the qualitative approach they are communicated in words, narratives, individual quotes, personal voice, and literary style”.

The major quantitative designs include experimental, quasi-experimental, correlation and survey research designs. In the case of this study, a survey research design will be used (Maree 2007:257).

The major qualitative designs or traditions of qualitative enquiry include the case study, phenomenology, grounded theory, ethnography and narrative research. In the case of this study, the interview method involves aspects of these qualitative traditions. Davies (2007:136) signifies that quantitative and qualitative approaches are both legitimate vehicles for finding out about social reality, whatever spheres of human life are the focus of interest. Although this study will use both research approaches, there will be a stronger emphasis on a quantitative approach.

3.3 Research Sites

The study will be limited to the following sites:

- The Eastern Cape Provincial Library and Information Services (ECPLIS - as the directorate of the Department of Sport, Recreation, Arts and Culture, or DSRAC);
- The Education Resource and Information Services (ERIS - as the sub-section under Curriculum Section of the Department of Education, or DoE).
- The Library and Information Services in the following municipalities:
 - Nelson Mandela Bay Metropolitan Municipality;
 - Amathole District Municipality; and
 - Buffalo City Metropolitan Municipality.

The school, public librarians, and officials at these sites will be targeted (see 3.4). The Nelson Mandela Bay Metropolitan Municipality (NMBMM) is a large municipality with a bigger population than either the Buffalo City Metropolitan Municipality (BCMM) or the Amathole District Municipality (ADM). The NMBMM also has a bigger number of public libraries and school libraries in comparison with the other two municipalities.

3.4 Target groups

There are three target groups for this study:

3.4.1 Senior Officials: DSRAC and DoE

The senior officials for the Department of Sport, Recreation, Arts and Culture (DSRAC) has been selected because they are the sources of strategic information on many issues related to library and information services in the province. They are policy makers, and they are responsible also for the implementation of those policies. The same status and responsibilities lie with the senior officials of the Department of Education (DoE), Educational Resource and Information Services (ERIS) sub-division. An interview schedule will be used to collect data from them. Unstructured questionnaire will be used to gather the data (See Appendix C).

3.4.2 Public Librarians

As a target group, public librarians from different municipalities will be a source of practical information of what is happening in their libraries. The public librarians are the coordinators, implementers, and monitors of library policies. Public librarians are a relevant and valuable group as they serve the broader public, which includes the school community. Schools with school libraries and schools without school libraries are served by public libraries. The data collected from public librarians is therefore critical to finding answers to questions about library cooperation.

3.4.3 School Librarians

The school librarians perceive library service in different ways, and therefore constitute an important target group. The study intends to find out their views on cooperation between school libraries and public libraries. Especially because the use of public libraries by school learners has increased dramatically since 1994, the views of school librarians will be especially useful to compare with those of the public librarians.

3.5 Sampling Procedures

The study will use purposive sampling. This method of sampling has been explained as a method of sampling used in special situations where the sampling is done with a specific purpose in mind. In a brief description under types of sampling, Davies (2007:57) states that purposive sampling is when the researcher identifies and targets individuals who are believed to be 'typical' of the population being studied, or perhaps interviews all individuals within a sub-population that is deemed to be typical of the whole. Leedy and Ormrod (2005:206) indicate that in non-probability sampling the researcher has no way of forecasting or guaranteeing that each element of the population will be represented in the sample. Furthermore, some members of the population have little or no chance of being sampled.

When explaining purposive sampling, they point out that people or other units are chosen, as the name implies, for a particular purpose (Leedy & Ormrod 2005:206). They conclude that purposive sampling may be very appropriate for certain research problems. However, the researcher should always provide a rationale explaining why he or she selected the particular sample of participants.

Babbie and Mouton (2009:166) in their elucidation of purposive sampling, which they also call judgmental sampling, explain that sometimes it is appropriate to select a sample on the basis of knowledge of the population, its elements and the nature of the research aims, based on the judgment and the purpose of the study. In this study, it is appropriate to use purposive sampling, and therefore all public librarians and all school librarians from the targeted research sites will be included in the investigation for the purpose of collecting data on library cooperation. This will be because of their knowledge and experience of library cooperation. The same applies to the departmental officials in 3.4.1.

3.6 Data Collection Methods

Leedy and Ormrod explain that care should be taken regarding decisions about how to acquire the data necessary for resolving the overall research problem. They state

(2005:104) that basic to the research design are four fundamental questions about the data, namely:

- “Which data is needed?
- Where is the data located?
- How will the data be secured? and
- How will the data be analysed and interpreted?”

These questions give clear direction in the collection of the data. This study will use questionnaires, interviews and observation methods to collect data.

3.6.1 Questionnaires

Questionnaires are intended to facilitate communication, usually brief, but always driven by the researcher’s own agenda. Questionnaires are a set of questions for submission to a number of persons to get data.

Questionnaires are employed in the social, psychological and environmental sciences as well as in professional settings and the leisure industry. Maree (2007:157) says that the data collection method most often used is the group administration of questionnaires where the researcher waits while a whole group of respondents completes the questionnaires. Maree (2007:157) and Leedy and Ormrod (2005:185) concur on its main advantages and disadvantages.

3.6.1.1 Advantages of Questionnaires

- “Many respondents can complete the questionnaires in a short space of time;
- Test administrators can check questionnaires for accuracy;
- This method is relatively cheap and easy as the researcher may save travel expenses, and postage is typically cheaper than the lengthy long-distance telephone call. From the perspective of survey participants, the distance becomes an additional advantage;
- The response rate is optimal;
- There is no identification of the source from which the data originates;
- Participants can respond to questions with the assurance that their responses will be anonymous, and so they may be more truthful than they would in a

personal interview, particularly when they are talking about sensitive or controversial issues; and

- Respondents can be reached across long distances and thus questionnaires can be sent to a large number of people, including those who live far” (Maree 2007:157; Leedy and Ormrod 2005:185).

3.6.1.2 Disadvantages of Questionnaire

- “The majority of people who receive questionnaires do not return them; thus there may be a low rate of return;
- Even when people are willing participants in a questionnaire study, their response will reflect their reading and writing skills and, perhaps, misinterpret one or more questions;
- When different administrators administer the tests, this could lead to different responses;
- Furthermore, by specifying in advance all of the questions that will be asked and thereby eliminating other questions that could be asked about the issue or phenomenon in question, the researcher is apt to gain only limited and possibly distorted information;
- The primary researcher has limited control over what happens in the field;
- The conditions in which the questionnaires are administered cannot be controlled by the primary researcher; and
- Costs could be rather high when using standardised tests” (Maree 2007:157; Leedy & Ormrod 2005:185).

The advantages, however, outweigh the disadvantages, and questionnaires are therefore considered useful for this study.

3.6.2 Interviews

An interview is a two-way conversation in which the interviewer asks the participant questions in order to collect data and to learn about the ideas, beliefs, views, opinions and behaviours of the participant (Maree 2007:87). One of the reasons for choosing the interview technique is the intention of getting detailed information and

quick responses from targeted groups such as senior managers. Some of the questions can lead to follow-up questions that will need to be clarified or explained further, and the interview permits this.

Maree (2007:87) argues that the aim of qualitative interviews is to see the world through the eyes of the participant, and that they can be a valuable source of information, provided they are used correctly. The aim is always to obtain rich descriptive data that will help you to understand the participant's construction of knowledge and social reality. According to Leedy and Ormrod (2005:46), interviews can yield a great deal of useful information, and the researcher can ask questions related to any of the following:

- “Facts;
- People's beliefs and perspectives;
- Feelings;
- Motives;
- Present and past behaviours;
- Standards for behaviour; and
- Conscious reasons for actions or feeling”.

Interviews in a qualitative study are hardly as structured as the interviews conducted in a quantitative study. Instead they are open-ended or semi-structured. Unstructured interviews are, of course, more flexible and more likely to yield information that the researcher gets differently from different people and may not be able to make comparisons among the interviewees, as highlighted by Leedy and Ormrod (2005:46).

3.6.2.1 Advantages of interviews

Comparing face-to-face and telephone interviews, and their advantages over other methods, Leedy and Ormrod (2005:184) state:

- “Face-to-face interviews have the distinct advantage of enabling the researcher to establish a rapport with potential participants and therefore gain their cooperation; thus, such interviews yield the highest response rates, the percentages of people agreeing to participate in survey research. However,

the time and expense involved may be prohibitive if the needed interviewees reside in a variety of states and countries; and

- Telephone interviews are less time-consuming and less expensive, especially when compared with questionnaire respondents who can decide not to respond or return the questionnaires, thereby wasting costs and the time of the researcher”.

The researcher has ready access to anyone who has a telephone. Personal interviews, whether they are face-to-face or over the telephone, allow the researcher to clarify ambiguous answers and when appropriate, follow up information.

3.6.2.1.1 Advantages of face-to-face interviews

- “This method has the highest response rate;
- Longer questionnaires can be used;
- The interviewer can assist with issues that are not clear to the respondent; and
- Respondents need not be literate” Maree (2007:158).

3.6.2.1.2 Advantages of telephone interviews

Advantages identified by Maree (2007:158) are as follows:

- “The survey can be done relatively quickly;
- Respondents can be reached across long distances;
- The response rate is usually very high;
- The interviewer can assist with issues that are not clear to the respondent; and
- Respondents need not be literate”.

3.6.2.2 Disadvantages of the interviews

Interviews have their disadvantages also.

3.6.2.2.1 Disadvantages of face-to-face interviews

- “The cost is usually very high;
- Interviewers should be well trained; and
- Interviewer bias is a great risk” (Maree 2007:159).

3.6.2.2.2 Disadvantages of telephone interviews

- “The cost is relatively high;
- The questionnaire cannot be too long;
- Only people with telephones can be reached; and
- The interviewer may influence responses (interviewer bias)” (Maree 2007:159).

Some interviews will be face-to-face, and some interviews will be done over the telephone to limit the cost.

3.7 Data Analysis

Mouton (2005:108) argues that, ultimately, all fieldwork culminates in the analysis and interpretation of some set of data, be it quantitative survey data, experimental recordings, historical and literary texts, qualitative transcripts or discursive data. Analysis involves “breaking up” the data into manageable themes, patterns, trends and relationships. The aim of analysis is to understand the various constitutive elements of one’s data through an inspection of the relationships between concepts, constructs or variables, and to see whether there are any patterns or trends that can be identified or isolated, or to establish themes in the data.

Maree (2007:183) argues that, after the information has been collected and captured, the analysis process usually starts with descriptive statistics. The term “descriptive statistics” is the collective name for a number of statistical methods that are used to organise and summarise data in a meaningful way as it serves to enhance the understanding of the properties of the data. Descriptive statistics can be divided into two ways of representing or describing data. They are graphical ways and numerical ways, and different data types (i.e. quantitative and qualitative) require different ways of describing their properties.

Maree (2007:99) asserts that the literature on qualitative data analysis documents a range of approaches, processes and procedures according to which researchers extract some form of explanation, understanding or interpretation from the qualitative data collected from the people and situations that they are investigating. Davies (2007:113), on the quantitative approach, says that the task of data analysis should be to the forefront of anyone's mind from the moment the research plan commences. The design of the questionnaire or interview schedule must take account of the challenges that will be faced when getting to the stage of working out all that it means.

Davies (2007:187) further explains that the analysis of qualitative data is one of the most exciting research tasks. With perseverance and an organised approach, one will emerge with a good analytical account of the evidence gathered. Davies (2007:187) indicates that, in order to get to that point, it helps to take three factors into account, namely:

- “Overlapping stages – the job of qualitative data is not ring-fenced;
- Qualitative data is different – the special nature of qualitative data is something that you must bear in mind; and
- You need time – allow adequate time for the final stage”.

For the sake of optimal qualitative data, the researcher will be especially aware of these factors.

3.8 Data reliability and validity

Reliability and validity, specifically as far as the research instruments are concerned, are crucial aspects in quantitative research. In qualitative research, the researcher acts as the data-gathering instrument and “validity and reliability” usually refers to data that is credible and trustworthy (Maree 2007:80). Reliability has to do with the consistency of repeatability of a measure or an instrument (e.g. a questionnaire). High reliability is obtained when the measure or instrument will give the same results if the research is repeated on the same sample. Validity as a measure or instrument is said to be valid if it measures what it is supposed to measure (Maree 2007:80).

According to Davies (2007:241-243), because qualitative researchers do not normally employ any formal or precise systems of measurement, the concept of reliability is related to the rigor with which the researcher has approached the tasks of data collection and analysis, and the care with which the report describes in detail the methods that have been employed including, especially, some discussion of how critical decisions were made. Often, the term reliability in this case is equated with methodological accuracy.

Davies (2007:243) explains that in all types of research, the concept of validity relates to the question of whether the end results of your analysis are accurate representations of the psychosocial or textual reality that you claim them to be. In qualitative research, however, extensive discussion and debate has reflected on one aspect of the concept, namely the extent to which the subjective involvement of the researcher must logically introduce a unique dimension to each research representation. Validity takes different forms, each of which is important in different situations, as Leedy and Ormrod (2005:92) indicate in the following:

- “Face validity which is indicated as the extent to which, on the surface, an instrument looks like its measuring a particular characteristic”;
- “Content validity as the extent to which a measurement instrument is a representative sample of the content are being measured”;
- “Criterion validity as the extent to which the results of an assessment instrument correlate with another, presumably related measure (the latter measure is, in this case, called the criterion)”; and
- “Construct validity as the extent to which an instrument measures a characteristic that cannot be directly observed but must instead be inferred from patterns in people’s behaviour (such as characteristic is a construct)”.

This study will definitely consider validity and reliability when looking at the data collected through questionnaires and interviews. To improve validity and reliability the researcher undertook to:

- Conduct a pilot study to improve quality and relevance of questions;
- Consider the ethical implications of the questions; and
- Correlate methods with those used in similar studies”.

Even after taking these precautions, there are still some limitations of the methodology.

3. 9 Limitations of the Methodology

The following are limitations of the methodology:

- The indifference of some librarians in preliminary research on the topic shows up the difficulties regarding library cooperation in this province, and is a limitation of the methodology;
- Although the targeted research sites are urban and semi-rural, communication resources like faxes, emails, etc. are still regarded as luxuries. Most of the small libraries are still experiencing a tight control on the use of those facilities, and this complicates data-collection.

3.10 Conclusion

This chapter explained broad research and methodological approaches. It included the research design, research sites, target groups, sampling procedures, data collection methods, data analysis, data reliability and validity and the limitations of the methodology. Although this study will not include every single school and public library in the Eastern Cape Province, the data will be sufficiently representative of the general situation to draw meaningful interpretations on cooperation between school libraries and public libraries.

Chapter 4: Data Reporting Analysis and Interpretation

4.1 Special challenges of data collection

The data that has been collected through questionnaires and interviews will be tabulated, analysed and interpreted in this chapter. Data collection presented the most challenging stage of this investigation. The challenges in cooperation confirm John Nicholson's observation that South Africa is often considered a leader among sub-Saharan African countries in the disparity of resources and access to information. These disparities are felt particularly by black South Africans living in rural areas. But this study revealed similar challenges in the urban areas of the Eastern Cape Province, where it was also exceptionally difficult to obtain responses.

The researcher managed nonetheless to gather a statistically significant amount of data about both public libraries and the school libraries in the Eastern Cape Province despite although Amathole District Municipality was not included in the final study. Metropolitan Municipalities like the NMBMM and the BCMM have a higher status than District Municipalities and have more libraries, but the inclusion of the Amathole District Municipality would have been helpful as it is a large and rural area. On the other hand, the responses from the NMBMM and the BCMM provide a platform from which to extend cooperation from existing and well-established urban library services to the province's rural areas. The questionnaire data were supplemented by interview data in order to provide a fuller and more detailed picture of the situation in the Eastern Cape Province (See 4.4).

4.2 Questionnaire response rates

For the public libraries, a total of 60 questionnaires were distributed to the NMBMM (30) and the BCMM (30) as the targeted sites. Obtaining responses two was not straightforward. The first batch of questionnaires was sent through the senior management of the municipalities and led to responses only from the BCMM. Although the researcher had hoped for a better response rate, the effort from this municipality was appreciated. On a second attempt, questionnaires for the NMBMM were sent directly to the individual heads of libraries, which led to successful

responses. After several emails and telephone calls to complete the questionnaires, the final numbers were:

- 12 responses from the Nelson Mandela Bay Metropolitan Municipality (24%);
and
- 18 responses from the Buffalo City Metropolitan Municipality (36%).

This yields a total response rate of 50% from public libraries.

A total number of 90 questionnaires were distributed to the three districts of the Department of Education, 30 questionnaires to each district: Port Elizabeth District, East London and Fort Beaufort. Communication with King Williams Town and Butterworth districts was not successful. However, of the three districts, questionnaires had to be distributed twice in some districts.

The researcher was not surprised that the responses were lower where the majority of schools are in rural areas. In this regard, however, the role played by school library district coordinators, commonly known as Senior Education Specialists (SES) was enormous. Questionnaires were distributed mainly in their school library districts after failure to reach the individual schools. Out of the 30 questionnaires that were sent to each of the three districts, the responses were as follows:

- 22 responses from the Port Elizabeth District (73%);
- 10 responses from the East London District (33%); and
- 8 responses from the Fort Beaufort District (27%).

This therefore yields a total response rate of 44.4% from school libraries.

It was noted that for the school libraries the questionnaire responses were much better than expected and when compared to the public library responses. Public libraries were expected to respond better in this regard and it therefore came as a surprise for the school questionnaires responses to be returned at a better rate than those of public libraries. The overall response rate was 46.7% for both public librarians and school librarians. This disappointing but significant value represents the kind of challenges facing researchers in the Eastern Cape Province.

4.3 Tabulation and analysis of questionnaires

This section deals first with responses from the public librarians, and these are followed by the responses from the school librarians. The responses are shown in the form of tables and graphs that are followed by analysis and interpretations below each graph.

Questionnaire responses from Public Librarians

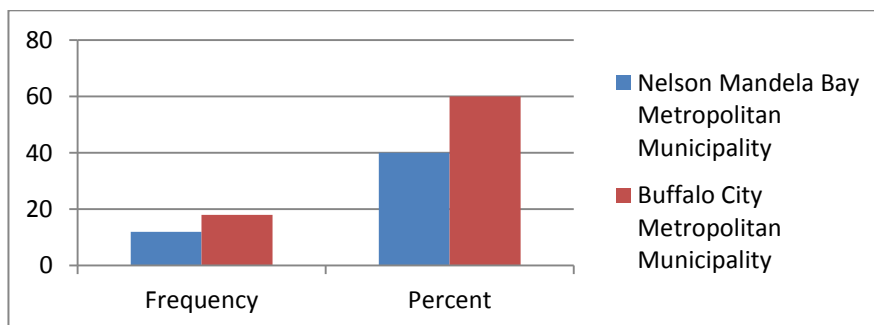
The responses from the two municipalities were valuable, adequate, and relevant to the purposes of this study, and are presented for each question below (see Appendix A for the questionnaire). The presentation follows the pattern of each question and its tables and figures, followed by interpretations of the data.

4.3.1 In which municipality of the Eastern Cape Library and Information Services do you work?

Table 1

Municipality	Frequency	Percent
Nelson Mandela Bay Metropolitan Municipality	12	40
Buffalo City Metropolitan Municipality	18	60
Total	30	100

Figure 1



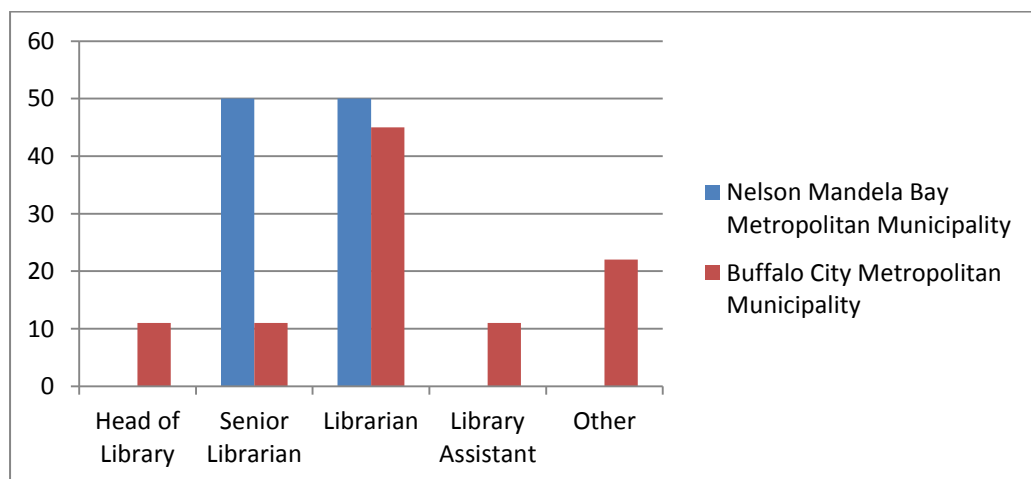
The response from the two municipalities that were targeted was low. Of the 60 copies distributed, 12 responses were received from the Nelson Mandela Bay Metropolitan Municipality (NMBMM), and 18 from the Buffalo City Metropolitan Municipality (BCMM). One can speculate that the failure and subsequent exclusion of the Amathole District Municipality (ADM) may mean either that they do not support cooperation, or that the questionnaire method is inappropriate in this instance.

4.3.2 What rank do you hold in the library?

Table 2

	Head of Library	Senior Librarian	Librarian	Library Assistant	Other	Total
Nelson Mandela Bay Metropolitan Municipality	0	50	50	0	0	100
Buffalo City Metropolitan Municipality	11	11	45	11	22	100

Figure 2



Responses from the two municipalities, when interpreted from the view of rank cross-tabulation, signify that the majority of responses that were received are from lower management and supervisory levels. This might be an indication of which

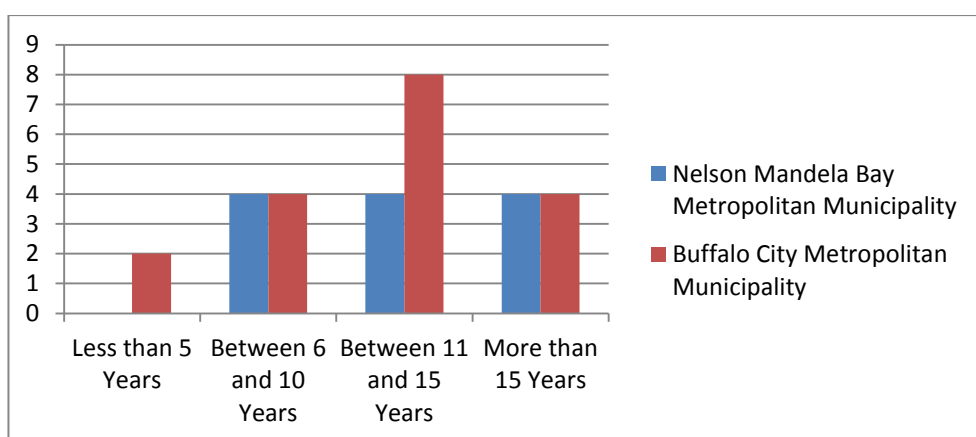
ranks are more and/or less concerned about library cooperation, namely the middle and lower management levels for the NMBMM (50% from middle management and 50% from the lower management or supervisory level). The picture is different for the BCMM, where the librarians (45%) are either at the supervisory or implementation (lower) level, followed by other lower levels of library workers, and 22% at senior management levels. This means that all ranks at BCMM are concerned about cooperation.

4.3.3 How long have you been working for the Eastern Cape Library and Information Services?

Table 3

	Less than 5 Years	Between 6 and 10 Years	Between 11 and 15 Years	More than 15 Years	Total
Nelson Mandela Bay Metropolitan Municipality	0	4	4	4	12
Buffalo City Metropolitan Municipality	2	4	8	4	18
Total	2	8	12	8	30

Figure 3



The length of service of librarians did not show wide differences. It is only at the management levels where the responses showed some discrepancies. For the NMBMM, 33.3% of the staff worked between 6 and 10 years, and the same

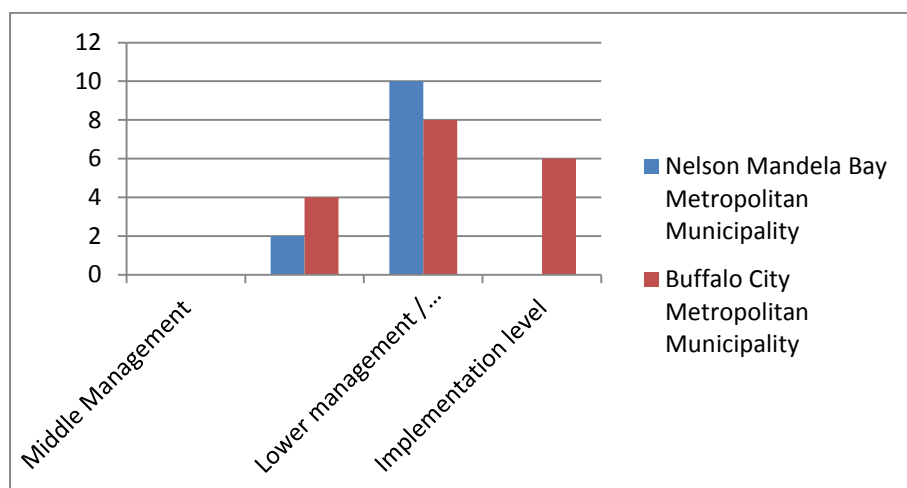
percentage applies to the 11 and 15 years and more than 15 years categories. For the BCMM, 11.1% of the staff worked there for fewer than 5 years. There was a figure of 22.2% with a length of service of between 6 and 10 years, and 44.4% for a length of service between 11 and 15 years, while 22.2% worked more than 15 years. The responses could imply that the majority of responses came from public librarians who have considerable work experience, and who care more strongly about library cooperation in the Eastern Cape.

4.3.4 At which level of management were you placed for the past 3 years?

Table 4

	Middle Management	Lower management / Supervisor	Implementation level	Total
Nelson Mandela Bay Metropolitan Municipality	2	10	0	12
Buffalo City Metropolitan Municipality	4	8	6	18
Total	6	18	6	30

Figure 4



The question of level of management for the past three years aims at determining the knowledge and growth of the respondents. The response to the level of management for the past three (3) years confirms that the majority of the responding

library workers have been at lower management level. This indication therefore gives the researcher of this study an idea that the majority of the participants are those that are much closer to the implementation of library services and are those that might be able to coordinate the execution of the proposed guidelines of the cooperation between public libraries and school libraries.

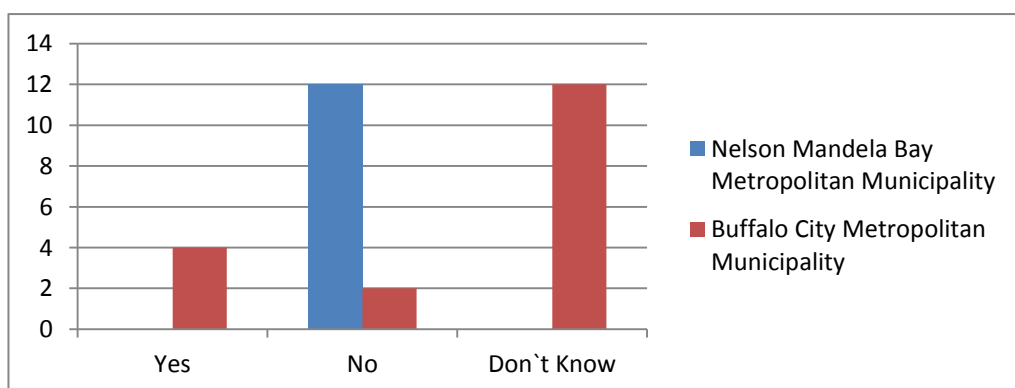
At their level they have been with the service longer and understand many of the issues that the beneficiaries of library and information services are facing. 16.7% of the responses from the NMBMM came from middle management and 88.3% from lower management. Middle management at the BCMM represented 22.2%, lower management 44.4% and the implementation level 33.3%.

4.3.5 In your view has the budget increased over the past 3 financial years?

Table 5

	Yes	No	Don't Know	Total
Nelson Mandela Bay Metropolitan Municipality	0	12	0	12
Buffalo City Metropolitan Municipality	4	2	12	18
Total	4	14	12	30

Figure 5



The responses from the two municipalities vary. All the responders from the NMBMM denied that the budget had increased. This may mean that perhaps not everybody is

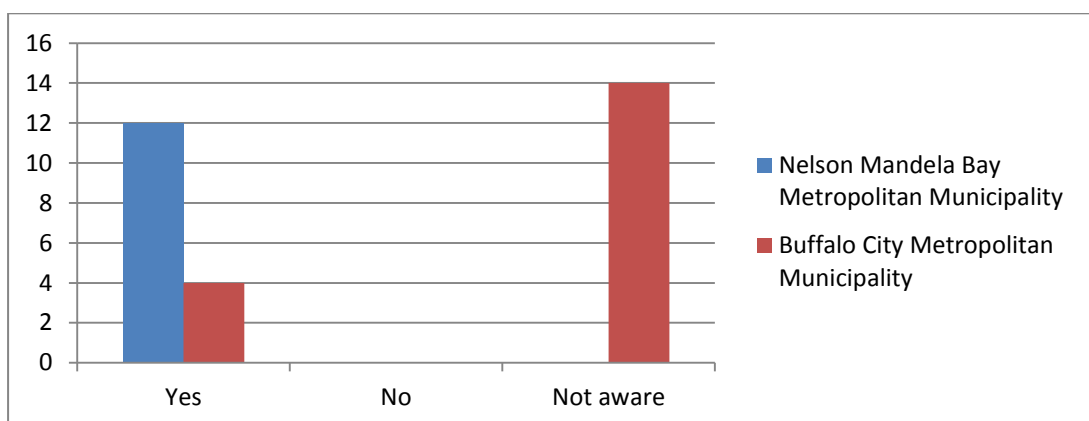
informed or aware of budgetary matters in that metropolitan municipality. This is not unexpected given the levels of management that responded. The responses appear more realistic for the BCMM where 22.2% confirmed budget increases, 11.1% denied it, and 67.7% not aware. What is worrying is the degree of lack of awareness about the library budget, which may also mean a poor understanding of the financial aspects of library service, and more especially about library cooperation. Whether sharing will reduce costs or bring on board new costs may be uncertain, but these librarians will remain unaware given the indication of this data about budgets.

4.3.6 Are you implementing any Public Library and Information Services Plans or Policies?

Table 6

	Yes	No	Not aware	Total
Nelson Mandela Bay Metropolitan Municipality	12	0	0	12
Buffalo City Metropolitan Municipality	4	0	14	18
Total	16	0	14	30

Figure 6



The responses on policy and plans revealed another interesting issue. 100% of the NMBMM responses agreed that they are aware of policies and plans and those possibly to be implemented. It appears therefore that there is better

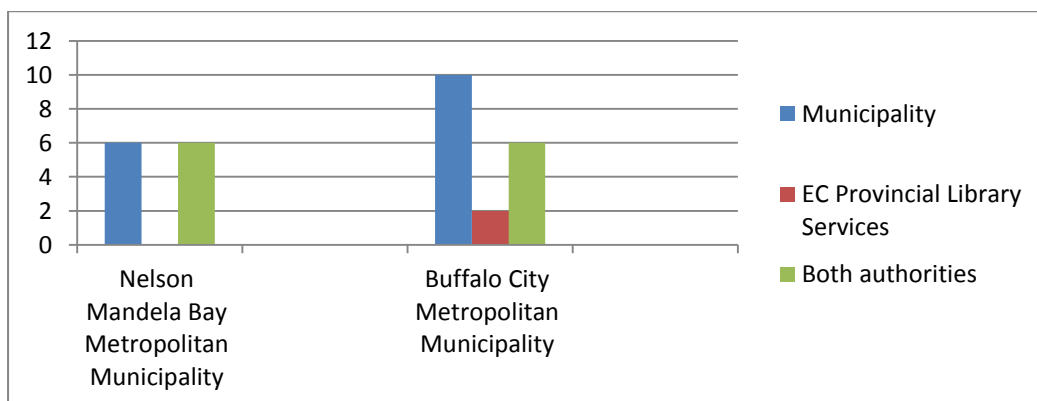
communication across levels and ranks in policies and plans at the NMBMM, and differs when the situation is compared to the BCMM where the majority of the responders are not aware. At the BCMM the policy and plans are confirmed not to be communicated well across the levels and ranks. The poor culture of communication will not be good for cooperation, which will need the best means and practices of communication. It is common practice in the public service that planning and policy issues are the responsibility of the higher and middle management levels, leaving the lower management ignorant in those issues.

4.3.7 Who is responsible for funding Public Library and Information Services in your Municipality?

Table 7

	Municipality	EC Provincial Library Services	Both authorities	Total
Nelson Mandela Bay Metropolitan Municipality	6	0	6	12
Buffalo City Metropolitan Municipality	10	2	6	18
Total	16	2	12	30

Figure 7



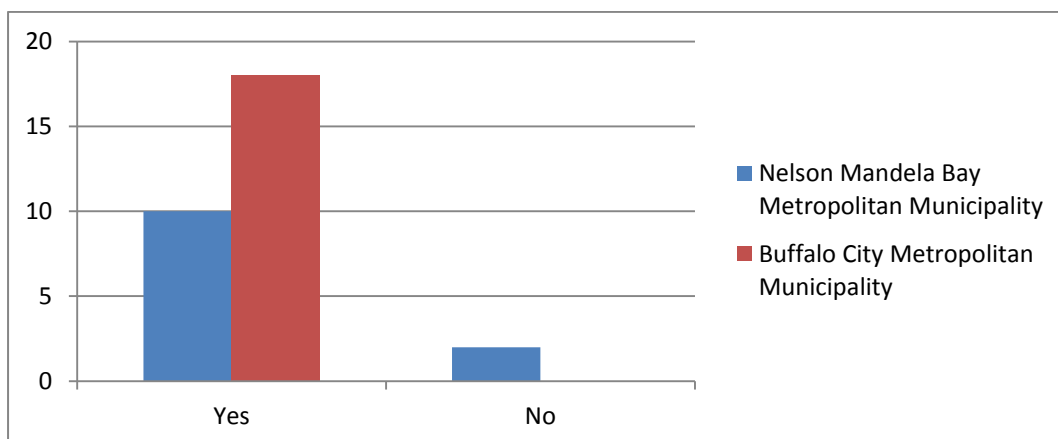
There were 11.1% of the respondents at the BCMM that said that the funding is from the Eastern Cape Provincial Library and Information Services, while 33.3% said that both the municipality and the Provincial Library Service are responsible, and 55.6% indicated that the funding comes from the municipality. 50% from NMBMM are of the opinion that the funding is from the municipality and only 50% believe that it is from both authorities. This therefore shows the lack of awareness about financial matters in both municipalities, and this will necessitate an improvement when implementing the proposed guidelines to library cooperation.

4.3.8 Are you in favour of Library Cooperation between Public Library and Information Services and School Library and Information Services?

Table 8

	Yes	No	Total
Nelson Mandela Bay Metropolitan Municipality	10	2	12
Buffalo City Metropolitan Municipality	18	0	18
Total	28	2	30

Figure 8



Because the issue of library cooperation has not yet been investigated in this province, the responses to this question are essential. 83.3% of the responses from the NMBMM are in favour of library cooperation, while 16.7% indicated that they

were not in favour. 100% of the responses from the BCMM are in favour of library cooperation. The responses from the two municipalities confirm that library cooperation is imperative and widely-supported. Whatever form such cooperation may take and how cooperation will be implemented are clearly less of an obstacle in the light of the overwhelming evidence in support of cooperation itself.

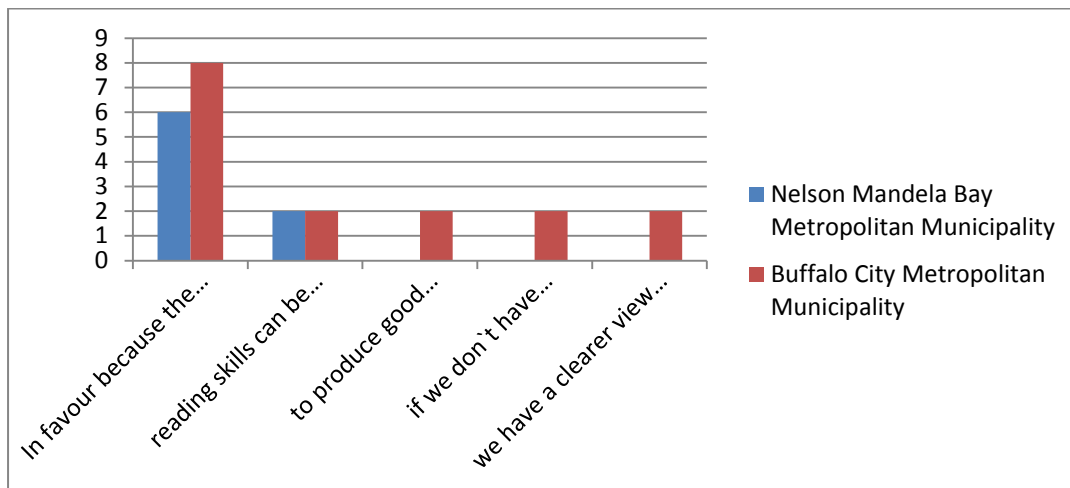
4.3.9 (a) If yes, why?

Although this was an open-ended question, the responses for (a) and (b) sub-sections of this question are presented here in tabular format to identify the main reasons for supporting or not supporting library cooperation and to analyse it more meaningfully.

Table 9 a

	Because the schools send learners to do research in the public libraries	Developing reading skills can be a shared responsibility	To deliver high-quality services	If we don't have the information, we can contact partners	To get a clearer picture of information needs at school libraries	Total
Nelson Mandela Bay Metropolitan Municipality	6	2	0	0	0	8
Buffalo City Metropolitan Municipality	8	2	2	2	2	16
Total	14	4	2	2	2	24

Figure 9a



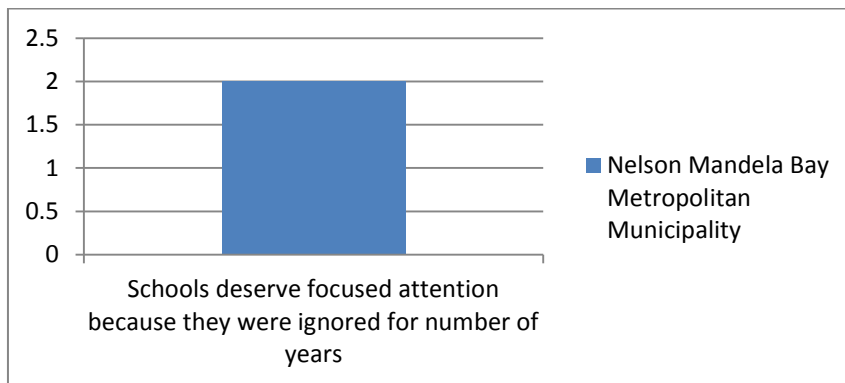
The majority of the participants from the BCMM responded positively (66.7%) on this matter. Seventy five percent at NMBMM are in favour because of the research needs of learners, and 25% said a reason for supporting cooperation is about sharing the responsibility for reading skills among the librarians, teachers and/or teacher librarians. Fifty percent of the responses from BCMM were in favour because of the research needs of learners, and 12.5% identified the sharing of responsibility for reading skills as a reason for supporting cooperation, while 12.5% identified high-quality service delivery for both sub-sectors, 12.5% mentioned contacting partners, and 12.5% were of the view that it will give them an opportunity to understand the information needs of schools.

4.3.9 (b) If no, why not?

Table 9 b

	Schools deserve focused attention because they were ignored for a number of years	Total
Nelson Mandela Bay Metropolitan Municipality	2	2
Total	2	2

Figure 9 b



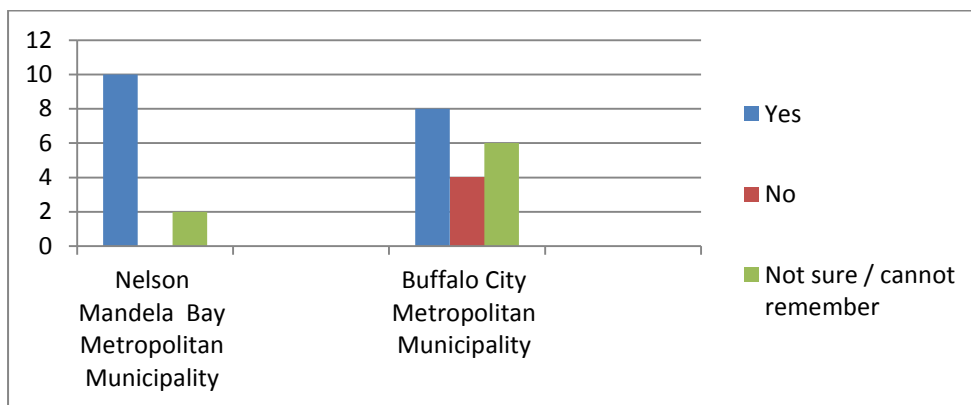
Those who were not in favour of cooperation between public and school libraries were very clear that they are not eager to take on the responsibility of the schools. They argued that the school library services have been ignored too long. 100% of the negative responses were from the NMBMM.

4.3.10 Is library cooperation discussed regularly at your staff meetings?

Table 10

	Yes	No	Not sure / cannot remember	Total
Nelson Mandela Bay Metropolitan Municipality	10	0	2	12
Buffalo City Metropolitan Municipality	8	4	6	18
Total	8	4	8	30

Figure 10



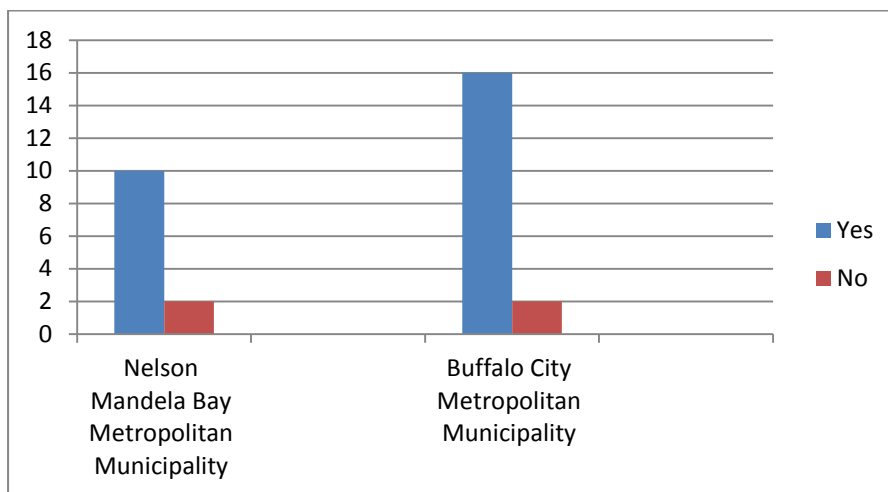
For 83.3% of the responses from the NMBM, library cooperation seemed to be discussed regularly, and the same applied to 44.4% from the Buffalo City Municipality. But 16.7 % from the NMBMM and 33.3% from the BCMM were not sure, while 22.2% from the BCMM indicated that the matter of cooperation was never raised in their gatherings. These responses could mean that at the BCMM there is no fixed agenda item for cooperation although the topic may come up during the discussion of other items. The responses therefore suggest that the success of cooperation depends on the sustained awareness driven by senior library management through official channels like staff meetings.

4.3.11 Do you believe that library cooperation will improve service delivery in both public and school libraries?

Table 11

	Yes	No	Total
Nelson Mandela Bay Metropolitan Municipality	10	2	12
Buffalo City Metropolitan Municipality	16	2	18
Total	26	4	30

Figure 11



There is a strong belief at both municipalities that library cooperation will improve service delivery for both library sub-sectors. For the NMBMM the score for those who agreed was 83.3%, opposed to 89.9% for the BCMM. These responses are encouraging and emphasise the need for pursuing cooperation initiatives between school libraries and public libraries. Even though public library services have already improved as a result of the conditional grants, the data shows the belief among public librarians that cooperation will improve their service delivery even more.

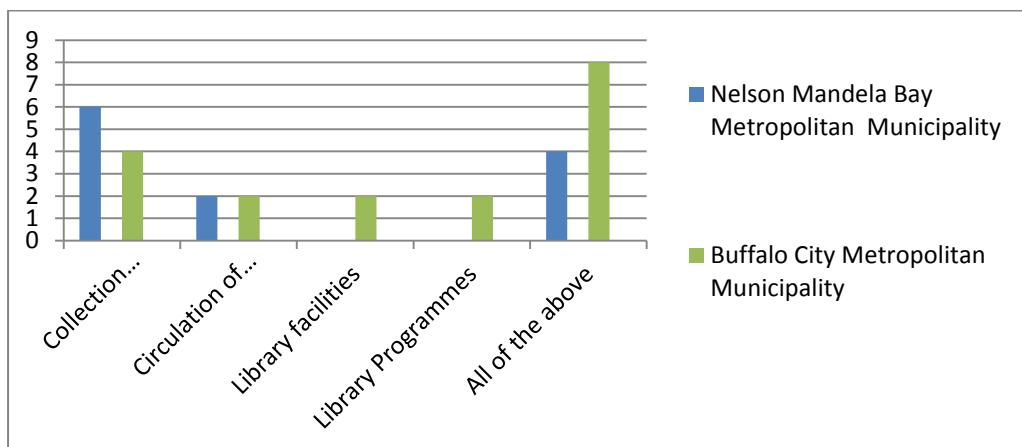
4.3.12 Which services in the library do you think are suitable for cooperation?

You may tick more than one box.

Table 12

	Collection Development	Circulation of library material	Library facilities	Library programmes	All of the above	Total
Nelson Mandela Bay Metropolitan Municipality	6	2	0	0	4	12
Buffalo City Metropolitan Municipality	4	2	2	2	8	18
Total	10	4	2	2	12	30

Figure 12



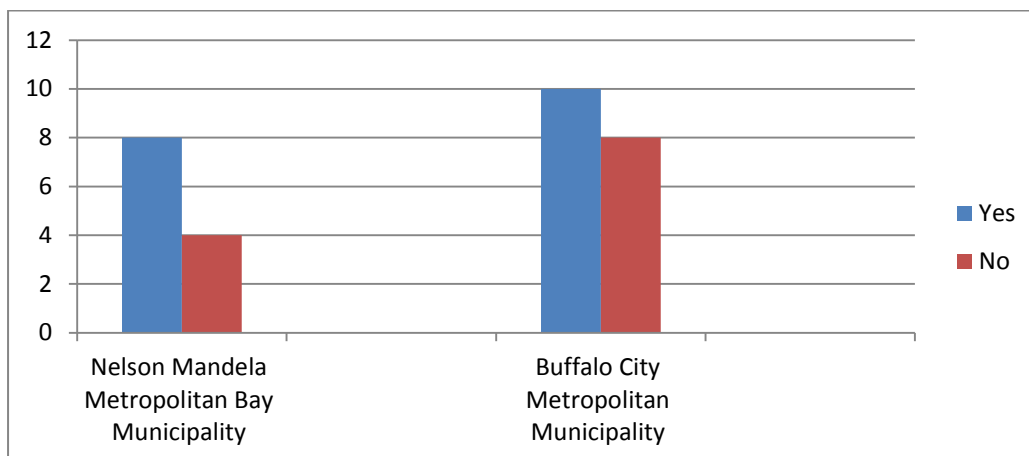
In response to specific services suitable for library cooperation, the highest vote (50%) at the NMBMM went to collection development. At the Buffalo City Municipality the highest vote (44.4%) went to all the specified services. It is noteworthy that while library cooperation can be implemented for a specific function, there are 12 (40%) librarians who think that cooperation is best when it is applied to all functions. This means that in practice there may be cases of complete cooperation and cases of partial cooperation depending on the circumstances of partner institutions.

4.3.13 Do you have a working relationship with the schools near your library?

Table 13

	Yes	No	Total
Nelson Mandela Metropolitan Bay Municipality	8	4	12
Buffalo City Metropolitan Municipality	10	8	18
Total	18	12	30

Figure 13



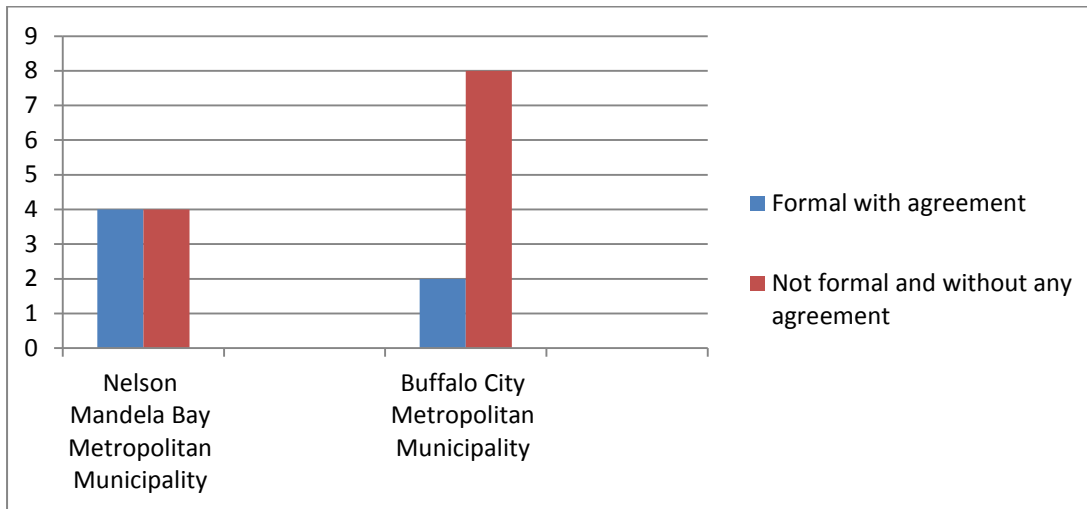
On the topic of existing working relationships with nearby schools, 66.7% of public librarians from the NMBMM confirmed that there is a working relationship, and 55.6% from the Buffalo City Municipality also confirmed this. It is encouraging that 60% of the public libraries already have working relationships with local schools and 40% do not, but the challenges are the nature of such relationships, as well as cases where there is no cooperation or possibly failed attempts. These issues are probed in the next couple of questions.

4.3.14 If yes is the relationship formal or not?

Table 14

	Formal with agreement	Not formal and without any agreement	Total
Nelson Mandela Bay Metropolitan Municipality	4	4	8
Buffalo City Metropolitan Municipality	2	8	10
Total	6	12	18

Figure 14



80% from the Buffalo City Municipality indicated that although there are relationships, they are not formal, but 20% do have formal relationships and agreements. For the NMBMM, 50% have formal relationships and agreements, and 50% have non-formal relationships. The high number of non-formal relationships (66.6%) for both municipalities is clear evidence that there is willingness, even a necessity. The next step would be to provide formal agreements for these already-cooperating libraries and schools.

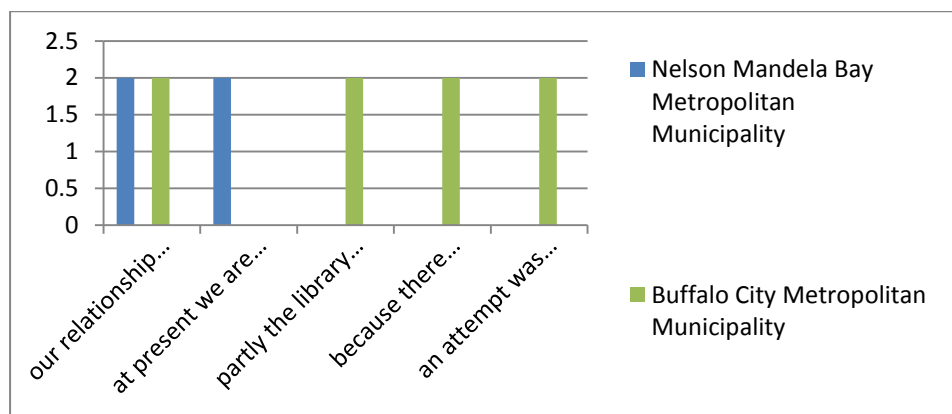
4.3.15 If not why not?

Although this was an open-ended question, the responses are presented here in tabular format to identify the main reasons for not having working relationships, and to analyse them more meaningfully.

Table 15

	The relationship did not go according to the plans we had	We are in the grip of major staff shortages	The library is not operating at full hours	No communication between public and school libraries	Several attempts were made but no reply	Total
Nelson Mandela Bay Metropolitan Municipality	2	2	0	0	0	4
Buffalo City Metropolitan Municipality	2	0	2	2	2	8
Total	4	2	2	2	2	12

Figure 15



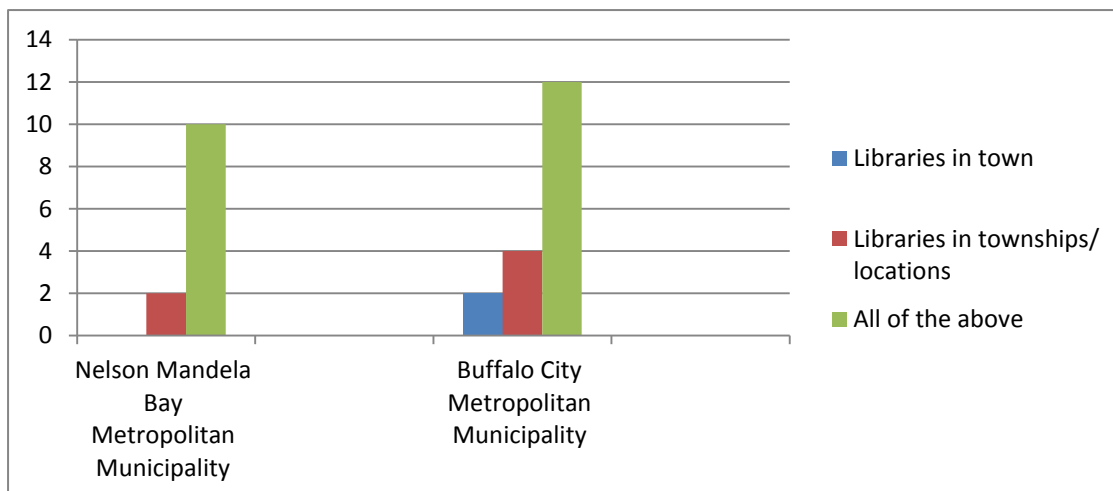
The reasons given for no working and formal relationships ranged from deviation from initial plans, staff shortages, minimal library hours, lack of communication, and lack of responses from schools. The reasons differ in some respects, but they overlap on the deviation from original plans for both municipalities. This at least provides an opportunity for the two municipalities to discuss this reason with a view to finding solutions. The other reasons may require more innovative strategies.

4.3.16 In which areas are public libraries and school libraries more suitable for cooperation?

Table 16

	Libraries in town	Libraries in townships/ locations	All of the above	Total
Nelson Mandela Bay Metropolitan Municipality	0	2	10	12
Buffalo City Metropolitan Municipality	2	4	12	18
Total	2	6	22	30

Figure 16



On the question of which areas should embark on library cooperation, the NMBMM's response was 83.3% for cooperation in townships, villages and in town. The BCMM also felt strongly about libraries in townships, villages and in town with a score of 66.7%. The reason behind the high scores in both municipalities may be motivated by the need to eliminate disparities inherited from the apartheid era. The high scores may also mean that public librarians believe that library cooperation should not be seen to be a priority based on location but that it should produce maximum benefit for all learners regardless of where they reside. The overall responses indicated that 6.7% prefer libraries in town, 20% prefer libraries in townships and 73.3% prefer

libraries in all areas or all of the above, namely libraries in town, townships and villages.

4.3.17 Is there anything about library cooperation that you would like to add?

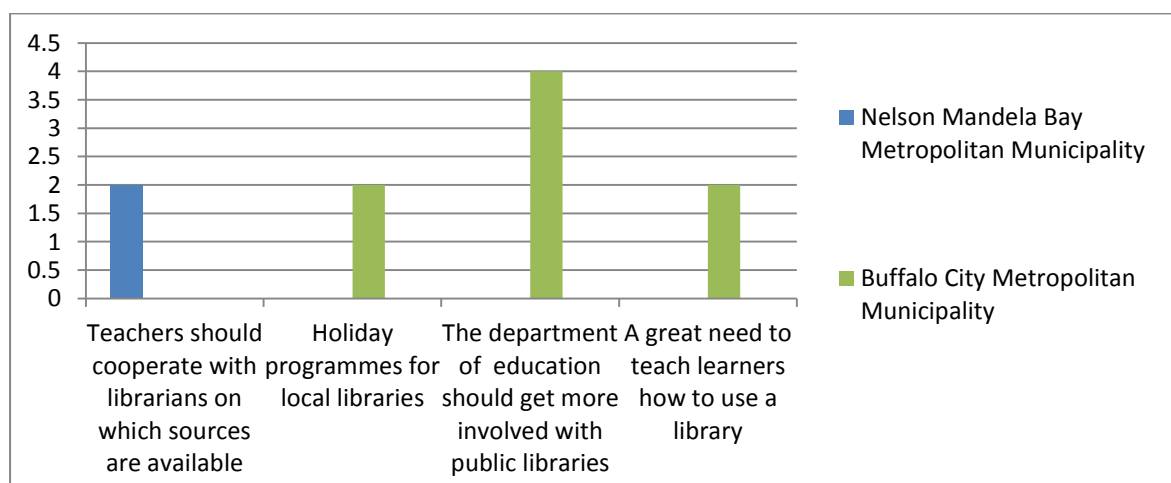
Please indicate below

Although this was an open-ended question, the responses are presented here in tabular format to analyse them more meaningfully.

Table 17

	Teachers should cooperate with librarians on which sources are available	Holiday programmes for local libraries	The Department of Education should get more involved with public libraries	A great need to teach learners and teachers how to use a library	Total
Nelson Mandela Bay Metropolitan Municipality	2	0	0	0	2
Buffalo City Metropolitan Municipality	0	2	4	2	8
Total	2	2	4	2	10

Figure 17



There were suggestions from the NMBMM that the teachers should work with librarians to check that sources they expect learners to consult in public libraries are actually available and for the Department of Education to get more involved with public library activities. A few respondents at the BCMM also recommended holiday programmes and the need for library instruction at schools.

Questionnaire responses from School Librarians

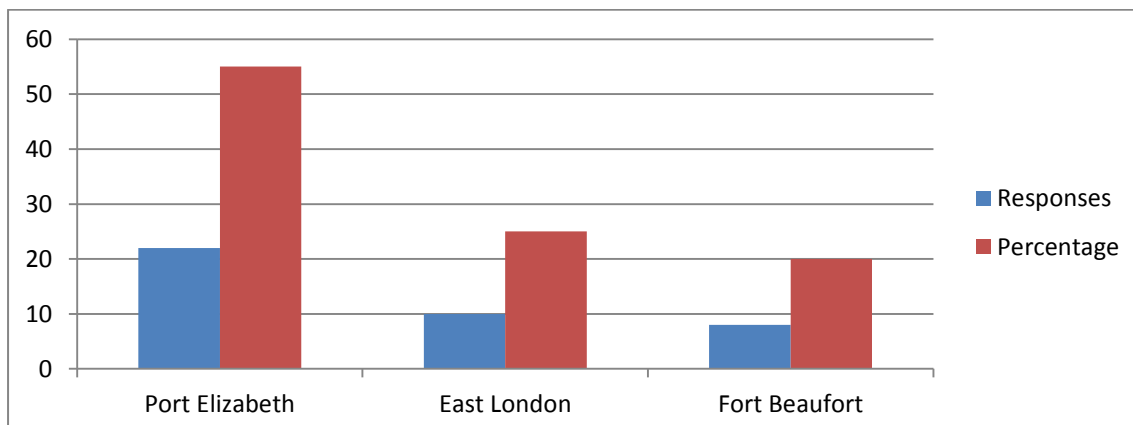
As already been mentioned earlier in this chapter, the number of responses from the school librarians was very encouraging when indicating their level of concern about the need for library cooperation. Their responses are presented and analysed below. Not every one of the 40 who returned the questionnaires responded to each and every question, hence the discrepancies in some cases. See Appendix B for the questionnaire.

4.3.18 In which district of the Eastern Cape Department of Education does your school fall?

Table 18

District	Responses	Percentage
Port Elizabeth (PE)	22	55
East London (EL)	10	25
Fort Beaufort (FB)	8	20
Total	40	100

Figure 18



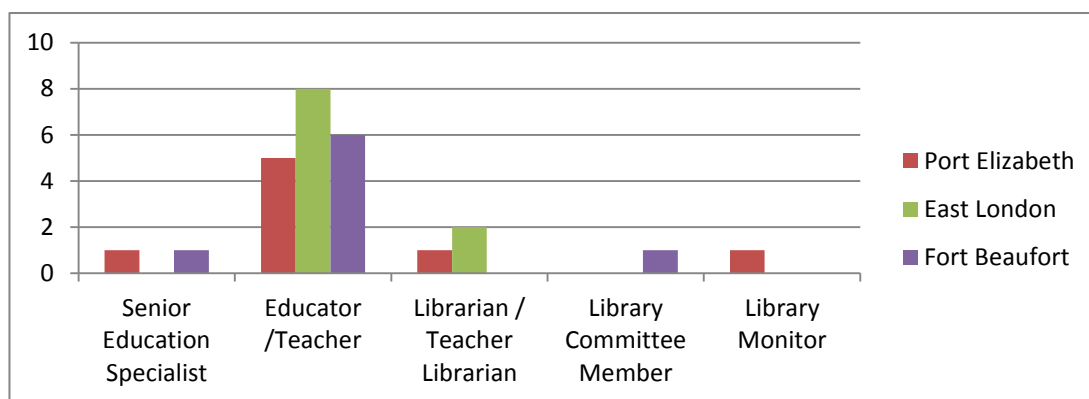
Port Elizabeth District is located in the municipality of the Nelson Mandela Bay Metropolitan Municipality. East London District is part of the Buffalo City Metropolitan Municipality, and Fort Beaufort District is part of the Amathole District Municipality.

4.3.19 What rank do you hold in the Education Resource and Information Services, or at your school in the Eastern Cape Department of Education?

Table 19

District	Senior Education Specialist	Educator /Teacher	Librarian / Teacher Librarian	Library Committee Member	Library Monitor	Total
Port Elizabeth	1	5	1	0	1	8
East London	0	8	2	0	0	10
Fort Beaufort	1	6	0	1	0	8
Total	2	19	3	1	1	26

Figure 19



Although the overall responses were 40, responses to this question are only 26 for unknown reasons. The cross-tabulation on the rank respondents shows that the educators occupy the highest percentage of 73.1%, the Librarians or School Librarians are at 11.5%, the Senior Education Specialists at 7.7%, the Library Committee Members 3.8%, and the Library Monitors at 3.8%. The response rate for the Department of Education displayed the actual situation of the library and information service, which is the responsibility of educators more so than Librarians

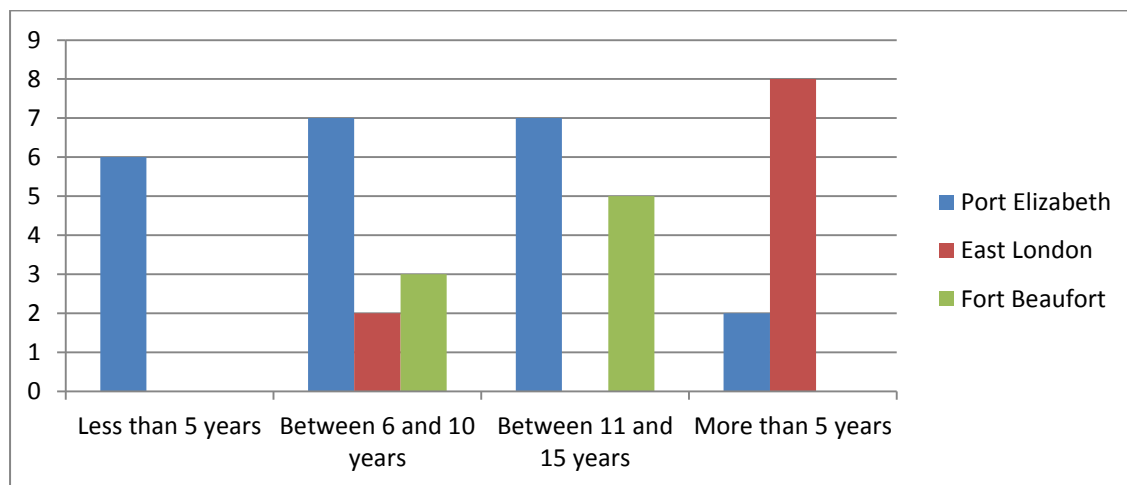
or School Librarians. Library Monitors and Library Committees are also scarce in schools.

4.3.20 How long have you been working for the Eastern Cape Department of Education?

Table 20

	Less than 5 years	Between 6 and 10 years	Between 11 and 15 years	More than 15 years	Total
Port Elizabeth	6	7	7	2	22
East London	0	2	0	8	10
Fort Beaufort	0	3	5	0	8
Total	6	12	12	10	40

Figure 20



The length of working experience question showed that 15% had less than 5 years, those between 6 years and 10 years and between 11 and 15 years had 30% and 25% respectively. The implication is that these participants are not novices and have observed the conditions of school library services over a long period. Their subsequent responses are therefore based on a good understanding of the need for cooperation with public libraries.

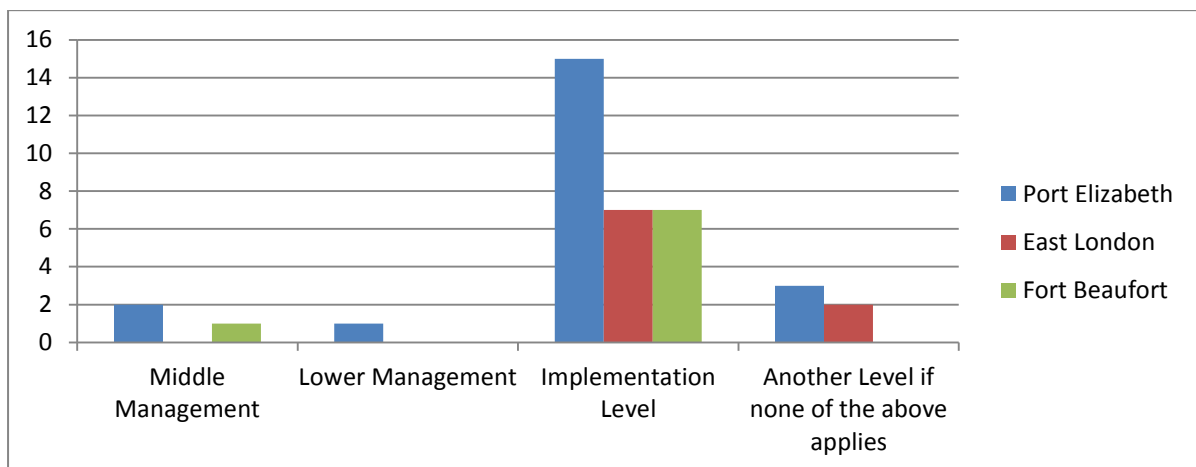
4.3.21 At which level of management were you placed for the past three years?

You may tick more than one box

Table 21

	Middle Management	Lower Management	Implementation Level	Another level if none of the above applies	Total
Port Elizabeth	2	1	15	3	21
East London	0	0	7	2	9
Fort Beaufort	1	0	7	0	8
Total	3	1	29	5	38

Figure 21



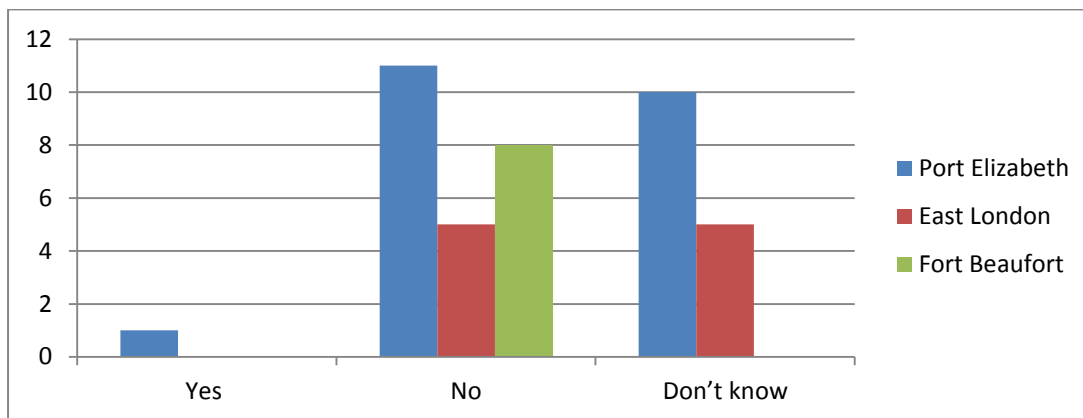
The high rate of response of 76.3% the implementation level, and the very low response rates of 7.9% for middle management and 2.6% for lower management are a clear indication that the matter of school library service is still not a priority in the education sector. One participant from Port Elizabeth and one participant from East London did not answer this question hence the respondents are 38 and not 40, as explained earlier.

4.3.22 In your view has the budget increased over the past three financial years?

Table 22

	Yes	No	Don't know	Total
Port Elizabeth	1	11	10	22
East London	0	5	5	10
Fort Beaufort	0	8	0	8
Total	1	24	15	40

Figure 22



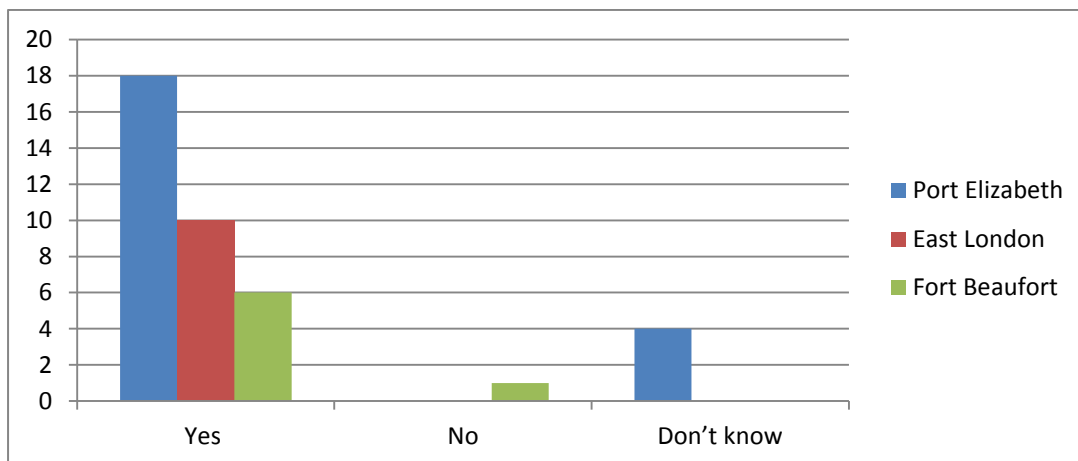
2.5% confirmed an increase in the budget for school libraries for the past three years, 60% denied it, and 37.5% of respondents do not know, which confirms the lack of awareness and poor communication in the sector of school library and information services. This correlates with the responses from public librarians. Most librarians are unaware of budget issues.

4.3.23 Are you implementing School Library and Information Services Plans or Policies?

Table 23

	Yes	No	Don't know	Total
Port Elizabeth	18	0	4	22
East London	10	0	0	10
Fort Beaufort	6	1	0	7
Total	34	1	4	39

Figure 23



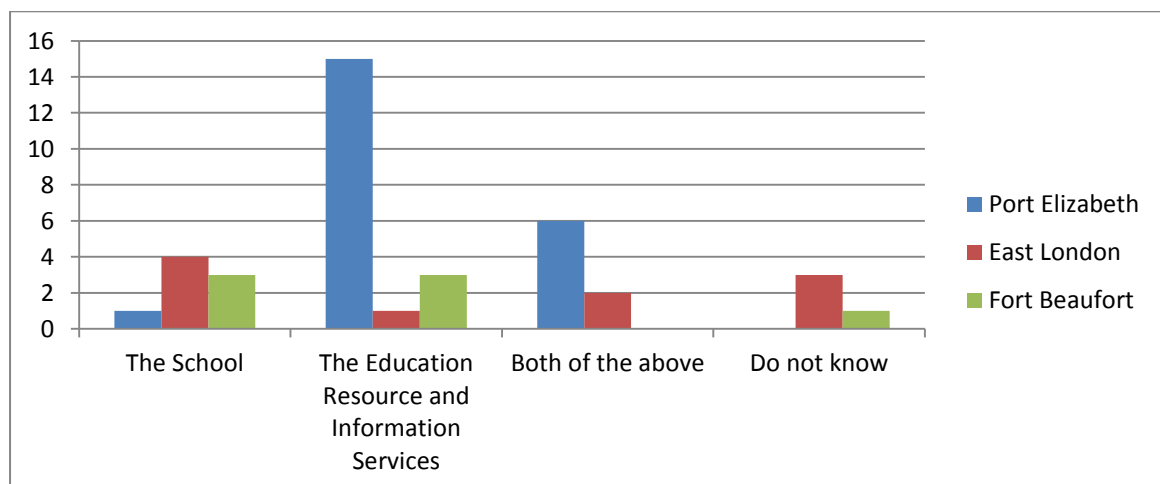
Although the responses are overwhelmingly in confirmation of the plans and policies with a score of 87%, this is nonetheless worrying in the light of the responses from the previous question on budget increases. It seems that participants do not understand the connection between the budget and plans, as well as policies. For the Port Elizabeth District 81.8% confirmed that policies and plans are in place, and from the East London District all the participants confirmed, while for the Fort Beaufort District 85.7% also confirmed. One respondent from Fort Beaufort did not answer this specific question hence the responses are 39 and not 40.

4.3.24 Who is responsible for funding your School Library and Information Services?

Table 24

	The School	The Education Resource and Information Services	Both of the above	Do not know	Total
Port Elizabeth	1	15	6	0	22
East London	4	1	2	3	10
Fort Beaufort	3	3	0	1	7
Total	8	19	8	4	39

Figure 24



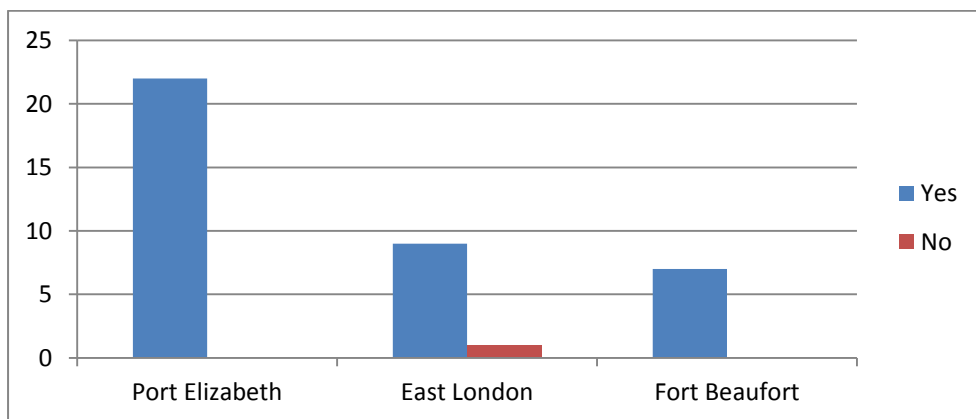
The overall picture is not very unlike that of the public librarians in that there is no definite knowledge among the librarians of who the funding body is. The majority, however, stated that funding comes from the Education Resource and Information Services, probably because the school library services section is a sub-division of the Curriculum Section within the Department of Education. A lack of understanding about the sources of funding means that there can be possible challenges in the proposals for library cooperation. The proposed guidelines for cooperation need to consider budgetary knowledge as a key factor. One respondent from Fort Beaufort did not answer this specific question; hence the responses are 39 and not 40.

4.3.25 Are you in favour of cooperation between School Library and Information Services and Public Library and Information Services?

Table 25

	Yes	No	Total
Port Elizabeth	22	0	22
East London	9	1	10
Fort Beaufort	7	0	7
Total	38	1	39

Figure 25



There was a tremendous response on library cooperation with 97.4% responses that are in favour of library cooperation and 2.6% not in favour of library cooperation. One respondent from Fort Beaufort did not answer this specific question hence the responses are 39 and not 40.

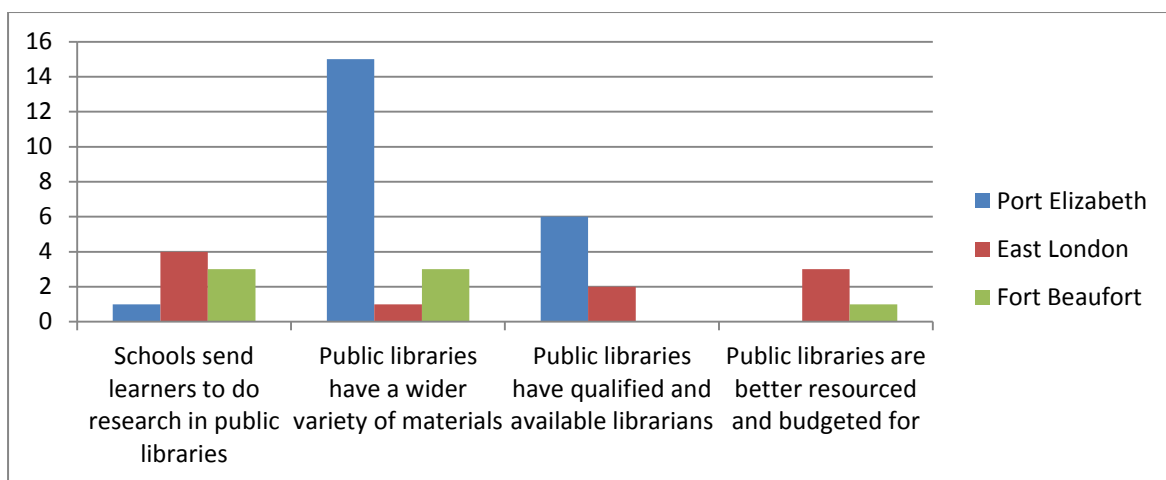
4.3.26 (a) If yes, why?

Although this was an open-ended question, the responses for (a) and (b) sub-sections of this question are presented here in tabular format to identify the main reasons for supporting or not supporting library cooperation, and to analyse it more meaningfully.

Table 26 a

	Schools send learners to do research in public libraries	Public libraries have a wider variety of materials	Public libraries have qualified and available librarians	Public libraries are better resourced and budgeted for	Total
Port Elizabeth	1	15	6	0	22
East London	4	1	2	3	10
Fort Beaufort	3	3	0	1	7
Total	8	19	8	4	39

Figure 26 a



The reasons why the educators and school librarians were in favour of the school library and public library cooperation were as follows:

- Schools send learners to do research in public libraries (8.2%);
- Public Libraries have a wider variety of material (48.7%);
- There were 20.5% of the respondents who believe that public libraries have qualified librarians who are always available; and
- Public libraries are better resourced and budgeted for (10.3%).

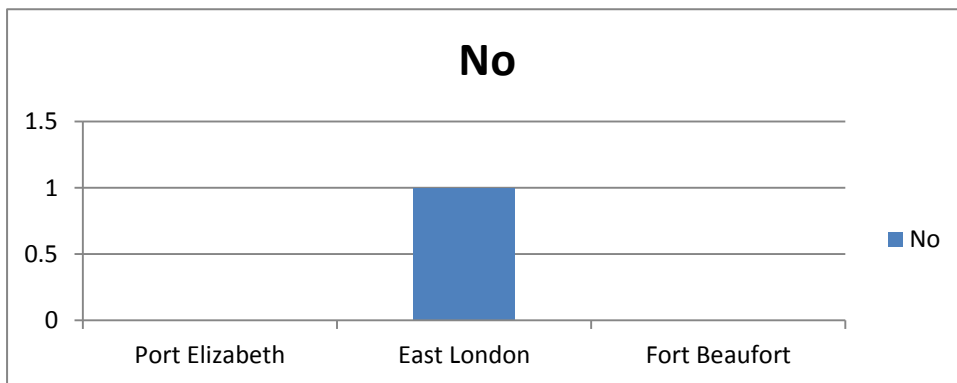
The small number that supports cooperation because of better resources and budgets for public libraries means that school libraries do not envy their better situation, but instead focus on the benefits for learners.

4.3.26 (b) If no, why not?

Table 26 b

	No	Total
Port Elizabeth	0	0
East London	1	1
Fort Beaufort	0	0
Total	1	1

Figure 26 b



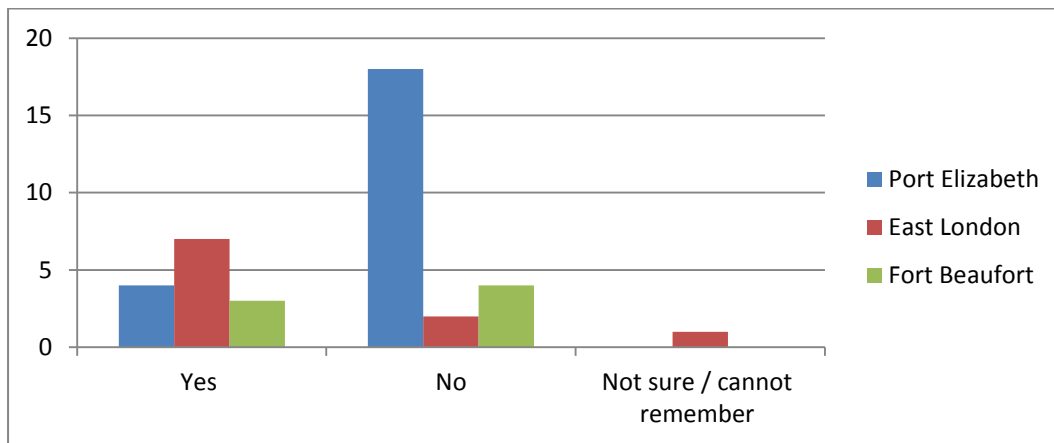
There was no negative response from the Port Elizabeth and the Fort Beaufort Districts. The East London District gave its negative response without any reason.

4.3.27 Is Library Cooperation discussed regularly at your staff meetings?

Table 27

	Yes	No	Not sure / cannot remember	Total
Port Elizabeth	4	18	0	22
East London	7	2	1	10
Fort Beaufort	3	4	0	7
Total	14	24	1	39

Figure 27



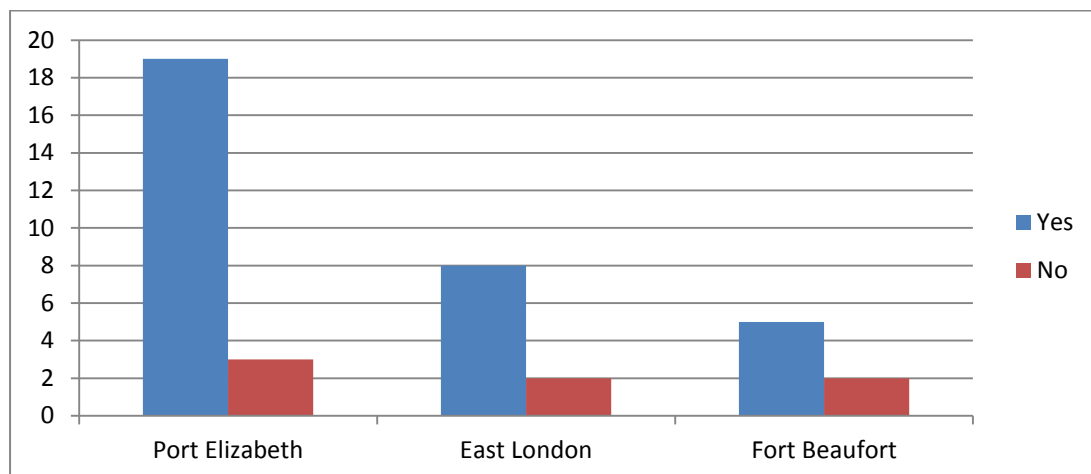
When the school librarians were asked if the library cooperation has ever been an item in their meetings, whether formal or informal, 61.5 % responded negatively. 35.9% affirmed and 2.6% was not sure or could not recall. One librarian from the Fort Beaufort District did not respond, hence the overall response is 39 and not 40. The largest negative response came from the Port Elizabeth District and the strongest positive response came from the East London District, showing a marked difference between the two in respect of the value attached to cooperation. The overall picture among the Eastern Cape school librarians remains bleak however, and requires a champion at a higher level to ensure that library cooperation is addressed regularly.

4.3.28 Do you believe that library cooperation can improve service delivery in both public and school libraries?

Table 28

	Yes	No	Total
Port Elizabeth	19	3	22
East London	8	2	10
Fort Beaufort	5	2	7
Total	32	7	39

Figure 28



The school library community is largely convinced that library cooperation will improve service delivery, as in its libraries is evident in the high response of 82.1%. A negative response came from 17.9 %, and one person from the Fort Beaufort District did not answer this question. There was also no indication of anyone unsure, hence the category was left out. When looking at district responses, Port Elizabeth with 86.4%, East London with 80%, and Fort Beaufort with 71.4% shows unanimity across the districts, and bodes well for support for library cooperation from school librarians. The positive view that library cooperation will improve both school and public library services is echoed by the public librarians who had a score of 86.7% for the same question.

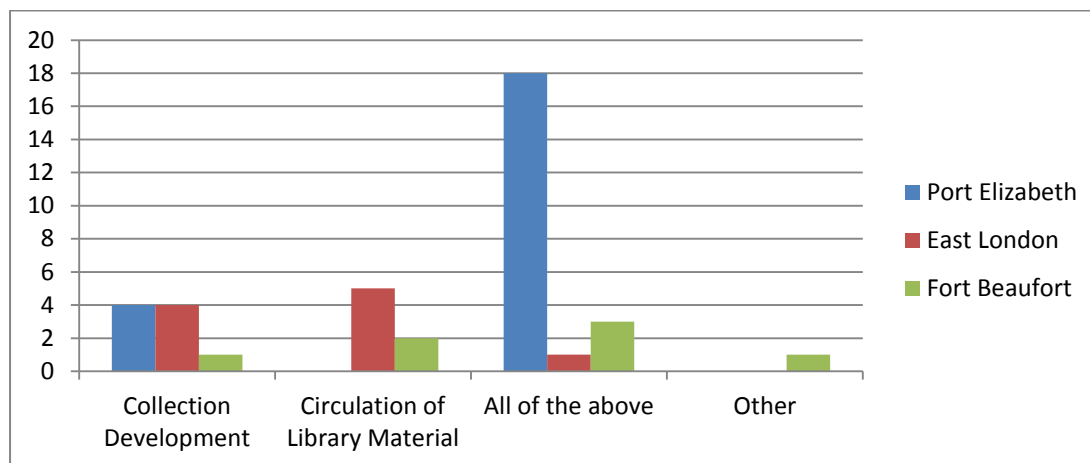
4.3.29 Which services in the library do you think are suitable for cooperation?

You may tick more than one box.

Table 29

	Collection Development	Circulation of Library Material	All of the above	Other	Total
Port Elizabeth	4	0	18	0	22
East London	4	5	1	0	10
Fort Beaufort	1	2	3	1	7
Total	9	7	22	1	39

Figure 29



On the question of which services are suitable for cooperation, 56.4% of the responses agreed that all the services are suitable for cooperation, while 46.2% were in support of specific services, such as collection development and circulation. 2.6% suggested any other services to be considered although they did not specify them. The respondents did not respond to all the options of the services identified on the questionnaire.

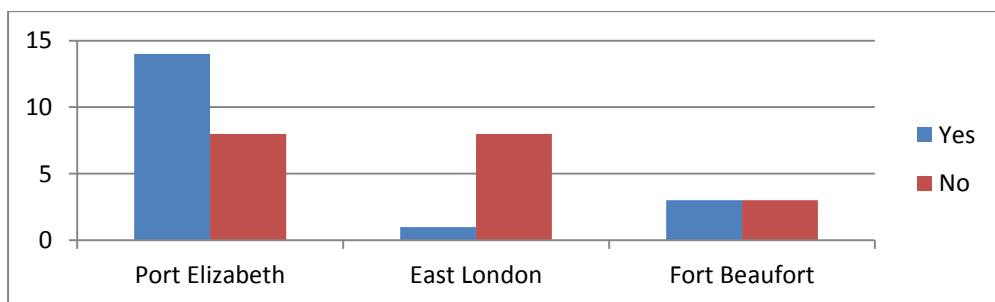
In the column titled “all of the above”, the responses refer to all the options that were mentioned in the questionnaire (see Appendix B). In the view of these responses, a strategic approach is necessary based on the responses from the public librarians so that those in the same area (municipality and District) and who identified the same services can initiate specific or partial cooperation ventures. Similarly, where the same situation applies for those who support cooperation in all services, then such willing partners should initiate full cooperation ventures. This data provides useful data for identifying partners and type of cooperation.

4.3.30 Do you have a working relationship with the public libraries near your school?

Table 30

	Yes	No	Total
Port Elizabeth	14	8	22
East London	1	8	9
Fort Beaufort	3	3	6
Total	18	19	37

Figure 30



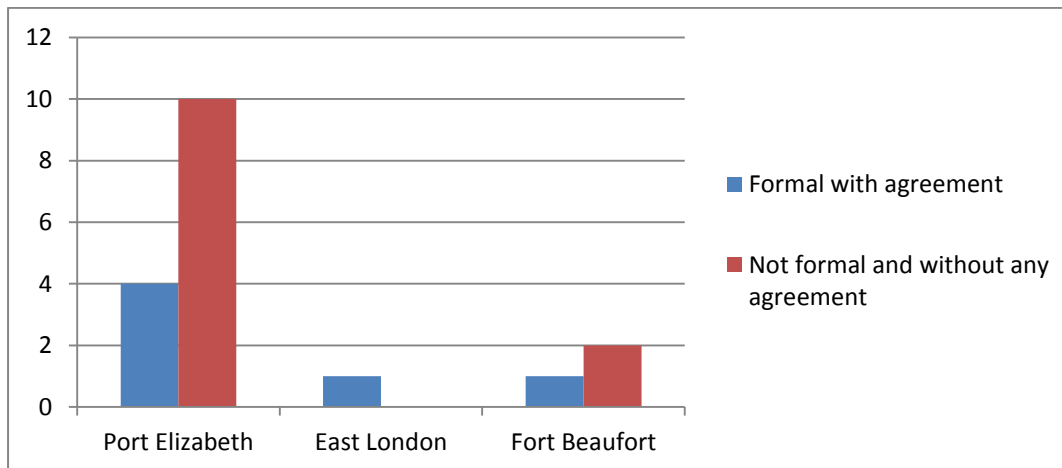
Regarding the working relationship with public libraries near the schools, the Port Elizabeth District responded high at 77.8% while the East London District responded very low at 5.6% and Fort Beaufort at 16.7% while on the negative responses both Port Elizabeth and East London were at 42.1% each and Fort Beaufort at 15.8%. Two of the respondents from Fort Beaufort and one respondent from East London did not respond to this specific question hence there were only 34 respondents. Although this means that there is still much work to be done, it also means that about half of the schools are cooperating in some way or another with public libraries. Perhaps one way of looking at this data is to say that the glass is half full rather than half empty.

4.3.31 If yes, is the relationship formal or not?

Table 31

	Formal with agreement	Not formal and without any agreement	Total
Port Elizabeth	4	10	14
East London	1	0	1
Fort Beaufort	1	2	3
Total	6	12	18

Figure 31



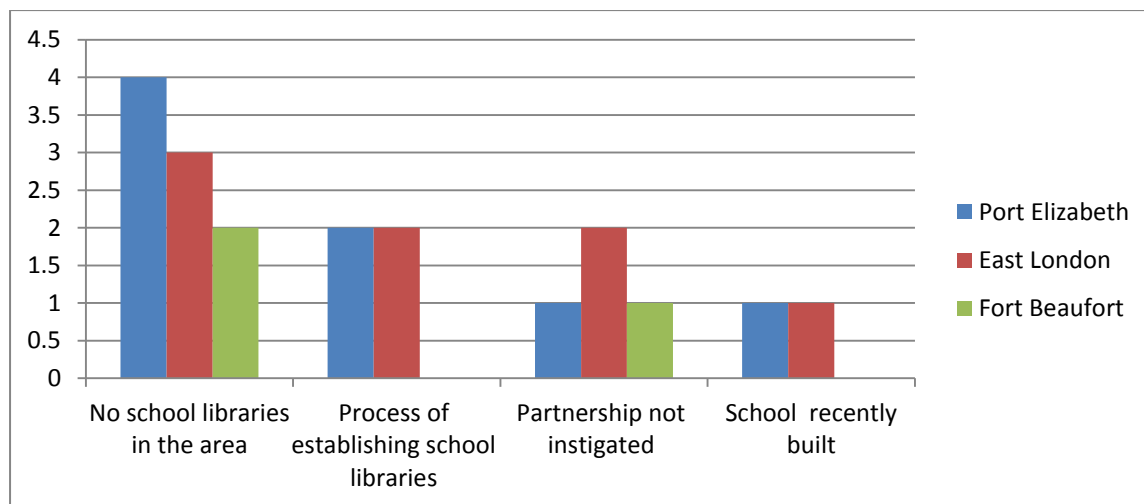
Although there are confirmed relationships, formal relationships were almost 50% lower than the informal relationships. The responses in this case displayed a lack of commitment in the library and information services that can be rectified by the proposed guidelines of cooperation between school libraries and public libraries. Some of the reasons are indicated in the follow up question.

4.3.32 If no, why not?

Table 32

	No school libraries in the area	Process of establishing school libraries	Partnership not instigated	School recently built	Total
Port Elizabeth	4	2	1	1	8
East London	3	2	2	1	8
Fort Beaufort	2	0	1	0	3
Total	9	4	4	2	19

Figure 32



The responses on the lack of school libraries portrayed a true reflection in library and information services. It is evident that the lack of school libraries can hinder or delay the proposal of cooperation between school libraries and public libraries. The responses indicated that there are no relationships because of the following reasons:

- No school libraries at all in other areas;
- Other schools are in a process of establishing school libraries;
- The partnership between libraries has not been instigated; and
- Some schools were recently built.

These responses are further posing a challenge to the Department of Education where the lack of school libraries has been on their agenda for years. The idea of library cooperation between school library and public library will not mean anything if

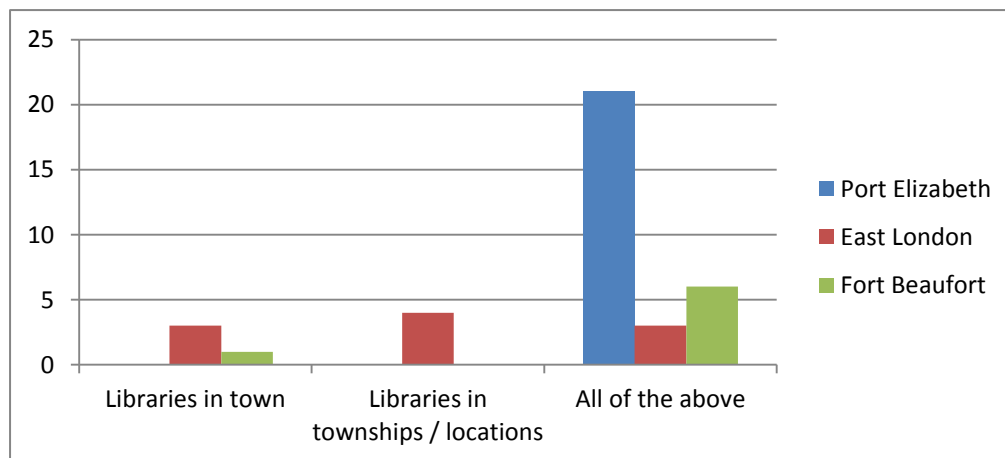
the above stated reasons is not addressed. The recommendations for guidelines to cooperation will take a note on this.

4.3.33 In which areas are school libraries and public libraries more suitable for cooperation?

Table 33

	Libraries in town	Libraries in townships / locations	All of the above	Total
Port Elizabeth	0	0	21	21
East London	3	4	3	10
Fort Beaufort	1	0	6	7
Total	4	4	30	38

Figure 33



As in the case of public libraries, the overwhelming majority of responses had indicated “all of the above” (79%). At 10.5% the responses are for libraries in town as well as for libraries in townships (10.5%). The total number of responses to this specific question was 38. Also as in the case of the public libraries, the reason behind the high scores in the districts may also be motivated by the need to eliminate educational disparities inherited from the apartheid era.

4.3.34 Is there anything about library cooperation that you would like to add?

The few responses on further suggestions focused on the idea of establishing library committees once cooperation is implemented. The school well-equipped librarians believe that the cooperation of libraries will require a group of people to work together to coordinate the activities in a special way. Another suggestion was the increase in library material. It was acknowledged that very few libraries in schools have libraries. Those that do are commonly from the former Model C schools that catered for the white minority.

4.4 Analysis and interpretation of interviews conducted

The interviews with senior LIS managers provided an opportunity to add context to the questionnaire data, and to clarify some of the questionnaire responses. The interviews with the senior management in the public sector included:

- The Director for the Eastern Cape Provincial Library and Information Services (ECPLIS);
- The Acting Head of the Buffalo City Metropolitan Municipality (BCMM);
- A Deputy Library Head, who coordinates the King Williams Town area, which is also part of Buffalo City Metropolitan Municipality; and
- A Senior Manager of the Nelson Mandela Bay Metropolitan Municipality (NMBMM).

There was much enthusiasm about the research and its potential value for improving library cooperation specifically, and the quality of library services in the Eastern Cape Province more generally. The interviewees provided a clearer picture of the size and the number of libraries in their areas of jurisdiction. In some cases, the researcher acquired the contact details and the names of the heads of individual libraries for more specific information. On the question of library policies and plans, there was no hesitation by some to share details.

They spoke with enthusiasm about recommendations and reviews relating to policies, and discussions went into the details of relevant bye-laws, library infrastructure, and the reviews and responses to government expectations and

regulations for library and information services in the Eastern Cape Province. Some reviews of policies, such as those relating to collection development, disposal of materials, internet access, and the upgrading of libraries were still in a draft form and were centralised. In one instance, an interviewee did not dwell for too long on the policies and plans.

The responses on the library budget in general were not as direct as the researcher would have liked confidentiality. The same applied to the issues of subsidies and budget allocations when the researcher probed for more specific aspects. It became clear that the budget was not a pleasant topic of discussion for the interviewees. This could be because of the small allocations, but the hesitation from the senior managers throws light on the general lack of knowledge about budgets and financial matters reflected in the questionnaire responses. In brief, budget details were not revealed to the researcher, but one interviewee indicated that donations of excess materials rather than budgeted materials form the basis of the relationship with nearby schools. It also became clear that the ECPLIS budget for library material has benefited from the conditional grant funding and is assisting the public libraries.

The question on the relationships between schools, school libraries, and public libraries developed into an interesting debate. The BCMM senior managers discussed their action plans that involve school communities. These involve collection development, special projects, and programmes. They pointed out that the working relationships with schools were both formal and informal, and depended on the specific kind of cooperation undertaken. The general impression that emerged was that public library cooperation with schools and school libraries is not only possible but that it is actually happening and should increase.

On other specific or special projects of actual or future cooperation, some interviewees talked about integrated library programmes with some schools, but added that the Department of Education does not seem to be ready yet to take on this responsibility despite the fact that learners are the most frequent users of public libraries. Another project was that the BCMM has embarked on a programme to raise the capacity of teachers to provide instruction on library and information skills. This would provide access to information by learners, and was one of the most

significant things to come out of the interviews. One of important issues that emerged from those interviews was the indication of an Integrated Development Plan in ensuring a solid basis as well as funding for its operations. The only project of cooperation that is based more formally on a Memorandum of Agreement involves ECPLIS.

The responses from the interviews gave hope to the possibility of growing the existing levels of library cooperation in the Eastern Cape Province, using a set of clearly-formulated guidelines. This was also reinforced in the general and more extensive comments made by the ECPLIS Director on how future cooperation with schools should proceed. She believes that public libraries should not sacrifice their autonomy, and that cooperation is working now because of the conditional grant, which focuses on infrastructure, library furniture, information communication and technology, and the addition of staff. She recommended that the cooperation with schools requires a thorough feasibility study for consideration at a summit that would produce recommendations, resolutions and strategies for implementation.

She also mentioned that cooperation is part of on-going discussions, and that there are already informal relationships with schools on matters affecting administration, collection development, and staffing. She acknowledged the limitations of the Department of Education, but concluded the interview with the proposal that an action plan can be drawn up that will include clear responsibilities for the Department of Education. The Eastern Cape public library sub-sector senior managers are therefore clear about the need for intervention and initiatives by the national departments to ensure better library and information services. But they also know that formal and well-planned cooperation initiatives might be the best way forward.

It was very unfortunate that despite several attempts, an interview with the Head of School Libraries at Educational Resources and Information Services could not take place. The interviews with the senior managers in the Eastern Cape school library-sub-sector therefore included:

- The Deputy Chief Education Specialists (DCES) of the East London District; and
- The Chief Education Specialist (CES) of the East London District.

These Education Specialists confirmed the need for library cooperation. They identified the challenges in the Department of Education including the absence of a final school library policy, the lack of a budget, and poor resources to run library and information services. For these reasons, they are strongly dependent on nearby public libraries. They said that educators are looking forward to the development and improvement of school library services. They also mentioned the necessity of formal Memoranda of Understanding or agreements with public libraries in order to improve cooperation initiatives through the identification of specific details.

During the discussions, the interviewees expressed the view that the DoE could extend its service and employ more personnel in order to grow cooperation for existing initiatives and start new projects, but there was not much elaboration. The interviews were brief yet successful in some respects, but it became apparent that discussions were stifled by the fact that the interviewees were not in a position to respond freely without the mandate of the head of the section because she was not available. This situation reflects the levels of frustration for school library managers, educators, and school librarians in the DoE, as well as public librarians who are keen to cooperate to improve access to better library and information services by learners in this province.

4.5 Conclusion

The enthusiasm of those questionnaire respondents and interviewees from the public and school library sub-sectors is encouraging, but the data is also clear in suggesting the kinds of challenges facing any improvement of library and information services, and library cooperation ventures in the Eastern Cape Province. Chapter five will sketch the way forward for library cooperation.

Chapter 5 Proposed guidelines for cooperation between public libraries and school libraries in the Eastern Cape Province

5.1 Introduction

The idea of dual use of libraries is not new. The language changes over time but the essential elements remain the same. Whether discussing dual use libraries, the school-housed public library, the joint-use, combined, or community library, or co-located libraries, the basic principle is consistent – a common physical facility from which library services are provided to two ostensibly different communities of users (Haycock 2006:488). It is important to distinguish dual use libraries from other levels of cooperation, and generally, libraries and systems may cooperate at least informally in sharing resources, services, and expertise where these levels of cooperation may range from simple, to specific services for a related group, to more formal cooperation. Much less common is collaboration, in which two equal partners solve community problems together (Haycock 2006:488).

Haycock's idea of collaboration features in the recent Strategic Guidelines for Collaboration between Community Libraries and Schools 2013-2015, prepared by the Department of Basic Education. However, the idea of collaboration in this document is not quite the same because public libraries and school libraries in South Africa are not effectively equal partners, but they are both concerned with improving access to information by learners. The "*Strategic Guidelines*" is still a discussion document that envisages future collaboration, but it provides a useful framework for spelling out the case for the Eastern Cape Province and will bring it in line with the latest thinking at the highest levels of library governance. The purpose of the strategic guidelines document is to foster cooperation between the Department of Basic Education (DBE), under which schools fall, and the Department of Arts and Culture (DAC) under which public libraries fall.

The strategic guidelines document notes the shortage of library provision in schools and the urgent curricular and information needs of South African learners. This, it argues, warrants the need for collaboration among government sectors, which is also a constitutional principle. The proposed guidelines for cooperation between the

public libraries and the school libraries in the Eastern Cape Province will therefore draw on the *Strategic Guidelines* document's basic framework, but will add headings and aspects relating specifically to the data for the Eastern Cape, as presented and analysed in Chapter four.

5.2 Guidelines for cooperation between public libraries and school libraries

This section will present core guidelines, the conditions for successful implementation of the guidelines, and the roles and responsibilities of the DBE and DAC to oversee their implementation. The idea of core guidelines implies that there may be additional guidelines, but that these listed below are core because they derive from the data collected in this study and are in line with the plan and pattern of the *Strategic Guidelines* document.

5.2.1 Core guidelines

The core guidelines are arranged under headings derived from the *Strategic Guidelines* document, as well as those considered particularly relevant to the Eastern Cape. References to the tables, figures, discussions, and interviews in Chapter four provide the justification for these guidelines. Wherever possible, practical suggestions have been added.

5.2.1.1 Raising awareness about library cooperation

- The senior managers of the departments and the municipalities should intensify awareness-raising so that all librarians and educators become and remain aware of library cooperation and its importance. Commemorative occasions such as National Library Week and International Literacy Day can be used for campaigns, and schools and libraries can work together in joint ventures (4.5 - Interviews).
- Awareness should be sustained by senior library management through official channels like staff meetings so that the idea of cooperation remains at the forefront of the minds of librarians at all ranks and levels of management (Tables 6 and 10); and

- Raising awareness should extend to specific aspects of library cooperation, such as budget (4.3.5; 4.4.5) and policies (4.3.6; 4.4.6).

5.2.1.2 Policies, plans, and procedures

- Senior managers, public librarians and school librarians should be familiar with the legislative and policy context for LIS in general, as indicated in the *Strategic Guidelines* document;
- The LIS policies and plans in the Eastern Cape Province, in particular, should be distributed to all public librarians and school librarians in order to create a common understanding, for example, about the Integrated Development Plan (4.5); and
- Senior managers should address the discrepancy regarding the knowledge of policies and plans. For example, whereas only 53.33% of public librarians knew about them, 87.18% of the school librarians did (4.3.6; 4.3.23).

5.2.1.3 Networks and sharing of resources

- There should be a concerted effort by all concerned at all levels and by all sides to strengthen working relationships between public libraries and school libraries, and to convert informal relationships into formal relationships (4.3.13; 4.3.30);
- The reasons for no working relationships between public libraries and school libraries should be further investigated in workshops with a view to eliminating them (4.3.15; 4.3.32); and
- Joint activities should be planned that foster networking among public librarians and school librarians, as well as the sharing of resources. Examples are special days and events, family literacy programmes, career information services, workshops on computer literacy, research skills, projects, literacy and training each other sharing experiences. (4.5).

5.2.1.4 Collection development, circulation, and information services

- School librarians should advise public librarians on building collections that serve curriculum needs for both fiction and non-fiction to fill gaps, avoid duplication, and to serve learners more effectively (4.3.12; 4.3.17; 4.3.29);
- Joint committees dealing with collection development, circulation, and information services are recommended in the light of responses from school librarians on this matter, although the public librarians also hinted at the idea (4.3.17; 4.3.34); and
- Educators and school librarians should alert public librarians to assignment topics and dates in order to prepare for support to learners who intend using the public libraries to complete their assignments (4.3.15; 4.3.17).

5.2.1.5 Budget and sources of funding

- There should be greater transparency about the financial aspects of LIS, in general. Too few public librarians and school librarians are aware of budgets and how their libraries are funded (4.3.5; 4.3.7; 4.4.5; 4.4.7);
- Wherever possible, cooperation initiatives should be costed and funds should be ring-fenced in budget plans, and accounted for in annual reports. This will ensure that library cooperation is well-planned and undertaken in a conscientious and accountable way (4.3.5; 4.4.6); and
- The senior managers should share budget and other financial matters with lower level colleagues so that there could be a sense of collective concern and common appreciation of the funding challenges. The interviews revealed a general reluctance to discuss this matter (4.5).

5.2.1.6 Improving reading and research skills

- Public librarians should cooperate with school librarians to develop reading skills (4.3.8) through holiday reading programmes and book discussion clubs. These will strengthen and supplement existing reading programmes that focus on Early Childhood Development, primary school level from foundation to senior phase, and secondary level;

- Public librarians and school librarians should jointly present construct and present information literacy instruction to learners (4.3.8; 4.3.25). The BCMM's public librarians are already assisting teachers, and a partnership approach will empower both groups, and benefit the learners (4.5);
- Public libraries should, with the assistance of school librarians, arrange for study facilities after school hours. Both groups indicate that many learners head for the public library after school (4.3.9 a; 4.3.24 a). Perhaps there should be a new specialisation that will cater for youth librarians.

5.2.2 Conditions for successful implementation of the guidelines

Successful implementation of the core guidelines will depend on the existence or creation of favourable conditions to ensure that it is widely accepted and sustainable. Some of these conditions are:

- The core guidelines must be aligned with the *Strategic Guidelines 2013-2015* document in order to promote a shared vision at national and Eastern Cape provincial levels;
- There should be effective channels of communication between national and Eastern Cape provincial departments, as well as between senior management levels and lower levels in public libraries and school libraries. (Poor communication appears to be a general problem, judging by several questionnaire responses);
- All role players should abide by agreements, memoranda of understandings, as well as ground rules and procedures. Some of these are already in place in the Eastern Cape Province;
- There should be on-going evaluation and feedback procedures that are used to evaluate progress and address problems of cooperation. No mechanisms are in place to monitor library cooperation in the Eastern Cape Province; and
- There should be staff dedicated to library cooperation in both the DBE and DAC at provincial and district levels who are appointed as coordinating and liaison personnel. This is still lacking in the Eastern Cape Province.

5.2.3 Roles and Responsibilities

These roles and responsibilities also draw on and adapt the *Strategic Guidelines* document for specific application to the Eastern Cape Province. Tables' 5.2.3.1 and 5.2.3.2 spells out the responsibilities at all levels of governance for both departments under which public libraries and school libraries fall.

5.2.3.1 The Department of Arts and Culture

Level	Roles and Responsibilities
National level	<ul style="list-style-type: none"> • Provide guidance to the Eastern Cape provincial public library services on how to foster cooperation between public libraries and school libraries; • Provide financial support for cooperation to the Eastern Cape Department of Sport, Recreation, Arts and Culture; • Motivate cooperation between public libraries and school libraries.
Provincial level (DSRAC)	<ul style="list-style-type: none"> • Identify dedicated personnel from the ECPLIS and the targeted municipalities to coordinate partnerships between schools and public libraries; • Share examples of good practice with public libraries; • Facilitate a regular review mechanism in the Eastern Cape districts for feedback to the DAC; • Define specific roles and responsibilities at provincial, district, and local levels to strengthen cooperation.
Local level (EC Municipalities)	<ul style="list-style-type: none"> • Identify dedicated personnel from the public library sub-sector that will coordinate the collaborative partnerships between public libraries and school libraries;

	<ul style="list-style-type: none"> • Form committees that will oversee cooperation projects, develop schedules, and liaise with the relevant stakeholders; • Develop plans for cooperation that will identify strategic objectives, describe the project and its scope, list key performance indicators' assumptions, risks, milestones, and so forth.
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5.2.3.2 The Department of Basic Education

Level	Roles and Responsibilities
National level	<ul style="list-style-type: none"> • Provide guidance to the Eastern Cape Province on how partnerships between school libraries and public libraries can be fostered; • Provide financial support for cooperation to the Eastern Cape Department of Basic Education; • Motivate cooperation between school libraries and public libraries.
Provincial Department (DBE)	<ul style="list-style-type: none"> • Identify dedicated personnel from the ERIS and the targeted municipalities to coordinate partnerships between public libraries and school libraries; • Share examples of good practice with school libraries; • Facilitate a regular review mechanism in the Eastern Cape districts for feedback to the DBE; • Define specific roles and responsibilities at provincial, district, and local DBE levels to strengthen cooperation.
School level (EC Districts)	<ul style="list-style-type: none"> • Identify dedicated personnel from the school library sub-sector that will coordinate the collaborative partnerships between school libraries and public libraries;

	<ul style="list-style-type: none">• Form committees that will oversee cooperation projects, develop schedules, and liaise with the relevant stakeholders;• Develop plans for cooperation that will identify strategic objectives, describe the project and its scope, list key performance indicators' assumptions, risks, milestones, and so forth.
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5.3 Conclusion

The proposed guidelines for cooperation of school libraries and public libraries in the Eastern Cape Province aim to improve the library and information services for learners and to support the educational system. Better library and information services will improve learner's research skills, reduce illiteracy, and develop a life-long reading culture. Some guidelines can be implemented almost right away, and others will require more preparation and planning, but they are not unrealistic. Furthermore, the guidelines are based on the knowledge and opinions of key LIS and Education role players, and it is in line with the most recent strategic thinking from the DBE and the DAC about cooperation between public libraries and school libraries in South Africa. The next and final chapter will focus on this study's findings, general recommendations, suggestions for future research, and general conclusions.

Chapter 6 Findings, Recommendations, and Conclusion

6.1 Introduction

This chapter discusses the findings of the study, and offers some recommendations, suggestions for further research, and concluding remarks. The recommendations will consolidate the most important ways in which cooperation between public libraries and school libraries in the Eastern Cape Province can be improved. The suggestions for further research will list topics that emerge from this study that can be investigated more fully in the future, and the conclusion will bring together a summary of the key findings.

6.2 Findings

The findings are based on the literature review in Chapter two, the data collection and analysis and interpretation in Chapter four, and the practical proposals in Chapter five. The primary data was collected using questionnaires distributed to the two broad categories of public librarians and school librarians, as well as through interviews conducted with the senior officials in the public library and school library sub-sectors. This data was analysed using tables, graphs and discussion. The findings will specify responses to the sub-questions in order to arrive at a more comprehensive main finding for the main research question.

6.2.1 The main research question is:

What guidelines are necessary to improve cooperation between the school libraries and public libraries in the Eastern Cape Province of South Africa, and how should they be implemented?

6.2.1.1 Findings for the sub-questions

The findings for the five sub-questions are presented below in order to provide a comprehensive main finding for the main research question.

This question can be answered on the basis of answers to the following sub-questions:

6.2.1.1.1 Sub-question one: What does the LIS literature reveal about cooperation between school libraries and public libraries?

The LIS literature articulates much about library cooperation in general in countries abroad, and in Africa, as well as the provinces of South Africa. More particularly, there is a focus on cooperation between public libraries and school libraries, which deal with specific aspects such as formal and informal cooperation. The literature shows evidence that library cooperation has a long history, and that it has gone by other names and descriptions such as collaboration, or partnerships. What is also clear from the literature is that the educational parameters of school libraries and public libraries are different, but their broad goals are similar. More relevant to the topic of investigation here is that library cooperation does exist and is actually practiced in the Eastern Cape Province, but on a limited scale and with few formal agreements.

6.2.1.1.2 Sub-question two: Do government policies and plans for school libraries and public libraries in the Eastern Cape Province address the question of cooperation?

While the government policies and plans for school libraries and public libraries are sensitive to library cooperation, there is no explicit focus on the matter and no effective implementation of cooperation. More especially, communication about library cooperation is unsatisfactory. For example, there is better communication across levels and ranks about new policies on cooperation in the NMBMM than in the BCMM. This poor culture of communication across ranks and municipalities is not good for library cooperation, and needs to be addressed.

6.2.1.1.3 Sub-question three: What are the existing levels of cooperation between the school libraries and public libraries in the Eastern Cape Province?

The existing levels of formal cooperation are unsatisfactory, but there are a good number of informal partnerships in the Eastern Cape Province. Despite the enthusiasm for library cooperation and an awareness of its benefits, much still needs to be done to turn this goodwill into formal practicable agreements that will be long-term and sustainable. There is also some unevenness in the attitudes of public librarians and school librarians to improve cooperation. Public librarians want library instruction to be taught effectively while school librarians emphasise the need for committees to ensure longevity of cooperation. The mind-sets of the public librarians and school libraries need to be coordinated in order to increase existing levels of cooperation.

6.2.1.1.4 Sub-question four: Do school librarians and public librarians in the Eastern Cape Province support the idea of cooperation?

There is strong support by both school librarians and public librarians for increased library cooperation. Their reasons differ but there is overwhelming evidence of the perceived mutual benefits. Even the small number of school librarians who support cooperation because they wish to benefit from the better resources and budgets of public libraries, do not envy public libraries but instead focus on the benefits for learners. Both groups favour support in order to satisfy the research needs of learners, and they believe that public librarians, teachers and/or teacher librarians should share the responsibilities of improving learners' reading skills. They also agree that service delivery in both public libraries and school libraries will improve as a result of cooperation.

6.2.1.1.5 Sub-question five: Which school library and public library services in the Eastern Cape Province are most suitable for cooperation, and how should cooperation be implemented?

It is important to note first that both school librarians and public librarians agree that libraries in towns, libraries in townships, and libraries in villages should be included in cooperative ventures. Although it is not certain, the reason for this may be consensus on eliminating inherited disparities between urban and rural areas.

On the question of specific services suitable for cooperation, there was significant agreement across the sub-sectors on collection development. But many librarians believe that cooperation is best when it is applied to all functions and services. In other words, complete cooperation and partial cooperation will depend on the circumstances of partner institutions. Those in the same area (Municipality and District) who identified the same services can therefore initiate specific or partial cooperation ventures. Similarly, where the same situation applies for those who support cooperation in all services, such willing partners could initiate full cooperation ventures.

6.2.2 Main finding

The main finding to the main research question: **‘What guidelines are necessary to improve cooperation between the school libraries and public libraries in the Eastern Cape Province of South Africa, and how should they be implemented?’** is as follows:

A set of core guidelines, and the appropriate conditions for their successful implementation, are necessary to improve cooperation between the school libraries and public libraries in the Eastern Cape Province of South Africa. The core guidelines should deal with the following issues: raising awareness about library cooperation; policies, plans, and procedures for cooperation; networks and the sharing of resources; collection development, circulation, and information services; budget and sources of funding for cooperation; and improving reading and research skills.

The right conditions for implementing these guidelines should include: alignment with the DBE and DAC *Strategic Guidelines 2013-2015* document; effective channels of communication; commitment by all role players to abide by cooperation agreements; on-going evaluation of progress; and appointment of dedicated staff assigned to library cooperation. Finally, the responsibilities for the implementation of these guidelines should be shared between the DBE and the DAC at national, provincial, and local levels.

6.3 Recommendations

The following recommendations flow from the findings and proposed guidelines in Chapter five:

- The proposed guidelines should be included in the strategic and operational plans of the DBE and the DAC;
- Senior administrators and officials of the Eastern Cape Province should approve and adopt the proposed guidelines;
- The proposed guidelines should constitute an agreement where the roles and responsibilities of the Eastern Cape Department of Sport, Recreation, Arts and Culture, the Eastern Cape Department of Education, and the Municipalities are spelled out clearly;
- The proposed guidelines should be scrutinised and endorsed by the Eastern Cape Legislature, the Portfolio Committee, and Departmental Heads;
- The proposed guidelines should be included in departmental programmes, and implementation should be funded;
- Cooperation in targeted municipalities should be implemented through instruments such as the Integrated Development Plan (IDP), the Service Delivery Budget, and the Implementation Plan (SDBIP);
- Guiding documents such as those dealing with Service Level Agreements (SLA) and the Memorandum of Cooperation Agreement (MOCA) should be consulted to assure success and sustainability;
- School libraries and public libraries should develop and sign agreements that will bind them to implementing the proposed guidelines; and

- Implementation of the guidelines should be monitored and evaluated regularly. This should be overseen by the Eastern Cape Provincial Legislature, and the Eastern Cape Treasury Department.

These recommendations are not exhaustive, but provide a solid and evidence-based point of departure for cooperation between school libraries and public libraries in the Eastern Cape Province.

6.4 Issues for further research

The following issues should still be investigated:

- Appropriate service providers for library and information services should be appointed to investigate the reasons why some municipalities failed to respond to appeals to participate in this study, and seek to include them in future cooperative initiatives;
- The actual cases of non-formal agreements or partnerships should be identified with a view to converting them into formal cooperation agreements;
- The costs of different kinds of cooperation should be investigated so that fund-raising and budgeting will be targeted and well-focused; and
- Further research into improving communication channels and raising awareness about the benefits of library cooperation in the Eastern Cape Province is necessary.

Other topics for investigation related to the proposed guidelines can be added to this preliminary list.

6.5 Conclusion

Cooperation between school libraries and public libraries is necessary and desirable in the Eastern Cape Province. The benefits are not only for the learners, but more generally for the wider communities of this province as well as for the idea of cooperation between all types of libraries in South Africa. Fitzgibbons (2000:1-2) claims that library cooperation contributes to meeting the total needs of children and young adults, including education, personal information, recreation, personal interests and career needs, yet there is every reason to believe that the continuing

educational, recreational, and cultural needs of other members of the community can also be met by this type of cooperation. As South Africa seeks to address the inherited disparities and contemporary challenges in the LIS sector, this study shows that cooperation is both desirable and viable in one of its poorer provinces.

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Appendix A

QUESTIONNAIRE FOR PUBLIC LIBRARIANS: EASTERN CAPE PROVINCE

NB Please complete this Questionnaire by ticking the relevant boxes

SECTION A: GENERAL (1- 4)

1. In which Municipality of the Eastern Cape Library & Information Services do you work?

Nelson Mandela metropolitan Municipality (NMMM)	
Amathole District Municipality (ADM)	
Buffalo City Municipality (BCM)	

2. What rank do you hold in the library?

Head of the library	
Deputy Head of the Library	
Senior Librarian	
Librarian	
Library Assistant	
Other	

3. How long have you been working for the Eastern Cape Library & Information Services?

Less than 5 years	
Between 6 and 10 years	
Between 11 and 15 years	
More than 15 years	

4. At which level of management were you placed for the past 3 years? You may tick more than one box.

Middle Management	
Lower Management / Supervisor	
Implementation Level	
Indicate another level if none of the above apply	

SECTION B: MANAGEMENT OF LIBRARIES (5 – 7)

5. In your opinion has the budget increased for the past 3 financial years?

Yes	
No	
Not aware	

6. Do you have any Public Library & Information Services Plans or Policies in place?

Yes	
No	
Not aware	

7. Who is responsible for the funding of Public Library & Information Services in your Municipality?

The Municipality	
The EC Provincial Library Services	
Both of the authorities	
Indicate who, if none of the above applies	

SECTION C: COOPERATION OF LIBRARIES (8 – 17)

8. Are you in favour of Library Cooperation between Public Library & Information Services and School Library & Information Services?

Yes	
No	

9. a

If Yes, Why?	
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- b

If No, Why Not	
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10. Were there any discussions about Library Cooperation in your staff gatherings, whether formal or informal?

Yes	
No	
Not sure / Cannot remember	

11. Do you believe that the library cooperation can improve service delivery in both public and school libraries?

Yes	
No	
Not sure	

12. Which services in the library do you think are suitable for cooperation? You may tick more than one box

Collection Development	
Circulation of library material	
Exchange / Inter Library Loan	
Library facilities	
Library Programmes	
All the above	
Other	

13. Do you have a working relationship with the schools nearby your library?

Yes	
No	

14. If yes, is the relationship formal or not?

Formal with agreement	
Not formal and without any agreement	

15. If no, why not?

.....

.....

.....

16. In which areas are Public Libraries and School Libraries more suitable for Library Cooperation?

Libraries in Town	
Libraries in Townships / Locations	
Libraries in Villages	
None	
All of the above	

NB! By Town, we mean libraries at the centre of the town, by township we refer to libraries in townships or locations, and by villages we refer to libraries that are on the outskirts of town but not in the locations or townships

17. Is there anything about Library Cooperation that you would like to add?

Please indicate below.

.....

.....

.....

THANK YOU FOR YOUR PARTICIPATION

Appendix B

QUESTIONNAIRE FOR SCHOOL LIBRARIANS: EASTERN CAPE PROVINCE

NB Please complete this Questionnaire by ticking the relevant boxes

SECTION A: GENERAL (1- 4)

18. In which District of the Eastern Cape Department of Education does your school fall?

Port Elizabeth District	
East London District	
King Williams Town District	
Fort Beaufort District	
Butterworth District	

19. What rank do you hold in the Education Resource and Information Services, or at your School in the Eastern Cape Department of Education?

Chief Education Specialist (CES)	
Deputy Chief Education Specialist (DCES)	
Senior Education Specialist (SES)	
Educator / Teacher	
Librarian	
Library Committee Member	
Library Monitor	
Other	

20. How long have you worked for the Eastern Cape Department of Education?

Less than 5 years	
Between 6 and 10 years	
Between 11 and 15 years	
More than 15 years	

21. At which level of management were you placed for the past 3 years? You may tick more than one box.

Middle Management	
Lower Management / Supervisor	
Implementation Level	
Indicate another level if none of the above applies	

SECTION B: MANAGEMENT OF LIBRARIES (5 – 7)

22. In your opinion has the budget increased over the past 3 financial years?

Yes	
No	
Not aware	

23. Do you have any School Library & Information Services Plans or Policies in place?

Yes	
No	
Not aware	

24. Who is responsible for funding your School Library & Information Services?

Education Resource and Information Services	
The School Management	
Both of the authorities	
Indicate who, if none of the above applies / Don't know	

SECTION C: COOPERATION OF LIBRARIES (8- 17)

25. Are you in favour of cooperation between School Library & Information Services and Public Library & Information Services?

Yes	
No	

26. a

If Yes, Why?	
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b

If No, Why Not?	
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27. Were there any discussions about Library Cooperation in your staff gatherings, whether formal or informal?

Yes	
No	
Not sure / Cannot remember	

28. Do you believe that library cooperation can improve service delivery in both public and school libraries?

Yes	
No	
Not sure	

29. Which services in the library do you think are suitable for cooperation? You may tick more than one box

Collection Development	
Circulation of library material	
Exchange / Inter Library Loan	
Library facilities	
Library Programmes	
All the above	
Other	

30. Do you have a working relationship with the public libraries near your school /school library?

Yes	
No	

31. If yes, is the relationship formal or not?

Formal with agreement	
Not formal and without any agreement	

32. If no, why not?

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33. In which areas are School Libraries and Public Libraries more suitable for Library Cooperation?

Libraries in Town	
Libraries in Township / Location	
Libraries in Villages	
None	
All of the above	

NB! By Town, we mean libraries at the centre of the town, by township we refer libraries in townships or location and by villages we refer libraries that are in the outskirts not far from town but not in the locations or townships.

34. Is there anything about Library Cooperation that you would like to add?

Please indicate below.

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THANK YOU FOR YOUR PARTICIPATION

Appendix C

UNSTRUCTURED INTERVIEW QUESTIONS FOR THE TOP MANAGEMENT OF THE EASTERN CAPE LIBRARY AND INFORMATION SERVICES

1. What is the size and the number of libraries that you have in the Nelson Mandela Municipality / Port Elizabeth District, Buffalo City Municipality / East London District and King Williams Town District, Amathole District Municipality / East London district, King Williams Town District, Fort Beaufort District and Butterworth District?
2. What, if any, policies are in place for library cooperation in Eastern Cape Public Libraries / Eastern Cape Education Resources and Information Services (ERIS)?
3. Can you share information about the budget for cooperation and do you have the priority areas that you are targeting?
4. How would you describe the working relationships between Public Libraries / Education Resources and Information Services (ERIS) in the Eastern Cape Province?
5. What are some of your own ideas about Library Cooperation between Public Libraries and School Libraries?
6. What are your thoughts on improving service delivery of libraries in the Eastern Cape Province as a whole?

THANK YOU FOR YOUR PARTICIPATION