AN IMPLEMENTATION PLAN FOR THE DEVELOPMENT OF SCHOOL LIBRARIES IN THE KWAZULU-NATAL REGION

By

ROOKAYA BAWA

DECLARATION OF ORIGINALITY

The author declares that the contents of this dissertation, unless indicated to the contrary, are her own work and that the thesis has not been submitted simultaneously, or at any other time, for another degree.

ROOKAYA BAWA

The thesis is dedicated to my daughters Nadya and Mishal for their understanding and support.

ABSTRACT

The study presents the status of school libraries in the
Province of KwaZulu-Natal in South Africa in the period 1990
to April 1996. The *status quo* is examined in order to provide
a backdrop to the development of an implementation plan for
resource provision in the region. This is because access to
resources at school level is important for the enrichment of
the learning experience and the development of skills needed
to access information effectively.

It was not easy to obtain data. Several different instruments
such as questionnaires, interviews and talks were resorted to,
to collect the information required in the study.

The study reports on the library and education context in the
Province in the period 1990 to April 1996, locating school
libraries within both the education arena and the library and
information profession. The study reflects on the policy,
provision and service of the five former Departments of
Education in the KwaZulu-Natal Province.

International trends in school libraries and librarianship are
also reviewed, particular attention being paid to the
provision of school library services in Africa. The
international perspective was reviewed to help inform the plan
for school library provision in the KwaZulu-Natal region.

The study suggests that a school library in each school in the
Province of KwaZulu-Natal is not affordable in the near
future. It suggests the planning of joint school/public
libraries, for resource provision to schools in the region.
This joint provision is suggested on the basis of
incorporating the school library provisioning section into the
Provincial public library system and the removal of the
procurement function from the school library advisory service
in the Department of Education. An exact plan to

enable the above is suggested in the study, prioritising both short-and long-term goals.

The study suggests the development of teachers' centres that promote resource-based teaching and learning at school level. It is clear that the exact details of the school/public library partnership have to be clearly mapped out, before the joint project is undertaken, in order to ensure that all stakeholders understand their responsibilities, and that the provision of resources to enhance and optimise the teaching experience needs to interact with the cultural context of the child for the benefits of a library to be fully experienced.

The above will only be possible if a co-ordinated Provincial policy and plan for resource provision are accepted and acted upon; that is, translated into minimum standards for provision. The lack of policy, standards and plan have, in the past, led to *ad hoc* provision of resources in the Province.

The challenge is to convince all stakeholders of the advisability of the above as an interim arrangement in the school sector.

ACKNOWLEDGEMENTS

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LIST OF ABBREVIATIONS USED IN THE STUDY

The following is a list of the abbreviations used in the study.

ACTAG	Arts and Culture Task Group
ALASA	African Library Association of South Africa
ANC	African National Congress
APEK	Association of Professional Educators of KwaZulu-Natal
CATNIP	Cataloguing Network in Pietermaritzburg
CEPD	Centre for Education Policy Development
CD	Compact Disc
CDE	The Centre for Development and Enterprise
CEO	Chief Executive Officer
CHED	Committee of Heads of the Education Department
COLIS	Community Library and Information Service
COSATU	Congress of South African Trade Unions
DACST	Department of Arts, Culture, Science and Technology
DEC	Department of Education and Culture
DET	Department of Education and Training
DML	Durban Municipal Library
EDC	Education Development Centre
EPU	Education Policy Unit
ERIC	Education Resources Information Centre
ERS	Education Renewal Strategy
esATI	Eastern Seaboard Association of Tertiary Institutions
Fax	Facsimile
FMS	Financial Management System
HOD	House of Delegates
HOR	House of Representatives
HSRC	Human Sciences Research Council
IASL	International Association of School Librarianship
IFP	Inkatha Freedom Party
INCH	Institute for Contemporary History
IPSPMC	Inter-Provincial Strategic Planning and Management Committee

ISALLIS	Index to South African Literature on Library and Information Science
ISAP	Index to South African Periodicals
KZ	KwaZulu
KZ-N	KwaZulu-Natal
KZ-NDEC	KwaZulu-Natal Department of Education and Culture
KWAZNAPLIS	KwaZulu-Natal Provincial Library Service (journal of KZNPLS)
KZNPLIS	KwaZulu-Natal Provincial Library and Information Service
KZNPLS	KwaZulu-Natal Provincial Library Service
LIS	Library and Information Services
LISDESA	Library and Information Services in Developing South Africa
LIWO	Library and Information Workers Organization
Metro	Metropolitan
NCLIS	National Council for Library and Information Services
NAPAC	Natal Association of the Performing Arts Council
NECC	National Education Co-ordinating Committee
NED	Natal Education Department
NEPI	National Education Policy Investigation
NGO	Non-Governmental Organization
NPA	Natal Provincial Administration
PALS	Public Access Library System
PHD	Doctor of Philosophy
PMB	Pietermaritzburg
PTG	Provincial Task Group
RDP	Reconstruction and Development Programme
READ	Read Educate and Develop
RSA	Republic of South Africa
SA	South Africa
SABINET	South African Bibliographic and Information Network
SADTU	South African Democratic Teachers Union
SAILIS	South African Institute for Librarianship and Information Science
SANB	South African National Bibliography

Std.	Standard
TREE	Training and Resources in Early Education
TLC	Transitional Local Council
TRANSLIS	Transforming our Library and Information Services
TBVC	Transkei, Boputatswana, Venda and Ciskei
UCTD	Union Catalogue of Thesis and Dissertations
UDW	University of Durban Westville
UK	United Kingdom
ULIS	Unification of Library and Information Stakeholders
UNICEF	United Nations Children's Emergency Fund (Children's Fund)
UNESCO	United Nations Educational, Scientific and Cultural Organization
USA	United States of America

Chapter 1
INTRODUCTION TO THE STUDY

1.1   Introduction

The provision of school libraries in the KwaZulu-Natal
Province, and in South Africa generally, appears to occur in a
laissez-faire fashion without any co-ordinated National,
Provincial or Departmental policy to guide the process of
provision (Karlsson, Nassimbeni and Karelse 1995). This lack
of co-ordinated policy, and the subsequent lack of uniform
standards (Vermeulen 1992) with regard to provision, have
prevented any serious evaluation of the system.

The present research was engaged in to develop an
implementation plan for school library provision in the
context of a scarcity of resources and an increase in the
competition for these scarce resources in the post-Apartheid
era.

The study presents *inter alia* the *status quo* with respect to
school libraries/media resource centres in the KwaZulu-Natal
Province of South Africa in the period 1990 to April 1996,
with the intention of suggesting a plan of action to make
media resources available to schools in the region. The
context of the Provincial Department of Education and Library
and Information Service has provided the detail, so as to
ensure a factual basis for the study.

The problems and issues that presented themselves in the
investigation of the *status quo* were looked at in order to
suggest procedures for making resources available to schools.

An understanding of the role of school libraries and their
importance in education programmes at primary and secondary
school levels is presented in the study.

The investigation was carried out in the context that the required data for the study were not readily available.

1.2 Aims and significance of the present study

The study aimed to do the following:

   i.   to investigate the assumption that access to media resources at school-going age is crucial for the overall development of an informed, critical and educated citizen;

   ii. to provide a basis for the development of realistic official policy if resource-based education is found to be useful;

   iii. to record and reflect on the historic changes in the provision of education and information systems during the period 1990 to April 1996, particularly focusing the *status quo* of school library provision in the above period in KwaZulu-Natal. The following aspects were to be investigated in particular:

      *   what was the contribution of the Departments of Education to the development of school libraries?

      *   did a co-ordinated policy exist for resource provision in the province's schools in the above period?

      *   could the findings of this study contribute to existing policy developments?

   iv. to review significant international trends in the literature, that could impact on the development of resource provision if it was found to be educationally useful to the child's development and

   v.   to investigate the location of school library development in the broader library and information service sectors.

Answers to the issues raised above will provide a record of the Department of Education's commitment to school libraries, will provide motivation for the belief that libraries are

perhaps significant in the educational experience of the child, will locate school libraries in the wider library and information sectors, and will suggest guidelines for policy makers to make informed decisions and thus contribute to the policy debate.

1.3   Objectives of the study

In order to attain the aims of the study the following were required:

      i.   Permission to do research on/with school libraries in the province needed to be attained from the Department of Education;

      ii.   the target population needed to be identified to generate the data to answer the questions raised by the study;

      iii.   the research tools to best facilitate the attaining of the study's aims needed to be provided to the target population and

      iv.   a local and international literature review was imperative.

1.4   A brief description of the thesis chapters

As has been stated above, this thesis reviews the education and library context during the period 1990 to April 1996. A sample of the population of school librarians has been investigated, primary sources examined, the literature reviewed and, finally, an implementation plan to make resources accessible to schools in the KwaZulu-Natal region developed.

Chapter 1 provides the background to the thesis, exploring the need for the study, the intentions of the study and the presentation of the thesis.

Chapter 2 presents the research methodology used in the study. In particular it focuses on the role of quantitative and qualitative assessments, primary sources of information and

statistical sampling of data.

Chapters 3 and 4 provide the background context to the study, examining the education and library context in the period 1990 to April 1996. These chapters also provide insights into the political context of education and school library provision in the period 1990 to April 1996.

Chapter 5 reflects on the experiences of other countries, with particular emphasis on the African experience that offers pointers in the development of an implementation plan for resource provision.

Chapter 6 examines the data generated from the questionnaires administered and other primary sources of information. In particular it presents the *status quo* with respect to school library provision and highlights the difficulties and complexities associated with developing an understanding of school library provision in the Province.

Chapter 7 provides a summary of the study's findings and hence presents implementation guidelines for media resource provision.

Chapter 8 presents a conclusion to the study.

1.5   Data access for the present study
In order to suggest possible strategies for media provision, access to quantifiable information is needed. In the absence of all the necessary data being available in the literature and in view of the lack of information from the Education Departments, alternative methods, although not ideal, were pursued to collect data. The model used for the gathering of data was based on the thesis of Kistan (1991). This is briefly discussed in chapter 2, section 2.4.3.1.

Access to data and information regarding the present status of

school libraries was extremely difficult to acquire because of the restricted access policies that existed at the time of data collection, that is until April 1994. A detailed discussion of the difficulty relating to the access of information was documented by Roberts (1991: 20-58).

Roberts (1991) highlights the following issues. Apartheid Education was extremely suspicious and wary of the presence of researchers at schools. Permission had to be sought from the respective Education authorities if access to data or schools was needed. Access was often denied. If access was granted, both the tools of the study, for example, a questionnaire, and the results had to be ratified by the particular Education Department before the research could be made public. So, in essence, the public only heard what the Department wanted them to hear (Roberts 1991: 20-58).

Indeed, the new context that pertains in April 1996 does not yet provide for access to this information. Post-Apartheid Education, in KwaZulu-Natal, is characterised by chaos, uncertainty and indecision, continuing the difficulty of obtaining access to exact information (**Natal Witness** 17/4/96: 3, c1). This article states that the position of Secretary of Education (the Head of the Department of Education) is being disputed, the structures of posts necessary for the Department to function are being contested, and where appointments have been made, they appear again to be contested on the grounds of unfair labour practice. Thus it is difficult to pin point exactly who is able and entitled to provide the permission required and the information needed for the study.

1.6   **Definition of terms as they apply to the thesis**

The study uses many concepts, terms and boundaries that need to be clearly defined so that there is clarity in their use for the purposes of the present investigation. The following section provides definitions for terms as they are used in the

study.

1.6.1   School library/resource centre

The present study views the school library fundamentally as a resource centre selecting, producing and distributing book and non-book material.

Norman Beswick (1972) says that,

> "a resource centre is an agency for stimulating the active creation and use of a resource collection, including the six elements of:
> a.   production of home-made resources;
> b.   selection and acquisition of other resources;
> c.   classification and indexing for retrieval;
> d.   storage;
> e.   use, including guidance, lending, etc.;
> f.   evaluation and weeding" (Beswick 1972: 10).

1.6.2   Media education

Media education is the education of users in the maximisation of use of resources both in the school library and outside the library to gain access to information. Students are taught to use the library and skills for the effective use of media.

Media education, media user instruction and book education are all terms referring to the effective teaching of skills in the use of the library, and the effective accessioning of information and use of resources.

1.6.3   Teacher librarian

A teacher librarian is a person who is a qualified teacher and has a library qualification, who runs the library at a school and/or teaches media education (Olën 1988: 208-209).

A teacher librarian is also sometimes referred to as a media teacher, school librarian, or librarian. The terms teacher librarian, media teacher, school librarian and librarian refer to the person who oversees the library function in the school, that is, both running the library if there is one and teaching media education.

1.6.4   Policy

This study accepts the following definition of policy:

> "policy is a purposive course of action based on current acceptable societal values, followed in dealing with a problem or matter of concern, and predicting the state of affairs which would prevail when that purpose has been achieved"(CDE 1995: 9).

Policy "communicates what a society values" (CDE 1995: 9), "provides guidelines for the many decisions and actions that organizations and institutions take daily" (CDE 1995: 9), and "provides a basis on which to foresee outcomes, and a yardstick for evaluating the performance of public institutions" (CDE 1995: 9).

1.7   Regional limitations of the study – KwaZulu-Natal region

The study examined school library provision in the Province of KwaZulu-Natal, one of nine Provinces in South Africa.

The South Africa Act of 1909 divided South Africa into four provinces, namely Transvaal, Orange Free State, Cape and Natal. After the Nationalist Government came into power in 1948, the institutionalisation of Apartheid was gradually legislated (Davenport 1988: 541). As a result, a series of independent Black homelands, known as the TBVC States (Transkei, Bophutatswana, Venda and Ciskei) were carved out of the four Provinces of South Africa. These states were to be known as "independent homelands". The KwaZulu Government consistently refused to accept "independence", and thus remained a self-governing state within the Republic of South Africa.

Map 1 illustrates the four Provinces of South Africa prior to the April 1994 democratic elections, highlighting the separate "homelands" carved out by the Apartheid state.
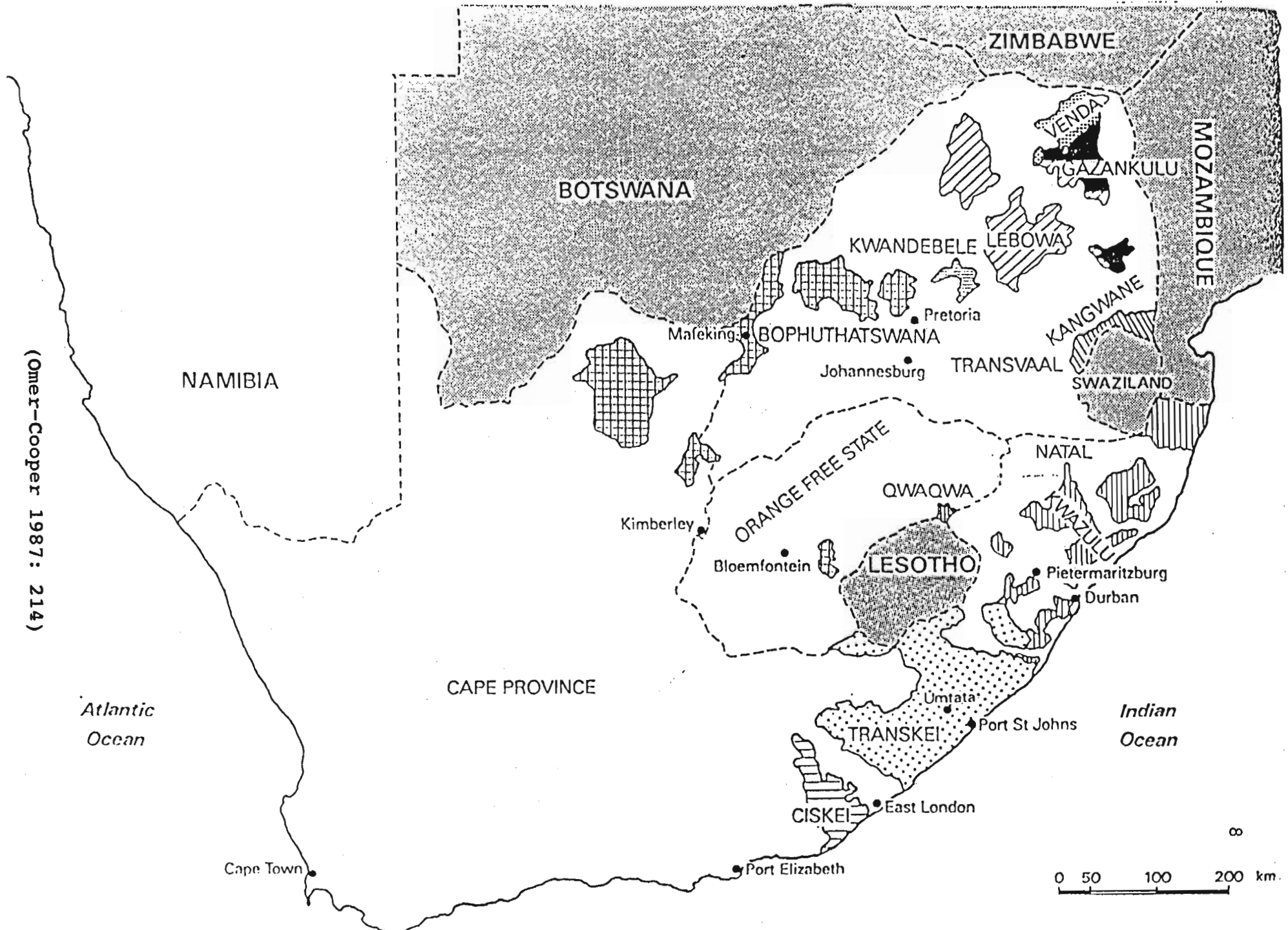
(Omer-Cooper 1987: 214)

The South African government in 1948 began legislating on the policy of "Apartheid" or separate development (Davenport 1988: 541). The policy led to the segregation of people in South Africa. The separation of people was based on racial and ethnic grounds. The system of segregation created areas for racially "different" people to live in (Davenport 1988: 541-578). The Zulu people were thus designated as citizens of the area referred to as Kwa-Zulu, in the then province of Natal (Liebenberg 1993: 523).

For the purposes of this thesis KwaZulu-Natal refers to the amalgamated Province of KwaZulu-Natal as formed out of the self governing state of Kwa-Zulu and the Province of Natal, and is one of the nine post-1994 Provinces of South Africa.

Map 2 illustrates the area referred to as KwaZulu-Natal.

Map 3 locates the Province of KwaZulu-Natal within South Africa's nine provinces.

REGIONAL COUNCILS ^10

(Natal Town and Regional Planning Commission 1996)

Map 3:   Map of KwaZulu-Natal as part of South Africa's nine
           provinces

KWAZULU/NATAL IN NATIONAL CONTEXT

NORTHERN PROVINCE

MPUMALANGA

GAUTENG

KWAZULU/ NATAL

NORTH WEST

FREE STATE

EASTERN CAPE

NORTHERN CAPE

WESTERN CAPE
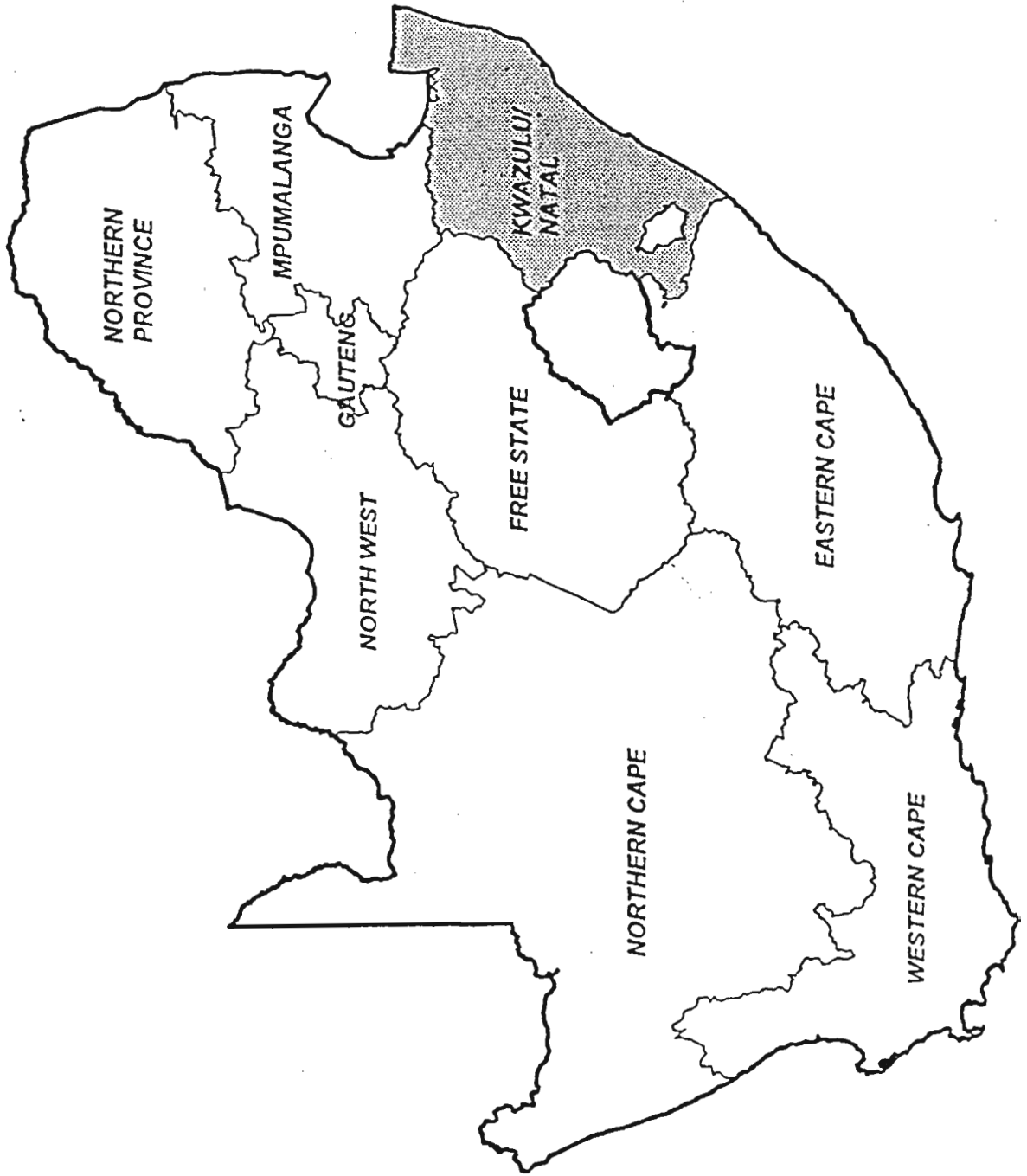
(Development Bank : South Africa 1995)

1.8   **The educational parameters of the study**

The field of this research is primary and secondary education.
Formal schooling in South Africa begins at about the age of
six and finishes at about seventeen years. Thus formal
schooling spans twelve years.

The twelve years are divided into two major phases, namely,
primary and secondary education. Primary education refers to
class i, class ii and standards 1 to 5. Secondary education or
high school education refers to standards 6 to 10.

Standard 10 is an external examination year. Access to
university and higher education is based on the standard 10
results of a pupil. The standard 10 exit examination is often
referred to as the matriculation examination.

When the homelands and self-governing territories, delineated
above, came into being, education at school level was removed
from South African Provincial control by the Bantu Education
Act (47 of 1953) (Republic of South Africa 1953) and
gradually, over the next fifteen years, handed to the
homelands and self-governing territories.

In line with the political outline given above, the KwaZulu
Government, through its Department of Education and Culture
(DEC), was to control the education of school children in the
KwaZulu self-governing state, whilst the schooling of White
children remained under the control of the Department of
Education, Province of Natal (NED). To complicate matters even
further, the education of African pupils resident in the
Province of Natal (but not in the self-governing KwaZulu
state) was to fall under the National Department of Education
and Training (DET), enacted by Education and Training Act (90
of 1979) (Republic of South Africa 1979). So-called Coloured
Education was taken away from the Provinces in 1963 by the
Coloured Persons Education Act (47 of 1963) (Republic of South
Africa 1963), and handed to the House of Representatives

(HOR), and that of Indians to the House of Delegates (HOD), by the Indian Education Act (61 of 1965) (Republic of South Africa 1965) (HOR and HOD were parliamentary houses to cater for the so-called Coloured and Indian people in the tricameral system).

Thus when the Interim Constitution came into effect in 1994 (Republic of South Africa 1994), and the Province of KwaZulu-Natal was formed out of the former Province of Natal and the self-governing territory of Kwa-Zulu, five separate Education Departments were operative in this geographical area and had to be amalgamated. Chapter 3 of the study is devoted to an in-depth discussion of the situation presented here.

In this thesis, the term "former Departments" refers collectively to the five Departments, whilst former Department of HOR, DET, NED, DEC or HOD refers to a specific Department of Education which was in existence at that time.

1.9   Summary

The study investigates the status of school libraries in the Province of KwaZulu-Natal from 1990 to April 1996. This period was chosen for the study to enable an understanding of the historical past which would impinge upon the study's implementation plan. The period April 1994 to April 1996 was included in the study to reflect on the new (1994) government's workings which could confine or limit the possibilities of the study's implementation plan, suggesting how resources could be arranged and delivered to make resource-based education a reality in the Province.

Chapter 2
RESEARCH METHODOLOGY AND THE COLLECTION OF DATA

2.1   **Introduction**

In this chapter the research tools used in this study are presented. This includes steps and procedures used to gather data. The data were collected in the period 1990 to April 1996 for the Province of KwaZulu-Natal.

The information in the study was gathered using several research tools:

  i. a literature review was done,

  ii. a school library conference was held,

  iii. two questionnaires were administered,

  iv. library and information service persons were interviewed and

  v. several primary historical sources and events were studied.

The variety of methods listed above was necessitated because the required data for the study were not easily available, and in some cases, as will be seen, unobtainable; other data were in conflict with one another and hence unreliable. The difficulties referred to will be presented in section 2.5 of the present chapter.

In the event that data are scarce and perhaps unreliable, the comments of Gay (1985) are very pertinent,

> "One can easily verify almost any point of view by consciously or unconsciously "overlooking" evidence to the contrary. There are probably data available to support almost any position ... the task is to objectively evaluate and weigh all evidence in arriving at the most tenable conclusion" (Gay 1985: 147).

The present study, by using a number of different tools, attempted to verify the various outcomes with one another in the hope of extracting, where possible, an exactness of context. The extracting of exact context was necessary to

develop an implementation plan that delivers resource provision to schools.

2.2 Research design

To fulfil the aims of the study the following research design was planned.

i. A questionnaire was to be administered to all schools in the Province, to be completed by either the teacher librarian, the principal of the school or any teacher designated to complete the questionnaire by the school principal. The assumption was that permission to administer the questionnaire would be provided by the former Departments of Education.

ii. To cross check the information supplied by the respective schools, the former Education Departments would also be asked to complete a questionnaire which covered the same areas requested in the schools' questionnaire.

iii. An additional check that was built into the research design was the planning of a conference at which a questionnaire was to be administered to participating teachers and teacher librarians from various schools in the Province. The conference questionnaire was planned to enquire about the same issues raised in the schools' questionnaire and the Department's questionnaire.

iv. School library subject advisors were to make presentations on school library provision in the former Education Departments, to provide additional information and clarify uncertainties on school library provision by the different Departments in the Province.

v. Interviews were to be conducted with significant stakeholders, to help paint a library and information service picture, within which school

library provision could be located.

The above design depended primarily on the use of the following research tools: literature study, historical research, unobstructive methods, conference data collection, presentations and the questionnaire method of data collection, which is discussed in section 2.4.4 of the study.

2.3   Target population

It is necessary to define target population. Busha and Harter (1980), define population as,

> "any set of persons or objects that possess at least one common characteristic ... a population can be very large or small, depending upon the size of the group of persons or objects about which the researcher plans to make inferences" (Busha and Harter 1980: 56-57).

In order that an insight into school library provision in the Province could be gained, information on the school libraries in the region was obtained from the following population:

   i.   school teachers interested in the school library in the region,

   ii.   school librarians in the region,

   iii. school library advisors in the region,

   iv. library and information science organizations and persons and

   v.   non-governmental organizations covering the field who are operatives in the region.

2.4   Research Methods

The following research methods were adopted to gain access to the data required by the present study.

2.4.1   Literature study

A literature search was done of the following:

   i.   the Union Catalogue of Thesis and Dissertations (UCTD),

   ii. the Index to South African Periodicals Literature (ISAP),

iii. the South African National Bibliography (SANB),

iv. Library Literature - data base,

v. Library and Information Science Abstracts - data base,

vi. Legal Deposit (The Natal Society Library in Pietermaritzburg),

vii. primary education and library and information science documents,

viii. Education Resources Information Centre (ERIC) - data base and,

ix. Institute for Contemporary History (INCH).

Several persons within the Education Departments and library and information science organizations were asked to provide specific information which they might have had access to. School library administrators, such as Ms.M. du Toit[1], Mrs. J.Moore[2], Dr.J.Pierce[3] were also asked to provide specific information which they might have had access to either in their personal or official capacity.

2.4.2   Historical research method
An understanding of the historical evidence pertaining to these school libraries was essential to a full understanding of the problem under investigation. Gay (1985) says that in historical research, material such as minutes of meetings, presentations, press reports and telephone conversations, can be used as sources of information (Gay 1985: 146-152).

The above sources of information must be viewed with caution bearing the following points in mind:

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[1]Mrs.M. Du Toit was the Media Subject Advisor of the NED.

[2]Mrs.J.Moore is the librarian at the Education Media Services Library, in Prince Alfred Street, Pietermaritzburg.

[3]In the period 1990 to 1996 Dr.Pierce was Head of DET's high school library advisory service in KZ-N. In 1996 she was appointed Superintendent in the Pietermaritzburg Regional Office of Education.

    i.   the context in which something is said or done,

    ii.   the persona of the reporter who is reporting the occurrence and

    iii. the reason for making the statement.

Thus all material must be examined with caution.

This study examines both primary and secondary sources of information.

2.4.3   Unobtrusive methods

Allan Kellehear (1993) says that proactive, unobstructive data collection is,

> "non-reactive or "unobstructive" because the people in them are unaware that they are part of an experiment. This ignorance means that their reactions will be natural and therefore not threaten the validity of the findings" (Kellehear 1993: 4).

The present study examined both primary sources of information, secondary sources of information and pro-actively generated primary material that did not exist prior to the investigation. For example, the conference proceedings, which were an outcome of the conference, can be considered primary, unobstructively produced material in that they were generated specifically, by the organizer/researcher, with a view to obtaining data. A detailed discussion of the conference is presented in section 2.4.3.1 of the present chapter. The study has generated primary material that has contributed to both the study and to the literature in general.

School Library Advisors were invited by the researcher to address school librarianship students at the University of Natal in 1990 and 1991, on their Department's school library provision. All information gathered from these talks was unobstructively generated and recorded.

The advantage of such approaches is that,

> "... measures tend to access actual behaviour as opposed
> to self reported behaviour...,
> ... because they do not disrupt others, are easily
> repeatable...,
> ... access is not a problem...because researchers rarely
> need the co-operation of others" (Kellehear 1993: 6).

However, several disadvantages are encountered in the
unobtrusive gathering of data and the disadvantages are
expressed in the following points:

> " ...the original record...may itself be distorted to
> hide information or to create a different impression to
> an outsider...,
> ...unobstructive methods are dogged by the usual etic
> problems. This means that interpretation of physical
> traces of observation may be from the point of view of
> the stranger, or outsider and therefore fail to grasp the
> important in-group meanings...,
> ...intervening variables may also distort data...,
> ...selective recording of observational data. Certain
> objects and relations may more likely be recorded by
> observers with different interests, biases and
> backgrounds...etc" (Kellehear 1993: 7).

The above research method raises ethical issues which are
presented in the following:

> "...involving people in an experiment without their
> permission...,
> ...If people are to be manipulated in some way,
> permission should be sought because the results may be
> adverse or embarrassing" (Kellehear 1993: 4).

The following unobtrusive data collection techniques attempted
not to compromise the subject participants: that is, the
conference questionnaire[4] and guest talk invitation[5].

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[4]Participants at a conference were asked to complete a
questionnaire as part of the conference proceedings.

[5]The information provided in a public talk to students was
used as a primary source of information.

2.4.3.1   Conference data collection

The use of a conference as a mechanism to generate data for a
study is explored by Kistan (1991). Papers generated at the
Conference held at the University of Durban-Westville, in
September 1990, were examined by Kistan (1991). The papers
presented formed the basis of his data and investigation, as
he too could not gain access to the data required for his
study (Kistan 1991: 153-158).

Kistan (1991) found it difficult to get information from the
respective Departments of Education, as a result of the closed
access policies of the Department, the violence in schools and
surrounding areas (which made it unsafe for researchers to be
present in many areas), and the lack of literature and the
fragmentation of provision by the education system (Kistan
1991: 153-158). Kistan (1991) overcame the above problems by
arranging a conference, where papers were presented and a
questionnaire completed. Both the papers presented and the
questionnaire that was administered provided the data required
for his study.

2.4.3.1.1   Aims of the conference

The researcher organised a Conference on School Libraries, at
the University of Natal in Durban, in June 1992. The aims of
the conference were the following:

i.   to generate literature on the school libraries
     (presenting and discussing the school library
     situation at the time) via invitations to selected
     national and international speakers (Appendix 5,
     Conference Programme);

ii. the presence of interested teachers and teacher
     librarians, and their participation in discussions
     after the presentation of papers, would provide
     information on the situation in schools in the
     region in 1992;

iii. it was hoped that the conference would improve the
     context of school libraries in schools by raising

the awareness of participants on a range of issues, for example, materials development, publishing and story-telling. (See Appendix 5 for a copy of the conference programme);

iv. participants at the conference were asked to complete a questionnaire. This questionnaire aimed at finding out more about school libraries in the region in 1992. A detailed discussion of the questionnaire and the questions will be presented in section 2.4.4 of the present chapter,

v. hands-on practical workshops hoped to enrich the experience and practical knowledge of participants of, for example, display sessions, materials development and story telling, and

vi. the conference was designed to enrich the discourse on school libraries in the Province.

2.4.3.1.2 Background to the conference

Natal University's "New Lecturers' Fund" provided some funds to cover the costs of inviting guest speakers and generally assisted with the conference costs. The money was used to bring people like Mr.A.Metzger[6] from Botswana, Professor Tötemeyer[7] from Namibia and Ms.P.Bouma[8] from Cape Town. The University of Natal's Conference Organizer was employed to help with the practicalities of the conference.

Read Educate and Develop (READ) a non-governmental organization promoting reading in schools agreed to help plan and facilitate the conference. Ms.J.Tomlinson[9] from READ was

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[6]A lecturer in School Librarianship from the University of Botswana.

[7]Head of the Library School at the University of Namibia who has widely published on school libraries in Namibia.

[8]An illustrator of children's books.

[9]Ms.J.Tomlinson is the regional READ co-ordinator for the KwaZulu-Natal Regional office, based in Durban.

very helpful in helping to arrange speakers and workshop
presenters.

The conference attracted participants, generated useful
papers, enriched the participants by generating discussion on
school libraries and provided an opportunity to administer a
questionnaire. The details of this questionnaire will be
discussed in section 2.4.4. of this chapter.

At the end of the conference, several participants indicated
that they found the conference to be useful and would
appreciate a regular conference/workshop that acts as an in-
service forum for teacher librarians. The feeling of unity
generated was so strong that a committee was set up to
investigate the possibility of creating a union for teacher
librarians. However, nothing besides a draft constitution of
the union emerged from the forum.

2.4.3.2   Presentations

Between July 1991 and October 1992 the school library subject
advisors from the five former Departments of Education were
invited to the Department of Information Studies, at the
University of Natal in Pietermaritzburg, to address a group of
in-training school librarians on school library provision in
the five former Departments of Education. It was hoped that
the students would be addressed on what the Departments of
Education were planning, providing and what they had
accomplished.

Not all five attended and made presentations on the arranged
series of topics. DET, NED, HOD and HOR attended, but not DEC.
The information and feed-back was very useful for the students
because it provided the trainee teacher librarians with the
opportunity to meet and hear their respective subject
advisor's plans, expectations and accomplishments. The success
of the series resulted in the presentation being repeated in
the academic calender 1992.

The presentations provided the researcher with information on school library provision in these former Departments of Education. Answers to questions like the following were provided during discussion time at these sessions:

* do you have a school library policy?
* do you have a media education period in your schools?
* do you provide money or books to school libraries? and
* how do you buy material if you do?

Many former Departments handed out useful brochures, documents and statistics to the students whom they addressed.

Questions like the above helped paint a picture of school libraries in the Province of KwaZulu-Natal in the period 1990 to April 1996.

2.4.4   Questionnaires

The questionnaire method of data collection was adopted for a part of the study. The method of data gathering includes "instruments through which respondents answer questions or respond to statements in writing" (Best and Kahn 1986: 166). Sarantakos (1994) makes the point that,

> "The use of questionnaires is very common in the social sciences. In most cases, questionnaires are employed as the only method of data collection. In other cases they are used in addition to other methods" (Sarantakos 1994: 157-158).

The questionnaire method of data collection was used because of the following merits of the methodology:

> "Questionnaires are less expensive... They produce quick results. They offer greater assurity of anonymity. They help to avoid bias or errors caused by the presence or attitudes of the interviewer. Questionnaires are a stable, consistent, and uniform measure, without variation. They offer a considered and objective view on the issue....many subjects prefer to write rather than talk about certain issues" (Sarantakos 1994: 159).

Van Dalen (1979) makes the point that,

> "isolating specific questions for consideration tends to objectify, intensify, and standardize the observations that respondents make" (Van Dalen 1979: 152-153).

While one acknowledges the usefulness of the questionnaire method of data collection, one has to take into account the negative elements of the technique used as,

> "some subjects may not supply accurate answers, however, for they may suffer from faulty perception or memory or may not be able to express their impressions and ideas adequately in words. Respondents who are not free, willing, or qualified to divulge information may ignore certain questions or falsify their answers. Many people do not give thoughtful consideration to questionnaires; they fill out the forms carelessly or report what they assumed took place. Not uncommonly, respondents tailor replies to conform with their biases, to protect their self-interests, to place themselves in a more favourable light, to please the researcher, or to conform with socially accepted patterns" (Van Dalen 1979: 153).

2.4.4.1 Questionnaires in the present study

Two different questionnaires were administered in the study.

The first questionnaire was administered to the Department of Education and School Library Media Advisors (a detailed discussion of this questionnaire is presented in this section). The second questionnaire was administered to the participants who attended the school library conference in June 1992.

The first questionnaire (Appendix 1, 2 and 3) was sent to:
   i.   the five former Departments of Education in March 1990 and again in May 1992 and to,
   ii. the post-Apartheid KwaZulu-Natal Department of Education in August 1995.
   iii. the school library media advisors were asked to complete the same questionnaire that was sent to the Departments of Education, in May 1993 (Appendix 1).

No data was gathered from the questionnaire sent to the Departments of Education. Neither answers to the questionnaire, nor the information requested in the letter,

were provided officially by any of the former Departments nor by the new 1994 Department of Education.

As a result of the personal relationship that had developed between the researcher and the school library advisors of all five former Departments of Education, the respective advisors were asked to complete the same questionnaire sent to the Departments in their personal capacity in May 1993[10].

Completed questionnaires were only acquired from NED, DET and HOR. The remaining two Departments were telephonically reminded to complete the questionnaire in the period 1993-1994. But the school library media advisors of the HOD and DEC did not complete the questionnaire. HOR's school advisor submitted general information on school libraries and the technology services offered by HOR.

The delegates who attended the school library conference were asked to complete a questionnaire (Appendix 6). The completion of the questionnaire was a scheduled part of the conference programme (see Appendix 5). A detailed discussion of the conference questionnaire is presented in section 2.4.4.2.

2.4.4.2 Form of questionnaire

The questionnaire format adopted in the present study was a combination of closed and open form questions. According to Van Dalen (1979),

> "closed-form, or structured, questionnaires consist of a prepared list of concrete questions and a choice of possible answers. To indicate their replies, respondents mark "yes" or "no"; check, circle or underscore one or more items from a list of answers; mark points or units on scale; or rank a series in order of their importance [1,2,3...]" (Van Dalen 1979: 154).

Such closed form questions are easy to complete for the respondent because the respondent can quickly choose amongst

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[10]Ms.S.Ballard, Dr.J Pierce, Mr.D.Shepherd, Ms.M.Zondi and Mr.M.A.Padyachee.

the options provided. They are also easier to analyse since they allow for easy scoring and data analysis.

The open ended form of questions allows the subject to create its own category of response. Thus the researcher is provided with a variety and wealth of information. Van Dalen (1979) records the advantage of this form of question as follows:

> "Rather than forcing respondents to choose between rigidly limited responses, the open-form questionnaire permits them to answer freely and fully in their own words and their own frame of reference" (Van Dalen 1979: 154).

However, the difficulties related to this type of question are also commented upon by Van Dalen (1979):

> "If they are capable of providing a wealth of pertinent information, the task of categorizing, tabulating, and summarizing their different, detailed, and complex answers may be extremely difficult and time-consuming" (Van Dalen 1979: 155).

One must also take cognisance of the fact that,

> "Because open-form questionnaires achieve less uniformity of measurement than closed-form questionnaires, they achieve less reliability" (Van Dalen 1979: 155).

Most questions in the questionnaires used in the present study entailed a combination of both the open and closed question format. Delegates were asked to cross which of the options presented applied to them; but if none applied, they could explain their particular context using the category of "other", for example:

From where do you get funds to buy your stock?

    school funds

    from your education department

    from donations

    from fund raising

    other sources (please indicate)

However the conference questionnaire also had closed form questions, for example:

Indicate how much the library/media centre is used:

    not at all

    used occasionally

    used moderately

    excellent use

There were other questions that were totally open ended, for example:

Please give a brief description of the stock you have in your school library/media resource centre. (Comment on the number and kind of book/non book material, A/V equipment, fiction/non- fiction material). (See Appendix 6).

Thus the process of data analysis was one in which delegate responses had to be translated into a quantifiable score in order to allow for a comparative and scientific analysis of the data.

2.4.4.3   Statistical analysis

In order to quantify scientifically the data collected, the statistical programme package, "Statpal" was used.

> "Statpal is a powerful, versatile tool for statistical analysis on your microcomputer. Using Statpal, you can enter data, summarize sets of data numerically and graphically, and perform a wide range of statistical tests. Statpal combines the simplicity of menu-driven structure with sophisticated features such as variable names and labels, missing value specifications, case selection, accurate computational algorithms, on-line help, and informative messages..." (Chalmer and Whitmore 1985: 1).

2.4.4.4   Pilot study

In April 1992 a pilot (preliminary) questionnaire was administered to students at the University of Natal (Pietermaritzburg) who were studying to be teacher/librarians, in order to test the questionnaire before its use at the conference.

The pilot questionnaire was administered and scored to check the questionnaire and the statistical package, StatPal, which was to be used in the present study.

As a result of the pilot study the following changes were made
to the questionnaire. (Please read the following with
reference to the questionnaire shown in Appendix 6).

 i.   After question 7, respondents were given the choice
       not to proceed with the questionnaire if they did
       not have a school library/media centre.

 ii.   Where options were given, the category "other" was
       included. The diversity of provision in Natal was
       not covered in the options originally provided and
       it became increasingly apparent that the students'
       experiences were vastly different to the options
       presented in the questionnaire, so they were given
       the right to state their particular situation.

 iii. In question 15 an example was provided of what was
       expected of the respondent.

2.4.4.5   Conference invitations

In an attempt to obtain the maximum acquisition of data,
invitations to attend the conference were sent to all schools
in the KwaZulu-Natal region (the five Education Departments as
well as private schools), inviting the school to attend the
school library conference.

Mailing lists[11] were provided by the respective school library
media advisors in their personal capacity on the clear
understanding that the list was to be used to invite schools
to a conference. Thus the problem of access to a mailing list
noted by Roberts (1991: 24-29) was overcome.

Jacobs in "A Statistical Overview of Education in KwaZulu-
Natal" counts the number of schools in the Province as being
4878 in 1992 (Jacobs 1992: 15 and 49) and the same number were
sent invitations to attend the conference. Thus, all schools
in the Province were invited to the conference. The following

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[11]Mailing lists were provided to the researcher by the five
former Education Department school library advisery services,
that is, DET, NED, HOD, HOR and DEC.

figures provide the primary and high school breakdown of the number of schools invited to the conference.

Table 1: Primary and high school breakdown of the number of schools invited to the conference

Primary Schools in KwaZulu-Natal	3888
Secondary Schools in KwaZulu-Natal	990
Total Number of Schools in 1992	4878

Sponsorships were offered to a limited number of delegates who could not afford the full conference fee. Ten people, from each of the five former Education Departments who indicated that they would like to come but could not afford it were sponsored.

The 50 sponsored people were chosen on a first come first served basis according to the following criteria: Ten sponsorships were given to each of the five former Departments. Of the ten delegates from each Department about eight were to be from primary schools and about two were to be from high schools because in the KwaZulu-Natal region approximately 80 percent of the schools are primary while about 20 percent are secondary in nature (Jacobs 1992: 15 and 49). A letter offering financial assistance was sent to schools with the programme (Appendix 4).

2.4.4.6   Conference attendance
The conference attracted a wide range of people, from public libraries, resource centres, special libraries and school libraries.

As shown in table 2, 261 delegates attended; but completed questionnaires were only obtained from 103 delegates. One hundred and fifty eight delegates did not complete the questionnaire, either because they simply chose not to fill it in, or they were not from school libraries. Of the completed questionnaires, 17 people indicated on the questionnaire that

they were not from school libraries and so their contribution had to be discarded.

Table 2: Conference attendance

261	Participants attended the Conference
103	Completed the Questionnaire
86	Valid Questionnaires
17	Discarded Questionnaires

2.4.4.7   Conference sample size

The respondents who attended the conference are a small sample of the whole school population. The question that can be raised is, in the light of the small sample population, how valid are the outcomes of the questionnaire? To be exact, the conference generated a sample population of just 2 percent. How valid is the size of the sample of the conference questionnaire? Is 2 percent a valid sample?

It is possible to use a small sample in studies. Best and Kahn (1986) put forward the following point which makes it possible to evaluate the conference results.

> "There is usually a trade-off between the desirability of a large sample and the feasibility of a small one. The ideal sample is large enough to serve as an adequate representation of the population about which the researcher wishes to generalise and small enough to be selected economically-in terms of subject availability, expense in both time and money, and complexity of data analysis. There is no fixed number or percentage of subjects that determines the size of an adequate sample. It may depend on the nature of the population interests or the data to be gathered and analysed. A national opinion poll randomly selects a sample of about 1500 subjects as a reflection of the opinions of a population of more than 150 million United States citizens of voting age ..."(Best and Kahn 1986: 16).

They continue,

> "The work of William Seally Gosset in 1915, in which he
> developed data on the probability distribution of small
> sample means [students t distribution], led to the
> effective use of small samples. Gosset's contribution
> made feasible research studies that necessarily had to be
> limited to a small number of subjects...." (Best and Kahn
> 1986: 17).

> "It is often stated that samples of 30 or more are to be
> considered large samples and that those fewer than 30,
> small samples" (Best and Kahn 1986: 17).

However, in the analysis of data, the extent and composition
of the sample must be born in mind.

2.4.5   Interviews

Interviews formed an important part of the data generating
process. Sarantakos (1993) says that,

> "Interviewing is a form of questioning characterised by
> the fact that it employs verbal questioning as its
> principal technique of data collection"
> (Sarantakos 1993: 117).

Three constituencies were interviewed for the present study:
School Library Media Advisors of education, management persons
in the Department of Education[12] and the library and
information science[13] agencies in the Province.

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[12]Management persons refers to persons in the personnel
sections, budget sections and absorption sections of the
Department of Education KZ-N.

[13]A discussion of the library and information science
agencies referred to is presented in the present section.

The interviews referred to below were conducted telephonically
in an unstructured manner, that is,

> "There are no restrictions in the wording of the
> questions, the order of the questions or the interview
> schedule. The interviewer acts in this context freely, on
> the basis of certain research points, formulating
> questions as required and when required, and employing
> neutral probing. The structure of these interviews is
> flexible, and the restrictions minimal, being presented
> in most cases in the form of guides rather than rules"
> (Sarantakos 1993: 178).

2.4.5.1   School library media advisors

The five former Departments' School Library Media Advisors
were interviewed between March and April 1996. They were
interviewed for the following reasons:

i.   to determine whether the data collected via the
questionnaires, presentations and conference were
possibly dated;

ii.   in order to assist the researcher in presenting a
relevant plan for school libraries in the Province
by obtaining updated information and

iii. since some of the information required for the study
was not provided by respondents at the conference as
certain questionnaires were not completed when they
were administered. During the interview these
persons were asked to clarify/amplify omissions and
problems posed by the responses in order that a
clearer picture of the situation regarding school
libraries in the Province could be obtained.

In April 1994, the five existing Departments which controlled
education in the Province of KwaZulu-Natal were amalgamated
into one Department of Education and Culture, but the five
former Departments were still administering education on an
agency basis at the time of writing in April 1996 (refer to
chapter 3). Thus, in order to gain a picture of the changing
context, and update available information on school library
provision by attempting to fill the gaps in the information
collected to date, the former school library advisors and
persons in acting positions were interviewed.

The information that was sought in these interviews was essentially the information that had been officially requested from the Department in 1992 (refer to Appendix 1).

2.4.5.2   **Library and information science persons**
The following representatives of library and information science agencies were interviewed in early 1996:

    i.   Mrs.Moran, Director Libraries (Durban Municipal Libraries),

    ii.   Ms.S.Wallis, Director Libraries (The Natal Society Library),

    iii. Mr.C.Merrett, Deputy University Librarian (University of Natal, Pietermaritzburg),

    iv. Ms.J.Tomlinson, Regional Director (Read Educate and Develop - KwaZulu-Natal).

These persons were interviewed to help in the construction of the library and information science background required for the study. They provided information that was not clear in Annual Reports, and updated both plans for their institutions and background information on library and information service issues.

2.5   **Problems with data collection**
As mentioned above, the researcher encountered considerable problems in the collection of data. These problems were mainly caused by a lack of responses from those interrogated and, occasionally, a lack of consistency in answers received from the same former Department of Education at various times. For instance, when asked whether or not a policy document existed in a particular Department, differing replies were received. The present section highlights the difficulties experienced in the data collection for the study.

In 1990 Professor Vermuelen, Head of the University of Zululand's Department of Information Studies Department was able to obtain mailing lists for schools from the Kwa-Zulu DEC

as well as Natal DET (Vermuelen 1990). The mailing lists were acquired as a result of her personal visit and follow-up to the respective Departments in Ulundi and Pietermaritzburg. Some researchers might have had access to the material they required from the Department while others were not granted access at all. The reasons for the above are not totally clear, thus reflecting, perhaps, unclear policy, change in the policy of access or even the failure of staff, who might have not have done their job of providing what was requested.

Very little that was officially requested for this study was provided, as is illustrated in the following discussion.

Firstly, in March 1990 (Appendix 1), May 1992 (Appendix 2) and August 1995 (Appendix 3), a letter was sent to the five former Departments of Education requesting the following:

    i.   permission to administer a questionnaire to schools under the control of the different Departments,

    ii. a mailing list of schools in the various Departments and

    iii. answers to various questions relating to school libraries in these Departments (see Appendix 1, Appendix 2 and Appendix 3, for the questions asked of the Education Departments).

At the time of analysing data and writing the thesis in 1996,

    *   permission had not been granted to pursue research on any Education Department premises,

    *   no answers had been received to the questionnaire and,

    *   no official mailing list to schools had been received.

Essentially the same letter referred to above was sent to each of the five Departments of Education on three separate occasions that is, March 1990, May 1992 and August 1995, unsuccessfully. The letter sent on the three occasions was the

same because the researcher's questions remained unanswered and the information was still required. (Only the date, the address of the researcher and the employment details of the researcher changed).

Secondly, in May 1993 the same questionnaire that was sent to the former Departments of Education was sent directly, and addressed personally, to the five school library media subject advisors who had been responsible for school libraries in those former Departments between 1990 and 1993[14]. The situation changed in the latter part of 1993[15].

A detailed discussion of the questionnaire is presented in section 2.4.4.1 of the present chapter and a copy is included as Appendix 1. However, despite repeated requests, responses were only abtained from Dr.J.Pierce (DET), Ms.S.Ballard (NED) and Mr.D.Shepherd (HOR). No responses were received from Mr.M.A.Padyachee (HOD) and Ms.M.Zondi (DEC).

According to Roberts (1991), Departments of Education did not grant researchers access to schools they administered unconditionally. As was explained in section 1.5 "Data access for the present study", in order to gain access to data that is collected in schools researchers needed to:

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[14]

DET	Dr.J.Pierce/S.Lombo
NED	Ms.S.Ballard
HOD	Mr.M.A.Padyachee
DEC	Ms.M.Zondi
HOR	Mr.D.Shepherd

[15]Ms.M.Zondi resigned and Ms.S.Ballard took her place as Head of DEC's School Library Advisory Service. Mrs.M.du Toit replaced Ms.S.Ballard as Head of School Library Media Services in the NED Department of Education. In 1996, Dr.J.Pierce became Pietermaritzburg Regional Superintendent and her vacancy was not filled. Mr.S.Lombo oversaw DET primary school libraries from 1992.

i. obtain permission to do such research from the Head of the particular Education Department concerned;

ii. the research methodology had to be reviewed by that Department. In the case of the questionnaires, the Department had the right to amend the questionnaire;

iii. the results obtained had to be used only for the ends that had been agreed to. Normally permission was only granted for academic research exercises and

iv. the results that were obtained were not to be published without ratification from the Departments concerned (Roberts 1991: 24-29).

In the case of this research, permission to do research had to be obtained from all five former Departments in the period 1990 to April 1994. It must be noted that none of the five former Departments responded to the request for permission and data, thus no official permission was granted to conduct the present study.

Thirdly, even though the request to do research was re-submitted to the post 1994 Department of Education and Culture in August 1995, no response had been received from the Department in April 1996. The situation continued in much the same way during the period 1994 to April 1996, that is, after the implementation of the Interim Constitution for South Africa in April 1994. The maintenance of the old order in the period April 1994 to April 1996 is discussed in section 3.4.

Fourthly, a Provincial task group consisting of the management cadre of the former school library Departments and other interested library and information science persons, was established on 13 February 1995 to look at school libraries in the Province. This task group was established as part of the effort to unite the five former Departments of Education into one Department. The committee was initially commissioned by the Provincial Committee of Heads of Education Departments (CHED) of the five former Education Departments. The CHED

committee to which the school group belonged, was the
Provincial Task Group (PTG) of the Inter-Provincial Strategic
Planning and Management Committee (IPSPMC). Many other similar
groups were established to look at issues such as curricula,
examinations and community teacher resource centres in the
period from 1994.

This official Departmental School Library Policy Group has not
been able to get information from any of the five former
Departments, that is, information on the school library
situation in the Province (Province of KwaZulu-Natal.
Department of Education and Culture. School Library Policy
Group 1995-1996). Some of the information required by this
committee was the same as that requested by the researcher.
Only NED and DET submitted information on school libraries to
this committee.

The Departments even for their own organization and management
structures, were not able to produce data on school libraries
in the Province that can be holistically collated for all the
former Departments (Province of KwaZulu-Natal. Department of
Education and Culture. School Library Policy Group 1995-1996).

Fifthly, Nassimbeni (1994) comments that even in the policy
development exercise of the National Education Policy
Investigation (NEPI)[16] the gathering of data was problematic,
especially getting data from the school sector which was
Nationally and Provincially fractured as a result of old
Apartheid divisions (Nassimbeni 1994: 149-155). The NEPI
initiative is discussed in detail in section 4.4.2.

Thus the researcher was not granted permission to do research,
no official mailing list was provided and only fragmented data
were provided on school libraries in the period 1990 to April

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[16]NEPI was a policy effort by the African National Congress
to create policy and implementation strategies in preparation for
governance prior to the 1994 April democratic elections.

1996, in the KwaZulu-Natal Province.

2.6 Solving the problems resulting from the inability to gather data

If the requested mailing list of schools had been received, and if permission had been granted by the five former Education Departments to study school libraries in the region, the following procedure would have been followed:

    i.   a letter would have been sent to all schools in the region requesting that the questionnaire on school libraries be completed. Therefore, as will be seen below, only a sample of schools had the opportunity to answer the questionnaire;

    ii. the school librarian, principal or teacher in charge of each library would also have been asked to complete the questionnaire. This was the purpose behind the request for the mailing lists from the five Education Departments, and

    iii. the school media subject advisors, library and information science persons and non-governmental organizations working with school libraries would have been interviewed.

As the data requested was not forthcoming, different strategies had to be devised.

2.7 Summary

It was difficult to obtain the data required for this study. As a result of these difficulties, which have been explained above, other measures were resorted to, to collect the data required for the study. The following measures were used:

    i.   Questionnaire to the former and present Departments of Education,

    ii. Questionnaires to school library subject advisors,

    iii. Questionnaire to school library conference participants,

    iv. Presentations by school library subject advisors,

v. Interviews with school library subject advisors and
    library and information science agencies and,

vi. Literature review.

The following table illustrates the various methods used in
the study to gain access to the required data.

Table 3: Time Line of the Study

March 1990	Questionnaire (former five Departments of Education)	Heads of the five former Departments of Education
July–October 1991 and 1992	Presentations (School librarianship students)	Five former Department School Library Media Advisors talk to school library students at the University of Natal Pietermaritzburg
May 1992	Questionnaire (former five Departments of Education)	Five former Departments of Education
June 1992	Questionnaire (School Library Conference)	School Library Conference in Durban
May 1993	Questionnaire (Five former School Library Media Advisors)	School Library Media Advisors asked to complete Questionnaire that was initially sent to the Departments
August 1995	Questionnaire (New unified KZNDEC)	New Department of Education after 1994 election
March to April 1996	Interviews	-Library and Information Science Persons -NGOs (non-governmental organizations) -School Media Advisors

Chapter 3
THE EDUCATION CONTEXT OF THE STUDY

3.1 Introduction

A study of this nature requires a thorough understanding of
the educational context within which the school library system
is embedded, that is, the educational context of the Province
of KwaZulu-Natal. This context has National, Provincial and
Local dimensions as schools exist in Districts, in Provincial
Regions and within the National Ministry of Education.

This section presents the educational context of the thesis.

3.2 Introduction to education background

South Africa has reached historic crossroads in the provision
of education. Education provision has traditionally reflected
the wider discriminatory policy of better provision for so-
called White schools and lesser provision for so-called Black
schools[17]. The state, community organizations, the business
sector and trade unions have recognised that a new
dispensation is essential to address the existing "Education
crisis". Lobbying and pressure from the above constituencies
have resulted in the tabling of the South African Schools Bill
in parliament in 1996.

3.2.1 Brief history of education provision in South Africa preceding 1990

The following is a brief description of the long-standing
problems in education, and more specifically, education in the
KwaZulu-Natal region. The description will focus on a brief
historical review of education, resistance to the prevailing
status of education, policy efforts to change the course of
provision, and an update on the status of the KwaZulu-Natal
Department of Education.

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[17]A discussion illustrating the statement follows in the
present chapter.

Education in South Africa has been based on the philosophy of Apartheid or discriminatory separate development (Behr 1988: 12). Two separate strands of philosophy have permeated the history of the country (Behr 1988: 12), that is, separation of persons on the basis of ethnicity and race, and the integration of people into one nation. In the South African context the above debate was historically resolved by the acceptance of ethnic separation as enforced by various governors, legislation and political parties (Behr 1988: 9-18). In 1994 the first democratic election for all South Africans was held and the process of Apartheid began to be reversed.

The Education of South Africa's Black[18] population was never a state priority before the achievement of democracy in April 1994. The education of Black South Africans was inextricably linked to their role as workers and servants within a White economy. The ideology and philosophy underpinning the education of Blacks in South Africa in the period is evident in the statement of the Director of the Transvaal Education Department in 1903, who by this time had taken on the responsibility of the education of Black South Africans living in the then Transvaal[19].

> "The view... of 'Teach the Native to work', although carelessly held by a few, contains, however, the true principle by which the education of the Native is to be regulated and controlled..." (Province of Transvaal. Transvaal Education Department 1903: 26).

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[18]Black population refers to the following categories of people in the South African context: persons of African and Indian origin and persons of mixed background, for example White/African; Indian/African and Arab/Indian.

[19]Transvaal was one of the four provinces of Apartheid South Africa. Natal, Cape and Orange Free State were the others.

The following statements by very powerful and influential politicians who have shaped and impacted on education in the period confirms the above. In 1953, H.F.Verwoerd, then Minister of Native Affairs said,

> "When I have control over native education, I will reform it so that natives will be taught from childhood that equality with Europeans is not for them" (Christie 1991: 12) and,

J.N.le Roux, a National Party politician said in 1945,

> "We should not give the Natives any academic education. If we do, who is going to do the manual labour in the community?" (Christie 1991: 12).

The dire lack of provision for the quality of education for Black people has historically been a contested issue in the nation's history (Christie 1991: 12). The Church, the State and individual communities have all attempted to address the demand for quantity and quality of education for all in South Africa (Behr 1988: 11).

The Church has played a significant role in the provision of education. The Dutch settlers who arrived and colonised the Cape brought with them a tradition of church provision of education (Behr 1988: 11). It was argued by the Dutch settlers that, "all aspects of life, including education, should be regulated in accordance with the law of God" (Behr 1988: 11). Thus up to Union, the year 1910, the main initiatives in the provision of primary schooling had come from the mission churches (Hartshorne 1992: 24).

Church provision of education was extremely important and many of our present academics and political leaders attended these mission schools. However this provision was not unproblematical as,

> "The distribution of and access to primary schools was haphazard, and more often determined by denominational concerns and rivalries than by any sense of planning to meet real needs. The supervision of what schools existed was largely in the hands of missionaries who had limited knowledge and experience of educational matters, in addition to being burdened with a host of other responsibilities" (Hartshorne 1992: 24).

Hartshorne (1992: 25) says that even at Union no adequate provision was made for Black education. "Native Education",

> "almost as an afterthought, had been placed in the hands of the four Provinces which also became responsible for any financial subsidies paid to African schools" (Hartshorne 1992: 25).

The number of schools in the Provinces gradually increased, putting pressure on the provincial budgets of the Provinces. The Transvaal responded by attempting to introduce the "Native tax" to finance education of the natives[20]. The central government ruled that only it had the power to levy such a tax. Central government introduced the Native Taxation and Development Act (number 41 of 1925) (Republic of South Africa 1925) which essentially resulted in the central allocation and budgeting of Native education. Thereafter,

> "until 1945 education was funded from a fixed grant of R680 000 from Consolidated Revenue Fund, plus a proportion of the so called General Tax of R2 per annum levied on every adult Black male. In the beginning, one fifth of the General Tax was used for education; by 1945 four-fifths was allocated, as the pressures for expansion increased. The Native Affairs Commission, which administered these funds, was not concerned with educational policy and merely decided on the financial allocations to the four Provinces" (Hartshorne 1992: 27).

The tax was not sufficient to meet the increasing demand for education in the country. The second world war, together with the economic recession, began to place increasing pressure on state funding of Black education. The change in the 1940s was due to the fact that Black education was beginning to be recognised as a necessary commodity for economic growth. Thus education that supplied stable, trained labour was what the state prioritised for Black education. The acknowledgement of the need to train natives resulted in the doubling of state expenditure on Black education between 1946 and 1950 from R3 240 000 to R10 083 820 (Hartshorne 1992: 31).

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[20]Natives in the South African context refers to the indigenous population that inhabited South Africa before colonisation.

In 1948 the Nationalist Party Government came into power, entrenching separate racial and ethnic development of people. The Nationalist Government introduced some of the following legislation that enacted discrimination in South Africa: the Group Areas Act (41 of 1950) (Republic of South Africa 1950a) regulated where people could live, where people could not live and provided for people to be forcibly removed to areas that the government required them to live in; the Population Registration Act (30 of 1950) (Republic of South Africa 1950b) created racial categories of people, namely White, Indian, Coloured and African; the Prohibition of Mixed Marriages Act (55 of 1949) (Republic of South Africa 1949) prohibited inter-marriage or any intimate relationship across the colour line.

In 1953 the Bantu Education Act (47 of 1953) (Republic of South Africa 1953) was passed, firmly and finally centralising the provision of Black education within the Department of Native Affairs. A major adverse effect of the act was that the price tag for the funding of education was to be shared between the state and communities. The state would fund certain basic provisions at schools but communities were to make up the shortfall, and in essence, fund anything the state did not provide. Major expenses like school buildings and expensive equipment the state would fund rand for rand: provide a rand and the state would give a rand. The irony was that the poorest of communities were being asked to pay for education, while the provision and funding of White education was completely funded by the state.

The Bantu Education Act (47 of 1953) (Republic of South Africa 1953) promulgated a powerful philosophy, a philosophy of subjugation. The Act recognised that,

> "Education is an important instrument for transforming a society. The school is often used by those who control state power for developing a particular kind of personality" (Njobe 1990: 29).

Bantu Education[21] was created to implement the institutionalisation of racial segregation and subjugation of South Africa's Black population. According to Hartshorne (1992),

> " 'Bantu culture' was presented as largely rural and static, and not as something dynamic and changing. the constant references to the child's place in the community and 'Bantu society' were a clear attempt to create a limited vision of 'his place' in the broader South African society"(Hartshorne 1992: 41).

The Act also stipulated that children in Black schools were to be educated in the Christian faith and to serve national goals of the economy (Hartshorne 1992: 41). At the time, serving the state was equated with being supportive servants to the White economy and its needs (Hartshorne 1992: 41).

The institutionalisation of segregation in education was systematically done for all population groups, that is, the different ethnic authorities were to administer the different ethnic educational interests. The following Acts, over a period of time, entrenched the ideology of the Nationalist Government of separate development. In

> "1959 - The Extension of University Education Act was passed. This Act set up separate 'tribal colleges' for Black university students. Blacks could no longer freely attend White universities.
>
> 1963 - The Coloured Persons Education Act was passed. Control over 'coloured' Education was placed under the Department of Coloured Affairs. 'Coloured' schools also had to be registered with the government. 'Coloured' Education was made compulsory.
>
> 1965 - The Indian Education Act was passed. Control over Indian Education was placed under the Department of Indian Affairs" (Christie 1991: 56).

The above legislation formally and finally legalised separate development by the state in the education sphere.

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[21]Bantu Education refers to the education emanating from the Bantu Education Act referred to previously.

Black resistance to the institutionalisation of separate development was increasing. The Bantu Education Act was specifically targeted as an oppressive piece of legislation and resistance to the act increased for the following reasons:

i.   Bantu Education produced a high failure rate: that is, 40% to 50% of DET matric entrants failed the matric exit exam and thus were not able to progress to higher education institutions of learning (Graham-Brown 1991: 209);

ii.   Black education was under-funded and of a poor quality (Graham-Brown 1991: 207).
The following statistics illustrate the disparity in the funding equation in South Africa.
In 1975-76,

"for every R 1 spent on an 'African' child,
R 3,33 was spent on a 'Coloured' child
R 4,52 was spent on an 'Indian' child and
R 14,07 was spent on a 'White' child.
So 14,07 times more money was spent on a White child as on an African child" (Christie 1991: 110);

iii.   The system of education was authoritarian in its construction at all levels, not allowing the questioning of authority, and was a preparation for subjugation (Graham-Brown 1991: 207);

iv.   The physical school buildings of Black education were in a state of disrepair as a result of under funding, "damage caused by confrontations with security forces and by internal school violence" (Graham-Brown 1991: 207) and

v.   The medium of instruction of Afrikaans was disputed. Afrikaans is a language unique to South Africa. It is a language spoken by many in the country. The language is a combination of Dutch, Flemish and German spoken by the settlers who colonised the country at various stages of history. It is rejected by many because the language is seen as a language of the coloniser (Christie 1991: 240-242).

Given the above factors resistance to the Bantu Education Act was bound to increase.

3.2.2   **Black resistance to Apartheid education**

School boycotts, teacher strikes and parent protest exerted pressure on the state to acknowledge the unhappiness of the masses with the status of Black education (Graham-Brown 1991: 204-221).

3.2.3   **1976**

In June 1976 student protests nation wide but especially in Soweto[22] left "575 people dead, at least 3 907 injured and massive damage ...to state property" (Behr 1991: 37). It highlighted the disparities in Black education. Students in 1976 questioned the compulsory use of Afrikaans, as the medium of instruction in most Black schools.

The political and social relevance of syllabi in most subjects, but particularly in History, in the South African context, was questioned (Christie 1991: 267). Pupils and parents demanded a relevant education that empowered. Biased, racist and sexist material in school was rejected.

The term "People's Education" was coined during this period. People's education refers to "concepts of alternative education, community education, liberation education, worker education, post-apartheid education" (Hartshorne 1987: 129).

The demand articulated by both student and parent communities was for a contextualised, relevant education that empowered communities to play meaningful roles in South African society.

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[22]An African township outside Johannesburg.

3.2.4   Funding

Black education's major crisis was not only the fact that its education was not ideologically "kosher" - it was also under funded and staffed by under qualified and non-qualified teachers.

While one agrees that Black education was dramatically underfunded, the mere addition of more money would not have eradicated the inequalities of the past. Capacity is required for the following, to undo historical ills:

        i.   both physical planners and ideological planners, to plan schools,

        ii.   builders and contractors to build schools,

        iii. material to build, for example, cement, bricks, wood.

        iv.   qualified teachers and principals,

        v.   enough text books and books,

        vi. appropriate resources to teach and so on.

Money while primarily required for development also has to be coupled with infrastructure and capacity which will enable delivery. Do we have enough builders, material, teachers to immediately deliver on people's expectations? So, technically, if we had all the necessary financial resources would all the above be possible? Do we have the human resource capacity to sustain the delivery needs of communities?

3.2.5   Staff qualifications

Human capacity that is trained to teach is required. The Department as a whole does not have the necessary qualified staff to deliver the quality education that is required. A significant number of teachers have no teacher training qualification at all. Refer to tables 4 and 5. Some teachers are teaching classes at a higher level than their own highest school qualification and are thus under qualified.

The situation in rural areas is even worse when one

acknowledges that most qualified teachers prefer to teach in the urban areas. Given the fact that there is a shortage of qualified teachers, teachers who are qualified are immediately employed in urban schools. Rural schools that lack basic provision are further disadvantaged by their inability to attract qualified staff to their schools.

The following Education Foundation (Education Foundation 1994: 18-19), statistics illustrate the desperate situation pertaining to qualified African teachers in South Africa.

Table 4:   Primary education teacher qualifications

16%	Unqualified teachers
76%	Under qualified teachers
8%	Qualified teachers

(Education Foundation 1994: 17-18)

Table 5:   Secondary education teacher qualifications

8%	Unqualified teachers
65%	Under qualified teachers
27%	Qualified teachers

(Education Foundation 1994: 17-18)

Effectively, 83% of African teachers in primary schools need training and 73% of African teachers in secondary education need training.

The demand for qualified teachers has to be clarified. The demand is not only for more fully trained teachers; but rather for teachers with commitment and also for teachers in scarcely supplied subjects like mathematics and science, and for teachers who are prepared to teach in rural areas which suffer most from the lack of qualified teachers (Jarvis 1996; **Daily News** 21/12/95: 11, c1-4).

3.2.6   Summary of the period up to 1990

When one reviews the development and provision of schooling up
to 1990 one observes that education for Black people was not
compulsory and not free, was Christian-biased and menial
labour orientated, was under funded and taught in a medium of
instruction that people in most areas rejected.

3.3   Apartheid education in the period 1990-1994

Education provision in the period 1990-1994 was fragmented,
with the existence of different Education Departments for
different (perceived) population groups. Apartheid education
in South Africa was provided for and administered by at least
15 different Education Departments prior to 1994 (Christie
1991: 101). Education provision and administration was the
responsibility of the different ethnic and racial categories
of Departments created by the Apartheid state, that is, ethnic
education for the ethnic minorities of South Africa.

The introduction of the tricameral system of government in
1983 under the leadership of the then Prime Minister
P.W.Botha, was an attempt by the state at power sharing. Self
government was granted to White, Indian and Coloured persons.
This meant that White, Indian and Coloured persons were
granted parliamentary jurisdiction over certain "own" (ethnic)
affairs, while the legislation withheld power over other
affairs called "general" affairs (Davenport 1988: 563). The
difficulty was in the distinction between "own affairs" and
"general affairs" (Davenport 1988: 563). African people were
excluded from the tricameral parliamentary process and thus
still effectively disenfranchised. They were supposedly
represented in their designated areas called "Bantustans"[23] or
"Homelands" in terms of the Bantu Authorities Act (No. 68 of

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[23]African people were technically not citizens of South
Africa. They belonged to areas demarcated for persons of African
origin on the basis, generally, of the language they spoke, or
the language of their origins; for example, Kwa-Zulu was for
persons of Zulu origin.

1951) (Republic of South Africa 1951) as discussed in chapter 1.

Education was perceived to be an "own" affair resulting in the fragmentation of Education in South Africa as a whole. White, Indian, Coloured and the various Black homelands were allowed to determine and arrange their own education-related matters as they saw fit. The tricameral arrangement together with the "independent" homelands resulted in the creation of approximately 15 different Education Departments prior to 1994.

Independent homelands were technically states that were "unnaturally" created by the Apartheid state and granted the necessary autonomous powers like those of any self-governing country. The difference is that these states were created unnaturally for the implementation of self-government based on ethnicity.

Diagram 1 by Kistan (1991) illustrates the various Education Departments in South Africa in the period 1948-1994. Kistan (1991) counts 17 different Departments of Education in South Africa, in his PhD thesis. Christie (1991) counts about 15. This illustrates the difficulty of acquiring data, and illustrates the fragmented nature of education in the country.

EDUCATION DEPARTMENTS IN SOUTH AFRICA

REPUBLIC OF SOUTH AFRICA

SELF-GOVERNING BLACK STATES

INDEPENDENT HOMELANDS: EDUCATION DEPARTMENTS

TRICAMERAL PARLIAMENT

HOUSE OF ASSEMBLY

DEC: TRANSVAAL 1
CAPE PROVINCE 2
ORANGE FREE STATE 3
NATAL 4

HOUSE OF DELEGATES

DEC 5

HOUSE OF REPRESENTATIVES
DEC 6

MINISTRY OF EDUCATION AND DEVELOPMENT AID

DEPARTMENT OF EDUCATION AND TRAINING (DET) 7

DEC: KWAZULU 8

DEC: LEBOWA 9

DEC: QWA QWA 10

DEC: GAZANKULU 11

DEC: KANGWANE 12

DEC: KWANDEBELE 13

TRANSKEI 14

BOPHUTHATSWANA 15

VENDA 16

CISKEI 17

*DEC = DEPARTMENT OF EDUCATION AND CULTURE

(Kistan 1991)

The historical disparity and legacy of Apartheid was reinforced by the tricameral dispensation. The theoretical fragmentation created was entrenched by the existence of the approximately 15 different Education Departments nationally (Christie 1991: 101).

The provision of education was not the same within the various different Education Departments. In fact, to the contrary, education provision reflected the racial dichotomy of the country, with some Departments having enormous resources while other Departments had little.

In the KwaZulu-Natal region prior to 1994, formal state education provision was administered and provided by five different Education Departments namely,

*   Natal Education Department (NED)[24],
*   Department of Education and Training (DET)[25],
*   House of Delegates (HOD)[26],
*   House of Representatives (HOR)[27] and the
*   Department of Education and Culture (DEC)[28].

The Education Departments co-existed, governing overlapping geographical boundaries, so a typical area, like Pietermaritzburg, had NED, DET, HOD and HOR schools. The provision of education by five differing authorities within overlapping geographic areas is a reflection of the Apartheid legacy.

Beside the five established Education Departments, private

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[24]Education Department for Whites.

[25]Education Department for the few African people who belonged to the so called South Africa.

[26]Department of Education for the Indian population group.

[27]Department of Education for persons of Coloured origin.

[28]The homeland of Kwa-Zulu's Education Department.

schools existed with their own policy, funding and administration of schools.

Historically, education in the KwaZulu-Natal region has been racially segregated with White schools being for the exclusive use of so-called White people, Indian schools for Indians, Coloured schools for Coloureds and African schools for Africans.

3.3.1 Model C schools

In 1991 "White" school governing bodies were empowered to decide on "school policy, funding, tuition fees, appointment of staff, additional curriculum programmes and the school admission policy" (Republic of South Africa. Department of National Education 1995: 21). Parents were given the choice of voting and allowing or not allowing Black children into their particular White school (Republic of South Africa. Department of National Education 1995: 21). Many government schools welcomed the opportunity to open their doors to children of other races. Government schools that allowed fee paying children of all races are generally referred to as Model C schools.

Pampallis (1995) defined a Model C school in the following way,

> "Model C is a state-aided school that has a governing body, elected by the parents, with power over a number of key functions of the school. These include, *inter alia*, control over admission policy, the power to charge compulsory school fees and to raise funds by other means (eg. renting out the school property), the power to decide how the school's money is to be spent, the hiring of additional teachers and other staff, the buying of books and equipment) and to exercise influence over the hiring and disciplining of teachers"(**Natal Mercury** 23/9/1995: 6, c2-5).

However, a significant number of schools chose not to open access to Black pupils. Most others began to qualify acceptance at schools: Black pupils had to write a "test" and be interviewed by the respective schools before access was

allowed. In the period 1991 to 1996 a Black child could live next to a White school and be denied access to the school if the school chose to deny access, for example, by perhaps the child not doing well in a "test" given by the so-called Model C school. Tests differed and criteria, too, differed, depending on the particular ethos of the school (Naidoo 1996: 26-27). Only if a child passed the school test and was able to pay the school fee was the child accepted. The fees at Model C schools are constantly rising. In 1995 Pillay, a reporter of the **Natal Witness**, reported that school fees in Model C schools were to increase by as much as "10%"(**Natal Witness** 27/11/95: 1, c3-4).

The future of Model C schools has been questioned from their inception, especially by the ANC, as illustrated in the following. Blade Nzimande (1991) of the ANC said that,

>"We as the ANC must say that we do not regard these models as the opening of schools. To us this is simply an attempt to save White schools which are presently threatened with closure as a result of the diminishing numbers in them. We are not saying that schools should be closed. But it is clear to us that the solution is not to open them to a few Blacks while ensuring that they remain unchanged in their character and ethos"(Nzimande 1991: 3).

The future of these schools has been debated, arguments both for their existence and against their existence are equally convincing. The South African Minister of Education, Minister Sibusiso Bengu (1996) is reported to have said the following:

>"Model C schools will have to go because the Education Ministry is determined that all Apartheid models be removed from the school system" (**Natal Witness** 26/1/1996: 2, c3-6).

The General Secretary of the Teachers' Union, SADTU, (South African Democratic Teachers' Union)[29] has strongly condemned Model C schools. Nkosi (1996), the General Secretary of SADTU, was reported to have stated the following:

> "SADTU views these schools as elitist legacies of apartheid which must revert to being fully-funded state schools without delay. Land given to them by the Nationalist government must be reclaimed by the state, and additional powers given to governing bodies must be reduced to come in line with other schools" (**Natal Witness** 7/2/1996: 2, c2).

3.3.2   Other schools

The pressure on former Indian schools was enormous. In the past Indian schools have historically been better funded by the state and the Indian community itself than African and Coloured schools. Thus in the opening up of access across colour, White schools generally were still inaccessible to African children because of the entrance examination and high fee costs of the school, while Indian schools which charge a nominal fee, are run by qualified teachers and are physically in a good state of repair. Thus concerned African parents began sending their children in large numbers to Indian schools.

Teachers at Indian schools were totally ill prepared for the transition. According to an Indian teacher, teaching in Pietermaritzburg, the issues of concern are the following:

    i.   There is large variance in the age of the class group. African children, as a result of historic problems, are educated at an older age than Indian children. So in a class of traditional six-year-olds, one now has children from the age of six to even 15;

    ii.   African children who enter the school system are not fluent in English, thus making it difficult for

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[29]SADTU stands for South African Democratic Teachers' Union, the most militant teachers union with predominantly African support and strong ANC affiliation.

teachers who do not speak Zulu and the children who
do not speak English to interact;

iii. The teachers are not supported in the new context by
the Department by being offered appropriate in-
service courses to help them understand and deal
with the relevant issues;

iv. African children are being accepted into what was
clearly an "Indian school" not a new, reformed South
African school. So clearly not all African children
feel truly welcome in these schools (Haffajee 1996).

Thus the traditional Indian school was traumatised by change
it was not prepared for (Haffajee 1996).

The extent of school integration is dependent on the
geographical location of the school. Apartheid physically
created different geographical areas for people to live in,
via the Group Areas Act. Thus schools in various areas largely
reflect the population in and around the school. If the
residential capacity of the area has changed, so has the
composition of the school. If the school is geographically
accessible to people beyond the school, the composition of the
school is likely to have changed (Naidoo 1996: 27).

Besides the above schools,

"... there is also a relatively small number (under 500
in South Africa) of private or independent schools. These
range from well-funded schools, charging fees of over
R15 000 rand a year and catering largely (but not
exclusively) for an affluent elite, to poorly resourced
inner-city schools catering for refugees from the chaotic
schooling situation in townships and informal
settlements. Between these is a whole range of schools,
with a variety of fees, which attempt to meet the
religious, linguistic, cultural, methodological or other
needs of the various groups in society" (Republic of
South Africa. Department of National Education 1995: 22).

According to a marketing officer from a local private school
in Pietermaritzburg, the following are some general trends in
the private school sector. Private schools once had a

significant number of African children (Bulman 1993). However, with the advent of the Model C school, many paying, concerned African parents have moved their children to Model C schools which were not accessible to them in the past (Bulman 1993).

While there has been an exodus of African children from the private school, there has been an increase in White, Indian and Coloured pupils in the private school sector. The fear of these parents clearly concerns the issues raised above and the increase in class size. This is in response to the perception that the quality of education in the Model C schools and former Indian and Coloured schools is dropping.

The reality is however the enormous cost of private education, making it certainly a prerogative of the financially able in this country.

3.3.3   Rationalisation

In anticipation of the new dispensation in education, Departments began a rationalisation programme: the dismissal of teachers that were considered dispensable, such as the art teacher, the music teacher and the physical education teacher. These teachers were then employed in the same schools by parents (**Natal Witness** 28/11/95: 3, c6). Schools had been working towards a national norm of 1 teacher to 40 pupils prior to 1994 (Vietzen 1995).

3.3.4   Policy efforts

The period 1990 to 1994 was clearly a period of acknowledgement of crisis in education in South Africa (Naidoo 1996: 14). To prepare for change, different political parties prepared policy documents on education. The Nationalist government, the African National Congress and Congress of South African Trade Unions (COSATU)[30] deliberated on a future

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[30]COSATU is a federation of different trade unions. The federation is extremely powerful and exerts pressure on capital, state and civil society.

education policy for a democratic South Africa. The following is a discussion of some of these policy efforts.

The Nationalist government has produced the Education Renewal Strategy document (ERS) (Republic of South Africa. Department of National Education. 1992), the National Education Co-ordinating Committee (NECC) has produced the National Education Policy Investigation Document (NEPI) (NECC 1992), while the Natal Education Board has produced Regional Perspective on Restructuring Education (Natal Education Board 1993), and the ANC produced the "Yellow Book" (ANC 1994a).

Each sector produced a policy initiative to address the crisis in education. The challenge for National and Provincial education is going to be the merging of the above policy proposals into that which is acceptable to the majority in South Africa. The Ministry has to acknowledge that the present status of government is one of National Unity[31], thus there is a need to accommodate the sectors representing varying interest groups in South Africa.

The Education White paper (Republic of South Africa. Department of National Education. 1996a), a discussion document on education policy produced by the Government of National Unity (1995), is contested and this has been reflected in the dispute regarding the country's constitution.

Disputes regarding the exact demarcation of provincial and national powers as they relate to education need to be resolved, as do the interventional power of parents in education, the funding of minority private schools, and the status of presently established "privileged" schools.

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[31]Differing political parties joined for a period to establish hegemony for the development of a basis of agreement for laying the foundation of a democratic state in South Africa.

The Education White Paper (February 1996) in principle hopes to do the following:

> "The new structure of school governance should create the conditions for developing a coherent, integrated, flexible national system which advances redress, the equitable use of public resources, an improvement in educational quality across the system, democratic governance, and school-based decision-making within provincial guidelines. The new structure must be brought through a well managed process of negotiated change, based on the understanding that each public school should embody a partnership between the provincial education authorities and a local community" (Republic of South Africa. Department of National Education 1996a: 10).

In April 1996 the Education Bill and the relevant provincial bills had not been enacted, and frustration abounds.

3.4 Status of KwaZulu-Natal education in the period 1994-1996

The 1994 elections brought little change to education in KwaZulu-Natal. If anything the little infrastructure that had been in existence has been severely eroded. The above issues will be illustrated in the forthcoming sections and have been confirmed by Pampallis (1994).

3.4.1 Agency status

Up to the end of April 1996, the five former Departments still administered education on an agency basis. Agency status refers to the following. The former Department's infrastructure administers the new (post 1994 election) Education Department's services. In essence the former Departments are paid by the new government, that is, the Government of National Unity, to provide education on its behalf. Naidoo (1996), states that,

> "While a truly integrated schooling system is at the heart of the vision for a new educational future, in practice it is much more difficult to realise..." (Naidoo 1996: 29).

Aspects like the budget are divided amongst the five former Departments who individually manage their affairs. Very little if any collective planning and administration has occurred.

3.4.2   Top management

The cadre of staff who might have helped with the integration task has been depleted for the following reasons. Many high profile managers in education took the early retirement packages offered by the government, some others left because of the lack of promotion prospects and others left because they were disillusioned by the status of the Department at the time (**Natal Mercury** 23/11/95: 1, c5-7). Between October 1995 and February 1996,

> "34 top officials of the former Natal Education Department are to take early retirement next year and as many as 15 from the former House of Delegates will also be leaving" (**Natal Mercury** 23/11/95: 1, c5-7).

Many left because of the "perception that career options would be severely limited" (**Natal Mercury** 23/11/95: 1, c5-7) as a result of affirmative action appointments.

The high exodus of management staff has left a void in terms of management positions in the education public service. The managers to do the job are not there.

To manage the amalgamation a cadre of top managers is required to drive the process. In April 1995, the Head of Education that is, the Superintendent General, the most senior person in the education bureaucracy, Dr.Shabalala, was appointed in an acting capacity. His appointment has subsequently not been confirmed because the Provincial Public Service Commission[32] queried his age (**Natal Witness** 13/8/96: 3, c4). Dr.V.Zulu (1996), the Provincial Education Minister, is quoted as having said the following, "in one submission Tshabalala was born in 1930 and another he was born in 1932" (**Natal Witness** 29/1/96: 2, c2). This dilemma with regard to the post of Superintendent General has undoubtedly impeded progress (**Natal Witness**

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[32]The Provincial Public Service Commission is a commission that is a watch dog on the civil service in the province; that is, it examines appointment procedures, labour relations problems and advises government on any matter relating to the civil service.

13/8/96: 3, c4).

3.4.3   Post structures

The staffing structures by which the Province's Education
Department is to be run have not been approved by the Public
Service Commission, so essentially no permanent appointments
can be made.

The way in which persons are appointed to positions is being
contested. Pillay (1996) states that correct procedures are
not being followed in the appointment of personnel. Both White
and Indian candidates who are eligible for positions are not
being considered at all; that is, they are not even being
granted an interview for positions for which they qualify
(**Natal Witness** 17/4/96: 3, c1).

The KwaZulu-Natal Department of Education and Culture has
created eight regions to help in the decentralised
administration of provision. Map 4 illustrates these "new"
Regions.

REGIONAL BOUNDARIES OF THE KZNDEC

Ulundi

Vryheid

Empangeni

Ladysmith

Pietermaritzburg

North Durban

South Durban

Port Shepstone
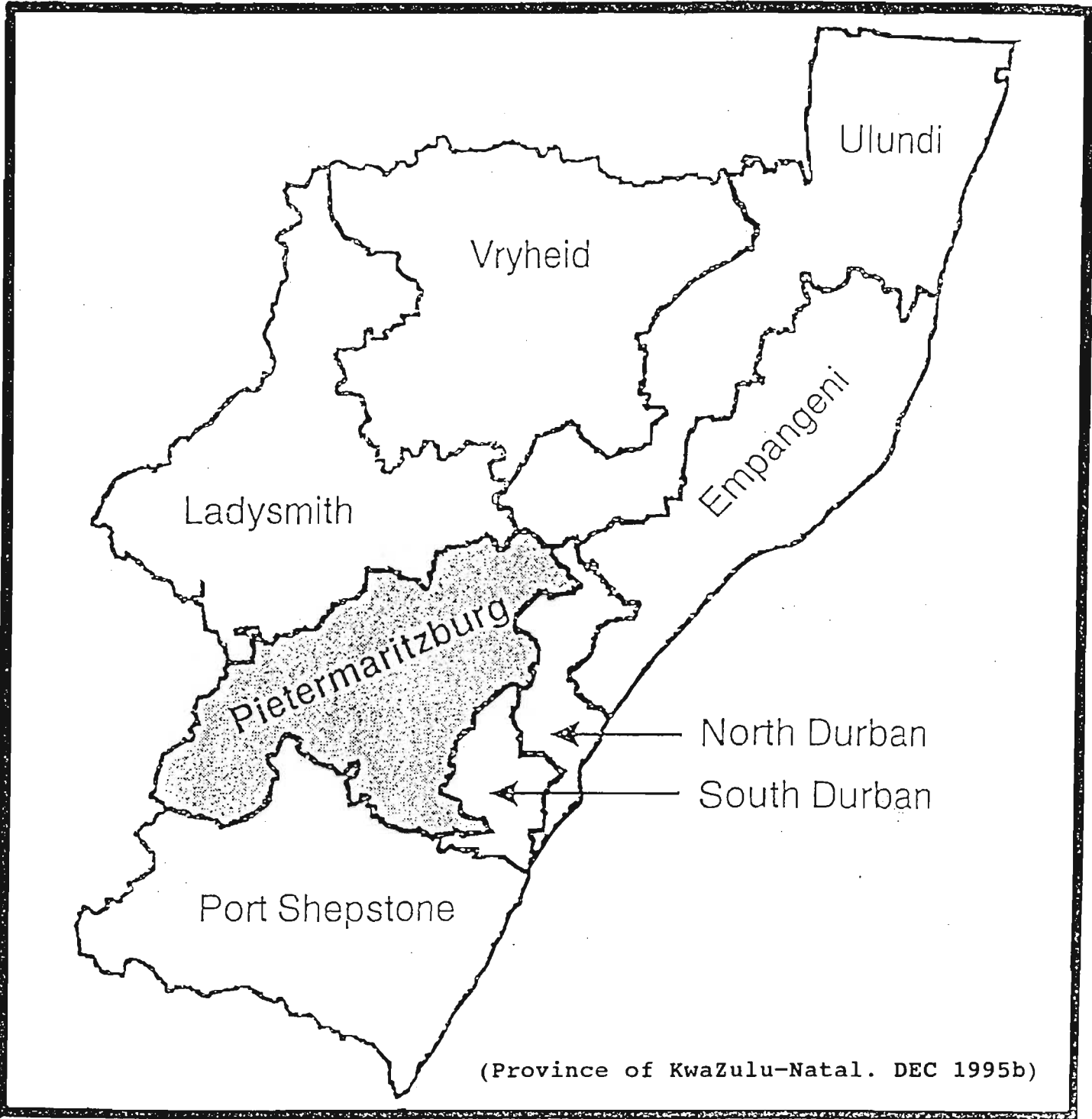
(Province of KwaZulu–Natal. DEC 1995b)

However in the recommendation to the commission[33],

> "the Education Department called for the creation of an additional 979 management posts, amounting to about R79 million, but did not provide an adequate motivation for these posts" (**Natal Witness** 17/4/96: 3, c1).

The necessary funding required for the additional positions is not available. This has resulted in the referral of the post structure to the work study component of the Department in order that a more affordable, yet workable, model of provision may be designed. Nevertheless, if the post structures to run education are not approved, appointments cannot be made, as civil service appointments can only be made against recognised and approved posts.

The absence of former management personnel together with the lack of post structures and posts has created a total paralysis in the Department. Staff are not sure whether they will be absorbed into the new structures, they are not accountable to any one, they are not sure what they have to do and do not get any information that keeps them informed of the status of the Department. All the above factors result in a demoralised and unproductive labour force (Kotze 1996).

The Department of Education is attempting to resolve the impasse. The Department scheduled a meeting on 19 April 1996 in Ulundi with members of the Provincial Service Commission (Province of KwaZulu-Natal. Department of Education and Culture 1996). At this meeting the Commission iterated the procedures to be followed in making appointments and approved a list of staff posts to be filled by the Department. The posts approved by the Commission had to absorb persons that were employed by the five former Departments of Education. For example, KZNPLS was told it had 40 approved positions for the

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[33]The Provincial Public Service Commission is a commission that is a watch dog on the civil service in the province. It examines appointment procedures, labour relations problems and advises government on any matter relating to the civil service.

post of librarian, but who they were and where they were to be stationed was not spelt out. Names had to be attached to the 40 posts approved. In essence the process has been referred to Work Study to create the structures that reflect the approved positions. Most Departments are not happy about the number of approved positions that the Commission has provided, because in most instances Departments have experienced drastic reductions in staff complements, but the general feeling is that a small certain complement is better than the total non-committal ambivalence of the context which existed in April 1996.

In keeping with the above, Chief Directors have been appointed in education in the hope of their setting up their complement of staff and structures. Eight regional Chief Directors have been appointed to establish the eight regional offices of education in the Province (**Natal Witness** 2/4/96: 2, c2-3). However the Chief Directors were only appointed in an acting capacity and permanent appointments still have to be made. The posts referred to are at various stages of appointment. However, the key post of Superintendent General is still unresolved (**Natal Witness** 13/8/96: 3, c4), and until such time as this matter is settled the rest of the system will be insecure.

3.4.4   Appointments

The staff absorption process was intended to absorb the staff of the five education entities into one new entity. Sikhosane (1994) of the Education Policy Unit in Durban, in an article entitled "New wine in old bottles" raises the hope which, mathematically expressed, reads, "DEC + DET + HOD + HOR + NED = Transformed Education" (**Natal Witness** 17/8/1994: 10, c2-4).

However, the infrastructure of former KwaZulu (DEC) generally appears to have become the infrastructure of the new Province. For example,

    *   The former head of KwaZulu school Libraries was

Acting Head of School and Public Libraries.
* The former head of KwaZulu Finance was Acting Head of Education Finance.
* The former Head of KwaZulu Support Services was Acting Head of Education Work Study.

There is a general acceptance that the weakest administrative capacity of all five former Departments was the former KwaZulu (DEC). Ngubane (1994), SADTU Southern Natal Regional chair, affirms the above stating that, "the KwaZulu Education Department based in Ulundi has a history of incompetence" (**Natal Witness** 4/6/94: 1, c1).

The tragedy is that the infrastructure of the worst Department with all its ills has become the infrastructure of the Province.

3.4.5 Teacher instability

The status of teachers leaves much to be desired. Retrenchment and scaling down of the service are common "buzz words". Statements by senior central and provincial personnel have not reassured teachers of their position in the Education Departments either provincially or nationally. The former HOD and the former NED are overstaffed if the 1 to 35 (high school) and 1 to 40 (primary school) quotas are applied. Thus teachers in these Departments are unsure about their positions. The head of the Education Agency Service (former HOD), Nair (1995), stated in a press release that,

> "These ratios are expected to be phased in over a five year period commencing April 1 1995, and consequently equity in staffing at schools is expected to be reached in four years time as from January 1996 " (**Daily News** 21/12/95: 11, c1-4).

Nair (1995) went on to say that the

> " 'advantaged' former Education Departments were expected to phase out the 'surplus teachers' while schools in the 'disadvantaged' Departments were to be required to phase in the increase until they reached the desired ratios of 1:40 and 1:35 respectively" (**Daily News** 21/12/95: 11, c1-4).

This uncertainty and instability is not conducive to the positive development and commitment of teachers and civil servants to perform optimally.

3.4.6   **Exodus from former African schools**

Many African schools are operating at under-capacity because of the exodus of pupils to Model C schools and former HOD (Indian) schools. This movement away has particularly affected former Indian schools who have levied nominal school fees for school attendance. The nominal fee of approximately R75 a year, was relatively affordable when compared to approximately R150 a month (Haffajee 1996). The exodus of children has arisen because of the crisis in African Education generally, and the general belief that a better education can be obtained in the schools which were previously more privileged.

Teachers working in former African Education are also demoralised. Mpungose (1995), the SADTU secretary for KwaMashu West, says the following about some teachers and principals,

> "There are principals who stay away from school for months and are still paid by the Department.
>
> ...there are teachers in these schools registered as full-time students and were not teaching their classes.
>
> ...in one of the schools only 3 out of the 25 classes were being taught.
>
> ... Std 8 and Std 9 pupils were not able to write June exams because the teachers had not arrived for the exam.
>
> Pupils were often found loitering and some were visiting shebeens[34] during school hours" (**Natal Mercury** 28/9/95: 2, c5).

High levels of violence and threats to teacher safety have left both parents and teachers despondent about the future of education (**Sunday Tribune** 18/8/96: 4, c4-8). In KwaMashu, an area just outside Durban in the KwaZulu-Natal Province, a principal was shot at a school and teachers fear for their

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[34]Shebeens refer to informal drinking taverns.

lives (**Sunday Tribune** 18/8/96: 4, c4-8). Teachers are refusing to return to school unless the Education Department provides adequate protection to staff (**Sunday Tribune** 18/8/96: 4, c4-8).

Education needs not only financial capacity to undo the injustices of the past. Great investment needs to be made in human resource development and capacity development before change for the good can be measured.

3.4.7   Free education

The funding of education is another contentious issue in the Province. Should education be totally free and a right of all? Is it a right up to a point? Up to what point is it to be free? What is the status of private fee paying schools? What is the future of Model C schools to be, bearing in mind that Model C parents pay a significant amount towards their children's education?

This raises the following significant point, "Public school funding should be such as to encourage as many middle and high income earners as possible to continue sending their children to public schools" (**Natal Witness** 2/3/96: 2,c5-6).

The expectations of the above must be viewed in the light of financial cutbacks that confront the Department of Education. The headlines of 10 September 1996 and 15 October 1996, highlight the financial crisis facing the Department of Education. The Department's budget for the 1997/1998 financial year was to be cut by R500 million (**Natal Witness** 10/9/96: 1, c2-3; **Natal Witness** 15/10/96: 1, c6).

Thus the Department of Education is confronted with an expectation to deliver, but with shrinking resources to do so.

3.4.8   Location of the Education Head Office

These uncertainties are worsened when it is considered that
the location of the Education Head Office is in Ulundi[35].
According to the Head of the Department of Education's
Personnel Division, all management positions in education are
advertised as being Ulundi-based positions, thus attracting
limited applications since Ulundi is not developed, has few
shops, few schools, few doctors, water shortages, and is a
distance away from the cities of Durban and Pietermaritzburg
where major infrastructure exists (Kotze 1996).

The decision to make Ulundi the Head Office of Education is a
political decision with little practical justification. The
announcement has met resistance from unions, staff and
management alike. The following statements affirm the
political nature of the decision and the rejection by most of
the impracticality of the decision.

Ngubane (1994), chairman of the Southern Natal region of SADTU
said he is,

> "very disappointed with the decision and slated the fact
> that SADTU was not consulted on the issue. It's a
> political game more than anything else" (**Natal Witness**
> 4/6/94: 1, c1).

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[35]Ulundi was the political capital of former KwaZulu
Government, while Pietermaritzburg was the capital of the former
NPA. The issue of capital was politically unresolved in April
1996, with either Ulundi or Pietermaritzburg being the likely
capital. The exact distance between Ulundi and Pietermaritzburg
is some 350 km.

Pillay (1994), the Executive Director of Education for the former House of Delegates, and Arthur Olmesdahl (1994), the Executive Director of the former Natal Education Department, agreed that the decision to make Ulundi capital is political (**Natal Witness** 4/6/94: 1, c1). Pillay (1994) stated that in his view,

> "at present Pietermaritzburg and Durban are better equipped in respect of resources and are centrally situated for the location of the regional Education head office" (**Natal Witness** 4/6/94: 1, c1).

3.5   Summary

Education in the Province reflects the historic disparities due to Apartheid. The emergence of a democratic government has not resulted in an improvement in the access to, nor the quality of education. To the contrary, lack of capacity and political will have exacerbated the problems of history, particularly in the field of education.

In fact, schools that were relatively well off are threatened with erosion, and the situation of schools that were badly off has worsened in the period 1990 to 1996. Ethically wrong decisions, based upon race, were taken by the former Apartheid government, but presently a lack of decision threatens to erode the little capacity left in the Education Department as a whole.

Chapter 4
LIBRARY PROVISION IN THE PROVINCE OF KWAZULU-NATAL

4.1   **Introduction**

In Chapter 3 the education context of the study was presented. This chapter reviews the status of library provision in the Province of KwaZulu-Natal, during the period 1990 to April 1996. School libraries in the Province of KwaZulu-Natal are at present administered by the now unified Department of Education. However school libraries are also located within the library and information service sector, as school libraries also belong essentially to the wider fabric of the provincial library system. Thus there is a need to examine both library and education indicators in this thesis in order to understand the nature of school libraries.

This chapter investigates the library system context of the study. It reviews library service providers, professional associations and policy efforts in the library and information sectors with particular reference to KwaZulu-Natal. The chapter also examines the variety and range of library services in the KwaZulu-Natal region. It will show that the public, urban, university and school library systems exist in relative isolation from each other. The Province does not have a holistic policy for library provision and this has resulted in a very fragmented system. Each is funded, staffed and stocked separately. No formal policy existed to inform the funding, staffing or access principles holistically for the Province, that is, no co-ordinated policy or uniform standards existed for library provision in the Province during the period 1990 to April 1996.

The role of school libraries as an agency that provides a library service is acknowledged, and a detailed discussion is to follow in chapter 6 of the study.

4.2   **Significant library service providers in the Province**

This section highlights the services offered by KwaZulu-Natal Provincial Library Services, independent libraries, tertiary institution libraries, private libraries and resource centres. The review of the above agencies illustrates the lack of co-ordinated provincial provision in the library and information sectors.

4.2.1   **The KwaZulu-Natal Provincial Library Service (KZNPLS)**

The researcher is presently employed as Deputy Director of the Provincial Library Service (thus the reporting of the section at first hand, as the researcher has personal knowledge of the Provincial Library Service context in the KwaZulu-Natal Province).

The KZNPLS has as its aim the provision of a public library service to the Province of KwaZulu-Natal. The scope of the services that it offers is itemised in the document, "KZNPLS Services to Affiliated Libraries" (KZNPLS 1995a). The services offered to public libraries by the Provincial Library Service are based on Provincial Government Ordinance (5 of 1952), as amended. Not all the services will be discussed, but only the services which relate to the study.

4.2.1.1   **To which department does KZNPLS belong?**

As of April 1994, the Provincial Library Service has fallen under the control of the Department of Education and Culture in the Province of KwaZulu-Natal (Nicholson 1995). The line function of accountability is directly to the Chief Director - Public Library and Culture, in the Department of Education and Culture.

At present the service does not have an appointed Director. All the necessary interviews have occurred, but the outcome of the interviews has still not been made public (Brown 1996).

Prior to April 1994 Provincial Library Services was administered by the Department of Auxiliary Services in what was then the Natal Provincial Administration (NPA)[36].

4.2.1.2   The area administered by KZNPLS

The Provincial Public Library Service is placed within the second tier of government, that is, at Provincial level, the first being the Central Government of the Republic of South Africa. The Provincial Library Service aims to provide a library service to the whole of KwaZulu-Natal, that is, both Natal and KwaZulu. It was Apartheid South Africa that divided the region into Natal and KwaZulu. But since the April 1994 democratic elections the two entities were conjoined to form the Province of KwaZulu-Natal in South Africa.

4.2.1.3   Provincial Library Service staff

KwaZulu-Natal Provincial Library Service (KZNPLS) has a staff complement of 217 people (Marais 1996). This staff serves the Province's public library system either at the Head Office or at the various Depots. The system serves approximately 300 affiliated libraries. The 217 staff includes both permanent establishment staff and temporary contract staff employed by the Province in April 1996. The temporary staff are called additional to the establishment staff. These workers can be given 24 hours notice to leave.

Head Office staff refers to the complement of staff based at the Head Office in the Old Grey's Hospital in Pietermaritzburg. All buying and processing of material occurs at the central Head Office.

Depot Staff refers to the staff that are employed in the four Provincial Library Depots. These are Coast, South Coast, North and Midlands. Map 5 illustrates the location of KZNPLS's four Regional Depots.

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[36]NPA refers to the Administrative entity that administered the Province of Natal.

Map 5:   KZNPLS's Four Regional Depots and Head Office
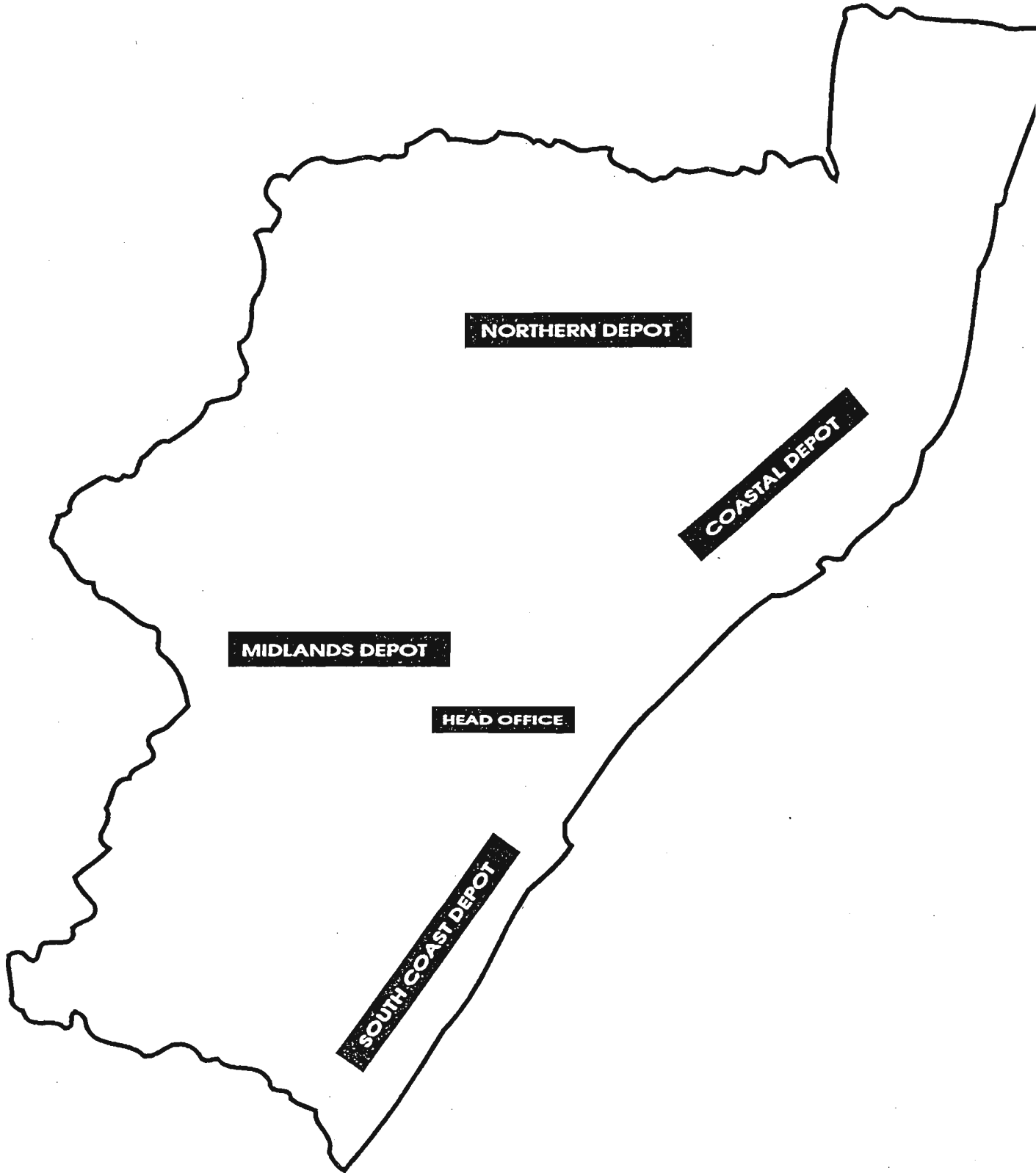
The Depots receive material from Head Office which they in turn circulate to libraries on an exchange basis. Libraries keep the stock for a while and then return it to the Depot. So technically stock continuously rotates. There is a strong element of choice as librarians inform Head Office as to what they want and librarians choose themselves the stock they want for their libraries from the Depot stock.

The 1994 Annual Statistical Report of the KwaZulu-Natal Provincial Library Service reports on 267 affiliated libraries, but the figure is a year old, and many new service points have opened since then. The figure 267 includes public libraries, hospital libraries, prison libraries and libraries in Government Departments serving government officials. Appendix 8 illustrates the location of the public libraries affiliated to KZNPLS.

The majority of libraries are affiliated public libraries and these are libraries in towns or cities where the Local Government structure has signed an agreement with Provincial Government regarding the library. The agreement essentially binds Provincial Library Service to supply material and binds the Local Government to take responsibility for losses incurred (KZNPLS 1995a), for the staffing costs of the library and for the maintenance costs (KZNPLS 1995a).

The difficulty with the above is that while KZNPLS offers an attractive subsidy to build libraries, the ongoing real costs, such as salaries and running costs, have to be incurred by Local Authorities that are already hard pressed financially.

The general plight of education, discussed in Chapter 3, relating to the trials and tribulations involved in the creation of one unified Department of Education and Culture in KwaZulu-Natal also applies to Public Provincial Library Service in the Province of KwaZulu-Natal, as public libraries fall under the Department of Education and Culture.

In the period of transition, staff of both former KwaZulu Library Service and former Natal Library Service have had to be absorbed to create one unified Provincial Public Library Service in the Department of Education and Culture in the Province of KwaZulu-Natal.

To enable the process of absorption (the creation of one library service) staff had to be placed or absorbed against approved positions on the civil service post structure (O'Donigue). The structure into which staff were to be absorbed was released in November 1995 (O'Donigue 1995) and the Deputy Director of the service headed the unification (absorption) team responsible for combining the two entities, to form one public library service for the Province of KwaZulu-Natal.

The absorption team consisted of representatives from the various components to be unified, namely the former Kwa-Zulu Library Service and the Natal Provincial Administration Library Service. The team was entrusted with the task of creating one unified library service within the Department of Education absorbing "existing" staff into posts.

The new structures did not create sufficient positions to incorporate all the staff of the combined library services. For instance staff in the Serials Section, Administration Section, Security and Depot Staff were excluded (no post existed in the new structure for them, thus they could have been retrenched or relocated). The new post structures failed to provide for approximately 95 staff members (Bawa 1995a) required to provide an effective service.

After many representations to the Committee of Heads of Education Departments (CHED)[37], it was acknowledged that the cut in staff was an error and that the error would be corrected (Bawa 1995b). This acknowledgement and undertaking was provided by Mr.Moffet Gumede[38] at a meeting held between himself and the Deputy Director of Library Services on the 16 November 1995 in Malgate Building, Durban.

In the unification process, Provincial Library Service has retained all former NPA staff and all Ulundi National Library staff. National Library Staff, numbering about 20, refers to the staff component employed by the former Kwa-Zulu government to run the National Library in Ulundi. These are the only Kwa-Zulu public library staff to be absorbed in the unity exercise to create one public library service for the Province. It is hoped that an additional 30 staff which have been motivated for, will be appointed (Nicholson 1995) into the KZNPLS structures. This staff complement will provide for an effective service in the Province.

The maintenance of budget (a detailed discussion is presented in the following section) and staff has been a trying exercise. Within the Department of Education the KZNPLS has struggled to maintain an effective service.

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[37]CHED is the interim structural committee comprising the five former Heads of Education in the Province. The committee was meant to consist of the five Heads of the former Departments of Education in the Province. However the body lacks personnel because many former managers have left the service, including those from the Work Study Component of Education, the Superintendent Generals of Education and Chief Directors.

[38]Mr.Gumede was from the former KwaZulu Department of Education, Administration Component. He has headed the interim Work Study component of the amalgamated Department of Education and Culture in an acting capacity to date, that is, April 1996.

4.2.1.4   **KZNPLS budget**

In the past the Natal Provincial Library Service received its
budgetary allocation via the Department of Auxiliary Services
of the Natal Provincial Administration. At its inception, (in
April 1994) the new Department of Education in the Province of
KwaZulu-Natal did not operate according to the structures and
conventions of the old NPA. For the 1995/1996 budget, the
former five Education Departments simply divided the whole
budget amongst the five former Departments of Education alone.
They made no financial provision for the components Library
Services and Museum Services that were in the Department of
Education and Culture. The correction and rightful allocation
of funds was promised by the interim-Finance Head of the
amalgamated five former Departments, at a meeting held on 3
November 1995, but the funds were never added to the official
Financial Management System of the Province, that is, FMS for
1995/1996 financial years (KZNPLS 1995-1996). Financial Years
in government operate from April to March, for example, April
1995 to March 1996. Budgets in Provincial Government operate
on a zero-based budget, that is, each financial year beginning
from a zero-based budget. It is not possible, without strong
motivation, to carry money over (rollover) from one financial
year to the next.

The former "White" Natal Education Department incurred
financial shortages by overspending. That overspending was in
real money terms the KZNPLS and Museum Services budgets. This
was only possible with help from finance personnel who have
served on the interim finance committee of the amalgamated
Education Department since 1994.

Initially the Deputy Director of Library Services was rather
nervous about spending funds from a "zero budget" situation,
but later realised that if the service stopped spending whilst
awaiting corrections to the budget, staff would not have a
continuous flow of work. Staff are employed to buy and process
library materials. With no money, no buying, processing or

distribution would occur. Technically the service should have waited for the budget, which even at the end of the 1995/1996 financial year had not been included in the Financial Management System (FMS) of Provincial Government. The Deputy Director believed that there was no option but to spend on a deficit account in order to keep the system operative (KZNPLS 1995-1996).

This situation was repeated in the 1996/1997 financial years. Both Library and Museum Services budget submissions and request for the 1996/1997 financial year were ignored, and the money was divided between the five former Departments of Education. The respective Deputy Directors took up the issue with the Deputy Director of the Provincial Treasury Department at Natalia Building in Pietermaritzburg on 12 April 1996. Thereafter, both Deputy Directors had a series of meetings with Treasury to resolve the impasse. Upon Treasury clarity and instruction, both the components, Library and Museum Services, were allocated a budget for 1996/1997. The KZNPLS's budget request for the 1996/1997 fiscal year has doubled compared to the last budget (Bawa 1995c). This is a result of the inclusion of former KwaZulu areas into the responsibility of the KwaZulu-Natal Provincial Library Service.

On the basis of the April 1996 estimates, it would appear that there was some increase in the allocation for 1996/1997[39]. The allocations made to both Museums and Library Services in April 1996, were cut by approximately 40% in the Provincial Estimates that were released in August 1996. After many a representation to the Department of Education on the issue, it was decided that the proposed 40% cut would be reflected in the deficit of the Education Department (Kunene 1996).

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[39]Estimates refer to the provisional financial allocations made to Departments by the Provincial Legislature. These allocations are made on the basis of funding allocated to the Province from Central Government. The money that the respective Departments receive is based on the requests made by Departments, and upon the priorities of the Province.

The Library Service in the Province was having to fight for financial survival on a daily basis because the Department of Education does not have the necessary funding it requires for Education in the Province of KwaZulu-Natal (Kunene 1996).

The consequence of the above constant financial uncertainties in any one financial year is the inability to plan and act on decisions that are programmed for fear of spending "unauthorised funds". The lack of financial certainty makes it difficult to plan for the future. All that persons in the management of KZNPLS can attempt to guarantee are the commitments for that particular financial year, since how much is to be allocated in the next financial year is always uncertain and unpredictable by the library service.

The above shows that there is a high level of uncertainty in the funding of KZNPLS. The reality is that more money for libraries is not on the Provincial agenda. To the contrary, the question being asked in the Department of Education is where can financial cuts be made, and library provision is clearly identified as a possible source of saving of funds that can be redirected within the Department of Education.

4.2.1.5   **Regional exchange system**

The Provincial Library Service is based on the centralised
purchasing of material, and the rotation of stock amongst
public libraries on an exchange basis. Rivers-Moore (1995), a
Regional Assistant Director at KwaZulu-Natal Provincial
Library Service, explains the exchange system upon which
Province's stock provision to affiliated libraries occurs,

> "The Province orders material in consultation with
> affiliated librarians. The material is bought centrally,
> where it is processed. The resources are then distributed
> to Regional Depots. The distribution allocation to Depots
> is calculated on the number of libraries the Depot is to
> serve and the added circulation statistic of the combined
> libraries of the Depot. Affiliated libraries are
> allocated the number and type of resources based on their
> individual circulation figures. If the library has a high
> circulation it gets a high allocation of resources and it
> exchanges the resources more often. Therefore smaller
> libraries get fewer resources which they exchange fewer
> times" (Rivers-Moore 1995).

The exchange system allows libraries to choose only the
resources that are required, and the exchange system is a cost
effective system of sharing resources amongst libraries. A few
copies of a book are circulated to many libraries as opposed
to the provision of say, one copy per library. The difficulty
with the system is that popular resources are exchanged
(having to be rotated within the system) before the need for
the resource has subsided in a particular library.

4.2.1.6   **Acquisition of material**

The Acquisition Section of the Provincial Library Service
strives to acquire input from both its librarians and the
public on the resources they would like to see in their public
libraries (Gray 1995).

Acquisition meetings occur weekly at both Head Office and the
Regions where librarians are invited to attend and inform the
Acquisition Section of their requirements.

The following statement from KZNPLS's Acquisition Section
presents the policy statement relating to KZNPLS acquisition
practices.

> "The KwaZulu-Natal library service strives to acquire in
> the most democratic and cost-effective manner the best
> and most appropriate stock for the libraries affiliated
> to the Province.
>
> The Library Service's primary aim in material acquisition
> is to be dynamically responsive to the diverse needs and
> choices, both expressed and unexpressed, of all
> communities and especially the present and potential
> users of the Province.
>
> Material is acquired from the basis of specialist
> knowledge of
> * input from stakeholders
> * the available published material and reviews
>   thereof
> * the existing pool of shared stock within the
>   Province
> * the stock of other libraries within the
>   country.
>
> The range and extent of the acquisition of the service
> are those made possible within the limits of the
> provincial allocation of human and financial resources
> for this purpose" (KZNPLS 1995b).

The difficulty with the system is knowing exactly what people
want and providing the material that is required at the time
that it is required. The Section needs to buy the range of
titles that the public expect the public library to have and
have sufficient copies in circulation to satisfy the demand
for the resource. Thus the challenge is to purchase material
in demand and sufficient copies of that material. However, the
difficulty is knowing what the public want, knowing the number
of copies of a resource that are needed, but not having the
funding to make all the right choices. This results in
different scenarios being continually explored to achieve the
ideal.

4.2.1.7   **Capital projects**

The capital projects of the KZNPLS are a key part of its
activities. The service has approximately 24 new libraries and
approximately 18 library upgrades[40] in the pipeline for
1996/1997 financial year (Bawa 1996a).

The interest and demand shown in libraries has been both
heartening and depressing. Heartening, because communities
recognise the importance of libraries and are demanding them
in their reconstruction programmes. The demand is highlighted
by the number of applications from communities all over the
Province for library funding[41] in the "New Libraries"
application file (KZNPLS 1995c). It is also depressing for two
reasons. Firstly, the necessary finance required to make all
the projects possible is not forthcoming. Secondly, the human
capacity and expertise required to deliver is not available in
the service, that is, the necessary person power needed is not
immediately available, making it physically difficult to
attend to all issues with the existing staff complement.

The success of capital projects depends fundamentally on a
high level of consultation with communities in which the new
libraries are to be built. This consultation requires a great
deal of time commitment. KZNPLS consults with communities on
the location, building and library service offered to
communities. Communities are visited several times before
delivery of any service occurs. The demand on human capacity
is taxing for staff and will be illustrated in the next
paragraphs. Extensive travelling, from as far as Port Edward
in the South to the Mozambique border in the North, is
required in order to carry out the necesary consultative work

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[40]Upgrades refer to extensions, and major and minor
renovations to the physical library plant.

[41]The new project applications are prioritised in order of
need and redress of past imbalances. Projects are also supported
on the basis of their contribution to an informed and educated
citizenship.

which is necessary to ensure that communities take ownership
of the projects.

Negotiation occurs over several visits and at least the
following are necessary:

* a visit to promote the library concept,
* a visit to address the Local Council (third tier
  government) on what KZNPLS offers,
* several visits to negotiate an appropriate site,
* a visit to brief the architect,
* a visit to talk to the architect on modifications
  that are required,
* several site visits to monitor building progress,
* a visit to negotiate furniture lay out.

Capital expansion requires human capacity and infrastructure.
If more libraries are built more books will be needed and so
more people will be required to, for example, acquire, process
and deliver these materials. An extra Depot and the necessary
staff are required[42]. The new Depot is urgently needed because
the Natal Provincial Administration is now supporting the
KwaZulu areas and the Natal areas. It should be understood
that former KwaZulu's library component consisted of one
library alone that is, the National Library in Ulundi.

Nicholson's (1995) Work Study report of 1995 requested staff
for former Natal, which itself was understaffed at the time.
In the formation of KwaZulu-Natal the already scarce and
demanded resources are being stretched to cover both areas.

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[42]KZNPLS has 4 Depots, Coast, South Coast, Midlands and
North. With the incorporation of former KwaZulu a new Regional
office is required in and around Ulundi. The general feeling,
institutionally, is that the new regional office should be either
in Eshowe or Richards Bay. Eshowe is more convenient in terms of
travel as it is on the route to the major Northern KwaZulu-Natal
areas. But it is a small town and young staff might not find it
attractive to live there. On the other hand Richards Bay is
earmarked for more industrial growth, a bigger town, and close
to the sea.

The state is increasingly reluctant to create new or additional posts for fear of a bloated civil service. National Public Service and Administration Minister Zola Skweyiya is quoted in the Natal Witness as threatening to reduce the civil service in the country by "100 000 posts by June 1997" (**Natal Witness** 22/5/96, 2, c5). This will obviously impact on the Provinces, as these staff are part of the Civil Service servicing both Central Government and the Provinces. In the light of this it is likely that acquiring additional posts for KZNPLS is going to be especially difficult.

The service delivered by the KZNPLS has survived by means of the creation of several temporary, casual positions (KZNPLS 1996a). While not ideal in terms of the amount of time invested in training when the staff might only be employed for a short time, this practice has allowed the service to function more efficiently and even to grow. The practice provided the people needed to do the immediate job : carrying, moving, filing, shelving.

4.2.1.8   Human resource development
Institutionally the KZNPLS acknowledges the importance of training. The following illustrates KZNPLS's training initiatives.

Firstly, staff are encouraged to attend external seminars and workshops that are work related. Most general invitations are circulated among staff in order to invite and inform staff members who would like to attend.

Secondly, as the Provincial agency for affiliated libraries and librarians, workshops are arranged for both staff and affiliated librarians on a regular basis. The last public library workshop was held in December 1995 at the University of Natal in Pietermaritzburg and attracted approximately 100 affiliated librarians.

Thirdly, regular seminars on various topics are offered to staff. Some of the guest speakers who have been invited to address staff on directly library-related issues in the 1995-1996 year have been Dr.C.Stilwell[43], Ms.V.Little[44], Mrs.J.Aitchison[45], Ms.J.Tomlinson[46].

Fourthly, the service is presently developing a new training module that will serve as an induction module for new librarians who require an orientation on KZNPLS's services. This training workshop is scheduled for December 1996 (Bawa 1996g).

4.2.1.9   Communication
Regular communication between Head Office and public libraries is essential for a responsive service organization. An in-house magazine carries news, views and information on any aspect that strengthens the Provincial Library Service. The magazine is called KwaZulu-Natal Provincial Library and Information Service (KWAZNAPLIS). Both the public and librarians are invited to contribute in any way that will improve the service (Bawa 1996b). This journal is a vital means of communication, as feedback is an essential ingredient for an efficient service.

Regular interest group meetings are regionally held with

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[43]Dr. C. Stilwell is a Senior Lecturer in the Department of Information Studies at the University of Natal, (Pietermaritzburg). She presented a seminar on Provincial Library Services – the topic of her PhD. thesis, and of immense significance to KZNPLS.

[44]Ms.V.Little from the Australia's Plain system addressed staff on South Australia's school community libraries.

[45]Mrs.J.Aitchinson from the Centre for Adult Education, University of Natal (Pietermaritzburg), addressed staff on illiteracy in the KwaZulu-Natal region.

[46]Ms.J.Tomlinson from READ addressed staff on the work the organization was engaged in.

Regional Depot staff and affiliated librarians to discuss common concerns and issues. The interest group meetings affirm direct communication between KZNPLS and affiliated librarians and provide support to affiliated librarians on issues with which they require help. This support is provided by other librarians, Depot and Head Office staff.

4.2.1.10 Computerisation

The service is presently going live (being connected) on the Public Access Library System (PALS) inter-library computer network. The acquisition of the system and associated training has been a costly institutional investment. The Service is confident that the advantages offered by the system will improve its service.

Phase one, that is, Head Office training and implementation is complete. Phase two, that is, training and implementation in the Regions is almost complete. Modifications to suit KZNPLS's own particular needs are being made. These changes relate to the compatible conversion of data from the old provincial system to the new. Phase three involves the extension to the affiliated libraries and this is now being discussed. KZNPLS is offering to pay for the hardware, software, training, conversions and transaction cost if affiliated libraries want the PALS system. The affiliated library will also be granted financial help on a subsidy formula. What a library is entitled to is calculated on the size and circulation of the library (Bawa,R 1996c).

Several external agencies are also considering tapping into the PALS Provincial Library system. Applications have been received from Colleges of Education and several Departments in Government that have their own libraries (KZNPLS 1996b). The PALS system is already operative in the Western Cape while Gauteng is presently implementing the system, so that three of the nine Provinces in South Africa will be using it within a very short time.

With regard to the PALS system, it has been difficult to provide both service and training concurrently because of the shortage of staff. Staff need to work while training. The ideal situation would have been to close KZNPLS for a period and then re-open; but that was out of the question.

4.2.1.11   KZNPLS partnerships

According to Ordinance 5 of 1952, the Province provides a library service in partnership with Local Authorities such as Transitional Local Councils (TLC), Local Councils, Tribal Areas and Free hold farm land.

On a subsidy basis KZNPLS provides for the building and furniture for libraries. Upon completion, stock and on-going training is offered to the library by KZNPLS if the library affiliates to the service (KZNPLS 1995a).

KZNPLS does not have funding to pay for staff nor the on-going maintenance needed to run the library (KZNPLS 1995a).

Where Local Councils exist it has been relatively easy to build libraries because the Local Council has a rates-generated financial base so they are often able to staff and cover the running cost of the library. But, in free hold farm land and tribal areas, it has been difficult to build and support libraries since farmers and chiefs do not have a rates base to pay for staffing and running costs of libraries.

In April 1996 KZNPLS had the finance to go ahead with four possible projects in tribal and farm land areas. But the relevant tribal areas and farm areas did not have the necessary finance, that is, salaries and running costs, to make these projects possible. The four projects referred to are Bethanie, Hambrook, Thubuletu and Adam's Mission (KZNPLS 1996c).

KZNPLS is prepared to build libraries at Bethanie, Hambrook

and Thubuletu, if the Department of Education is prepared to provide the staff required for the library, and pay the running/maintenance cost of the projects. At Adam's Mission a fully-fledged library already exists, built by a Mayor's project. It was left empty with nobody taking responsibility for stocking the building. KZNPLS indicated it was prepared to stock and affiliate the library if a staffing and maintenance commitment could be provided by the Department of Education.

The Department of Education has been approached for the necessary staff (Bawa,R 1995d). This option together with its legal implications is still being investigated. Some of the following important questions need to be answered before the projects are undertaken: for example,

 i. can teachers be required to work after school hours, during holidays and in the evenings?;

 ii. to whom are these teacher librarians to report, KZNPLS or schools?; and

 iii. on which staff structure are these staff to be reflected?

The Acting Superintendent General of Education has, in principle, supported the notion of combined school/public libraries and has said that the logistics raised above should be resolved with the respective area managers of education (Bawa 1995d). The difficulty remains the resolution of the principles raised above even though the idea is acceptable.

KZNPLS is excited by the possibility of school/public library partnerships and is in the process of confirming several of them. Instead of having a school library and a public library, one facility exists for the general public and the school together. KZNPLS plans to build libraries in close proximity to school clusters. Where facilities exist in schools, KZNPLS is investigating their affiliation on condition that the facility can be used both by the school and the general public. This is the model proposed for Bethanie, Thubuletu,

Adam's Mission and Hambrook (KZNPLS 1996c) and the necessary funds and capacity are available for the projects to be successful.

The above partnerships are being investigated by KZNPLS for the following reasons. The expectation of the public, that politicians and government officials should be seen to be delivering in rural areas is high. However public library development in rural areas is difficult because, while KZNPLS library service may have the capital funding to build the library and provide its resources, the problem of who is going to staff the library and incur the library losses and maintenance costs remains. Thus KZNPLS's public library development in rural areas, while planned, is not able to materialise. As a result KZNPLS is investigating the option of the Education Department committing staff to run these combined services, in the interest of developing public libraries in rural areas and generating long term savings for schools. Schools need not each individually have a school library, and teacher librarian; instead a few schools could share a library, teacher librarian and resources.

The partnership being advocated is by no means an ideal situation, but an interim measure in the absence of anything else which seems viable. Clearly the partnership is seen as a case study, that will influence future policy and development, depending on the success or failure of the initiative.

The above partnership raises several legal and structural issues. The issues that the partnership raises are the following:

i.   Presently school libraries and public libraries fall under the Department of Education, but under the management and control of two different Chief Directors.

This may seem like a trivial issue; but in reality

many hours of time would be saved if they were under
the control of the same Provincial Chief Director.
Better co-ordination, and a continuum of planning,
would be possible. At present several official
mechanisms exist in the process, that is, the Deputy
Director of public libraries (KZNPLS) liaises with
the Chief Director of public libraries, who in turn
liaises with the Chief Director of schools, who in
turn refers the matter to the relevant school
library personnel. This process is highly
inefficient and needs to be streamlined.

Stock, invoices and correspondence are often
mistakenly sent to the wrong body. Invoices for
books bought by the school libraries are sometimes
sent to KZNPLS (public library sector) and the
reverse is also sometimes true.

The Provincial library and information service, is
therefore not provincially co-ordinated to its
maximum potential within the Department of Education
in KwaZulu-Natal. It is a fragmented system.

ii. The school library sector has a book budget that is
of the same order as that of public libraries. In
1996 Public Libraries were granted R11 032 000 and
School Libraries were granted R9 120 438 (Republic
of South Africa 1996b). Should public library
funding be earmarked for the schools' sector, which
has its own budget, which is comparable to the
public library sector's budget?

iii. KZNPLS as it presently exists, does not have the
capacity to deliver fully to the schools' sector
because, in its design, it is not meant to engage
schools – since a whole vibrant schools' sector
already exists and is meant to provide for the
school library sector in the Province. However,
KZNPLS has piloted certain projects to evaluate the

success of a few school/public library options (refer to discussion in section 4.2.1.11).

iv. KZNPLS does not, within its present staffing structure, have the educational curriculum expertise to effectively interface with schools, that is, a teacher staff component that links the public library to the curriculum and the curriculum to the public library.

v. KZNPLS is designed to service Local Authorities, and thus public libraries. The design and delivery of a school library service needs to be carefully planned if an effective service is to be provided to that sector.

vi. Presently Local Authorities undertake responsibility for stock that is lost, in terms of their affiliation agreement. In tribal areas where no Local Authority exists, is the Department of Education or the community to compensate the Public Library Service for stock loss? If it is to be the community, how are funds to be collected to compensate for such loss? Who takes responsibility for the loss of stock, and signs the affiliation agreement, the Department of Education or the local community ? If the latter, who in the community - the Women's League, the ANC Women's League, the Church Women's Group - which Church Women's Group ...? Thus the issue of affiliation and responsibility will require clarity.

vii. Where a Local Authority exists the library building and the library's running costs are provided by the Local Authority. In Tribal areas is the Department of Education or the community to be responsible? The Provincial Library Service will for example fund the purchase of a photo copier but who will sign the service contract, purchase the paper for the machine and pocket the profits from the machine?

Schools are in a terrible state of general
disrepair. If the Department of Education undertakes
to maintain the library, what guarantee is there for
KZNPLS that the buildings will be maintained at all?
What recourse is there if the buildings are not
maintained?

viii. In terms of the present ordinance, Ordinance (5 of
1952), only Local Authorities can technically
affiliate. No provision is made for tribal areas
where no Local Authority exists. The revision of the
ordinance thus becomes an urgent issue.

A further difficulty with the above issues is the fact that
the public must not in any way be able to accuse the
Provincial Library Service of running down buildings, creating
second-best structures or inferior service points. However, if
the issues are not resolved the above will occur.

4.2.1.12   TREE
KZNPLS has affiliated TREE (Training and Resources in Early
Education), a non-governmental organization that trains pre-
school teachers. This affiliation is based on the assumption
that the ordinance will be revised, because Ordinance (5 of
1952) makes reference primarily to Local Authorities
affiliation.

TREE trains nursery school teachers. TREE is affiliated to
KZNPLS in the same way as any affiliated library, receiving a
collection of material to in turn distribute. TREE's
collection of material is distributed to their trainee
teachers who receive a collection of books dependent on the
enrolment of the class they are teaching. The bigger the class
the greater the number of resources they receive from the TREE
regional office. Books are exchanged by the trainee when the
person comes to class at the TREE regional offices.

The question of affiliating a Non-Governmental Organization

was discussed at great length by KZNPLS, the decision to serve
this sector being recognised as an institutional commitment to
redress past imbalances. The willingness of TREE to subscribe
to the affiliation agreement (KZNPLS 1995e) was an important
factor in the decision. However, in terms of the governing
Ordinance (5 of 1952) the arrangement is unconstitutional.

4.2.1.13   Provincial location of Head Office and its implications

The service has an institutional sense of uncertainty about
its location in Pietermaritzburg. Several discussions have
ensued about the possibility of components of the service
being moved to Ulundi. An investigation, looking into the pros
and cons of the organization's placement in Ulundi has just
been completed (Bawa 1996d). The conclusion shows that the
cost of the move would be astronomical, but little would be
gained for the service.

All positions at Director level and above have been advertised
as being Ulundi-based and the position of Director of KZNPLS
is no exception. Hence the debate is far from being resolved
(Kotze 1996).

4.2.1.14   Provincial Advisory Board and legislation

The institutional mission statement[47] needs to be more widely
canvassed because the document was only workshopped
institutionally. The necessary legislation needs to be

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[47]KZNPLS Mission Statement is committed to,
" the improvement of literacy, the support of
education, the provision of education, the fulfilment
of cultural and recreational needs and a specialised
library and information service for the support and
development of officials of the administration in
order to enhance the quality of service to the
community. The service strives to ensure that all
people in KwaZulu-Natal have free access to library
and information services appropriate to their needs in
order that the empowering role, that these services
can play in enhancing all facets of people's
development becomes a reality" (KZNPLS 1995a).

amended and reviewed as the prevailing ordinance is old and
outdated as reflected in the following.

Library provision in the Province is governed by the
Provincial Library Ordinance, Natal Ordinance (5 of 1952).
Although the Ordinance was last revised in 1991, subsequent
events require the Ordinance to be revised. The above is
important because the Ordinance does not make provision for
inflation-related increases in the fine structure, legislates
on school library provision (which in practice is separate
from public library provision), and two differing ordinances
exist on library provision (NPA and Kwa-Zulu) in the same
Province.

The difficulty in reviewing legislation is whether the process
should be driven by the Provincial Department or by
politicians or by the library and information sector in the
Province as a whole. To be successful, legislation depends on
all three components for the following reasons. Civil servants
must apply the law, they advise on the law; but don't make the
law. The library and information sector has the power to lobby
ministerial influence; but are outside of government.
Politicians can formulate law; but do not have the
professional background required. Thus a joint effort is
required to put in place new reformed legislation for the
Province. It is hoped that an advisory steering committee can
be established to help facilitate the above in the immediate
future.

4.2.1.15   Summary of the KZNPLS situation

The demand is for increased service points in disadvantaged
areas; but the difficulty is the inability of Local Government
to finance staffing and running costs for the libraries.

The challenge is for KZNPLS to undertake school/public library
partnerships; but the difficulty is the practical financial
and administrative responsibility issues.

As a service KZNPLS is excited by the new demands and the general acceptance of the importance of libraries. The need is to deliver libraries in areas that have been historically disadvantaged and where the need for libraries exists. The difficulty is that the necessary resources, both financial and human, will not be easily available in the immediate future.

4.2.2   Urban independent public libraries

Some urban public libraries fall outside of the Provincial library arrangement, that is, they are not directly affiliated to Provincial Government. The following urban libraries are independent libraries in South Africa : Bloemfontein, Durban, Johannesburg, Cape Town, East London, Pietermaritzburg, Port Elizabeth, Pretoria (Malan 1978: 51), Roodepoort, and Springs. Thus,

> "In each of these cities a municipal public library service functions within its own special network which, besides a central library, provides for branch libraries acting as service points in the suburban areas. In each of these cities a municipal library service functions within its own special network which, besides a central library, provides for branch libraries acting as service points in the suburban areas. As in the Provincial library organization, in the central library of each, material is prepared and distributed to various service points. The main difference is that the central organization itself also functions as a service point, and that the whole service is controlled and financed as a single Department of the municipality" (Malan 1978: 51).

In KwaZulu-Natal only two independent library providers exist; Durban Municipal Library (DML) in Durban and The Natal Society Library in Pietermaritzburg.

4.2.2.1   Durban Municipal Library (DML)

The Durban Municipal Library (DML) was established to serve the former White borough of Durban (Slater 1995). As the city grew so did the number of service points it served (Moran 1996a) and in April 1996 DML provided a service to 27 library points (Moran 1996a).

Since the April 1994 democratic elections, the boundary
demarcations of all provincial wards and constituencies have
been reconsidered by the Demarcation Board. The Demarcation
Board is a board entrusted to negotiate on political wards and
boundaries. Disagreements that have arisen on boundaries were
referred to the constitutional court for resolution so that
Local Government elections would be possible in 1996.
Boundaries of political wards have changed, some towns have
become cities and bigger cities might have been declared
metropolitan entities. The demarcation of boundaries and wards
referred to above is treated in Section 8 of the Local
Government Transition Act (209 of 1993) (RSA 1993), read with
Chapter 4 of the Provincial Gazette No.506 of 31 January 1995
(Province of KwaZulu-Natal. Provincial Government Gazette
31/1/1995).

The Metropolitan (Metro) area of Durban, in the period 1994 to
1996, could have been divided into 4, 5 or 6 sub-entities
(Meadows 1995). The indecision resulted from political
differences on boundary issues. Where wards favoured certain
political parties, they were contested. The whole issue of
Metro boundaries would have to be taken to the Constitutional
court if no resolution of the disputes could be found (Meadows
1995).

The issue was subsequently resolved with the creation of the
following entities within the Durban Metro: Western Council,
Outer Western Council, Southern Council, Northern Council and
two Central Councils (Province of KwaZulu-Natal. Provincial
Government Gazette 7/3/1996). These demarcations have a direct
bearing on library provision in the Province of KwaZulu-Natal
since the City Council of Durban has been incorporated into
the Metropolitan (Metro) area of Durban. This has resulted in
the Metro being served by two library service providers,
namely KZNPLS and DML. DML has 27 library service points in
the Metro (Moran 1996a) and KZNPLS has 52 (Slater 1995). So,
technically, one substructure could be serviced by two

providers, both DML and KZNPLS libraries co-existing within
the same substructure. Appendix 9 illustrates KZNPLS libraries
and DML libraries in the Central Metropolitan Region of
Durban.

In an attempt to investigate the implications of two service
providers in the Metro region, the Committee of 8 (a detailed
discussion on the Committee of 8 is presented in the next
section of the study) was formed. It consisted of
representatives from KZNPLS, DML and librarians from the
different substructures of the Metro.

4.2.2.1.1   **The Committee of 8**
The Committee of 8 arose out of the DML Investigatory
Committee mandated to look into the best library arrangement
for the Durban Metro. The DML Investigatory Committee was an
Advisory committee to the Durban City Council on library
forward planning in the Durban area. It was formed by the
Durban City Council on the 2 September 1993 (DML 1996).

The Committee of 8 was mandated to investigate the following
three scenarios:
> "1.   Libraries in the area presently affiliated to KZNPLS
>   become branch libraries of DML;
> 2.   DML becomes part of KZNPLS;
> 3.   A negotiated settlement between 1 and 2 is worked
>   out by all parties concerned" (DML 1994b).

After several meetings of the Committee of 8, and several
disagreements, the committee was dissolved and the decision
relating to the committee's mandate was referred to the Durban
Metropolitan Council (Committee of 8 1996). There was
disagreement on the following issues:
> *   the definition of metropolitan library,
> *   the merits of the respective computer programmes and
>   systems and
> *   the status of KZNPLS stock (Durban City Council.
>   Committee of 8. 1995-1996).

A very thorny issue was the status of stock in the 52

libraries that KZNPLS served, but which now happened to fall
in the new Metro area. The Director of Libraries (Central Sub
Structure) argued at the Committee of 8 meetings, in the
period 1995 to 1996, that the stock in the libraries should be
transferred to the Metro of the respective substructures
(Durban City Council. Committee of 8. 1995-1996).

KZNPLS argued that the stock could not be transferred because
the stock did not belong to the particular library that held
it. Rather the stock belonged to the whole region of which
that particular library was part. So, technically, Amanzimtoti
did not own the provincial stock it had in its library because
when Amamzintoti returned the stock to the Regional Depot it
would be borrowed by about 50 other libraries in the South
Coast region. The stock in Amanzimtoti should be considered as
belonging equally to all the libraries that are serviced by
that particular Regional Depot.

KZNPLS presented this position to the Acting Superintendent
General of Education (Bawa 1995e), who advised that total
stock transfer could only occur if the old servicing entity
was to dissolve. In this instance any transfer would have to
be accompanied by compensation to KZNPLS in order to make good
the Regional Depot stock (Shabalala 1995).

KZNPLS also arranged a meeting on 25 October 1995, at KZNPLS
Head Office in Pietermaritzburg, with the Chief Central
Executive Officers (CEO's) of the substructures with which
KZNPLS had an affiliation agreement : Inner and Outer Western
Councils, Northern Council and Southern Council. All three
said at the meeting that they were happy with the services
that KZNPLS offered; but that they would like their councils
to deliberate on the issue of renewed affiliation to KZNPLS
(KZNPLS 1995e). All three councils voted to remain serviced by
KZNPLS (Barlow 1996; Kuhrau 1995; Ongley 1995).

The Committee of 8 resolved on 17 January 1996 in Pinetown

that the committee was not able to gain consensus on its
mandate and decided to disband because of the impasse. The
only agreement reached was the fact that one service provider
could be recommended for the Metro area; but whether it was to
be DML or KZNPLS could not be resolved. Both KZNPLS and DML
provided documents on the services they offered to the
libraries they served and these were to be handed to the
Durban Metro Council (Durban City Council. Committee of Eight
1996).

The resolution of issues relating to boundaries, areas of
jurisdiction, funding policy and transfer of stock agreements
had to be a political decision, which civil servants and
professionals could advise on but not enact themselves.

The implications, for the Department of Education and library
and information services in the Province, of the above are as
follows. Library and information services can lobby for policy
and provision, either via the Department or using a Private
Bill that can enact the policy, while the civil service will
implement the said policy for the Province. The policy that is
lobbied for will only be enacted if it is politically
acceptable to the party of the day and if the government of
the day is able to fund the endeavour.

4.2.2.1.2   Funding
The city of Durban has funded library provision in the Durban
area, with some financial help from KZNPLS for the purchasing
of resources. In 1995/1996 R2 750 000 million was given to DML
by KZNPLS for the purchase of material (KZNPLS 1995-1996).

DML is also helped, exactly like the rest of the Province,
with capital funding for the building of new libraries. Its
applications are viewed and prioritised in the same way as any
other application to Provincial Government for assistance with
library provision.

A letter dated 19 March 1996 has been sent to the Central
substructures requesting clarity on the affiliation status of
DML in the light of the new boundaries and of the Committee of
8's recommendation of one service provider for the Metro.
While four of the Metro entities chose to be serviced by
Province, the remaining two have still to decide on their
status. To date, that is, April 1996, no response has been
received to the letter requesting clarification on the status
of the two Central substructures in the Durban Metro (Bawa
1996e).

4.2.2.1.3　　　　　　Staffing

The libraries that DML services are staffed from the DML
budget (Moran 1996a). Affiliated Provincial Library staff are
funded and employed by the respective Local Authorities they
work for, not by KZNPLS. In April 1996, 314 persons were
employed by DML (Moran 1996a).

4.2.2.1.4　　　　　　Service points

Durban Municipal Library had 27 library service points in
April 1996 and the possibility of opening seven new libraries
in the following year at Umlazi, Cato Manor, KwaMashu, Inanda,
Shastri Park, Cane Site and Newlands West (Moran 1996a).

4.2.2.1.5　　　　　　Acquisition of resources

Resources are centrally purchased and processed at the Umgeni
offices of DML. Librarians from DML libraries provide direct
input concerning the choice of the material they require. They
are invited to selection meetings where they decide what
should be purchased. For example, librarians can collectively
decide to share resources, that is, purchasing three copies of
material to be shared by, say, six libraries. Each library
would circulate the material for a time before it was sent to
the next library (Moran 1996a).

4.2.2.1.6   **Services offered to libraries and the general public by DML**

The following is not a comprehensive list of services but rather the services that relate to the present study. The discussion presented is based on an interview with Mrs.H.Moran on the 22 May 1996 and DML's past Annual Reports.

DML has actively committed itself to fulfilling the educational needs of the public resident in the Durban Metropolitan Council area (DML 1995-1996: 2). The educational commitment of DML is illustrated in the following commitments undertaken by DML, namely:

i.   providing exhibits in libraries which can be "used by teachers as teaching aids" (DML 1997: 2);

ii.   toys are being promoted in libraries "to assist creches and pre-schools to develop the child"(DML 1997: 2);

iii. libraries keep study aids, "used mainly by high school students to supplement their textbook information"(DML 1997: 5);

iv.   school curriculum related videos are being purchased and advocated in libraries (DML 1997: 7);

v.   new school project work files are created and constantly updated (DML 1997: 8-9);

vi.   storytelling competitions and markets are held for school children (DML 1997: 17) and

vii. teachers and pupils at schools are actively canvassed to visit the library by the Community Liaison and Development Departments of the service (DML 1997: 31-33).

DML has experienced an increase in its junior non-fiction circulation statistics, proving that perhaps the active canvassing of pupils and teachers at schools is paying off (DML 1997: 15). The total junior book issues has also increased from 4076677 in 1994-1995 to 4202644 in 1995-1996 (DML 1997: 46).

Besides the above, the following varied and useful services are offered by DML.

Block loans and related displays[48] are co-ordinated and sent to libraries by DML. For example, a box of books on water and possibly a display on water is prepared and rotated among different service points. The loan is closely monitored (Moran 1996a). Displays that have been mounted by DML include the following, "Voter Education, the New Political Dispensation, and Contemporary Politicians..." (DML 1994a: 6).

Resources that are not used by a library are sent to a central pool from which all libraries may borrow. What one library returns, another is welcome to borrow. So technically no library should have stock it does not want or stock that is not being used (Moran 1996a).

The Housebound Service takes resources to the public who are not able to come to a library. "644 members" (DML 1994a: 9) are serviced in this way. Six old age homes are part of the housebound arrangement in the Durban Metro (Moran 1996a). "There is also a waiting list of 34 individuals and 2 institutions" (DML 1994a: 9) for the service.

The storytelling club that DML hosts hopes to achieve the following,

> "the club functions as a support group for inexperienced storytellers as well as a forum for those who are more experienced to practise and develop their repertoires" (DML 1994a: 11).

DML libraries keep a range of material, both book and non-book, for example, Videos, CD's, tapes (Moran 1996a).

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[48]Block loans refers to a co-ordinated collection of resources on a given topic. DML collates resources and provides, in most instances, a display that promotes the block loan.

Apart from the under utilised stock noted above, not all stock
rotates. Only certain shared resources rotate; those agreed
upon by librarians at selection meetings. Stock that is in
small depots rotates since the public becomes quickly familiar
with a small collection of books. The path of all rotation
stock is mapped as part of the processing process of the
material. Children's books are the only category that does not
rotate. High use and quick turn over does not make its
movement cost effective (Moran 1996a).

DML has several very valuable closed[49] collections including
the Hillier Shakespeare Collection[50], the Don Africana[51], and
the Orchestral Music Collection[52] (Moran 1996a).

All DML's libraries are fully computerised, that is,
selection, acquisition and distribution occurs on line. The
system offers e-mail and the generation of a variety of
statistics that are useful for library management, for example
the "Dusty Book List" of books not taken on loan by patrons
for a certain period. These dusty books can then be examined
in an attempt to discover why they are not being used (Moran
1996a).

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[49]Closed collection refers to a collection that is only
available upon request. It is not generally and freely available
to all patrons to handle. Very special material that needs extra
care because it is rare, precious and valuable is protected and
restricted access is allowed.

[50] A collection of all kinds of information and artefacts
relating to Shakespeare. His books in all their versions,
languages and forms. Costumes, props, adaptations of any form
relating to Shakespeare are collected.

[51]A collection of African material before 1865 and a
collection of contemporary African material of Sub-Saharan
Africa. It has a wonderful collection of maps. The centre has a
well rated restoration unit attached to the collection for the
preservation function which the collection requires.

[52]A collection of musical scores for orchestras. The initial
collection was donated by the Durban Orchestra. The collection
is used nationally by companies like NAPAC (Natal Association of
the Performing Arts Council).

All DML libraries have a loss control system installed and their losses are well below 5% (Moran 1996a).

DML has established an innovative new Department called "Community Liaison and Development". It consisted, in April 1996, of three persons whose main function is the following,

> "to provide a link between the communities and Durban Municipal Library when initiating new library development. It is also responsible for needs analysis for such communities and for the establishment of library advisory committees" (Moran 1996b: 124-125).

4.2.2.1.7   Summary of the DML situation

DML has to make several significant decisions in the immediate future. The decisions it has to make are the following:

i.   its role within the new Metro structure needs to be clarified. Is DML to be the Head Office component of the Metro libraries or is it to be a Support Service for the two central sub-structures? The service to the city of Durban is co-ordinated by the Director of Libraries. The status of this position needs to be clarified in relation to the new substructure entities that have been established. Is the Director of Libraries of the old city of Durban to head the new Metro library function or should he/she be only head of the Central Metro entity?;

ii.   is the Central Substructure able to continue paying for the independence of the sub-structure or is it to consider affiliation to KZNPLS? The above decision will have to be made in the knowledge that 4 of the 6 Metro Council sub-structures have resolved to be serviced and remain affiliated to KZNPLS;

iii. is DML to affiliate to KZNPLS under an arrangement that material is supplied by KZNPLS, to the Metro libraries, while DML provides a support and training function;

iv.   is KZNPLS to hand over stock from libraries that are affiliated to it to the Metro, and provide funding

to the Metro to provide for these libraries
themselves? If so how is that funding to be
calculated?;

v. should the *status quo* of funding being provided by
    KZNPLS to the Central sub-structure for a library
    service to the Central substructure of the Metro be
    retained, while the other Metro libraries remain
    affiliated to KZNPLS as is the case presently?;

vi. DML is committed to the educational support and
    development of the Durban Metropolitan Council.

In the above decisions the most important requirement is
balancing the interest of the public with what is, in reality,
affordable at the time.

Mrs.H.Moran believes that the service's survival is dependent
on the ability of the substructure to generate a reliable and
sustainable rate base, as the success of the library is
dependent on its sustained existence and use (Moran 1996a). In
the 1993-1994 Annual General Report DML argued that the
quality of the service rather than the quantity of the service
is important (DML 1994a: 12).

4.2.2.2   **The Natal Society Library in**
                Pietermaritzburg

The Natal Society Library was established in

> "1851 and operated as a subscription library for more
> than 100 years. In 1916 Natal Society Library was
> legislated as one of five legal deposit libraries in
> South Africa. In terms of the Legal Deposit of
> Publications Act (No 17 of 1982) this means that one copy
> of every publication published in South Africa must be
> sent to the Natal Society free of charge. The benefit of
> the legal deposit to all the people of KwaZulu-Natal is
> inestimable. In monetary terms, the value of the
> publications received by the five legal deposit libraries
> is some 1,4 million rand annually.
>
> In 1967, the City Council asked the Natal Society to
> provide a free library service to the white citizens of
> Pietermaritzburg, and agreed to provide the necessary
> funds. In 1975, this agreement was extended to people of
> all races.
>
> Natal Society Library operates independently of the
> Transitional Local Council in that all staffing matters
> are dealt with by The Natal Society, and the Director of
> Natal Society Library acts on the instruction of the
> Council of the Natal Society. The 14 person council is
> elected by members of the Natal Society..."
> (Pietermaritzburg-Msunduzi Transitional Local Council
> 1995).

It should be noted that The Natal Society is the only private
society in South Africa that provides a city library service
on an agency basis.

4.2.2.2.1   **Services offered by The Natal Society**
                  Library

Not all services that are offered will be listed; but, rather,
only those that relate to the study. The discussion that is
presented is based on an interview with the Director of the
Natal Society Library, Ms.S.Wallis on 27 March 1996 and on The
Natal Society Annual Reports.

The Society has branch libraries, innovative study centres and
a travelling library service. The following discussion focuses
on the educational commitment of the Natal Society.

i.   The Society has a study centre that is designed for students who need a place to study during the day. The centre is usually full of students who are studying through distance teaching, not at a resident facility but through correspondence (Wallis 1996). The closing time on a Saturday has been extended to 4 p.m.(The Natal Society 1994: 5);

ii.   The Project library, Lambert Wilson, provides a project service to children at schools. It creates and provides material for school project related work, providing resources from books, magazines, newspapers, on school project topics. The library sometimes has a queue of persons waiting to enter (Wallis 1996). In the period July to December 1996, a record number of 18 437 persons used the library (The Natal Society 1997: 2);

iii. Classes from many schools in and around Pietermaritzburg, "paid pre-arranged visits to Lambert Wilson Library either for introductory talks about the library or to do assignment work and watch videos" (The Natal Society 1997: 2);

iv.   The library staff of Lambert Wilson Library actively visited schools telling pupils what the library has to offer them (The Natal Society 1997: 3);

v.   Several branch libraries show videos on school set works to groups of school pupils (The Natal Society 1997: 6);

vi.   Branch libraries of the Natal Society run sessions on story telling for children (The Natal Society 1997: 6). Some of the story reading sessions are being recorded and played on the local radio station, "Radio Maritzburg"(The Natal Society 1997: 6-7) and

vii. At some branch libraries for example Eastwood, teachers from the local schools are bringing groups of children to the library during school time and block loans of material are being made to teachers

at these schools (The Natal Society 1997: 6). As a
result of the close proximity of the public library
to the school, the above becomes possible to
undertake.

At the main library and the branch libraries of the Natal
Society the membership of children has increased in the period
1995 to 1996 (The Natal Society 1997: 17).

The Travelling Library travels the wider Pietermaritzburg-
Msundusi area with material, stopping at strategic points
waiting for patrons to come. The service's circulation figures
have far outstripped those of many of the branch libraries
(Wallis 1996). The specially fitted bus literally takes the
library to the people. The Annual Report of the Natal Society
(1994) says that,

> "Although mechanical problems on several occasions have
> caused inconvenience, a plan is always made and the
> service carries on taking books to the borrowers" (The
> Natal Society 1994: 2).

The need is for funding for another bus, to extend the service
even further, because of its success (Wallis 1996).

It is urgent that the Pietermaritzburg-Msundusi Region should
reach a solution on the unresolved status and funding of the
libraries in its Local Council, and the Natal Society in its
jurisdiction. Further, its relationship with KZNPLS needs to
be clarified. The future independence of this library is
dependent on its ability to sustain itself, independent of the
Local Council. But presently the society is primarily
dependent on the council for its funding and so their status
is principally driven by the council.

4.2.2.2.2   Future

There is a debate on the future of The Natal Society in the
Pietermaritzburg-Msunduzi Local Transitional Council area (TLC
refers to the interim Local Government structures which
administer and co-ordinate services in areas). The debate on

the future of the society is caused by the following:

    i.   Some Libraries in the Pietermaritzburg-Msundusi TLC area are administered and funded by the Natal Society while others are administered by the TLC[53] and serviced[54] by KZNPLS. KZNPLS services Georgetown, Ashdown and Sobantu libraries (Georgetown, Ashdown and Sobantu are situated in Apartheid townships), while The Natal Society's Main Library (Church Street), Lambert Wilson, Grey's Hospital, Northdale, Northdale Hospital, Woodlands, Eastwood and the travelling services are provided for by The Natal Society (Pietermaritzburg-Msundusi TLC 1995).

    ii.   All the libraries in the Pietermaritzburg-Msundusi TLC area are funded by the TLC, yet there is no mechanism of direct institutionalised accountability by the Natal Society for the funding they get from the TLC (Haswell 1995). The council that administers the Natal Society includes some TLC councillors, but the councillors are on the Natal Society Council in their personal capacity. They are not mandated to represent the TLC nor are they accountable to the TLC for the affairs of the Natal Society.

    iii. KZNPLS is not prepared to provide both books and money to the Pietermaritzburg-Msundusi TLC. It either gets money or books but not both (Bawa 1996f 1996).

KZNPLS is not prepared to support an independent society that is not structurally accountable to the Local Authority and the

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[53]The Natal Society gets an allocation of money from the TLC. It uses the money to pay salaries and purchase material. The TLC provides money to the society from two sources. One from its rates base and the other from the grant it receives from KZNPLS. In 1995-1996 the TLC was given R1 241 000 (KZNPLS 1995-1996) by KZNPLS, for The Natal Society to purchase resources and for the running of the legal deposit in the Province.

[54]KZNPLS has affiliated Georgetown, Sobantu and Ashdown. It provides resources on an exchange basis and provides professional training and support for the library staff.

general public for tax payer's money. The precedent of
providing books and money to a Local Authority cannot be
entertained, because KZNPLS would not be able to afford to
support similar requests from other Local Authorities for an
arrangement involving both money and books. In buying books in
bulk, KZNPLS abtains discounts and it has the resident
capacity to process material; but KZNPLS does not have the
resources to fund the duplication of infrastructure, and the
funding of resources that would not be circulating to a
substantial number of other libraries via the exchange system
as described in section 4.2.1.5.

The City Council commissioned a report on the state of
libraries in the TLC on 10 March 1995 (Pietermaritzburg-
Msundusi TLC 1995). The requested report was given to the
Chief Executive Officer of the TLC on 29 March 1995 and
suggested six options that could be pursued by the TLC. The
following options were presented:

"1.   Retain the status quo,
 2.   Request Natal Society to take over the
      administration of the three libraries (Ashdown,
      Georgetown and Sobantu),
 3.   Natal Society takes over the three libraries and
      runs them as branch libraries (not affiliated to
      KZNPLS),
 4.   Reduce the effective funding currently granted to
      Natal Society Library to cover the costs of running
      additional libraries or close down some/all library
      services,
 5.   The Natal Society Library should be taken over by
      the TLC and should administer the libraries in the
      TLC area and,
 6.   That the Natal Society Library should be taken over
      by the TLC and should administer the libraries in
      Sobantu, Ashdown, and Georgetown as branch libraries
      and that the public library service of
      Pietermaritzburg-Msundusi should affiliate to
      KZNPLS" (Pietermaritzburg-Msundusi TLC 1995: 4-6).

The process that produced the report was questioned by the
Natal Society (Van Niekerk 1996). The Society felt it did not
agree with the report's recommendation of accepting
option 6, and that the implications of the various options
needed to be investigated more thoroughly before any one

option could be accepted (Van Niekerk 1996).

The City Council has subsequently, on 6 February 1996, established a new Library Committee to investigate the library position in the Pietermaritzburg-Msundusi region (Pietermaritzburg-Msundusi TLC 1996).

In April 1996 the report on the area was not yet available.

The implications of the above to the study are the following:

    i.   independent libraries could opt to be affiliated to KZNPLS co-ordinating public library provision in the Province.

    ii.   library and information service agencies clearly have a say in decisions taken; but ultimately policy decisions that have financial implications are made by political agencies like Local Authorities, Metro Councils, Provincial Departments and Political Ministers.

    iii. the ability of the library and information service sector to strategically lobby politicians is crucial if decisions that favour the library and information science sector are to be taken.

    iv.   the financial implications of provision are paramount in the policy process that is to lead to an implementation plan.

    v.   the exact practicalities of service have to be mapped for an implementation plan which will be accepted by administrators, staff and the public.

4.2.3   Tertiary institutional libraries

The Tertiary Institutional Cluster in KwaZulu-Natal consists of the following library sectors : University, Technikon, Theological Seminary and College of Education Libraries. It is necessary that this sector is discussed because it has interesting co-operative ventures involving tertiary libraries in the Province that illustrate the possibilities of

partnership between libraries.

4.2.3.1   Purpose

The university, college, theological seminary and technikon
libraries exist to support the curriculum, research and
projects engaged in by the respective institutions.

Malan (1978) presents the general aims of the university
library in the following quotation:

> "1.   the collection and preservation of literature for
>   the fields of study and research of the university
>   concerned;
>
>   2.   the retrieval of literature and information for the
>   advancement of instruction, study and research and
>
>   3.   the making available of literature to students and
>   teachers for their continued education" (Malan 1978:
>   68).

Malan (1978) argues that college libraries are in some
instances similar to university libraries but in other
instances very different;

> "although the policies pursued by the college libraries
> correspond to those of universities in so far as they
> concentrate mainly on collecting literature and providing
> services directly relevant to their own study and
> teaching activities, their policies differ in the matter
> of supporting research programmes.
> ...the universities support extensive research programmes
> (which because of its aims, are for the most part,
> lacking in colleges). The university must, in its
> acquisition and services pursue a policy both broad and
> deep, whereas the policy of the colleges must be
> concentrate on breadth. In this respect therefore the two
> types of institutions can complement each other in a
> system of co-operation"(Malan 1978: 69).

4.2.3.2   Co-operation

Regional institutional, tertiary co-operation is being
consolidated by the Eastern Seaboard Association of Tertiary
Institutions (esATI)[55].

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[55]esATI is a regional initiative to develop a coherent
approach to higher education in the Province, in order to see if
there are ways to unify and consolidate the system.

The following three projects highlighted by Christopher Merrett (1996), the then Deputy University Librarian of the University of Natal (now University Librarian), illustrate the possibilities being investigated in the joint tertiary co-operation forum, a forum of librarians from the tertiary institutions in the Province of KwaZulu-Natal.

i. A shared data base to which all universities and technikons are linked, which provides an electronic journal service. It is hoped that collective purchasing of subscriptions for electronic journals will save money. Instead of all the sectors purchasing a particular journal, the collective can subscribe once and the resource can be shared. Collective rationalisation will allow greater variety. The very specialised and often costly journals purchased for a very specialised client are now more widely circulated and could catch the eye of a wider audience.

ii. Common User Education standards which will equip students with the skill required for tertiary information access. The hope is to develop a common syllabus or curriculum for user instruction across the tertiary student sector in the Province and perhaps even nationally.

iii. Tertiary institutions photo copy a significant amount of information. There is a general nervousness about the use and abuse of information duplication. The hope is to establish a collective forum that negotiates special deals that reduce cost and allow legal duplication of material for specific purposes.

Several informal efforts have been made to co-ordinate the acquisition of material between institutions. The two University of Natal centres have rationalised their journal collection between themselves, avoiding duplication of purchase yet creating a mechanism to share. Contents pages are

copied and distributed to the institution that does not have the journal. Requests for contents pages are copied and speedily made available to the user (Merrett 1996).

A joint cataloguing initiative effort is hosted by the University of Natal in Pietermaritzburg. Called Cataloguing Network in Pietermaritzburg (CATNIP) this initiative has been most successful. Participants are primarily from the Midlands Region. They access the system and effectively jointly catalogue. What one has catalogued the other uses, saving cataloguing time. The effort has also made the holdings of smaller libraries available to the national library pool because the little libraries are linked to SABINET (South African Bibliographic and Information Network), via the University of Natal. Inter-library loan requests for their material are referred through the University of Natal in Pietermaritzburg.

The esATI initiative and CATNIP are the only co-operative attempts in the tertiary sector in the KwaZulu-Natal Province in the period 1990 to April 1996.

4.2.3.3 Governance and funding

University libraries are accountable to the university body within which they exist. In South Africa universities are public institutions but are autonomous. Their funding is from National Government and student fees (Bawa, A.C. 1996)[56]. Universities and technikons are accountable to their respective Councils and Boards (Bawa A.C. 1996). Colleges are a Provincial responsibility (Bawa A.C. 1996) accountable to the KwaZulu-Natal Department of Education and Culture.

The tertiary sector in the Province, and Nationally, is very turbulent. Student unrest characterises the period 1990 to April 1996. Dissatisfaction still rages over the following

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[56]A.C.Bawa is the Deputy Vice-Chancellor and Principal of the Durban Centre of the University of Natal.

issues: fees, admission criteria, relevant curriculum, accusations of racist lecturers and teachers, accommodation requirements and exclusion rules of tertiary institutions (**Sunday Tribune** 26/5/1996: p22-23).

4.2.3.4 Summary of tertiary libraries

Libraries in tertiary institutions are primarily concerned with overcoming funding cut backs and are investigating all avenues to maximise the effective use of their funding. The regional co-operation efforts listed above reflect the point made.

Formal co-operation in the library and information service field in KwaZulu-Natal appears to have been initiated by the tertiary sector and is confined to that sector.

4.2.4 Private libraries and resource centres

Private libraries refers to libraries that are established by private persons or organizations for their own purposes, for example, a factory has a library for the factory, a law firm has a library for its lawyers, a newspaper has a library for its reporters.

A considerable number of private libraries exist in the Province. Their access policies differ in that some allow restricted public access, some do not allow any access to the public, while others allow full public access. This study acknowledges their existence and right to pursue their own access policies as these libraries are privately funded.

A range of privately funded libraries coined the name
"Resource Centre" because it was argued that they are
distinctly different from other special libraries. It is
argued that resource centres are,

> "A space or building in which human and other resources
> in a variety of media (e.g. books, journals, newspapers,
> film, slides, video and audio cassettes, three
> dimensional objects, etc) and equipment (e.g. recorder,
> cameras, computers, photocopiers, printers, fax machines,
> etc.) are arranged or made accessible in an appropriate
> manner for the purpose of empowering people through
> dissemination, production, skills and resource sharing. A
> resource centre incorporates community involvement and
> participation at all levels. Learning and interaction
> occurs directly with resources" (Karlsson and Booi 1993:
> 27).

The history of the resource centre movement can be summed up
in the following statement by Karelse (1991),

> "...they have emerged to address the needs of the mass
> democratic movement and local communities... Their
> orientation derives from a situation of mass oppression
> and repression. Features of Apartheid South Africa which
> triggered the development of resource centres include
> inadequate, biased library and information services,
> state censorship and an unequal education system. The
> predominant task of resource centres has been to
> strengthen mass-based organization by empowering
> communities through the provision of resources and
> facilities otherwise withheld from, unavailable or
> inaccessible to the oppressed" (Karelse 1991: 14).

Underwood (1996) says that,

> "The integration of the resource centre movement into the
> formal structure of libraries and information services
> has recently been suggested in South Africa. The
> proposers believe that an intergraded structure
> represents a desirable norm; others argue that
> integration is not possible because of the distinctive
> idioms of the movement. A better approach may be a loose
> collaboration which emphasises co-operation rather than
> control"(Underwood 1996: 146-148).

Several private libraries and "resource centres" exist in
KwaZulu-Natal and provide a valuable library service.

In 1992, there were "25 resource centres in Natal" (Stilwell
1994: 306). The 25 in Natal collectively united to form the

Natal Resource Centre Forum (Stilwell 1994: 307). Stilwell (1994) says that the unity of the collective was on the basis of sharing information which the Apartheid state had suppressed (Stilwell 1994: 307).

The future of both private libraries and resource centres is dependent on their funding capacity. If funds are available they exist and if funds are not available they do not. Because they are inherently non-governmental their survival is market and donor dependent.

The question one needs to ask is the following: if libraries were "kosher" would "resource centres" have developed and if libraries are "kosher" should "resource centres" continue to exist?

4.3 Professional organizations in the region of KwaZulu-Natal

Several vibrant professional Library and Information organizations have a presence in the region. The organizations referred to are the following : ALASA (African Library Association of South Africa), SAILIS (South African Institute for Librarianship and Information Science), LIWO (Library and Information Workers Organization), Natal Media Teachers Association, READ (Read Educate and Develop)[57] Media Teachers Forum and TRANSLIS (Transforming Library and Information Services). Each of these has its own "ideology, mission and history" (Shah 1996: 2). The detailed philosophies and ideas of each will not be explored in the study, but significant issues that were discussed by professional organizations in the period 1990 to April 1996 will be explored.

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[57]READ is an Non-Governmental Organization that produces curriculum support material for the classroom teacher, it establishes box collection libraries in schools and provides training to teachers and pupils on effective resource use.

4.3.1   **Unification**

Professional Library and Information Service Associations are
grappling with the unification debate; that is, should there
be one professional association or should there be several?
(Shah 1996: 1-2; Viljoen 1996: 3). Should all library and
information science associations combine to form one body that
would be in a powerful position to lobby, because strength is
perceived to be derived from unity? (Darch 1995: 8). Or should
the individual ethos that has been developed and nurtured be
sustained and a loose arrangement exist between library and
information service bodies to lobby on a strengthened ticket?
(LIWO 1996: 7). In 1991,

> "a 'steering committee' of members of the executives and
> councils of SAILIS and ALASA was established, following
> the decision of a joint meeting of both councils, in
> August 1991, that SAILIS and ALASA would work together to
> organise a national LIS conference ...The steering
> committee gave the name LISDESA to this proposed
> conference; its objectives are to determine the needs for
> library and information services in South Africa and
> bring these to the attention of policy makers and
> sponsors" (Walker 1994: 3).

At the LISDESA Conference of 1994, held at the University of
Natal in Durban, a committee was set up to investigate the
possibility of professional association unity. The unity
committee is referred to as ULIS (Unification of Library and
Information Stakeholders) (Van Niekerk 1995: 27).

ULIS undertook a survey sponsored by the Standard Bank to
investigate the feelings of the library and information
science sector on the unity issue. The survey revealed,

> "an overwhelming 91,6% support for a single LIS
> association by LIS workers in general, as well as by
> members of ALASA, SAILIS and LIWO"
> (Viljoen 1996: 3).

However LIWO has argued against a united single professional
library and information science association (LIWO 1996: 7).
The unity debate raged on at a ULIS conference in July 1996
(Johannesburg).

An attempt to co-ordinate library and information science stakeholders is evident in the forum TRANSLIS (Transforming of Library and Information Services). TRANSLIS aims to,

> "develop, recommend and advocate policies and programmes for the transformation of LIS. This must be achieved with grassroots participation"(Shah 1995: 25).

TRANSLIS was launched in 1992,

> "as a National Coalition and due to problems with its structure TRANSLIS was re-launched as provincially-based forums with a national co-ordinator" (Shah 1995: 25).

The forum in KwaZulu-Natal has,

> "prioritised policy development and lobbying politicians in order to gain recognition of the sector" (Shah 1995: 25).

A very successful TRANSLIS venture in the KwaZulu-Natal region was the demonstration outside Parliament Building in Pietermaritzburg on 8 September 1995, when politicians joined the library and information science march in support of library concerns (KZNPLS 1995f).

4.3.2   Professional associations and policy

It is generally accepted that policy is required to regulate the library and information service sector, but the specific policy and the process that will lead to that policy has been a contentious issue for professional associations (Karlsson 1995: 28-32), that is, how are people chosen to draw up policy, what are their professional and political affiliations, how are policy makers to be influenced? (Karlsson 1995: 28-32). A detailed discussion on library and information science policy initiatives is presented in section 4.4 of this chapter.

4.3.3   Professional associations and redress

Some associations acknowledge the dire lack of provision in historically disadvantaged areas (Wyley 1995: 34-39). Each, within its own resources and area of influence, acknowledges that access to information provision and the redress of past

imbalances is important but each differs on the answer to the question : "how do we resolve the problem"? (Wyley 1995: 34-39).

4.3.4   School library professional associations

The Media Teachers Association is confronted with the following two decisions.

Firstly, as a professional association, should it continue as a grouping within APEK (Association of Professional Educators of KwaZulu-Natal), a teacher union, or should it reform as a separate organization for Media Teachers in the region? (Media Teachers Association 1995).

Secondly, how does the Media Teachers Association sustain a professional interest in the context of media teachers being withdrawn from libraries to ordinary classroom subject teaching? (Ballard 1996).

READ has very active regional school librarian groupings in different areas. READ school librarians get together in different regions to discuss matters that affect them and to help and support one another (Tomlinson 1996).

Black teachers are predominantly members of SADTU (South African Democratic Teachers Association) and so are reluctant to join the Media Teachers Union because the Media Teachers Association is an APEK sub-committee, or subject group (Media Teachers Association 1995).

4.3.5   Summary of professional associations

Professional associations acknowledge the role they should play in contributing to redress. The redress contribution is perceived to be a contribution to the development of policy and the ability to lobby for that policy. The ability to agree on policy and lobbying is understood by some to require one library and information service professional association. On

this there is no agreement.

4.4   Policy initiatives in the library and information science sector

Several policy documents have been produced for library and information science in the history of the country (Nassimbeni 1994; Walker 1993). This study will briefly review policy efforts during the period 1990 to April 1996. The following is a list of the policy efforts that will be surveyed to provide a policy context for the present study : NEPI (National Education Policy Investigation), CEPD (Centre for Education Policy Development), ACTAG (Arts and Culture Task Group), COLIS (Community Library Information Services) and TRANSLIS.

4.4.1   Policy efforts before 1990

The following initiatives each attempted to plan for library and information science provision that is:

> "1. the 1928 Carnegie visit and Memorandum, and the Bloemfontein Library Conference,
> 2. the 1937 report of the Union of South Africa Inter Departmental Committee on Libraries,
> 3. the 1962 Programme for Future Development, adopted by the National Conference of Library Authorities,
> 4. the 1988 Zaaiman report on the use of libraries for the development of South Africa" (Walker 1993: 58).

A detailed discussion of the above efforts will not be undertaken because they are outside the period covered by the study.

4.4.2   NEPI (National Education Policy Investigation)

Clare Walker (1993) provides the following history to the NEPI document,

> "In 1985, in response to the crisis in black education, the National Education Crisis Committee (NECC) was formed. After the events of 1990- the release of Nelson Mandela, the unbanning of the ANC, the repeal of the Separate Amenities Act - the NECC, renamed the National Education Coordinating Committee, initiated a National Education Policy Investigation (NEPI) conducted between 1990 and 1992 into aspects of eduction policy development and services for a future South Africa"(Walker 1993: 75).

Twelve aspects of education were examined in the initiative, library provision being one of them.

NEPI reported the following on school library provision:
    i.   that there were "19 separate education Departments in South Africa"(National Education Co-ordinating Committee 1992: 8);
    ii.   each of the education Departments, "has its own policy and funding, and each is responsible for the administration of education"(NECC 1992: 8);
    iii. the inequalities in resource provision are reflected in school library provision; that is better funded schools have better school libraries, for example, "most white schools have been provided with an adequate school library or media centre" (NECC 1992: 8-9);
    iv.   there is no ordinance covering school library provision (NECC 1992: 9);
    v.   standards for school library provision need to be developed, as there are,
          "vast differences in the provision of libraries, ranging from a complete lack of services, to collections in small boxes, to fully equipped 'First World' media centres"(NECC 1992: 9);
    vi.   very few of the former Departments had a policy on school libraries, only DEC and HOD (NECC 1992: 9);
    vii. the existence of policy had a positive bearing on provision (NECC 1992: 9);
    viii. teachers need to be educated to make maximum use of the school library in the teaching/learning process (NECC 1992:10) and
    ix.   it confirmed that not all Departments included media instruction in the curriculum (NECC 1992: 10).

The following principles were core terms of reference for the policy effort. They were, "non-racism, non-sexism, democracy, a unitary system and redress" (Nassimbeni 1994: 149-150).

An attempt to grapple with the following issues is evident in the report,

> "*   finance (who pays?)
> *   organization (who decides?)
> *   differentiation (how much difference should there be?)
> *   articulation (how do the components fit together?)" (Nassimbeni 1994 151; from the National Education Policy Investigation: Framework Report 1993: 13).

Nassimbeni (1994) outlines the positive and negative aspects of the report in the following,

> "heightened awareness of the importance of policy studies in library and information...By participating in the NEPI process library organizations and individuals have learned something about the policy cycle, and by their continued participation in TRANSLIS have demonstrated that they will not relinquish the task to a small number of state experts without a constituency....
> however ... the failure to attract significant participation by people in the categories that were under represented in the whole NEPI project and sectors that were marginalized, e.g. people from rural areas, Black women, and inputs from the school library sector.." (Nassimbeni 1994: 154).

In the preparation of the report researchers were pressed for time. Information that was needed was very often not available, and researchers generally had other full-time jobs so that sometimes extensive consultation was not completed within the library and information science sector (Nassimbeni 1994: 154-155).

The report opened a process of wide debate on library and information science policy and the debate continues around the following issues of the report:

1.   "The research group found that conceptualization of library and information work was a critical initial step which would be instrumental in formulating a vision of a future library and information system consistent with the goals of NEPI. They rejected as a fallacy the traditional paradigm which relies heavily on the central notion that libraries are neutral agencies and therefore outside the ambit of politics and political power" (Nassimbeni 1994: 152).

2. NEPI explored the tension,

    "between development and equity in the consideration of
    finance and the priorities of funding. In the library and
    information sector this focused attention on the tension
    between maintaining current levels of spending on
    services already established, with the need to divert
    funds to communities or regions not served or undeserved"
    (Nassimbeni 1994: 151).

3. The suggestion of "user fees" as a strategy,

    "to raise funds towards the necessary increased levels of
    provision. These fees could either be uniform
    irrespective of service rendered or ability to pay, or
    differentiated according to the ability to pay"
    (Nassimbeni 1994: 152).

4. That library and information science be based in one

    Ministry, and not split across Ministries (Nassimbeni

    1994: 152).

5. The relationship between non-governmental agencies and

    the State was explored without a definite position being

    achieved on this. (Nassimbeni 1994: 152).

6. "In considering options for a centralised or
    decentralised approach to selection and processing of
    library materials, the report pointed out that, although
    centralised control appeared to be efficient, it did not
    satisfy the need for local participation and
    responsiveness to local needs" (Walker 1993: 80-81).

The report mobilised the library and information service

sector to engage in library and information service issues and

is an extensive document in spite of all its inaccuracies and

problems. It was the best which could have been done given the

time constraints, finances and the information available at

the time.

4.4.3   **CEPD (Centre for Education Policy Development)**

The NEPI initiative produced a policy plan for the ANC, while the CEPD initiative attempted to extend the policy issues that NEPI had raised, while at the same time producing a document that mapped the course of action that the ANC needed to enact when it came into power in 1994. The CEPD policy initiative, advocated the following issues:

   i.   the establishment of a National Council for Library and Information Services (NCLIS), which would co-ordinate the LIS system both nationally and provincially (CEPD 1994: 2). The recommendation was on the basis that LIS, at the time, was not co-ordinated either nationally or provincially.

   ii. the incorporation of the following agencies to create a National Library for South Africa:
      *   the South African Library in Cape Town,
      *   the South African Library for the Blind in Grahamstown,
      *   the State Library in Pretoria,
      *   the National Film, Video and Sound Archives of the Government Archives in Pretoria and
      *   the National Film Library of the Department of National Education (CEPD 1994: 3).

      The suggestion to incorporate the above was in the interest of eliminating duplication and fragmentation.

   iii. LIS should be based in the Department of Education and Training, and would co-ordinate and implement LIS policy (CEPD 1994: 3). The above issue generated enormous discussion in the sector, when considering where LIS's needs would best be met.

   iv. SABINET would remain a non-profit making agency, under the control of the national LIS board (CEPD 1994: 4). SABINET was recognised as a national resource that ought to remain non-profit making.

   v.   The Library of Parliament would "be relieved of

maintaining a legal deposit" (CEPD 1994: 3), and simply be a reference library.

vi. The Legal Deposit Act be amended to include audio-visual material (CEPD 1994: 3).

vii. The governance structures were to provide,

" *   structured convergence and resource sharing among school and public/community LIS,
  *   structured participation of various stakeholders in grassroots decision-making,
  *   structured opportunities for lateral co-operation, collaboration and resource sharing among all types of LIS within a district,
  *   access of LIS at institutional level to representation at higher levels of governance" (CEPD 1994: 3).

viii. The CEPD initiative provided a costing of the policy advocated. A detailed discussion on the CEPD costing of school library provision is presented in Chapter 6.

The initiative was criticised for the selection of its researchers, and reference group[58]. However the initiative was remarkable given the time frame within which it had be to delivered. The above was only possible due to the work of dedicated and committed researchers like Dr.M.Nassimbeni, Ms.J.Karlsson and Ms.C.M.Karelse.

4.4.4   **ACTAG (Arts and Culture Task Group)**

On 4 November 1995 the Minister of Arts, Culture, Science and Technology, Dr.B.Ngubane, appointed a group to produce a policy document for his ministry (ACTAG 1995b: 3). Library and information science issues were incorporated in the policy document that has come to be known as the ACTAG document. Persons were appointed to the ACTAG group in the following manner,

"a core group representing all interested parties was appointed based on response to advertisements in the newspaper and the Government Gazette. This core group was given the power to co-opt people to serve in various regards" (Jacobs 1995: 23).

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[58]The researcher was a member of the CEPD reference group, thus the reporting on this section is first hand.

The above core group established a grouping of individuals to drive the library and information science policy initiative (Jacobs 1995: 23).

ACTAG suggested the following with respect to school library provision:

i. it recognised the importance of school libraries in the school situation (ACTAG 1995b:242),

ii. it suggested a qualified teacher librarian for schools (ACTAG 1995b: 242),

iii. resources at schools were recognised as being essential to the education process (ACTAG 1995b: 242),

iv. it suggested that school libraries be,

   "transformed into media centres in which audio-visual and computer apparatus and programmes are handled together with printed materials" (ACTAG 1995b: 342), and

v. it suggested the closer co-operation between school and public library systems (ACTAG 1995b: 243).

Some of the significant issues that the library and information science ACTAG group has had to address (and have agreed to) are the following,

1. "Access to LIS is inequitably distributed. Library and information services are fragmented and poorly coordinated, were neglected by the previous government, and even today's decision makers" (ACTAG 1995a: 1).

2. "Access to information is a basic right" (ACTAG 1995a: 1). The democratic elections of 1994 enfranchised the South African population. It is now imperative that an informed vote is made. So education and information should become the cornerstones of a democratic society.

3. "Censorship is rejected" (ACTAG 1995a: 1).

4. "...the current fragmented system should be brought together in a coherent and cohesive fashion" (ACTAG 1995a: 1).

5. Disagreement exists in the library and information science sector about the correct ministry to be responsible for library and information science, that is, under the Ministry of Education or under the Ministry of Arts and Culture Science and Technology. ACTAG recommended that library and information science be located in the Department of Arts and Culture Science and Technology (DACST).

It can be argued that in the culture arm, libraries will be dependent on a small culture budget, but, in the education arm, libraries will have access to resources from a bigger budget. Relatively big financial requests which look small in education, would appear large in the culture budget. But the counter side of the above argument is that in education there is a dire need for resources and libraries are more likely to be competing against a budget to, for example, repair school toilets.

Either way, one has to begin to acknowledge the need for libraries and lobbing this need, in a way that delivers results.

6. "Governance structures should be drawn up in consultation with the LIS community and should provide for democratically determined representation ..."(ACTAG 1995a: 1-2).

The above statement has to be reflected upon in the light of South Africa's history of a disenfranchised mass of people. Liberation movements have all harped on the need to be asked, consulted and represented. However the truly democratic route of consultation has to be balanced against the need for expert advice and support, and people's expectations of delivery.

In the building of a library, consultation can mean speaking to the following women's constituencies, let alone all the other role players: the ANC Women's League, the IFP Women's League, the Church Women's League. However while the

constituencies referred to might have expert library capacity
to offer such a project, it is also likely that they will not
have the capacity to advise on, for instance, site gradients
and geological detail in terms of library location.
Nevertheless, one has to accept that although community
consultation is necessary to a point, expert and skilled
advice is also required on particular issues. The difficulty
with consultation is in deciding who should decide on what,
and who is to decide who is to be consulted on what and who is
not to be consulted on what. The task of consulting is
necessary, but only to a point, because informed decisions
have in the end to be taken in trust and good faith.

7. "The national consultative body should report to the
    Minister directly..."(ACTAG 1995a: 2).

8. "An administrative unit of appropriate size and scope
    should be established to provide the national
    consultative body with administrative and data-gathering
    support and to execute its policies and decisions" (ACTAG
    1995a: 2).

9. "Provincial LIS structures should largely be left to the
    Provinces concerned provided that they fit within the
    national LIS policy framework to be provided by the
    national consultative LIS body" (ACTAG 1995a: 2).

10. "A comprehensive national LIS act should provide the
    framework for provincial legislation" (ACTAG 1995a: 2).

11. "There should be provincial consultative LIS bodies,
    which have representation on the national consultative
    LIS body and on which local structures should be
    represented. Consultative structures at the local level
    should include libraries of all types" (ACTAG 1995a: 2).

Again the need to consult must be balanced against the ability
to provide valuable input that is able to effect the required
change.

12. "At the institutional level every library should have a
    user or advisory committee to serve as a link between LIS
    workers and the community they serve" (ACTAG 1995a: 2).

The ACTAG library and information science policy process has been severely criticised for the following; its composition, its lack of consultation and its inability to make the end document accessible to the library and information sector (Jacobs 1995: 23).

However, Stilwell (1995) says that the ACTAG document is useful because of its, "drawing together of reports of other research and policy initiatives" (Stilwell 1995: 42).

Probably as a result of the effects of Apartheid, the document seems preoccupied with the need to consult, governance and accountability. Reference to, for example, the kinds of service, standards of service, material to be kept in libraries does not feature strongly in the document. The policy document seeks historic safeguards against the repetition of the past undemocratic history.

4.4.5   **TRANSLIS (Transforming our Library and**
                 Information Services)
The KwaZulu-Natal TRANSLIS forum, "has prioritised policy development" (Shah 1995: 25) as an important activity for TRANSLIS.

At the plenary meeting held at the Killie Campbell Library, Durban, on 6 December 1995, it was agreed that Provincial library and information service policy formulation was important (TRANSLIS 1995). The task was also clearly identified as being large and requiring a lot of time. The suggestion of finding a suitable consultant or researcher to produce the initial draft document was accepted. READ undertook to raise the funding to pay the researcher for the policy work (TRANSLIS 1995).

A draft policy that has general consensus is being drafted by TRANSLIS, but the outcome of the document, while important, is beyond the scope of the study.

Several other policy efforts have been attempted in other
Provinces but are also outside the scope of the present study.
They are the following initiatives: Community Library
Information Services' (COLIS) draft document and Report of the
Strategic Management Team of the Minister of Education and
Culture (Free State) (Stilwell 1995: 41-42).

4.5   Summary
The following is a summary of the library and information
service sector in the Province of KwaZulu-Natal.

i.   Provincial Library Service services the public
     library needs of local authorities, tribal areas and
     farm land. KZNPLS also administers a capital works
     project that builds libraries. Two independent
     libraries, Durban Municipal Library and The Natal
     Society, receive a grant in lieu of material.
     Government Departments and hospitals are also
     serviced by KZNPLS. The expectation to deliver at
     present exceeds both the human and the financial
     capacity of the service.

ii. The two independent libraries are grappling with the
     definition of their roles and their areas of
     jurisdiction. The feeling is one of insecurity and
     instability in the light of political uncertainties.

iii. Several private libraries and resource centres exist
     in the Province. The sustainability of private
     libraries and resource centres is dependent on them
     finding sustainable funding. This is not predictable
     nor stable. The circumstances that gave rise to
     resource centres could be a thing of the past in the
     light of a liberated library and information service
     sector in the Province.

iv. Professional associations are involved in the unity
     debate and policy determination enterprise.

v.   Tertiary institutions are beginning to map a co-
     operative road ahead.

vi. Library and information science persons believe that

democratic participation and policy is the key
answer to all problems.

School libraries are examined in this study against the
backdrop of the above library and information service, and
education factors.

Chapter 5
INTERNATIONAL TRENDS IN SCHOOL LIBRARIANSHIP

5.1   Introduction

The present chapter reflects on salient international
developments in the period of the study that impact on the
development of an implementation plan in the KwaZulu-Natal
Province.

The chapter does not present a country by country reflection
on school libraries, but rather highlights important
international trends in the school library arena.

However, a detailed review of the African continent is
provided because the experiences of other African countries in
many instances parallel the South African experience; in
particular their climate, geography, people, colonization,
independence and third world economies.

5.2   The status of school libraries
                       internationally

The following section examines the status of schools libraries
internationally. The discussion focuses on the following
issues : policy, funding, media education, teacher librarian's
qualifications, advisory services, standards of school
libraries and media committees.

5.2.1   International and national information
                       policy

Historically, the international debate on policy has focused
on the development of national policies on information and on
the development of an international policy on information
(Hazell 1988; Mohamed 1989; Paez-Urdaneta 1989).

The drive to develop an international information policy is evident in the efforts of the United Nations. The United Nations launched the

> "UNISIST programme or the World Science Information System, under the Division of Scientific and Technological Documentation. The stated objectives of the UNISIST programme were:
> i.   improvement of tools of system interconnection;
> ii. strengthening the role of institutional components of the information transfer chain,
> iii. development of scientific information policies and structures; and
> iv. assistance to developing countries in the development of scientific and technical information infrastructure" (Mohamed 1989: 117).

The attempt by the United Nations to develop an international information policy was not successful because the implementation of the policy was dependent on the financial status of the respective countries and access to technical support (Mohamed 1989: 124), which the United Nations had no control over. Policy translates to provision. Without access to the necessary resources the policy is ineffective (Mohamed 1989).

Many countries, and library and information persons, have advocated a national effort to develop national policy on library and information science. Some of the efforts referred to are India (Kaula 1989; Malhan and Gupta 1989), Finland (Niinikangas 1995), Jamaica (Knuth 1996), Greece (Skepastianu 1990), Namibia (Tötemeyer 1991) and Zambia (Kakoma 1991). The efforts to develop national policy have been fruitful in countries where the resources to implement the change have been available to realise the policy (Mohamed 1989: 124).

In Australia it is being argued that the country requires a national information policy that regulates the access to information and which empowers all of its citizens (Hazell 1988). A national policy is required because access to information improves literacy, makes people aware of information and how it can be used, exposes people to

different technologies, and empowers people to get, change and use information (Hazell 1988: 31).

The assumption of the above is that the existence of accepted policy translates into provision. Once it is accepted that all shall have x, x has to then be provided to all. Thus the thrust to institutionalise the national information policy in Australia.

The linking of policy to resource provision was achieved in Norway and legislation on school libraries led to the improved provision of school libraries (Nilsen 1996).

Several other national and international efforts have attempted to create a system of library and information provision via the creation and implementation of policy for library and information science. However policy requires resources to be implemented and states are reluctant to accept policy that is not affordable or implementable (Mohamed 1989).

5.2.2   Funding and co-ordination

In this section the varying funding and co-ordination arrangements in the school library sector are discussed. The funding and co-ordination of school libraries varies from country to country. These differences lie in the way in which school libraries are funded and how school library provision is co-ordinated in the particular country.

Library organization can broadly be categorised into a centralised and a decentralised co-ordination system (Stueart and Moran 1987: 66). Stueart and Moran (1987: 66) say that library administrators favour a "more centralised organization because of the tight control and budgetary advantages associated with that design". However they argue that users of the service prefer "a more decentralised system because of its convenience of use and more personalised service" (Stueart and Moran 1987: 66). The system of governance adopted by a country

mirrors the workings of its other civil service departments because library provision is essentially the same as the workings of other civil service operations in a particular country.

The following paragraphs reflect on a centralised and a decentralised school library service, highlighting the advantages and disadvantages of each.

In England, school library and public library provision are decentralised to district level and co-ordinated by the same civil service section that administers public library provision (Creaser 1995: 137). The Public Library Service has been contracted by the Department of Education to render a service to schools on an agency basis (Creaser 1995: 137). Thus school and public libraries are administered by one agency on behalf of the Education Department. There is a precedent for the combined administration of school and public libraries, yet with separate school and public library service points.

In England, funding for the library service to schools is provided by the respective schools from their budgets (Creaser 1995: 137). Thus if libraries are a high priority for a school, it allocates more for the service, and if they are not a high priority in the school they are not given as much money. The discretionary allocation of funding to school libraries by the school is very much the same as the arrangement the former NED used for school libraries in Natal. This arrangement leaves the school library totally to the discretion of the different school principals and local governance structures (Osborne 1990: 357-358). School principals who believe in the library spend money on the resource, while schools that do not see the value of the school library are not compelled to provide for a school library at all.

Thus schools in England are provided for by the Public Library Service on an agency basis, being paid for by the individual schools in the district (Osborne 1990). The above illustrates the point that decentralisation is dependent on capacity, at the localised level, to implement the commitment and change that is required from the system. It also leaves school library provision to the discretion of individual schools.

The American model of provision illustrates a partnership between Central and Local government (Miller and Shontz 1991, Miller and Shontz 1995). School libraries in America are beginning to be underfunded (Miller and Shontz 1995). The "School Library Journal" administered a questionnaire to schools in America and found that school library budgets are not increasing sufficiently to purchase "new books, replace older ones and purchase the necessary resources for the move to access information electronically" (Miller and Shontz 1995: 22).

That is, state funding for school libraries was not increasing proportionally to cover the cost of material (Miller and Shontz 1995: 22). Schools in America received funding from federal funds, local funds and fund raising by the individual schools (Miller and Shontz 1995: 23). However, the point to remember is even if funding was not increasing for school library provision, both the local state and federal authority have recognised the importance of school libraries and were providing funding for the resource in schools (Miller and Shontz 1995). Despite the lack of proportional financial increases required, a commitment to school libraries is acknowledged both at local and federal level.

In Hong Kong (Kwong 1990) the co-ordinated efforts of the Department of Education to establish policy and standards have led to an improved system of school library provision. Clear policy and standards together with a departmental effort have resulted in the Hong Kong attempt being successful.

The arguments for centralised or decentralised provision are
equally forceful (Karlsson, Pampallis and Sithole 1996: 27).
However the success or failure of the system chosen is
partially dependent on the wider fabric of social operation.
In different contexts different models work. In another
context, a model that has worked elsewhere may not work.

Many countries such as India (Malhan and Gupta 1989), Ireland
(Coghlan 1992), Papua New Guinea (Evans 1988), America (Miller
and Shontz 1991) report the lack of funding for the
development and support of school libraries. The situation on
the African continent is discussed in section 5.9 of the
present chapter. The crisis in funding is not linked only to
the developing world, but equally affects the developed world
as illustrated above by the American example (Miller and
Shontz 1991).

The consistent explanation for the lack of funding is not that
the school library is not considered essential; but that the
school library is not affordable (Little 1995b). The lack of
commitment in terms of funding illustrates the low priority
accorded school libraries by the schools despite the belief
that they need to exist. One possible explanation for this is
the fact that the school library is not considered to be a
necessary part of the school in the same way as a toilet and a
teacher are considered essential to the fabric of the school.
Somehow school libraries seem to be appendages that may or may
not be attached to a school.

In Iceland (Hannesdottir 1987: 94) it is mandatory for schools
to have school libraries, but many schools do not have the
facility or resource. Gilman (1987: 233) believes that perhaps
the investment in school libraries is not occurring because
the full potential of what the school library has to offer the
educational process has not been realised by teachers.

School libraries, on the international scene, are awarded a

low priority at most schools, and this is reflected in the low priority placed on school libraries and their funding internationally (Gilman 1987: 233).

5.2.3   **Teacher librarian qualifications**

Haycock (1984), in his keynote address at the International Association of School Librarianship (IASL), says that a school library is considered essential to the education process; but the professional teacher librarian is not considered essential to a school programme and that, internationally, teacher librarians are undervalued. Haycock (1984: 103) suggests that teacher librarians need to pro-actively canvass both the library and themselves in the interest of better education.

Internationally, the community of teacher librarians has to justify its own existence and canvass the positions of individual members. This canvassing ought to be done by the advisory or management service of education as opposed to the helpless efforts of individual teachers. The question one must ask is why does the teacher librarian have to constantly justify her/his position? The English, Maths, Biology and other subject teachers do not have to canvass their positions. Perhaps if teacher librarians had the active support of the school and the Education Department management their status and value would be recognised.

However, there are subjective factors. Apeji (1990: 49) states that the personality of the person running the library contributes to the use factor of the library. A kind, welcoming and helpful librarian promotes the library by the service offered (Apeji 1990: 48) as children and teachers alike feel comfortable and welcome in the library.

Apeji (1990: 48) says that many countries in the world, such as Britain, Denmark and Poland, require school librarians to be qualified teachers with a library qualification. The dual qualification requested is seen as essential to the running of

the school library (UNESCO 1970: 297). It is seen as essential
in affirming the school librarian's role as being the agent
who would interface the school library with the school
curriculum and the learning experience provided by the school.

While the perfect situation requires a qualified teacher
librarian, the reality is that many countries both first world
and third world do not have qualified teacher librarian staff
in school libraries. (A discussion relating to the third
world, African, experience is presented in section 5.9). The
above is true for Canada (Brown 1988: 34), Papua New Guinea
(Evans 1988: 34) and Ireland (Coghlan 1992: 47). A survey of
West Texas schools found that 71% of schools had "either
limited or no services from a library media specialist"
(Kroeker 1989: 25). A survey of native American libraries
shows that only 45% of the respondents surveyed had "a full
time certified librarian" (McCauley 1991: 35).

Thus while there is acceptance that a qualified teacher
librarian is essential to run a school library (Brown 1988:
34), many countries, both developed and developing, have found
it difficult to attain the ideal situation. The inability to
attain the above is linked to two issues : the lack of
professional human resources to do the job and secondly the
appropriate funding to pay for the positions.

Brown (1988: 34) shows that, in the Canadian experience, if
teacher librarians are allocated from the general pool of
teachers, classroom teaching consumes the teacher, with the
result that no teacher, or very limited time, is allocated to
the teacher librarian position. However if a position
earmarked as teacher librarian is created and the person
supplied to do the job is outside the school's general
allocation of teachers, the teacher was employed as a
specialist teacher librarian (Brown 1988).

This Canadian experience affirms that unless dedicated

personnel are allocated to the school library, the staffing of the general curriculum takes precedence. School libraries are seen as peripheral to the essential running of the school.

5.2.4   Advisory service

An advisory service in education exists to promote and monitor progress in different educational areas. Wilkes (1991) states that if the power to manage schools is being decentralised to school level, that is, governing bodies and parents, then the role of the advisory service is one of partnership between governing bodies and teachers as opposed to teachers and the education authority. Wilkes (1991) argues that the power granted to British governing bodies overrides the power of the advisory service because the governing body essentially hires and fires staff, and in essence provides the quality control role that the advisory service is expected to perform. Thus in strongly decentralised educational situations Wilkes (1991) advises that the role of the advisory service must move from a general education scenario to the support of the specific school case. By that Wilkes (1991) is suggesting that instead of having general in-service programmes for all schools, in-service is specifically designed for the particular needs and interests of a particular school, even if the skills have to be bought in by the service to support that particular school.

Wilkes (1991) argues that focused in-service that addresses particular tailor-made concerns of schools has worked well in a decentralised school governance situation. Wilkes (1991) also suggests that if the school library advisory service is placed within the Education Department it has a greater chance of success in improving the quality of education. The success is attributed to the potential for cross pollination between subjects and the interdisciplinary contact with other subject advisors and teachers respectively (Wilkes 1991: 49).

In the American experience, it was found that if areas had advisory district co-ordinators there was an "impact on

policies, media advisory committees, electronic resources and
planning" (Miller and Shontz 1995: 31). In areas that did not
have district co-ordinators there was a lack of co-ordination
and support for the teacher librarian at school (Wilkes 1991:
31).

The role of the advisory service in supporting the teacher
librarian with in-service courses, planning and co-ordination
is recognised as being essential to the development and
support of a school library service. In a decentralised local
"governing body" situation it has been suggested that
particular attention be given to the specific needs of each
particular school.

5.2.5 Standards of school libraries

Several international and professional agencies such as the
American Library Association, the British Library Association
and UNESCO have attempted to develop standards for school
libraries. A further discussion of standards is presented in
chapter 6 of the study. The question that presently needs to
be addressed is, has the development of standards impacted on
the quality and development of the school library?

In Britain, the standards established by the British Library
Association are not being implemented in all British schools
because of the decentralisation of provision explained in
section 5.2.2 (Creaser 1995). Another reason, perhaps, is that
a professional association outside of formal government has
established the standards, namely the British Library
Association.

In Norway school libraries have been mandatory at elementary
school level since 1947 but provision was lacking (Nilsen
1996: 15). The shortcomings in provision are attributed to the
fact that school and public libraries were combined and were
not part of the Education Department at all. The amendment in
the act makes school libraries part of education yet enforces

co-operation between schools and the public library system. Thus,

> "The School shall have both a pedagogical and general cultural function and must have a permanently established co-operation with the public library in the municipality" (Nilsen 1996: 15).

In Hong Kong the enactment and enforcement of school library standards led to the improvement in school library provision (Kwong 1990). The success in the Hong Kong case is attributed to the acceptance of standards by the Department of Education in Hong Kong of standards for school library provision (Kwong 1990).

In Iceland Education legislation requires schools to have school libraries and sets standards. The legislation states,

> "the number of books for each school library which should be equal to 10 titles per student and that the number of hours allocated to the school library work shall amount to one class hour for 30 students in grade 5 to 9" (Hannesdottir 1987: 94).

The above standards had a devastating effect on schools in Iceland because many schools are very small, some having fewer than 50 students (Hannesdottir 1987: 94). This legislation led to some school libraries being entitled to very small collections of material.

In 1945, 1960, 1969 and 1988 the American Library Association published standards for school library provision (Cheatham 1988: 12). The 1988 publication of "Information Power" provided guidelines for the school library media programme. The guidelines that were produced are significant because they incorporate the result of a survey (on school library provision and service) conducted by the office of Educational Research and Improvement of the United States Department of Education (American Library Association 1988: 114). The findings of the survey conducted thus informed the standards developed in the document.

In the American example standards have resulted in better
school library provision. The following instances illustrates
the above,

    i.   In 1945 the document "School libraries today and
        tomorrow",

> "formed the historical precedent for today's
> school library media programs. These early
> standards differentiated between the role of
> the school librarian and the public librarian.
> They also defined the service functions that
> the building-level library and the public
> library provided to schools" (American Library
> Association 1988: v).

        Thus the existence of standards shaped the nature of
        provision that was to follow.

   ii.   In 1960, the document "Standards for school library
        programs" addressed

> "changes that had occurred in the school library
> media program between 1945 and 1960. In this
> document, the role of the school librarian changed
> significantly, with major emphasis placed on serving
> students and teachers. Services offered directly to
> students were given priority and centered on
> enriching their personal and instructional
> activities...financial support for upgrading and
> expanding public education and school programs
> increased significantly. (Thus) school library
> programs benefited greatly from the infusion of
> resources" (American Library Association 1988: vi).

        Again the awareness of issues raised in the document
        resulted in mapping the course for provision that
        was to follow.

  iii. In 1969,

> "standards also emphasized the changing role of the
> school media specialist in working with teacher and
> students. School media specialists were expected to
> work with classroom teachers in the analysis of
> instructional needs, the design of learning
> activities using existing and new technologies, and
> the production of needs materials to support the
> classroom curriculum. The 1969 standards also
> stressed the role of the media specialist in helping
> students develop competency in listening, viewing
> and reading skills" (American Library Association
> 1988: vi).

Latrobe (1992), found that the "Information Power" guidelines

although successful once implemented should have been more
prescriptive (Latrobe 1992: 42). The findings of Labrobe
(1992) study suggest that the "Information Power" document
should be revised to incorporate "concrete details and
specific quantitative guidelines regarding size of collection,
facility etc." (Latrobe 1992: 42). The limitation of the
document is identified as being the non-prescription of
funding provision (Latrobe 1992: 40). Thus the above study
suggests that standards need to be detailed and proportional
financial contributions need to be stated for standards to be
implemented.

The Australian Library Association has produced "Learning for
the future: developing information services in Australian
schools". The above was intended to

> "set a context for the development of library and
> information services in Australian schools. It builds on
> the standards for school libraries outlined in the
> Schools Commission 'Books and beyond'(1979). The focus
> reflects on recent changes in Australian education,
> including the shift to collaborative school planning,
> decision making and management (Australian School Library
> Association/Australian Library and Information
> Association 1993: 1).

How were both the above, that is "Information for power" and
"Learning for the future" developed in America and Australia
respectively? It is interesting to note that both are a
product of library association initiatives, namely the
American Library Association (American Library Association
1988: v) and the Australian Library Association (Australian
School Library Association/Australian Library and Information
Association 1993: i). In the American instance a national
survey and its results ran in tandem with the advent of the
policy document.

Both the documents were a product of a collective of writers,
and a reference group that mandated and commented on the
writing (American Library Association 1988 ix; Australian
School Library Association/Australian Library and Information

Association 1993: 2). The documents were both a response to the changing education context, that is, information and skills-driven curricula.

Thus legislation in itself is not the answer, but appropriate legislation and standards could contribute to the development of school libraries. The standards need to be accepted by the Education Department for maximum benefit to all school libraries. Standards need to be accepted, implementable and affordable.

5.2.6   Media committee

How are decisions that affect the school library to be taken? Are decisions at school relating to the school library taken by the principal, teacher librarian, school teachers? The decision-making process in the school library can be viewed in two distinct ways, that is, locating the school library within the Education Department and locating the school library within the school community (Rehlinger 1988: 9).

The school library relationship with the department is determined by the particular policy of school governance, that is how much power is vested at school level and how much power at departmental level. The Baker proposals in England started a process of empowering schools and governing bodies (Eyre and Underwood 1990: 109), while on the opposite side of the spectrum education in South Africa as evident in chapter 3, located power strongly within the Education Department . Thus, state policy towards schools determines the power relationships between schools and the Education Department.

At school level a similar issue is raised. Are the principal, professional teacher librarian or school staff to provide input and direction to the school library, and whose perceptions are to be considered valuable (Kissick 1987: 314)? Steenkamp (1993) suggested that a committee of stakeholders should be established to provide policy and direction for the

school library. The suggested "media committee" should have
representatives from the management, senior staff and teachers
at the school (Steenkamp 1993: 1).

In the establishment of the media committee it is hoped that
the school library is integrated into the school programme.
The suggestion by Steenkamp (1993) does not include student
representation on the committee. The input of the scholar to
the school community (Brown 1990: 21) and to the school
library is valuable, but what is to be the consequence of the
precedent of student input being established at school? Are
pupils to inform teacher staff meetings, curriculum, school
management and so on? The difficulty with the above is the
precedent that the process would establish in the school
situation.

5.3   Librarians at the bargaining table
This section investigates the possibility of the teacher
librarian seeking legal advice if not allowed to perform
her/his duties in the school situation. That is, if appointed
as a teacher librarian the teacher librarian must be allowed
to function as a teacher librarian. Banas and Heylman (1990)
feel that librarians should have some legal recourse if they
are not permitted to perform the job they have been appointed
to do. They present the idea that teachers are employed
according to conditions of service, that stipulate what they
are employed to do. So logically teacher librarians too are
bound by conditions of service and job descriptions that
stipulate what they are to do and not do.

In the American example some schools have bargaining
agreements between employers and unions that set out the
expectations of both employer and employee (Banas and Heylman
1990: 24) regarding conditions of service and job
descriptions. These authors suggest that teachers and
educators who do not use the library are infringing on the
right of the teacher librarian to do her/his job. This is

grounds for the declaration of a dispute. The novel suggestion that is being presented is that the job description of the teacher librarian is to be accepted as a condition of employment, so that the non-use or misuse of the school library and teacher librarian may have labour dispute ramifications.

The question is how do we in South Africa obtain such a clause in conditions of employment and who is to police the rule, that is, how is the dispute to be declared? What does a teacher or teacher librarian have to do to be liable? Presumably either side can declare a dispute, teacher librarian and school teaching staff alike. What, though, about pupils who use a library; what are their rights with respect to a bad teacher librarian?

5.4   Technology
School libraries have to examine technological innovations that could improve access to information and so provide a better service to users. This section examines the impact of technology on the school library in the context of a developing country. Technology that services industry and big business is leaping ahead because big business is able to afford the new technological developments and the necessary infrastructure (Navalani 1994).

Navalani (1994), states that the above contributes to the increased divide between the elite and the ordinary person. Those with means are able to purchase computers and CD ROMS as well as tap into networks from home to get information that they require. Both the poor and the rich, the rural and the urban, require information. If one person accesses to the most advanced technologies for information surfing the world wide web, while the other perhaps has only the book from the local public library or orally transmitted information, inequalities will be perpetuated. Thus the book as a medium of information seems to be destined for the poor if libraries do not utilize

the new technology to the full.

A bridging mechanism has to be developed between the developed
and developing parts of a country to level the playing field.
Navalani (1994) says that libraries have to leap onto the
crest of these waves in the interest of the poor.

One of the more widely used technologies in school libraries
is the telecommunication function. The following section
examines some telecommunication facilities of use to the
school library.

The technology offers the following applications to school
libraries:

        "*   providing timely information services;
         *   sharing both material and human resources;
         *   improving the efficiency of management operations;
              and
         *   providing a means for cooperative decision making
              and shared support" (Swisher, Spitzer, Spriesterbach
              ...et al 1991: 155).

Telecommunication allows the following networking
possibilities:

        "*   increased access to collections held by other
              institutions;
         *   improved collection management capabilities
              including access to selection tools, contact with
              subject and age specialists in other libraries, and
              the ability to develop collections co-operatively;
         *   increased interaction with others in order to share
              decision making; and
         *   shared material and human resources, resulting in
              savings in both time and money" (Immroth 1984: 155).

Such networking possibilities can be regional, national and
international.

Telecommunications allow the school librarian the possibility
of providing an up-to-date and efficient service. For
instance, it makes it possible to search databases and to
request information that is required by the library patron,

child or teacher.

Many of the following are thus possible with the technology:
* faxing,
* collective cataloguing and processing and
* efficient communication,
    and their use would save the Education Authority
    time and money.

The technologies referred to above in the school context enhance the libraries' service and expose the child to new technologies. The British National Curriculum Framework for information technology stresses that the pupil has to be exposed to these new technologies and has to be trained to use them (United Kingdom Department of Education 1995). Thus the benefit of the new technology is not only the better management of the school library, but also provides the possibility of implementing a skills training programme for the child who is to survive and thrive in the modern age.

Taken to its conclusion, telecommunication allows the establishment of a "library" without physical walls and without resources. All that is required is located in another library, while only a mechanism of locating and retrieving the resource is needed. The above possibility of not physically having a library while having the possibility to log and retrieve library material from other centres is referred to as "Virtual Libraries" (Olën 199?). Access to information can be directly available on-line or indirectly and cheaply available on Compact Disc.

Many information sources are now available electronically and librarians need to be aware of them. School librarians should access those that are suitable for the school. Electronic resources provide access to networks and materials, but cost money (Hickey 1995). Thus the benefits that are to be gained by using them have to be balanced against the cost of the

medium. The challenge for the librarian is to maximize the use of these technologies to provide an efficient service and to use the technologies to educate the child.

Technology can enrich the educational experience of the child. The following discussion is one example of this enrichment. Margaret Dugmore, from South Africa, each day links up via e-mail to Edinbrook Elementary school in Minneapolis in the Northern Hemisphere, and is thus able to learn about that country, its "climate and community" (Goldstruck 1996: 10). Children are thus on a daily basis in touch with the wider world community.

Australia has experimented with several technology options in the school context. The following is a discussion on some of the ventures experimented with in Australia.

    i.   "A student sits at a terminal in a classroom and from there logs on to the Library system circulation and checks the availability of resources, accesses her choice of CD-Rom title, telecommunicates with other schools via the modem attached to a terminal in the library, works on her history project, using a 'multi-media' teaching program, compiles her report using a state of the art wordprocessing program including graphics and has the report printed on a lazer in the teachers' staffroom"(McMullen 1992: 13).

        This is already the case at Menai High School in Sydney.

    ii.   Schools in Australia are supported in their efforts to go on-line at classroom level, for example,

        "The Western National Professional Development Programme Project is aimed at developing key competencies using online technology across all learning areas in Australia, actively helping schools go live on-line" (Baird and Tremlett 1996: 32) and,

iii. A national education network referred to as
Education Network Australia is being launched and it
hopes to do the following:

> -"to link education and training communities so
> that teachers and students at schools,
> vocational education and training institutions
> and universities can share and disseminate
> information, at affordable rates, both within
> Australia and internationally,
> -to create a culture which will motivate
> teachers and students in all education sectors
> to work together to improve outcomes through
> the effective and innovative use of electronic
> networks and
> - to provide a basis for an import industry in
> educational software"(Bonanno 1996: 18).

In the South African context computers in the school library
are seen largely as aids to the management and administration
of the school library (Roberts 1991: 98) as opposed to the
computer as a possible link to the wider regional and national
network of information. However a few projects do exist which
perhaps might grow from being regional systems to national
information systems.

Several school networks have developed electronically, that
is, Pretoria school network, Western Cape school network,
Eastern Cape school network, Gauteng school network and
Freestate education network (Young 1996: 10). The Western Cape
network offers the following to the school,

> "a news section looks up what's happening in education in
> the Western Cape. The resources section has helpful links
> classified by school subjects and there's an archive of
> school software that can be down loaded"(Young 1996: 1).

In the KwaZulu-Natal region the following are some of the
schools that have web sites: Maritzburg College and Uthongathi
School (Young 1996: 10).

In school libraries where computers have been used as an
administrative tool in the library, it is imperative that the
transition to access national and international information
occurs (Little 1995b, Campbell 1993). In the interest of the

disadvantaged and in the interest of service, libraries have to engage the computer highway for information. The use of computers in the classroom is increasing in South Africa, thus allowing teachers to be creative in the teaching process (Goldstruck 1996:10).

5.5 Mission of the public library

The Mission of the Public Library according to UNESCO is,

"1. Creating and strengthening reading habits in children from an early age;
2. Supporting both individual and self-conducted education as well as formal education at all levels;
3. Providing opportunities for personal, creative development;
4. Stimulating the imagination and creativity of children and young people;
5. Promoting awareness of cultural heritage, appreciation of the arts, scientific achievements and innovations;
6. Providing access to cultural expression in all performing arts;
7. Fostering inter-cultural dialogue and favouring cultural diversity;
8. Supporting the oral tradition;
9. Ensuring access for citizens to all sorts of community information;
10. Providing adequate information services to local enterprises, associations and interests groups;
11. Facilitating the development of information and computer literacy skills;
12. Supporting and participating in literacy activities and programmes for all age groups, and initiating such activities if necessary"
(UNESCO 1995: 494).

With very limited editing this mission could well be that of school libraries.

This poses the question as to whether the school library and public library systems should begin to be conceptualised as elements of a common system, and indeed whether the notion of school/public library or a public/school library is one that may be explored. There are already international precedents for this (section 5.6 discusses these precedents).

A Gallup Poll conducted in America in 1993 suggested that the

public wanted the public library primarily to support the educational aspirations of the community (D'Elia and Rodger 1994: 23). D'Elia and Roger (1994) suggest that if public libraries listen to the public their role could be educational as opposed to recreational information.

The above dual purpose centre has been very successfully explored in many different countries and the notion of dual use by clients is discussed in the following section.

5.6   School public/community libraries

This section examines the idea of partnership between school and public library. It explores the concept of a service point catering for the school and the general public. This section also reviews significant international efforts that have experimented with the school/public library partnership, discussing the merits and demerits of the arrangement.

What exactly is a school/public library or school/community library? It is a library on school premises that serves both the school and the general community or public around the school (Tawete 1995: 33). Tawete (1995: 31) advocates the combined model in the context of scarce resources saying that, "Separate school and public library structures make little sense in the climate of poverty". Savings in the duplication of infrastructure and overlap in the usage of material may make possible the provision of some, as opposed to no, educational and recreational reading.

School/public libraries have been developing all over the world, more successfully in some countries than in others.

According to (Dwyer 1989: 20),

> "the Americans were probably the first to attempt such amalgamations, experimentation has hardly been confined to the U.S. In addition to about 130 school-housed public libraries in the United States, there are some 30 in the United Kingdom, many examples found through Europe, and others in such far-flung areas as Papua New Guinea. One little-known fact is that Canada, with about 180, has more school-housed public libraries than anywhere else in the world" (Dwyer 1989: 20).

There are many important reasons why the partnership between school and public library is being internationally experimented with. Le Roux (1995: 5) lists the following as important reasons for the exploration of the concept:

> "* increased pressure on government authorities to make better use of tax monies,
> * decreased fiscal resources for library programmes,
> * public awareness of the importance of library programmes,
> * an increased demand for access to information in any format,
> * a pattern of settlement featuring greatly dispersed rural communities which are not able to sustain separate school and public library services..." (Le Roux 1995: 5).

Budgetary constraints in developing countries necessitate the best possible use of resources. Thus, South Africa needs to consider the combined option in a serious manner since it provides hope for rural communities that need information. The establishment of a combined library makes it almost immediately possible for rural people to have access to resources as schools although not adequate do exist in rural areas. This is quicker than building a library from scratch. It is assumed that the school in the rural area has space for a combined library and agrees to the idea. It could be that the school would like its own library, one not to be shared with the general public. Thus in the provision of resources, communities have to be included in discussions that affect them.

Dwyer (1989: 22) argues that school/public library partnerships work well if the exact terms of the partnership are spelt out at the outset. Dwyer (1989) says that the following exact details need to be agreed upon for the partnership to succeed:

> "* the scheme applies to areas where no public library exists,
> * the service is based in schools with secondary enrolments, but primary schools may be used in special circumstances,
> * the population served by the school will be below 3 000,
> * while not compulsory, a formal contract should be agreed to and signed by all contributing parties,
> * material provided by the school authority should be that which is normal school library stock,
> * in special circumstances the school principal determines whether parts of the school library stock may be temporarily unavailable to the community or available only for short term loan,
> * public stock is that normally provided in public libraries and according to the normal stock-per-head of-population formula,
> * the teacher librarian is responsible for exercising normal professional discretion in issuing adult material to children,
> * public accessibility should be during school hours plus additional out-of-school hours including school vacations, as determined locally,
> * the education authority provides professional and clerical staff for the library,
> * building maintenance is the responsibility of the education authority..." (Dwyer 1989: 21-22).

The above points are important because they clearly spell out who does what and who is responsible for what. It is important when different agencies contract with one another to clearly define each other's undertakings, or else each assumes the other is to do something and nothing gets done. Or, each conveniently chooses to do what it pleases and the routine functions are not done, or all the routine functions are continually passed from one to the other. In Vancouver a formal contractual agreement was drawn between Vancouver School Board and the Vancouver Public Library affirming the need for the above (Vancouver School Board 1981).

Dwyer (1989: 23) suggests that a committee that represents

stakeholders is established to oversee and administer the project so that all parties' concerns are understood and addressed in the partnership.

School/public libraries have been more successful in some countries than in others. The South Australian success story and the failure of Tanzania are presented in this study.

The South Australian experience with the school/public library is examined in detail because it is the only place in the world where the partnership has been implemented on a state-wide level, with South Australia boasting 46 rural libraries and two metropolitan school/public libraries (Amey 1989: 111; Dwyer 1989: 20). The following discussion looks at the specific detail of the South Australian example, in order to understand the reasons for the success of the combined school/community library.

In the South Australian model both the public and students have equal access to the library facility (Gauld 1988: 157). The principle of equal access applies, the library being available to both the public patron and the school child when ever the library is open. Thus no specific time is allocated for school usage, and other time for public library usage.

The project was carefully thought through before it was launched, evident in the formulation of specific "guidelines" before the project was undertaken (Gauld 1988: 167). The guidelines were "revised and refined" several times to cater for the different communities' needs (Gauld 1988:157). Thus the guidelines that were developed had community input and were specifically created for the community to be served. The above guidelines covered the

> "establishment procedure, the financial and other responsibilities of the various participating bodies and the administration of the library at local level" (Gauld 1988: 157).

The South Australian school/community library is established
in partnership between the school/education department, local
authority and Library Board. The South Australian Education
Department undertakes to provide the following:

> "school library building, the teacher-librarian staff and
> additional clerical staff to help serve the needs of the
> community" (Gauld 1988:157).

The school undertakes to provide resources for a school
library "at the same level as would apply if it were not a
shared resource" (Gauld 1988: 157), supporting the school
curriculum.

The local government undertakes to pay "administrative costs
and the annual turnover of books"(Gauld 1988: 157). All the
local government expenditure is subsidised by the Libraries
Board of South Australia (Gauld 1988: 157).

The Libraries Board provides the initial book purchasing grant
of "6/7 of the public library collection and subsidises any
other agreed expenditure by local government" (Gauld 1988:
157). All other costs are shared between the Education
Department, Local Authority and Library Board (Gauld 1988:
157).

At the local level the school/community library is
administered by a Library Board of Management. This Library
Management Board consists of Education Department, local
government and community representatives (Gauld 1988: 158).
The teacher librarian is responsible to the school principal
and the school board (Gauld 1988: 158).

Gauld (1988), in his evaluation of the combined service lists
the following advantages offered by the option:

> i.   rural areas where the programme was initiated have
>   access to a library service which they might not
>   have had before,
> ii. the elderly and the young were found to be
>   particularly excited by the service,

iii. parents and children (the whole family) make a visit
        to the library (as a family outing) encouraging
        parent involvement in the lives of children (Gauld
        1988: 163-164).

The school/public library was established in Tanzania with the
help of the Scandinavian countries (Tawete 1995: 33). The
Tanzanian experience was not successful, as only one library
at the Kibaha Education Centre/Public Library still exists,
out of the ten that were established (Tawete 1995: 33). The
reasons for their failure are uncertain, but can perhaps be
attributed to the design, implementation and lack sustained
support for the project which was essentially foreign funded.

Ilomo (1985) states that the combined school/community library
in Tanzania was not successful in attracting the adult into
the shared library. Tawete (1995) says that "psychologically
there are some adults who feel uncomfortable to be seen using
the same books as children"(Tawete 1995: 36).

Tawete (1995) states that the management of the combined
library option is problematic (Tawete 1995: 36). The
management difficulties are attributed to the dual client to
be served, which often implies two bosses for the teacher
librarian, that is school principal and community
representative (Tawete 1995: 36).

However despite these difficulties raised above (with respect
to Tanzania) Ilomo (1985) states that "the idea is still alive
and in recent years community primary schools have been
established on the same principle"(Ilomo 1995: 134).

The following are some examples of interesting school/public
library partnerships that have evolved in Japan:
    *   staff and student-help from a school library are
         sent to the public library for training during
         vacations (Omori 1984: 3),

    *   school and public library together prepare vacation
reading lists for pupils. These are promoted in
newsletters, shops, public library and schools which
jointly promote "reading week" and jointly organise
and promote story telling (Omori 1984: 4).

According to Metzger (1992: 41) the Botswana National Library
Service branch libraries provide a Book Box service to schools
in all ten districts in the country. The service provides
books and resources for both pupils and the teachers at
schools. This partnership between school and public library
service has been successful as the project has grown from
strength to strength. Metzger (1992) records that the box
project involves

> "the exchange of books contained in boxes of 80 to 100
> each. In its first year of operation, the service covered
> one district (North East) as a pilot project. At the
> beginning of 1985, the service had expanded to 120
> schools in five districts. By the end of 1991, the
> service was operating in 201 schools in all ten districts
> of Botswana" (Metzger 1992: 41).

The above indicates the possible successful partnership
between public and school library provision in Africa. The
difference in the South African case is the fact that the
Province of KwaZulu-Natal alone has approximately 5000 schools
as opposed to the 201 schools in Botswana. The scale of the
partnership is certainly considerably bigger in the KwaZulu-
Natal context.

The joint school/public library raises many challenges. The
following are some of the challenges raised by the
partnership.

    *   training appropriate to serving a dual client is
required of the librarian (Little 1995a: 12).

    *   it is said that adult users are reluctant to return
to a schoolyard containing children, to seek
information they require (Little 1995a: 12).

    *   many librarians in joint projects experience
isolation from other school librarians and other

public librarians (Little 1995a: 12).

Despite these challenges the option is becoming increasingly popular in countries that would like to provide a service but are not able to afford both a school library system and a public library system, that is, Australia (Little 1995a), Canada (Dwyer 1989), Papua New Guinea (Dwyer 1989).

5.7   Mobile libraries

Several parts of the world have experimented with a mobile, or portable library. Some countries have had good (Cuninghame 1989, Bone 1993) experiences while other countries have had bad (Tawete 1995: 32) experiences. The mobile option is clearly not a substitute for a fully fledged library, but a cost effective interim arrangement that quickly and effectively makes resources available to people, especially in the rural areas.

The mobile option is not viewed as permanent because it does not allow for the following possibilities:
*   only limited resources can fit into a truck and be constantly moved, so biggish collections of material are not possible;
*   space within mobile facilities is invariably small, not allowing effective browsing and resident study space for students;
*   constant movement of material is very labour intensive and thus expensive (requiring human labour to physically move and rearrange resources, thus small collections and constant movement are synonymous).

Several countries have offered the rural communities a mobile library service as an interim solution to make resources accessible to them. The following discussion presents a few of the world's rural libraries success stories.

New Zealand has developed a very successful mechanism of
servicing rural areas. Bone (1993) says that the service
essentially consists of the following:

    i.   bus type vehicles that vary in size,

    ii.   +-3000 items, consisting of books and magazines,

    iii. service runs during the day and evening, including
         Saturdays,

    iv. most mobile drivers are also the librarians, but
         larger service points have two library staff,

    v.   all mobiles have some form of automated circulation,
         via laptop computers, and regular down loading (Bone
         1993: 42).

The travelling library has been very successful in serving
Brazil's rural school libraries (Antunes 1995: 2). The vehicle
stops at schools and both children and teachers have the
opportunity to exchange material. Material for specific
projects can be requested by both teachers and pupils (Antunes
1995: 3).

In the American experience the travelling libraries were the
seeds that led to the development of fully fledged libraries
(Passet 1991). Travelling libraries promoted a library service
to regions that were remote, poor and undeveloped (Passet
1991: 113). The travelling library in America was driven not
by the need to provide access to information but by the need
to

> "Americanize immigrants, to enable farmers to better
> utilize natural resources, to provide upliftment for
> towns devastated by unstable economic conditions, and to
> provide juveniles with direction and purpose" (Passet
> 1991: 113).

The American mobile library was in Passet's (1991) view driven
by the intention of doing social good.

In Nepal the mobile library system experimented with an
innovative approach in which one school within a cluster of
schools was earmarked as a resource centre, serving the others
in the cluster (Cuninghame 1989: 29). Resources were

transported to the other schools most often using "foot or bicycle" (Cuninghame 1989: 30). A core collection was provided to all the schools in the cluster and the node resource centre undertook training for teachers, pro-actively promoting the resources placed in schools (Cuninghame 1989: 29). The project was funded by the World Bank and UNICEF (Cuninghame 1989: 29) and is supported by many schools.

In the African experience use of the mobile library has not been very successful because "Apart from the shortages of spare parts to repair the vehicles, the roads in rural areas are bad" (Tawete 1995: 32). Africa is a vast continent, which needs travelling libraries; but the necessary road infrastructure is not always available to allow the mobile library to be an absolute success story.

The travelling library is not an alternative to a resident library, but an interim measure that makes resources available to persons in remote areas almost immediately and cheaply.

5.8 Interesting programmes for children and parents

Several initiatives have tried to involve parents and children together in libraries (Cooper 1993; Monsour 1991). The following is an account of some of the interesting parent/child schemes that have been developed to help foster a reading culture in communities.

New Zealand has tried several programmes involving the family in the education process in order to promote reading amongst the general population. The programmes present a partnership between parents and the library. Some of the parent/library partnerships with which New Zealand has experimented are:

    i.   the, "Books for Babies Program", offers new parents "a kit containing a board book, a library membership form, a book list, and a brochure promoting story sharing along with gift vouchers from local businesses" (Cooper 1993: 50),

ii. "Headstart is a series of parenting workshops held in the library, involves visiting experts in child health and development such as doctors, dieticians, and librarians. Each session also offers stories and simple activities for children" (Cooper 1993: 50),

iii. "Lapsit aims to introduce parents and babies to books and libraries and to encourage the families to become confident and active library users. Lapsit runs for ten weekly half-hour sessions and includes activities such as stories, songs, poems and fingerplays. The program also serves as a community meeting point for those with similar backgrounds and interests" (Cooper 1993: 50).

The programme has been a huge success and is a regular feature in most libraries.

The above examples illustrate the advantage of involving the parent and extended family in the education process if reading and libraries are to be regarded as an essential ingredient in fostering a reading culture in society.

Some libraries in New Zealand encourage teachers to establish reading "contracts" with pupils "specifying an agreed upon reading goal for each month. On reaching a goal the child (or group) is rewarded appropriately" (Cooper 1993: 51).

Some public libraries have installed computers in schools so that they are able to search the public library network and request information that is required (Cooper 1993: 51). North Shore libraries have tried the arrangement because inappropriate libraries existed in schools. Material is kept for a day for the child, after which it is put back into circulation. The terminals at schools make the teacher and the child aware of material that the public libraries have to offer (Cooper 1993: 51).

Clearly participation by parents in both the education of their child and in their own education is being mooted.

5.9   **The African experience**

What is the status of school library provision in Africa?
School library provision in most parts of Africa mirrors the
status of school library development in South Africa. Poor
school libraries exist in the African continent because, "the
school library is not considered central to the school
program" (Otike 1989: 80). The study examines school library
provision in several African states and illustrates the low
priority school libraries enjoy on the African continent
generally.

Many African countries do not have a school library policy
(Otike 1989: 80, Mulaha 1983) and,

> "In the absence of a school library policy, the
> development of school libraries is left in the hands of
> head teachers.... In the absence of a clear policy,
> standards for school libraries are nonexistent" (Otike
> 1989: 80).

The absence of policy relating to school libraries has
resulted in a patchwork arrangement of school library
provision. Schools that have resources and value a school
library have a library, while schools that do not have the
money and/or do not prioritise school libraries do not have a
school library (Otike 1988: 8).

Unlike the United States, Britain and many other developed
countries, where school libraries are backed by legislative
acts, school libraries in most developing countries have no
statistics, dates, laws or regulations (Alemna 1983: 220).

Otike (1989: 80), says that on the African continent school
libraries are generally considered by policy makers to be
"fiction collections" used to improve the language skills of
pupils. Thus most school libraries become the responsibility
of the English language teacher as opposed to professionally
trained school librarians (Otike 1989: 80). The interface with
curriculum is not planned and programmed into the schooling
schedule.

In many African countries the library is highly frequented, not for library material but for the use of the library's study space. In Tanzania, Otike (1989: 81) notes that students often come with their own reading material such as text books and school exercise books, using the library simply as a study facility.

The text book in many African countries is often used as the primary and only source in the educational experience of the child. The reliance on the text book encourages, "rote learning and does not leave much room for individual inquisitiveness and creativity" (Otike 1989: 81).

Acquiring information in many African countries has been problematical. There is, in some countries like Kenya a total "absence of local bibliographic sources for schools" (Otike 1988: 16). There is a the reliance on foreign material which is not always suitable. In Kenya few schools "maintain subscriptions to periodicals" (Otike 1988: 18) and hardly any audio-visual material is available (Otike 1988: 18). Pakkiri (1991: 16) describes Zimbabwe as a country affected by a "book famine".

The African library sector acknowledges the role it has to play in the development of literacy and the sustained support for newly literate people (Newa 1990). In "1980 Africa had the highest percentage of illiteracy in the world, estimated at 60.3 % and was rising" (Newa 1990: 76). The library is acknowledged as a agent that can help and support literacy programmes. The problems encountered in the support are the following:

i.   appropriate material in the vernacular is required to sustain interest in reading,

ii. the vast variety of languages that are used makes it difficult to decide in what language something should be produced; the need is equal for all the relevant local languages.

The African continent has to deal with the high level of
orality of society (Iwuji 1990). Libraries in the world have
focused primarily on providing resources in the form of books.
This is changing with the advent of new technologies. However,
in the African continent, a significant proportion of persons
are illiterate (Newa 1990) and thus the oral medium is the
only means of information exchange. The challenge for
libraries in Africa is to use this medium to its maximum
benefit.

In each of the following countries, the lack of funding and of
trained staff were amongst the main reasons given for the poor
state of school libraries in the respective countries, Kenya
(Makuvi 1990; Mulaha 1983; Otike 1989), Ghana (Alemna 1983),
Uganda (Otike 1989), Tanzania (Otike 1989), Botswana (Metzger
1992), Zambia (Kakoma 1991), Namibia (Tötemeyer 1991,
Tötemeyer 1992) and Nigeria (Apeji 1990).

In addition, school libraries in Africa are generally
underfunded, understaffed, lack suitable resources and are
undervalued. There is little policy regulation that can impact
on effective service. A patchwork of provision exists, schools
that have the means and will commit funding to school
libraries, while others have the funding but not the will, and
yet others the will but no funding, and so neglect the school
library.

5.10 Information literacy

It is generally accepted that the world is experiencing an
information explosion. The rate and form of information being
produced is dramatically increasing. Internationally, it is
being recognised that because of the rate at which information
is being generated, and the constant need to update
information, skills that foster life-long learning need to be
developed in people. A "fact" today is outdated tomorrow, but
knowing how to find information and providing access to
information ensures that the person could technically always

have up to date and in-depth information. Thus international drives for information literacy.

Several countries are grappling with issues relating to information literacy. Living in the information age has affected the role and function of education. Children have to be taught to access and use information in an effective way (Kuhlthau 1995: 1). Kuhlthau (1995) says that schools must prepare "children for living and learning in an information-rich environment" (Kuhlthau 1995: 1). Living in the information rich environment means preparing children to effectively access and use information.

What does it mean to be information literate? Todd (1995) defines information literacy as "the ability to use information purposefully and effectively" (Todd 1995: 54). Todd (1995), suggests that inherent in the effective use of information is the ability to effectively locate information (Todd 1995: 54).

Two influential documents,
* "Information Power" (American Library Association 1988) and
* "Learning for the Future" (Australian School Library Association/ Australian Library and Information Association 1993),
strongly support the view that education must prepare people to be full participants in the information age.

5.11   Summary

Internationally and nationally, library and information service is advocating policy for the library sector. Policy and standards in themselves have not resulted in school libraries. The location of standards and provision, within the sphere of Education was seen as important.

The international image of school librarians is one of low

status and low priority.

The organizational systems explored suggest that no one arrangement is necessarily replicable, the context of each situation determines the organizational system to be used.

An advisory service that is located in the Education Department is important to drive school library progress in schools and in the Department of Education. The advisory service must provide relevant in-service support to teachers in schools on a regular basis. In areas where the advisory service was absent or not operative the status and value of school libraries was limited.

A committee that facilitates school governance is important in the school context.

Technological innovation and its various applications to school libraries are being explored internationally. Some initiatives have been more successful than others. A range of cost effective mobile service points have been tried as interim cheap and quick solutions to library provision demands.

Africa has not been able to successfully phase in school libraries, primarily because of funding and capacity constraints on governments.

Public/school library combinations if well planned offered cost effective solutions in several areas.

The value of fostering an information literate citizenship is accepted internationally.

Chapter 6
THE STATUS OF SCHOOL LIBRARIES IN KWAZULU-NATAL IN THE PERIOD 1990 TO APRIL 1996

6.1 Introduction

The present chapter presents the data acquired for this study on school libraries in the KwaZulu-Natal Province during the period 1990 to April 1996. The data collected provides a description of school libraries in order that an implementation plan for the Province, which will make resource based education possible, may be developed.

A historical and descriptive discussion of school libraries in the Province is presented, examining the school library status in the KwaZulu-Natal Province in the period 1990 to April 1996.

This chapter advocates the importance of school libraries in the educational experience of the child, but it also illustrates the inability of the Education Departments in KwaZulu-Natal to adequately meet the challenge of providing adequate access to resource based education.

6.2 What is a school library?

When one refers to a school library, to what exactly is one referring? Is it a collection of books, audio-visual material, reprographic production facility? How big physically does a collection have to be before it is referred to as a school library? What is the difference between school library, media centre, school media centre and resource centre?

De Klerk says that,

> "school libraries imply those organised collections of books and other resources inside schools that have the primary aim not only to support day to day teaching, but also to introduce learners to the world of information without which they will be much poorer and less fulfilled"(1995: 93).

The collection could be a few books in a box in the classroom, a few resources in the principal's cupboard, or an enormous collection of resources. Thus a school library can be any collection of resources (Roslee 1988: 57).

White (1990: 103-104) states that because of what a library is and who a librarian may be, the terms are totally undefinable. Librarians and libraries are not regarded as having any particular professional status and authority because they manage anything and anybody can be a librarian. The analogy that White (1990) presents is that a striptease artist on a ship, with no interest in a library but managing a discarded few books, is called a librarian, and the collection is called a library on board the ship. This loose terminology contributes to the low status of librarians and libraries generally.

The new affordable information technologies make the traditional book just one source and medium of information. Information is now available and can be developed even at school level using video, radio and tape technologies amongst others (Roslee 1988: 57). The increased demand and effectiveness of some of these media has resulted in the easier affordability of these resources.

School libraries not only house but create resources that supplement the curricular and extra-curricular needs of the schools they serve. Some schools have continued to use the term school library, while others have pro-actively begun to use terms such as media centre, media resource centre, library resource centre, resource centre and multi-media centre.

In response to these changes, the terms school library and media centre are interchangeably used to refer to multi-media production and a resource base in the school context.

The increased availability of new technology that is

affordable and effective has demanded the evolution of the
"book-only" school library into multi-media centres that house
and produce resources. Clearly, not all school libraries have
evolved into multi-media centres.

In the KwaZulu-Natal Provincial context a vast range of
facilities and situations are called school libraries (Ballard
1996; du Toit 1996; Lombo 1996; Padyachee 1996; Pierce 1996).
A small classroom collection, a cupboard of books and a
stocked custom designed library can all be referred to as a
school library (Ballard 1996; du Toit 1996; Lombo 1996;
Padyachee 1996; Pierce 1996). Thus in the KwaZulu-Natal
Province, in the period 1990 to April 1996, a school library
could be a small box collection, classroom collection or a
dedicated building with resources (Tomlinson 1996).

Smith and Pike (1991: 329) say that a school library is the
heart of the school, as curriculum design, implementation and
support is facilitated by the school library. Thus the need
for a school library.

6.3   Why is resource based education essential?

A study of this nature provides the opportunity to investigate
the role of media resource based education. Resources at
school allow for a variety of opportunities to be explored in
the education context. The following discussion highlights
some of the key benefits of resource based education.

The integration of media based education into the core
curriculum (Smith and Pike 1991: 328) allows the child to view
knowledge holistically (Matlhare 1994: 37). In schools,
especially in secondary schools, pupils are taught by
individual/separate subject teachers who are specialists in
their respective areas. Thus, to the child, English is seen as
quite separate from Geography; Geography quite separate from
Science. The child is not provided with the opportunity to
explore the inter-relationships between the different types of

subject matter in order to view knowledge as a whole.
Integrated media based education allows knowledge to be
experienced as a whole (Matlhare 1994: 37).

For example, if the concept "Indians" in Natal is to be
taught, the History teacher teaches the historical aspects of
the topic; the English teacher prompts free writing,
comprehension exercises and talks on the topic; the Geography
teacher teaches the geography of the topic (where these Indian
people in Natal came from, the climate of India); the Home
Economics teacher can explore the food eaten by the Natal
Indian.

The exposure to media based education affords teachers and
pupils the opportunity to become familiar with a wide variety
of materials outside of the text book (Niinikangas 1995: 5).
This exposure to a variety of material provides an important
context for the development of creative and critical thinking,
outside of the prescribed text alone.

In the South African context where education was perceived as
an apparatus of the state used in order to maintain control
and hence achieve domination, and where there has been a high
level of mistrust in the text book, the exposure to other
literature and media allows for 'up-lifting the credibility of
education amongst the youth. If anything, exposure to a wide
variety of material contributes to the breakdown of the notion
that education cannot be liberating.

Lundin (1983: 8) stresses the importance of access to
information saying,

> "Information is of value to all forms of decision making
> from voting and furthering one's education to purchasing
> a car or hi-fi equipment and getting a job" (Lundin 1983:
> 8).

Exposure to material allows children to read about and explore
situations outside of their own, developing their imagination
and understanding of the world immediately around them and of

the extended world community (Olën 1992: 35). Thomas (1989) stresses the importance and the role of media in the promotion of inter-cultural positive identity development. She stresses that resources "...facilitate the development of an awareness and appreciation of all cultures..." (Thomas 1989: 208).

Media based education allows the teacher the opportunity to be creative with content and with teaching methodology (Meyer and Newton 1992: 13). The wide availability and differing forms of resources allow the teacher to be innovative in the selection and presentation of lessons to pupils (Roslee 1988: 58). Resources allow the use of creative teaching methods (Meyer and Newton 1992: 13), for example learning from peers, self discovery and individualised instruction to suite individual pupil needs.

Media based education allows pupils to work at their own pace engaging with the knowledge in which they themselves are interested. It allows for individual learning packages to be designed both consciously (Roslee 1988: 58-59) and incidentally; that is, given an assignment on aeroplanes the student might read further on airports or the night sky or hostages and aeroplanes. The individualised interests of students and their own respective paces can very successfully be catered for by the student working at his/her own pace within a class group.

Resource based education allows the child the opportunity to explore material in the environment in which it is most comfortable. Resources can be taken home or used on the floor in the library, if and when the child chooses to do so.

Does the non-existence of a school library at a school imply that the above is not possible? To the contrary, accessibility and the effective use of resources is essential and necessary, but where the resources are to be located is not prescribed. Most certainly it would be advantageous to have all that is

required located in the school, and to have the professional help available to facilitate the maximum usage of the resources. But if the resources are available to both teacher and pupil at a reasonably accessible venue outside the school, the above advantages are still possible to attain.

The resources referred to above could be a box of books the teacher has distributed, or a collection of resources the teacher has referred the pupil to. The teacher could have referred the child to a public or school library, or to resources that either the pupil or the teacher has perhaps purchased, or to handouts the teacher has created to teach from or with.

Thus, the present author argues that access to resources makes an essential contribution to the quality of education and that the location, ideally, should be in close proximity to the school. However, the resources can be located in a local public library, book shop or any other accessible resource centre.

6.4   Why school libraries?

School libraries exist to enrich the school community, that
is, the teacher and child's educational experience. Olën
(1988) says that school libraries play

> " ... a central role in the educational process by
> providing pupils and teachers with a selective
> collection of learning and instructional resources
> in various formats; also the facility and equipment
> for using the resources. The resources or media are
> used as an integral part of the teaching and
> learning process. At school the pupil is prepared
> for a role in society. In a world where information
> is becoming an increasingly important commodity the
> school must prepare the pupil to retrieve, select,
> use and organise information from a variety of media
> so as to facilitate the pupil's current and future
> handling of information. Pupils are thus educated in
> the use of, and also through the use of the various
> media. The media in a media centre are organised in
> similar ways to those in other libraries and this
> assists the pupil when he seeks and uses information
> in other libraries after leaving school" (Olën 1988:
> 207).

The school library is intended to support the teacher with
resources that extend and supplement the curriculum (Roslee
1988: 57-60). Curricula-related material that enriches the
curriculum can be provided by a school library.

The resources that enhance the pedagogic interest of the
particular teacher (Roslee 1988: 57-60) can be made available
in a school library. Material that the teacher requires in
order to teach in more interesting and stimulating ways can be
found there, thus enriching the child's educational experience
(Roslee 1988, Stripling 1989).

Brink and Meyer (1988) say that a school library should

> "not merely exist or be housed in a school but it should
> be part of the school, part of the whole process of
> education and should therefore be integrated with the
> work of the school" (Brink and Meyer 1988: 3).

Brink and Meyer (1988) further argue that the school library offers the child the following opportunities:

"1. to acquaint the children with a wide variety of suitable books, periodicals and audio-visual materials,
2. to promote reading for the sake of enjoyment and the pleasure it affords,
3. to teach children to read and use books independently through reader guidance and book education,
4. to promote respect for public property and love for books,
5. to integrate all subjects into one whole,
6. to help teachers to attain more knowledge to assist them in teaching their different subjects,
7. to create and establish in pupils characteristics like the following : orderliness, purposefulness, responsibility, self-dependence, self discipline, productive and sound use of leisure time..."(Brink and Meyer 1988: 4).

The school library also exists to fulfil the child's general interest (Stripling 1989: 137); for example, football rules, how do I get an Identity Document?, where do babies come from?, and so on. The child's general interest and curiosity are provided for in the school library.

The following studies prove the value of resource based education in the school context:

i.   Planck (1996) investigated the impact of "resource based learning and the integration of information literacy within planned units of work, upon the development of skills and self confidence necessary for students to become independent, autonomous learners" (Planck 1996: 17). She found that media education impacts positively on "the self esteem of the student, their confidence in set tasks, and their acquisition of knowledge (Planck 1996: 19);

ii. Todd and McNicholas (1992: 129) report on the success of planned resource based education in Sydney. They report on the structuring of the teaching/learning process, being resource based and advocating the library. They found that the

structured use of the school library produced
positive educational outcomes (Todd and McNicholas
1992: 131);

iii. Lance, Welborn and Hamilton-Pennell (1993) found
that

"-the size of a library media centre's staff
and collection is the best school predictor of
academic achievement,
- the instructional role of the library media
specialist shapes the collection and in turn,
academic achievement,
- library media expenditures affect staff and
collection size and, in turn, academic
achievement (Lance, Wilborn and Hamilton-
Pennell 1993: 92); and

iv. Markless and Streatfield (1994) found evidence to
suggest that

"an effective school library does make a
difference to teaching and learning. In the
case of primary schools the strength of this
impact is heavily affected by the individual
teachers and how they make use of the available
resources...
At secondary level, how much effect the school
library has depends very much on the nature of
the school, what sorts of teaching and learning
are going on and how the library fits into the
action" (Markless and Streatfield 1994: 31).

School libraries, where they exist, can and do support the
child and teacher in enriching the learning experience
(Stripling 1989: 137-138).

6.5   A short history of school libraries in the
               KwaZulu-Natal Province

This section presents a general history of school libraries in
the Province. School library provision, like all other aspects
of the education system, reflects the Apartheid history of the
country with better provision for White schools than Black
schools (Stadler 1991).

A look at the history illustrates that a partnership has
existed between school and public libraries, with respect to
their administration (Wilson 1978: 9). But the partnership was

questioned at the turn of the century (Wilson 1978: 15). A distinction was made between school library provision being administered by the Department of Education and public libraries being administered by Provincial Government (Wilson 1978: 9) in partnership with Local Government.

Verbeek (1986) did an in-depth investigation into the history of school libraries in the KwaZulu-Natal Province. Verbeek's (1986) investigation into the history of school libraries concluded the following:

i.   colonial Natal had no school library worthy of the name;

ii. various Superintendents of Education in 1887, 1895 and 1905 called for school libraries;

iii. in 1905, C.J.Mudie - Superintendent of Education, introduced a pound for pound subsidy for books;

iv. White children had access to books from public libraries to which their parents belonged, but Black children did not have the same access;

v.   in 1919 Durban Municipal Library established a junior library with a full time children's librarian. Franklin Rooke (1948) found that the funding for school libraries was deplorable and inadequate.

vi. at the request of the librarian of the Germiston public library in 1927, President F.K.Keppel and Secretary J.Bertram of the Carnegie Corporation of New York visited South Africa. As a result of their recommendations Milton Ferguson (State Librarian of California) and S.A.Pitt (City Librarian of Glasgow) were sent to investigate the library situation in South Africa. As a result the first national library conference was held in Bloemfontein to investigate and recommend on libraries in the country. Between 1928 and 1936 $346 250 was provided for libraries by the Carnegie Corporation. Of the amount, $2 500 was provided for a demonstration school library in Natal

at the Girls' High School in Pietermaritzburg. The
main recommendation was the establishment of free
libraries for all in South Africa.

School libraries were viewed as part of the national
library system, with reference material being
purchased by Provincial Education Departments.

vii. Malherbe (1932) reported to the Carnegie Commission
that about 28 % of Natal schools were without
library books, that 16.4 books were available per
teacher and that 28 % of schools neither received
newspapers nor periodicals.

viii.the Carnegie Conference on libraries in
Bloemfontein suggested that a school library
organizer be appointed in every Province, that each
school was entitled to a library containing standard
books and the services of a qualified teacher
librarian and the service to schools was to be a
partnership between education and provincial library
services.

ix. the new Provincial Department supplied its first
lot of books to schools in 1952. The dual
responsibility of the Department of Education
and Province servicing schools did not work because
the different departments had differing concepts of
the role of the school library. As a result of this
dissatisfaction, the Provincial Council in 1969
reviewed the application to change the dual
arrangement. In 1970 school libraries were made the
responsibility of the Department of Education.

x. the situation for Black children was worse than for
the White population.
Indian families and schools raised money to
privately purchase material, and many private
collections developed in the period.
African persons in the region only had access to

Adam's College, Marianhill College and Ohlange
College. None of these libraries were in schools.

xi. the various Black Education Departments have
attempted to provide a school library service, some
more successfully than others.
Indian education placed libraries under the control
of one subject advisor in 1966.

Very little is known about Coloured education's
school libraries.

The KwaZulu Library Act (18 of 1980) includes a
statement on school libraries. The critical shortage
of classrooms and related resources has always taken
priority over library provision in KwaZulu schools.

DET provided a rand for rand subsidy for material
from a purchase list if funds were available and
equal numbers of books in English, Afrikaans and the
vernacular had to be purchased (Verbeek 1986: 23-
46).

In the KwaZulu-Natal region the Provincial Library Service
provided reading material to White schools on a block loan
basis until 1970. The service ceased when the NED argued

> "that it would not be in the interest of the
> administration or of this department for the bulk
> purchase of library books to be arranged by the
> provincial library services. The right of the
> Principal and his staff to select books is an
> essential feature of the school library scheme and
> this freedom of action and the goodwill of the
> schools must be preserved at all times..."(NED
> 1970).

Further,

> "...the academic revolution which had and was still
> taking place made it necessary for the Education
> Department to utilise all available resources to increase
> the efficiency of the teaching service. The requirements
> of all the different types of schools will vary radically
> as will the requirements of the numerous different
> subjects in these schools. The new differentiated
> education about to be introduced will increase the big
> differences in resources needed to provide for the
> additional expected differences..."(NED 1970).

Due to the above factors the Acting Director of the Provincial
Library Services decided the following. Firstly,

> "that the Natal Education Department should assume full
> responsibility for all the matters relating to books for
> government school libraries with immediate effect"(NED
> 1970).

Secondly,

> "the administrative action regarding the writing off and
> taking charge of school library books by the Provincial
> Library Services and the Education Department
> respectively be carried out immediately" (NED 1970).

Private schools continued to be provided with block loans from
provincial library service. The service to private schools was
terminated in 1990 because it was felt that it was wrong to
service only private schools; if the service was to be
offered, it was to be offered to all schools (Van der Riet
1993).

Thus the partnership between White schools and the Provincial
Library Service finally terminated.

The above illustrates the point that, historically, school and
public library provision worked together in partnership, but
Education argued that Education was best placed to administer
and provide for school libraries. The argument of the
inability of the Provincial Library Service to adequately
understand and provide for the schools' needs was instrumental
in ceasing the partnership.

Why exactly was the partnership severed? The reasons provided by Wilson (1978) are that the school sector wanted the resources to establish school libraries in each and every school, supporting a qualified teacher librarian with the help of an advisory service (Wilson 1978). The Education Department wanted more active input into the selection, distribution and use of resources.

According to Verbeek (1996) this movement was also in line with the establishment of school libraries within the Education Departments in the Transvaal and the Cape Province. It should be noted that this change was not implemented by the Orange Free State who ran their school library service from the Provincial public library sector as opposed to the Department of Education (Verbeek 1996).

The severing of the partnership need not have occurred had the complaints of the Education Department been addressed within the Provincial Public Library System. Selection input from education could have been effectively incorporated into the Provincial library system. Further the Advisory Service[59] (a further discussion on the advisory service is presented in section 6.6.12 of the present chapter) could have continued to work as an Advisory Service in partnership with the Province. The breaking up of the partnership was shortsighted because the Province could have dealt with the various issues that were raised. The decision did not take into consideration the capacity and cost of the alternative approach, and these were not clearly mapped before the breakaway. Proof of the above is the bad state of school libraries in the period of the study (Stadler 1991).

School library provision by the Education Department largely

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[59]Advisory Service refers to the management component of education that advises teachers, helps and supports them in the interest of improving the quality of teaching and learning. Most subjects taught at school have a corresponding advisory service such as English, History and Maths.

reflected the dichotomy of the wider education ethos, of educational disparities legislated by the various discriminatory legislations imposed on education for the different population groups (refer to chapter 1 for the different education acts that regulated the different population groups in the Province). The decentralisation of school library provision to the Education Departments, resulted in the entrenchment of segregated library provision in the school library sector because it was to be governed by the Education Departments, which were legislated to exist as separate entities by the various Education Acts.

In the Province of KwaZulu-Natal the Apartheid system created five different Departments of Education, that is, NED, HOD, HOR, DET and DEC (as discussed in chapter 3). Each was funded, administered and existed independently of the others. In school library provision the same context applied. Each of the Departments of Education provided for school libraries as they thought fit. Some placed higher priorities on the school library than others (Stadler 1991). Each attempted to provide a school library service within the constraints of the resources their particular Department had access to.
The state of Black school libraries in the country is a legacy of Apartheid, with no proper library building, insufficient material and insufficient teacher librarians (Stadler 1991; Vermeulen 1991; Overduin and de Witt 1986). A detailed discussion on the above is presented in the following sections.

6.6   A presentation and discussion of the
            status quo of the school library sector in
            the period 1990 to April 1996
This section presents the data collected in the study, which describes the status of school libraries in the KwaZulu-Natal region in the period 1990 to April 1996.

The data that enabled this review was collected from the

following: 1991-1992 Advisory Heads' presentations to school librarianship students, 1992 School Library Conference, 1993 Advisory Service Questionnaire, Literature Review and 1996 Interviews.

The period 1990 to April 1996 was investigated because it allowed consideration of Apartheid education, preceding 1994 (that is, 1990 to April 1994), and post Apartheid education, after 1994 (that is, April 1994 to April 1996). The period 1990 to April 1994 was chosen for the study to enable an understanding of the historical past which would inform the study's implementation plan. The period April 1994 to April 1996 was included in the study to reflect on the operations of the new 1994 government's workings that would inform the possibilities of the study's implementation plan.

6.6.1   Policy

The question asked in this section is, did the five Departments of Education have a policy on school libraries, and, if they did, what did the policy entail, during the period 1990 to April 1996?

To investigate whether a policy document existed for school libraries, the school library subject advisors were asked in 1993 (questionnaire) and 1996 (interview) if their work in schools was informed by a policy on school libraries. Subject advisors provide direction and support in particular subject areas in the Department, thus their input on policy was considered valuable.

When the subject advisors were asked the question in 1993 and 1996, and were asked for the policy document, a copy of each of the following documents were obtained. DEC and HOR did not submit any policy document.

Table 6: Policy documents on school libraries

NED	- The broad aims and functions of the education media services section of the Natal Education Department (Nel 1985?), - Direktoraat : beplanning en ontwikkeling (Smith 1995) - Sub-Directorate Education Media Services (du Toit 1995).
DET	DET Natal Region : Media Services Subject Policy (DET 1992). Media Policy for Primary Schools (Lombo 199?)
HOD	Library Resource Services (Maharaj, Padyachee and Pillay 199?)
HOR	-----------
DEC	-----------

(The above documents were attained by telephonically negotiating for their location and availability).

In one Education Department two subject advisors disagreed with regard to the existence of a policy document. Thus even if the policy did exist it would have been partially ineffective since some of the persons who were meant to implement the policy were unaware of its existence.

In the present section it is illustrated that not all of the five Education Departments clearly understood what policy was. Nor did all necessarily have any policy document that regulated the way the particular department worked.

Some school library advisors experienced difficulty with the idea of policy; for instance, was it a guide for teachers, a guide for principals, a guide for teacher librarians, a statement of intent across the whole department, minimum standard guidelines? The confusion referred to above is illustrated in the documents that were presented as policy by the school library subject advisors.

The NED documents listed the duties of the Advisory Service, education library, and teacher librarian (du Toit 1995). The document by Nel (1985?) locates the school library and its functions broadly within the scope of educational technology. Nel (1985?), supported the library as a vehicle to foster and develop technology at school level. The documents submitted as policy focused on the advisory service (du Toit 1995) and educational technology (Nel 1985?) primarily. They make no exact mention of the specifics of school libraries within the NED, nor what exactly had to be done by whom to provide school libraries.

The DET document lists the physical requirements of a school library, stock accessioning processes, cataloguing details, issuing systems (DET 1992; Lombo 199?). The documents for secondary and primary schools were guides for the teacher librarian, principally supporting the teacher librarian in the running of the library.

The HOD policy document submitted was a manual for the teacher librarian in a school. The document is a comprehensive manual for the teacher librarian: advice on promotion, the duties of the teacher librarian, control of stock, placement of orders, cataloguing details (Maharaj, Padyachee and Pillay 199?).

Thus three of the five Education Departments had documents that prescribed to the teacher librarian what she/he should be doing and what she/he should not be doing. The HOD and DEC made no submission at all. Could it be that the requested policy did not exist in the HOD and DEC Departments of Education?

The school library situation could have been predicted to lead to the unequal and disproportional school library development in the Province (Stadler 1991), since the "policy" on school libraries that existed were largely prescriptive manuals or instructions for the teacher librarian. The policy should have

had wider legitimacy, within the broader Department of Education, and have appeared as legitimate circulars and instructions to principals at schools on what they had to do and not do. The important thing to remember is that persons in influential positions, for example Principals, Heads of Departments, and Inspectors of schools, needed to implement and monitor policy, for the policy to have been successful. In their absence the ordinary teacher is on his/her own in the battle to legitimise the policy.

The process of developing policy is essentially a process of making a decision (Stueart and Moran 1993: 55). Stueart and Moran (1993: 55) say that policy and decision making are synonymous, that is, to decide on policy one has to make a decision and to make a decision is effectively deciding on policy. If one accepts that the policy informs decisions, in the absence of policy in some Education Departments, what informed the way in which school libraries were administered?

In the KwaZulu-Natal region in the period 1990 to April 1996 some sectors had no policy and some believe they had a policy, but the documents referred to were in most instances manuals for the teacher librarian. Thus the uneven and inadequate school library situation in the Province in the period of the study.

In 1990 an initiative to develop a provincial school library policy document was started at the Department of Information Studies at the University of Natal in Pietermaritzburg. The researcher organised and chaired the meetings aimed at developing school library policy. All five Education Departments' school library Advisor Heads were invited to these meetings. The participants, consisting of Library Subject Advisors, Provincial Library Services and READ, felt that the policy that was being talked through should develop a mechanism of being legitimised within the Education Departments for schools in the region, and the LIS sector, and

the TRANSLIS (Transforming Library and Information Services) schools sub-section.

Regular input led to the creation of the first draft proposed policy document on school libraries, which is attached as Appendix 7. This document was circulated widely for comment both within the Province and outside it. The researcher co-ordinated the first "round robin" comments on the document.

The minutes and submissions of these meetings were submitted regularly to CHED (Committee of Heads of the five Education Departments in KwaZulu-Natal) in the hope that the contents of the documents submitted could be enacted into policy. CHED was the seed for the creation of the unified Department of Education in the KwaZulu-Natal Province. Submissions in similar vein were also made to TRANSLIS.

When the Provincial Task Groups (PTG) were established in 1994, a School Library Policy group was established to review school library policy[60]. PTGs were essentially interim advisory structures established to co-ordinate and legitimise the absorption processes and procedures.

The participants in the school library policy group (established by the researcher at the University of Natal) became the nucleus of the new School Library PTG. Additional membership was encouraged, and was extended to any person interested in school libraries.

The draft policy that was circulated by the University of Natal School Library Group was the basis on which the PTG worked to develop an accepted Provincial Policy on school libraries. In essence the old university group was absorbed into a formal KwaZulu-Natal Provincial Education Department

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[60]PTGs refers to groups established by the Provincial Department of Education to assist in the amalgamation and co-ordination of Provincial Education.

Committee, and this gave the process legitimacy. Some believed that this new legitimacy arose from the location of the initiative within the structures of the Education Department in the Province as opposed to its being an independent grouping outside the Education Department.

Several difficulties arose as a result of the composition of the new group. The following paragraphs highlight some of the complexities that the new PTG faced in the period 1994 to April 1996:

i.   Some group members did not attend on a regular basis (School Library Policy Group 1994-1996). Often a person would come to one meeting and not to the next few meetings. This irregular attendance meant that when the person then came to a meeting, issues that were resolved at previous meetings often had to be re-opened for discussion.

Thus issues that were easily resolvable took several meetings, if they were resolved at all. An example that illustrates the above is the issue of a purchasing policy for school libraries. Some members felt that resources should be bought bibliographically processed, while others argued that the cost of fully processed material would outweigh the benefits of processed material. Even though the issue was resolved on the basis that the cost of purchasing processed material was too high and that the booksellers and publishers were reluctant to do the processing, this issue reappeared for discussion on several occasions simply because of the lack of regular attendance at meetings (School Library Policy Group 1994-1996).

ii.   Several members of the policy group were not representative of any constituency and therefore were not accountable to anyone but themselves, for

example, the Deputy Director of the Provincial
Library Service came if he/she chose to come, and if
he/she did not, no one could sanction the absence.
Provincial Library Service, in its participation,
was not accountable to the group or to provincial
library services for the decisions taken in the
group. Essentially free agencies made decisions on
all sorts of issues with no mechanism to legitimise
decisions taken.

The policy development that occurred was thus the
embodiment of the ideals of a few interested people,
who occasionally made the time to attend these
meetings. Thus the value of the entire process and
hence its results must be questioned.

iii. The participants were from diverse backgrounds:
school teachers, teacher librarians, non-
governmental organizations and academics from
universities.

The difficulty with this was the fact that
participants came from divergent and sometimes
conflicting bases. For instance, the teacher who
worked in a fully fledged library argued against a
change in the method allocation of resources that
would in any way disadvantage that particular school
from which he/she came. Such a person understood,
but did not accept the redistribution of resources
to less advantaged schools, because it meant that
the reallocation was to be at his/her school's
expense, because the budget was a finite amount for
all schools.

iv. The group sometimes believed that it had the
authority to decide on events which were clearly
outside the scope of the committee's mandate. For

example, on 18 June 1996 it discussed the financial allocation of school library funding, and how that money was to be spent.

This was not within its competency because, legally, this decision of how and who spends that money is a civil service delegated position that has Treasury implications. The civil service, including financial issues is run on delegation[61], and the relevant accountability of action. All and sundry are able to advise but not directly invoke action.

v.   The persons who would be affected by the decisions of the group were often not present or informed of decisions that affected them. Persons in management for example persons at Chief Director level, needed to attend or be regularly informed of the group's workings in a regular procedural manner. This would have ensured that a link to effect change was created between management, staff and library and information stakeholders.

Despite the fact that minutes, decisions and suggestions were passed to the management of the Department of Education, the line managers who could have acted on the discourse were not part of the discussion, nor always informed of the discussion that had taken place in the PTG school library policy group.

vi.   Communication between the PTG and the Departmental management structure was never exactly worked out. The odds were that the outcomes could pass one

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[61]Delegation refers to the enabling power to do or not to do any thing in the civil service. Having a delegation grants one the power to act on that particular issue. Likewise not having the delegation means not being able to act on that aspect, but only refer it to the person or body that has the respective delegation to act.

another, rather than meeting and being resolved in
the interest of the service.

vii. An additional problem was that the former HOR
Department was not able to send a Department
representative to these meetings because no school
library official from the Department was based in
the KwaZulu-Natal region in the period 1994 to April
1996. Thus the HOR Department was represented only
by teachers who came from time to time, and were not
official Departmental representatives.

The PTG has completed its task and a policy document has been
submitted to the Department of Education for acceptance.

A detailed discussion of the policy document is presented in
the following section of the study.

As has already been said, no co-ordinated policy document for
all five Departments in the KwaZulu-Natal region existed prior
to April 1996. However, some of the five former Education
Departments had documents that they believe were policy, but,
in effect, were largely prescriptive manuals, while others had
brief policy statements in the documents referred to. The same
is true of the national school library scenario (Karlsson,
Nassimbeni and Karelse 1995: 3). In April 1996 no co-ordinated
national school library policy, that was accepted by all
Provinces, existed.

The National Department of Education hosted a meeting in
Pretoria of stakeholders on 17 July 1996 to launch a process
which attempted to produce national standards and guidelines
for school library provision in South Africa (RSA 1996c). The
meeting established a task group to begin a national effort to
develop policy and guidelines for school libraries nationally.

The following sections discuss the status of the Provincial policy on school libraries that was released in May 1996 by the Schools Library Policy group (PTG) even though the document is outside of the period of this study.

6.6.1.1   School library provincial policy

A set of policy proposals has been produced as a result of the PTG examining school libraries. The policy is a product of many years of work by the school library sector. Work on the policy document was started in 1990 by the group based at the University of Natal, and convened by the researcher. This was then continued by the PTG on school libraries in the period 1994-1996. Several persons, institutions and non-governmental organizations were involved in the process.

The principles upon which the document rests are the following:

> "*   the existence and utilization of the school library
>   media centre is an essential and indispensable part
>   of effective free and compulsory education to which
>   each child is entitled;
> *   resources for an effective school library media
>   centre at each school should be a priority item in
>   the budget for school provision;
> *   a school library media centre policy should form an
>   integral part of the policy on education provision;
> *   the eradication of backlogs towards the ideal
>   position requires a realistic, phased and flexible
>   strategy that can respond to,
>   -changing needs of multicultural communities
>   and
>   -technological developments" (School Library
>   Policy Group 1996: 1).

The document discusses the guidelines by which the above principles are to be attained. The following are policy guidelines for provision that have been accepted by the PTG on school libraries:

> i.   school library media service should be nationally
>   represented as a subject in its own right, like any
>   other school subject;
> ii.   Regional Departments need to be established that
>   deal with the following:

* an education library for teachers,
* a central support service that generates bibliographies, processes material, creates teaching resources and so on,
* an advisory service that provides advice on school library accommodation, equipment, suitable material, processing,
* list some mechanisms for provision,

iii. the document then lists the various functions the school library is to perform, such as curricular library use, teaching of information skills, promotion of reading, co-operation with community and other support services.

iv. it acknowledges the importance of funding,

v. the need for trained and qualified staff to run school libraries and

vi. the various annexures prescribe minimum standards for provision, that is the furniture and space required for the school library and the resources and stationery required to run school libraries effectively (School Library Policy Group 1996: 1-8).

The following paragraphs present a discussion of the issues raised in the policy document.

The policy document raises the point that school librarianship should be recognised nationally as a subject with the status of any other subject. This would be possible only if there is Provincial and National consensus on the issue both within the library and information sector and the education sector. School libraries must be recognised as being important for the above to be implemented. This is not the case at present.

The schools policy considers an educational library for teachers as important; but the number of educational libraries, their location and their development are issues that have not been addressed.

Similarly, a central Provincial support mechanism is
suggested, but the various issues that pertain to this are not
discussed. Where it is to be located is not discussed, how
many staff are required, what it is to cost, are not explored
in the document.

A costing exercise of the model suggested in the policy is
presented in section 6.9 of the present chapter. This
illustrates the impracticality of the model since its
implementation would require approximately R 1 500 000 000.
This figure must be compared to the present 1996/1997 school
library budget of R 9 120 438, thus illustrating the fact that
the policy advocated is financially not possible in the
present context of financial cutbacks and contested resources
in the Province.

The principles and guidelines of the document are sound, but
the practicality of the document has not been costed. Can the
policy be translated into provision that is acceptable? How
the policy is to be implemented is not discussed; what is it
to cost and a time frame for the policy is not presented. An
exact costing of the document is presented section 6.9 of this
chapter where it is shown that the policy is not affordable
within the constraints of the KZ-NDEC budget (as discussed in
chapter 3 of the study), and thus not implementable. However
the principles of provision and access to resources are well
motivated in the document.

6.6.2   Funding
Funding and human resource capacity are principal ingredients
in providing a successful school library service. Funding is
required to establish infrastructure and human capacity is
required to deliver an efficient and effective service. These
two ingredients together with a sound policy would provide the
basis for an efficient and effective service.

In the school library sector each of the five Education

Departments used to fund school library provision in a
different way, some Departments more successfully than others.
The following sections describe the different ways in which
the five school library sectors funded their school libraries
in the period 1990 to April 1996.

The funding and administration of school libraries in the
period 1990 to April 1996 has remained exactly the same even
though a new democratic government came into being in April
1994 (Jarvis 1996). The situation is the same because the
former Departments have continued to administer education in
much the same way in the period 1990 to April 1994 and since
April 1994 to April 1996. The Chief Director of the
Pietermaritzburg Regional Office for Education explained that
the former Departments have administered their respective
Departments on an agency basis for the new Provincial
Department of Education from April 1994 to April 1996 (Jarvis
1996).

This following section views the funding of school libraries
in three different contexts: one, the funding of the physical
school library plant; two, the purchase of resources for the
library and three, the provision of support material, for
example, stationery, book pockets and glue. The division into
the above sections enables an effective review of the former
Education Department's school library funding policies.

6.6.2.1 Funding of the library facility

The library resource facility that is available to a school
should be created around the particular needs of the
respective school. Many Education Departments, local and
international organizations, have attempted to create
guidelines for the establishment and provision of school
libraries. Prostano and Prostano (1986) suggest,

> "one qualifying factor, often overlooked in the quest for
> guidance in planning, is that the guidelines are directed
> to the LMC (Library Management Committee) as it should be
> in the context of the school as it should be" (Prostano
> and Prostano 1987: 136).

In the Education Departments, the structural plant of the
school library was funded primarily by capital funding from
the state, and, in some instances, private contributions of
varying degrees. Few schools were planned with school
libraries in the initial planning of the school (Shepherd
1992). Some Departments did so and some did not. In many
situations libraries were an after-thought and were either
tagged on as an addition, or any space that was available was
made use of, sometimes space earmarked for other use being
converted into library space (Shepherd 1992)[62]. The above point
was confirmed by Ballard (1992); Padyachee (1992b); Pierce
(1992). Thus there is no guarantee that a school has any
library facility of whatever kind.

Provisional uncertainty in terms of what is called a library
is more prevalent in some Departments than in others.
Certainly one is more likely to find a so-called school
library in an NED and HOD school than one is likely to find
one in a DET, HOR or DEC school simply because the former were
always better funded. That proportional funding to the NED and
HOD Education Departments has been higher and is shown below,
referring to the 1993/1994 financial year.

Table 7:   Per capita expenditure on education

DEPARTMENT	PER CAPITA EXPENDITURE
DET	R 1 659
* NED	4 372
HOD	3 702
HOR	2 902
* Kwa-Zulu	1 080

(Race Relations 1993/94: 690)

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[62]Shepherd was a subject advisor who was extensively
involved in planning in HOR schools; he has knowledge and
experience in the area of general school planning as well.

The NED figures and Kwa-Zulu figures are highlighted to illustrate the discrepancy between former White education and former Kwa-Zulu education funding.

The above figures clearly illustrate that White schools had about four times the per capita income of a Kwa-Zulu homeland school.

Several School Library Policy Group meetings have officially requested statistics on schools from the officials in the former Departments of Education. For example:

* how many former Education Department schools have a school library?;
* how many books do these school libraries have?; and
* where are the schools that have school libraries physically located?

The officials who are presently administering the particular service (the respective school library advisors), are not all able to provide such information. In response to the request made at the school library policy meetings only DET and NED made submissions (Pierce 1996).

Having a school library does not guarantee its use. To the contrary Olën (1993) illustrates that school libraries, where they exist in the South African context, are under-utilised. Several reasons are provided for this. The following are some of the reasons that Olën's (1993) study highlights:

i. the school library is not open for a substantial period in the year thus not always accessible to the school community when it is needed;

ii. the attitude of the teacher librarian to the pupils. Many students found the school librarian unwelcoming;

iii. the resources that the school library had were not inviting to the student,

iv. teachers' teaching did not encourage the use of the

library and neither did they themselves effectively
promote the use of the library,

v.   pupils use the library only when the curriculum
forces them to use the library (Olën 1993).

Margaret Allan (1974) attempts to explain why libraries are
not necessarily used where they exist as follows:

> "The use of books, and, developing with it, the use of
> libraries, cannot be considered in isolation since it
> continues through each successive stage in education.
> Taken together, these have to be seen as part of a
> development which is related not necessarily to the
> chronological age of those within each group, but rather
> to the experiences to which the individual members have
> previously been subjected. Both school and home are
> contributory factors in the environment, experiences and
> encouragement they provide. To some extent the presence
> of books in the home will probably depend on the attitude
> of at least one parent, but, when the quality of both the
> contents and the production of these books is considered,
> account must be taken of external factors for which the
> home cannot be held responsible" (Allan 1974: 10).

If one has no library one is less likely to want it, if one
has a library one is more likely to use it, but having it does
not in itself guarantee its use.

The following sections discuss the provision of funding for
the running costs and library stationery for school libraries.

6.6.2.2   NED's funding of school libraries

The NED did not provide specific funding to schools for school
libraries (Ballard 1996, du Toit 1996). Each school acquired a
budget to run the school, and in that same budget some money
was theoretically meant for the school library. The principal
of the school who administered the funding at school had
discretionary powers over the money. So, if the principal
valued the library, funding was provided for the library.
However, if the principal chose to spend all the money on
extending the school pool, it was perfectly possible to do so,
leaving no money at all for the school library (Ballard 1996,
du Toit 1996). In 1993, R11.32 was factored into the school

budget per child for school library provision in NED schools
(Ballard 1993: 2).

The NED school library advisory service was granted a small
budget to run the advisory service. It has been possible to
motivate for more funding for this component. The increased
funds have been used to purchase material centrally and
distribute this material to NED schools. In 1992, R6.92 was
provided to the advisory service per child to supplement
school library material (Ballard 1993: 2).

6.6.2.3 DET's funding of school libraries

The KwaZulu-Natal DET office did not receive money to purchase
material. Instead, the National DET office was granted funding
for the national purchase of all of DET's library needs. A
national centralised organizational section for selection,
processing and distribution was established by DET for the
library sector (Le Roux 1993: 2; Le Roux 1996).

The Provincial DET library advisors informed the national
office of schools that should be provided with material.
Schools that were earmarked intermittently acquired a parcel
of books for the library collection (Lombo 1996). However,
these were sometimes highly unsuitable (Verbeek 1996). For
instance, according to Verbeek (1996), there was the infamous
occasion when Pietermaritzburg township schools were all
provided with highly sophisticated cookery books, requiring
exotic ingredients. One was devoted to cooking shellfish,
another to pork. Neither of these ingredients is utilised for
religious reasons by most Zulu speaking Zionist Christians,
the largest religion in the then Natal.

However, in principle, the idea was that the material that
schools received was related to the subject packages offered
at the particular school (Pierce 1993: 3). Librarians,
teachers and pupils were not involved in the acquisition of
material. Depending on the national grant, there were good

financial years and bad financial years. Also, depending on
the competency of the central selectors, suitable books or
unsuitable books were received. The parcels that a school
received from Pretoria could contain anything from "25 to 350
(items) dependent on finances available" (Pierce 1993: 3).

Library stationery was provided by the Department as a regular
stores item, and most books were processed at the central Head
Office (Pretoria) before they were received (Lombo 1996).

6.6.2.4 DEC's funding of school libraries

The KwaZulu DEC Department annually granted an amount to the
school library advisory service to purchase resources for
school libraries in the region. Several different mechanisms
were known to exist for the purchase of material.

School library subject advisors were allowed to purchase
whatever material they liked for schools they had earmarked.
Certain schools were invited to book exhibitions and provided
with resources to purchase material from the exhibitions
(Ballard 1996). Exhibitions refers to displays for the
Department of Education at which book sellers and publishers
exhibited. Schools were encouraged to attend to view the range
of material available and, if they had money, to purchase
material from the exhibitions.

The above has created uncertainties and problems of fairness
amongst schools for the following reasons:

    i.   Why were some schools invited and granted money at
        exhibitions and not others?

    ii. At times teachers and teacher librarians from a
        school, or just the teacher librarian, or just a
        teacher or teachers from a school, were invited but
        not granted money to purchase material.

   iii. More often than not the books that were ordered were
        not supplied to schools that had ordered them. Books
        that were not ordered or required were sent to

schools. Sometimes schools got subject material on
subjects that the school did not offer in its
curriculum.

iv. With many different advisors purchasing material,
financial accounting was difficult because the
advisors were physically located in vastly different
places.

v. No exact mechanism existed to distribute the
resources. The distribution was made *ad hoc*, by the
advisor concerned.

The purchasing of material by KwaZulu's (DEC) Advisory Service
has also been investigated by the KwaZulu-Natal Education
Portfolio Committee, in view of allegations of possible
corruption, bribery and violation of both Tender and Treasury
procedures (**Natal Witness** 20/9/96: 1, c5-6).

Despite the questions raised above relating to the purchasing
of material, the 1996/1997 KwaZulu-Natal Department of
Education and Culture budget was planned to be spent in the
same way that DEC spent its budget (School Library Policy
Group 1994-6).

DEC's primary school libraries were provided for in a
different way. Resources were centrally purchased by the
Primary School Advisor, centrally processed and a small box
collection was distributed to certain pilot schools (Mngadi
1996)[63].

Presently the project has no base from which to operate, the
staff have been allocated to different stations, and the
project has never had a distribution mechanism - dedicated
cars and drivers - to distribute the boxes to primary schools
that are part of the pilot project (Ballard 1996).

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[63]Mngadi was the Primary Schools School Library Subject
Advisor to the DEC in charge of the primary schools classroom
collection project.

6.6.2.5 HOR's funding of school libraries

Finding out about this Department has been very difficult because the subject advisor for school libraries was a Head Office appointed person, based in Cape Town.

What is evident is that no advisor has existed for the Province of KwaZulu-Natal since early 1993 (Shepherd 1996; Kyd and Cassim 1996: 1)[64].

Resources for this Department were purchased in the following manner:

> "A list of approved books is compiled annually by the Principal Subject Advisor and his Subject Advisors based in Cape Town...
> Any publisher or supplier is invited to submit books for approval. Approval sounds a very severe term but the books are read to ensure that they do not offend any one's sensitivities in terms of religion, sexism, racism and so on.
> All approved books are placed on the shelves of the Model School Library which is housed in the Media Centre building in Cape Town. (It was difficult for non-Cape Town schools to view these).
> Secondary Schools received an annual grant for purchasing new books. The Librarians select from the approved list i.e. the onus is on the schools themselves to choose what they wished to have. They can also purchase these books from the bookshop of their choice.
> The annual grants over the past few years were as follows:
> 1989/90 R0.75 per pupil,
> 1990/91 R1.20 per pupil and
> 1991/92 R1.70 per pupil.
> Primary schools received their selection of books from those purchased in bulk by the Principal Subject Advisor in Cape Town. The supply is according to enrolment" (Shepherd 1993: 2-3).

Teachers in KZ-N did not have easy physical access to the model library because of their geographic isolation from Cape Town. Thus pre-selection occurred for primary schools, that is, teachers were only able to choose what they wanted from an already "pre-selected" range of material. The approved list

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[64]Kyd and Cassim are two HOR teacher librarians serving on the School Library Policy Group.

was limiting because the teacher had to choose from what was
given as opposed to choosing what the teacher generally wanted
for the teacher librarian, even though we are told it was well
intended. Was it really so, or was it a state mechanism to
censor the material it provided to so called Coloured schools
in the period?

6.6.2.6   HOD's funding of school libraries

This Department had a unique (in the KZ-N context) method of
funding their school libraries. They attempted to apply the
following principles during the period of this study
(Padyachee 1996):

i.   Schools received funding specifically earmarked for
     the school library. Such money given to a school
     could not be used for any other purpose other than
     for the development of the school library.

ii. Schools received funding on a formula basis. Funding
     was allocated on the basis of the number of children
     in the school, the age of the school and whether the
     school was a primary or high school. New schools
     that were still building up a core collection were
     given more money than older more established
     schools, who, it was assumed, had established book
     collections.

iii. New schools got more money in terms of the formula
     to establish a basic stock, while older more
     established libraries got less funding.

iv. The higher the pupil number the greater the funding
     the school received for the school library. It was
     argued that more children required more material.

High schools got more in terms of the formula than primary
schools because it was argued that younger children's books
are generally cheaper than older children's books. It was also
felt that older children required a greater variety of
material than younger children. Whether the above is true can
be argued. HOD schools have historically prided themselves on

their high school results. Thus the increased financial support of high schools in the HOD Department.

6.6.3 Stationery for the school library

All five former Education Departments theoretically supplied library stationery to schools from the respective stores section of the Education Departments. So technically all schools in the Province should have had all the necessary stationery.

However, in practice, stationery has been difficult for certain Education Departments to acquire from stores. Kyd and Cassim (1996), two HOR teacher librarians, had the following to say in their submission to the Schools Library Policy Group about library stationery:

> "the stationery which is so urgently required to process books was not even on our stock allocation, and so our schools have never had the required stationery (as in pockets, issue-cards, catalogue-cards, spine labels, plastic, magic-tape etc.)" (Kyd and Cassim 1996: 2).

Acquisition of stationery presupposes that a structural mechanism for requesting stores items exists, but for most schools such a procedure was not known.

As a result of both the backlog in supply and the number of schools to be served, the enormity of the requests for library stationery also contributed to the short supply of many an item on a regular basis. The necessary funding for African education was just not adequate to satisfy all requests, thus there were regular and accepted shortages.

The stationery referred to above was not only required for state supplied resources (books supplied by the Department that needed to be processed) but also donated and acquired materials for the school library that needed to be processed.

6.6.4   Media education

Media Education is the education of users to enable the maximimal usage of resources, both in the school library and outside the library, to gain access to information. Students are taught skills on how to use the library effectively.

The five Education Departments each had differing media education arrangements, but even within the same department variations could be found. In some schools, that is, within the Departments of NED, DET, HOR, DEC and HOD, the instruction in library and media use was time-tabled, as other subjects were, into the school programme; but in other schools within the very same Department this was not the case (Ballard 1996, Lombo 1996, Padyachee 1996). These differing media education arrangements that existed were not related to a particular department. Some Education Departments have had one scheduled period for media instruction a week, for example, HOD schools (Padyachee 1996), while others had a lesson every two weeks, for example, some NED schools (Ballard 1996) and others no scheduled lesson at all, for example, some DEC schools (Ballard 1996). However even in the Education Departments where media education was accepted as a period to be time-tabled the subject could be ignored in the actual time-tabling process (Ballard 1996; du Toit 1996; Lombo 1996; Padyachee 1996; Shepherd 1996).

However, there were a variety of media education lesson arrangements. This is confirmed in the responses to the school library conference questionnaire. At least 20 different arrangements were noted for the teaching of media education. Furthermore, the time-tabling of the subject in the school programme did not in anyway ensure that the period was used to that end (Ballard 1996). The effective use of the period is dependent on the suitable qualification and skill of the teacher, the availability of resources to teach adequately and support of all staff, to affirm the skills taught in the classroom as necessary for curriculum and student development

(Pierce 1996).

To summarise, media education is sometimes referred to as
media user instruction, book education, media education. Some
Departments of Education have a prescribed syllabus for the
subject, while others might have a period allocated to it but
no syllabus. Yet other Departments of Education in the region
have had no period and no syllabus. The above is evident in
the variety of responses attained from the 1992 schools
conference questionnaire, that is, from the conference
participants' responses to question 19. See table below, where
79% of the respondents believe a book education syllabus was
available and 21% stated that no syllabus was available to
them.

Table 8:   Availability of the book education syllabus

Book Education Syllabus was available	79%
Book Education Syllabus was not available	21%

(School Library Conference questionnaire 1992)

The non-existence of a scheduled period and syllabus does not
necessarily imply that media education is not provided at all
in the school. It could simply mean that subject teachers
provide it in the course of their teaching (Kuhne 1995: 12).
Further, it should be noted that the time-tabling of media
education does not guarantee that the subject is taken
seriously.

There are strong arguments for the teaching of media education
as a separate subject, and similarly there are strong
arguments for a more teacher-integrated approach to teaching
media education, that is, every teacher a media teacher (Kuhne
1995: 12; Niinikangas 1994: 6). There is ongoing debate in

this regard and it would appear that a joint approach would be best.

Media education, media user instruction and book education are all terms referring to the effective teaching of skills in the use of the library, and the effective access and use of resources.

In the table that follows the media education situation in the Province is summarised for the period 1990 to April 1996.

Table 9:   Media education period and syllabus

NED	Media Education one period per week from class i to standard 8. Media Education syllabus existed for class i to standard 8 (Ballard 1993: 3).
HOD	Media Education one period per week up to standard 10. Media Education syllabus up to standard 10 (Padyachee 1996).
DEC	No information was submitted by this department.
DET	Media Education period up to standard 6. Media Education syllabus "skimpy guidelines" (Pierce 1993: 3).
HOR	Media Education period up to standard 5. Syllabus exists up to standard 5. (Shepherd 1993: 7)

(Advisory service interviews 1990-1992)

The National and Provincial Curriculum task group has made Media Education an optional subject on the school subject calendar, so schools may decide to either have or not have the subject (Pierce 1995: 1).

If the subject is not seen as part of the core programme, this

has implications for the future of school libraries. The following are some of the implications of not having Media Education as a recognised core subject on the school curriculum:

i.   the subject media education teaches information skills at school. In its absence as a subject at school, who is going to teach the skills and information that the subject teaches, and how is that aspect going to be taught in the school?

ii. what is to be the future of teacher librarians if Media Education is not recognised as an essential subject? The status of the teacher librarian in the school could be questioned and eroded.

iii. how is project work in the school to be co-ordinated without the necessary time-tabled period to teach the skills required for project work?

iv. are teachers to be educated to teach integrated media instruction in the core curriculum, or are the skills offered by Media Education to be totally dismissed?

The Schools Policy Group (PTG) has made submissions both provincially and nationally contesting this curriculum outcome (Pierce 1995). Several other Provinces have raised the same issue with national education (Metcalf 1996). The above can be viewed as an oversight, based upon a simplistic understanding of media education by education's management, because the Reconstruction and Development Programme (RDP) makes specific reference to life-long-learning, information skills, informed citizenship and skills based curriculum as educational essentials for the reconstruction of the country (ANC 1994d: 58-68). The RDP is an accepted policy document that has the consensus of government, labour and capital (ANC 1994d). The hope is that the value of media education is acknowledged and accepted as an essential core curriculum subject by this programme.

Having media education as a time-table subject does not guarantee that the subject is taught. The possibility of the subject not being taught is great for the following reasons:

i.   media education is not an examination subject and in a school that is "test and exam" driven little priority is given to the subject;

ii. the period is often used by the respective teacher to teach subject matter. So for example an English teacher who takes the period uses the period as an additional English lesson;

iii. teachers and pupils alike use the period for marking, homework and the completion of class work;

iv. the teacher who is asked to teach the subject may not be qualified to do so and may not recognise the importance of the period. If the period was acknowledged as being important, there would have been pressure on the teacher to retrain. The requirement to retrain is not unusual, as many a teacher ends up teaching a subject she/he is not initially competent to teach; but they try to learn to do it because the subject is a core curriculum subject;

v.   the educational culture of many schools has allowed poor precedents to be established in the use of this period. Children have not had the experience of the period being used for media education because a culture of using the period for anything else but media education has existed; and

vi. the teaching of media education is often a filler subject used by principals to balance the number of periods teachers teach. If teachers are hypothetically to teach 40 periods in a week and if a teacher has 35, the teacher's allocation is arbitrarily allocated 5 additional media education periods.

Thus several different teachers who are uninterested in the

subject may be asked to teach the subject. The status and value of the period is thus undermined. Anybody can teach it; you can teach what you want or you need not teach at all in that period (Ballard 1996; du Toit 1996; Lombo 1996; Pierce 1996; Shepherd 1992) sums up the view most schools have of the subject.

6.6.5   Teacher librarian

This section examines the status, qualifications, morale and future of teacher librarians in the Province of KwaZulu-Natal in the period of the study.

A teacher librarian is a person who is a qualified teacher, has an additional library qualification and who runs the library at a school. The above definition, while fairly clear, is complex in the South African context.

There is no exact definition of a qualified teacher, or a teacher librarian. The concepts of both qualified teacher and librarian are ambiguous terms in their application. There seems to be a lack of exact criteria to be met for the profession of teacher librarianship. A teacher librarian can be any of the following:

    i.   a teacher with a diploma in school librarianship,

    ii. a teacher with an advanced diploma in librarianship who has trained to run a public library,

    iii. a teacher who in her/his training did school librarianship as a method course, during teacher training.

For the purposes of this study we define a qualified teacher as any person who has successfully trained to be a teacher (Vithal 1996). This could be study for a period of one year, two years or three years towards a diploma after matric or a degree and a one year teacher's diploma or even a four year degree in teaching (Vithal 1996). Thus the definition of a qualified teacher is rather varied in the South African

context.

The term "qualified school librarian" is also complicated. Many teachers take modules in library orientation in their basic teacher training, for example many Colleges of Education like Edgewood, Indumiso and Umlazi offer modules in school librarianship. Others take librarianship modules at various levels. Students who have done more extensive modules believe they are competent to manage a school library programme. There is no standard syllabus that teaching institutions pursue, so the extent of these librarianship courses varies from a basic awareness of the library to the development of a professional who can run libraries. There are also fully-fledged courses in school librarianship offered at tertiary institutions. These prepare already qualified teachers to run a library in a school, for example, the University of Natal in Pietermaritzburg offers a Diploma in Specialised Education : School Librarianship; the University of Durban Westville in Durban offers a Resource Centre Management course and the University of Zululand in Kwa-Dlangezwa offers the Diploma in Specialised Education : School Librarianship.

Thus the term "teacher librarian", while simple in terms of a person being a teacher and a librarian, is more complicated because a variety of courses lead to the same professional career of teacher librarian. In the context of the present study a qualified teacher librarian is a person who has studied for at least three years to be a teacher, since most professionally recognised teaching qualifications are of a three year duration, followed by an additional year's diploma in school librarianship.

White (1990) says that librarians are to blame for the low status of librarianship as a profession, because as professionals they accept anybody as a librarian and any collection as a library. White (1990) states that a "discarded" collection run by the striptease artist (who knows

very little about a library or books) on a ship is called a library and a librarian respectively.

A teacher librarian is also sometimes referred to as the media teacher. The teacher librarian or media teacher oversees the library function in the school, that is, both running the library, if there is one, and teaching media education, advocating the use of media resources in the education process.

The study hoped to explore the capacity of the Education Department with respect to teacher librarians, that is, how many teacher librarians are there in the Province? This would be an important aspect for planning. The ability to quantify the Provincial human resource capacity is essential because decisions that are made on school libraries will then be made on an informed basis.

The question asked might seem easy because one assumes that some computer system must exist that contains the data and thus that such information is a computation away, but in reality the situation is quite to the contrary.

When the five Education Departments were asked to produce a list of all staff employed by the respective Departments to enable the creation of one unified Department of Education in the Province of KwaZulu-Natal, the exercise of simple unification was found to be not easily possible, according to the Head of the Department of Education's Absorption team in April 1996. The exercise was not complete two years after the technical creation of one Education Department, that is, in April 1996. According to the Head of the Education Department's Absorption Team and the Head of KZ-NDECs Personnel Section, the difficulties arose in the absorption process because of the following:

    i.   personnel structures that have been approved do not reflect the workings of the organization; *ad hoc*

arrangements in time become permanent arrangements and changes. Technically there may be a librarian, say, at the Ulundi National Library; but that person may be actually working and operating from the DEC's School Library Advisory Service in Durban. So in the audit such discrepancies have to be corrected, with many a legal Trade Union case likely if job descriptions are contested, and reviewed before the audit is completed;

ii.   there are a number of persons appointed in one structure within the Department of Education but are being paid by another;

iii. there are cases of persons who are on the salary roll but do not actually work in the Department at all, or have not done so for years. "Ghost" teachers are not uncommon. KZNPLS has a case on hand of a teacher who works for KZNPLS but is actually on some other school pay roll and staff structure; and

iv.   Trade Union involvement was agreed to at all levels, but in practice their involvement was absent in the actual process because of an oversight on the part of the Department of Education (O'Donigue 1996; Kotze 1996).

The above difficulties in simply accounting for persons on the salary roll, doing a job at a station, have taken more than two years to sort out (O'Donigue 1996).

Thus the inability of the Department to produce the requested figures suggests that the figures are perhaps not available or only unreliable figures are available. The Department is thus not willingly able, to say exactly how many school librarians there are in the service and how many of them are practising as school librarians. Even if they do exist there is no guarantee that the professionally qualified teacher librarian is being used in that position.

The following discussion illustrates the proactive training initiative initiated by the HOD (former Indian Department of Education) to train qualified teacher librarians. The drive has not been sustained because many of these teacher librarians are being required to be full time classroom teachers.

The HOD Department of Education was crucially involved in the establishment of the Resource Centre Management course at the University of Durban Westville. The information presented on the University of Westville, Resource Centre Management course is known to the researcher as she lectured there between 1993 and 1995. The HOD Department helped the University select the students for the course. In actual fact, the HOD Department of Education nominated persons who were in Resource Centres but were considered to require training and the University interviewed and selected the best students from amongst those sent to train (Padyachee 1996).

The course at the University of Westville was designed around the fundamental servicing of students from HOD schools (Padyachee 1996). It presumed that the student was actually placed in a school library and had come to train as a teacher librarian. The above is evident in many course work exercises set and the crucial "Practice Teaching" session that required students to be located in a school for a school term (University of Durban Westville 1996: 251). In 1994 when the University engineered a change of student intake to 60 % African and 40% other, namely Indian, Coloured and White (Bawa and Samuel 1994) the module presented problems for teachers from schools that did not have school libraries. These were predominantly African students.

In fact many teachers have had to take unpaid leave to fulfil this particular course requirement. As stated above, the Resource Centre Management Course assumed that a student doing the course was working as a teacher librarian. As the student

population changed from predominantly Indian to predominantly African, the course requirements were tested because its logistical feasibility was challenged, since most students doing the course came from schools that had little remotely resembling a school library.

Trained teacher librarians who are based in schools are increasingly being withdrawn because schools cannot afford those positions. The present teacher/pupil ratio being mooted for subsidy purposes is 1 teacher to 40 primary school children and 1 teacher to 35 high school pupils (**Cape Times** 23/5/1996: 1, c4-7; **Sowetan** 12/6/1996: 10, c1-3). No provision is made in these allocations for specialist teachers, such as music teachers, art teachers and teacher librarians. Schools that have been able to raise extra funding have been able to afford the specialist teachers mentioned above.

Further, increasingly the qualified, full time teacher librarians are being withdrawn from full time teacher librarian duties, to diminishing library duty (fewer library periods) and increasing their classroom subject teaching of subjects like Mathematics, History and English (Kyd and Cassim 1996: 1-3).

The result of the above has been severely felt by library schools. At the University of Durban Westville in 1994/1995 the resource centre management class group was only about 6 students, whereas in previous years it had been a full class of about 18 students.

It is also speculated that in the future teachers are not going to be paid on the basis of extra qualifications as has been the case to date, that is, April 1996. Many teachers studied further to acquire an improved salary and upward regrading as teacher salaries were based on the qualifications of the teacher. The higher the teacher's qualification, the higher the teacher's salary. It is being suggested that

teachers of, say, History will be offered a particular salary regardless of whether the teacher has a minimum qualification or a PhD. This will have severe implications for the training of teacher librarians, if they are not being recognised within the school for the work they do nor being financially rewarded for their extra qualifications.

There appears to be agreement that a conflict exists in the understanding of the role of the teacher librarian in a school (Fredericks 1995; Rehlinger 1988). What exactly is the teacher librarian to do? Rehlinger (1988) says that

> "Principals see teacher librarians as having a strong professional role in curriculum affairs, while teachers see them as experts at clerical and technical tasks" (Rehlinger 1988: 10).

Fredericks (1995) found that the role of the teacher librarian is "ill defined" and that the lack of understanding of what the teacher librarian is to be doing affected the maximisation of the school library's use (Fredericks 1995: 48).

The above factors have cumulatively eroded the status and importance of teacher librarians in the school system (Fredericks 1995: 48). The absence incentives or status for the job has discouraged many a prospective student. The fact that media education is not to be a compulsory subject in the curriculum has reaffirmed the low perceived status and priority afforded school libraries and the teacher librarians. If schools cannot afford a full-time teacher librarian position, it is being suggested that every teacher should become a media teacher, by the incorporation of media education into the core teacher training curriculum and the introduction of intensive in-service courses for the classroom teacher on the effective use of resources in teaching (Tötemeyer, Loubser and Marais 1995: 178).

6.6.6 Qualifications

The 1992 School Library Conference questionnaire asked the respondents to indicate their academic qualifications. A variety of qualifications possessed by teachers in the region surfaced, with 17 different qualification combinations being noted. The titles of some degrees and diplomas had to be verified with the HSRC[65] to ascertain their status.

The question on qualifications was open ended. The open ended form was useful because it prompted the variety of responses attained. However, the variety might have also been accommodated in a closed questionnaire with the category of "other" (for additional responses).

South Africa has many different titles for basic teacher training qualifications. Teachers who have trained for three years can possess any of the qualifications shown in the table below:

Table 10: Some teaching qualifications in the Province of KwaZulu-Natal

Junior Secondary Teachers Certificate (JSTC),
Senior Teachers Diploma (STD),
Primary Teachers Diploma (PTD),
National Teachers Secondary Diploma (NTSD) etc.

(School Library Conference Questionnaire result 1992)
A sample of the variety of Teachers' Qualifications as reflected in the Schools Conference of 1992.

The majority of those that attended that is, 46% had a three year teacher's diploma and some even had an additional one year diploma.

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[65]HSRC refers to the Human Sciences Research Council, a parastatal organization that funds and commissions research in the human sciences. It runs a degree validation system.

The high qualification status of teachers who attended the conference is by no means an indication of the qualification of the majority of teachers in the region. To the contrary "6029 teachers are unqualified of a total of 35 322 teachers in primary schools in the region" (Jacobs 1992: 27). The corresponding figure for high schools indicates that there were 1221 unqualified teachers out of a total of 18 032 (Jacobs 1992: 61).

Thus, implicit in the above figures, is the fact that at least 14% of teachers in the KwaZulu-Natal region are unqualified.

Could this suggest that:

    i.   schools that commit themselves to school libraries find the "best" qualified, or the better qualified teacher on the staff to run the library/resource centre? and

    ii.   schools that are "endowed" with qualified teachers see the need for the library and thus demand it's creation and maintenance?

The reason for the high qualification rate of the participants can only be speculated upon because the comparison data, that is, a comparison of our participant sample with the majority of teachers in the KwaZulu-Natal region, is not available.

6.6.7   **Who runs school libraries?**

Where school libraries exist they have been run by a variety
of persons, as indicated in the table below:

Table 11: Who runs school libraries?

* sometimes a qualified teacher librarian,
* sometimes a librarian,
* often an English teacher, whom it is assumed knows something about reading and books,
* sometimes a volunteer parent or community person,
* sometimes an administration person from the school, like the school secretary.

(Ballard 1996; du Toit 1996; Lombo 1996; Padyachee 1996;
Pierce 1996).

The HOD Department of Education has experimented with a very
interesting method of staffing its school libraries. It
attempted to staff every school with the following:
* a full-time teacher librarian, and
* an administrative assistant for the teacher
  librarian (Padyachee 1996).

According to the Head of the HOD School Library Advisory
Service they provided the following:
  i. a teacher librarian, in a primary school, was
      entitled to one administration period (non class
      contact time) per class unit in the school per week,
      up to 25 administration periods per week, and in a
      high school, one period per week up to a maximum of
      30 administration periods per week. The period was
      allocated for professional duties, such as
      cataloguing, classification, project support and
      development of bibliographies.
  ii. in the period 1990 to 1993, schools were granted the
      services of an administrative assistant for 4 3/4
      hours each day. This arrangement ceased in most

schools in 1993.

However, while the administrative assistant's services were extended to a whole day in the library in 1993, the teacher librarian was in a phased manner withdrawn from the full-time librarian post to become part-time librarian and part-time teacher in the school (Padyachee 1996). Schools are now employing technikon diplomates in Librarianship to manage school libraries and the full-time teacher librarians are being fully withdrawn into normal classroom teaching (Padyachee 1996).

It is also cheaper to have a clerk perform the duties of the teacher librarian, because the salary of a clerk is considerably cheaper than that of the teacher librarian. It can be argued that the clerk has no education qualification, nor necessarily a library qualification, and thus does not provide the same professional support that the teacher librarian did. However, it can also be argued that the presence of an administrative person allows the library to be open at times when the teacher librarian would be required for core teaching programmes. The administrative person costs less financially than the teacher, thus the appeal of the arrangement. Can it not be equally argued that a library service to a school community is a core teaching function?

The fact is teacher librarians are being withdrawn into teaching programmes and in some instances, for example, the HOD administrative help is replacing the full-time teacher librarian.

6.6.8 Library opening hours

The use of a school library is logically dependent on the availability of the school library to the prospective clients in the school, namely the pupils and teachers. The questionnaire that the researcher administered to the participants who attended the school library conference in

1992 reflected vast differences in the times that school
libraries were open to their clientele.

Where school library/media resource centres exist they operate
in schools during a variety of times, for example, some
schools open before school while others do not. Three
significant options seemed to emerge and are presented below.

**Table 12: The times at which the school the library is most
likely to be open**

*	**open only during lesson time,**
*	**open before school; during lunch time; during lesson time and after school, and**
*	**open before school; during tea-lunch-lesson and after school**

(School Library Conference Questionnaire result 1992)

The responses to the questionnaire administered at the 1992
school library conference presented many combinations of times
at which the resource centres are available to staff and
students at the schools from which the respondents came. The
questionnaire indicated 28 combinations of times at which the
school library could have been open.

In the ideal situation, the times at which school resource
centres are open should depend on the use pattern of the
particular school. In principle it should be available to the
user when it is needed. However, teacher librarians are
constrained by their other teaching commitments.

The available resources of the school also contribute to the
use of the centre. If the school is not able to release a
person to run the centre full-time, or if the school cannot
afford clerical and administrative help to run the library,
then use will probably be diminished.

If the centre is open, it is common sense that it will be used

more by both teachers and pupils alike than if it is closed.
Shoham and Yitzhaki (1991: 88) found that the longer the hours
during which the library is available the more likely it is to
be used. Thus extended opening hours seem like a logical
option for teacher librarians to consider implementing.
However this raises the question of whether teacher librarians
should be compensated for the additional hours that their job
description seems to inherently demand of them. The answer, at
this point, is clearly that no additional compensation can be
awarded to such teachers and that additional long hours are
worked out of the goodness of their hearts. Thus many a
teacher is reluctant to accept the school library as a
responsibility over and above a full complement of teaching.

Where school libraries exist, it is said that they are not
open long enough for their maximum use. Olën (1993) found in
her study that

> "...school media centres are closed over weekends (i.e.
> 104 days a year) and during school holidays
> (approximately 12 weeks a year). One can therefore state
> that school media centres are inaccessible for the
> equivalent of 191 days or more than half a year. If one
> adds to this the fact that many are closed for a large
> part of the afternoon and in the evenings then there is
> definitely under utilization of valuable resources. Some
> schools may allow pupils to use books and other media at
> home during holidays, but usually this is not allowed
> (Olën 1993: 36).

If appropriate compensation and status were awarded to the
position of teacher librarian perhaps the school library's
maximum usage might be realised.

6.6.9 Community usage

When the respondents who attended the school library
conference in 1992 were asked if the wider community used
their school libraries the following results were noted.
Eighty seven percent of the respondents indicated that the
school library was not used by the wider community, that is
outside of teachers and pupils of the respective school
populations.

Mayfield (1977), Director of the South Australian Educational Facilities, makes the following point which also needs to be considered in the South African context:

> "When we build a new school these days it is conceived of as a community asset. When we build a school library we at least consider the possibility of its use as a community library" (Mayfield 1977: 50).

Several initiatives world wide have focused on the possibility of the dual use of the school library, that is, for the immediate school community of pupils and teachers and for the wider community of parents and the general public that reside beyond the school (Douglas 1990; Dwyer 1989; Le Roux 1995; Little 1995; Omori 1984; Shaeffer 1992; Tawete 1995). Refer to section 5.6 for further discussion on the school/community library model.

A detailed discussion of the dual use of the school library by the school and the wider public has been examined in chapter 5, where significant international trends in school librarianship development were explored.

6.6.10 Project work

The HOD was able to get a sponsor for the promotion of school libraries by its Department of Education. A national project competition was run in the Department for the best project. Shuter and Shooter[66] sponsored the prizes for the competition on an annual basis. The competition generated interest in project work and resource based learning (Padyachee 1996), because of the prize money to the school and pupil who did the winning project. The competition was actively promoted by the advisory service to schools. In 1993 the competition was opened to all Education Departments in the country (Padyachee 1996).

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[66]Shuter and Shooter is a bookshop based in Pietermaritzburg. The bookshop has played an active role in the sponsorship of the project competition, regionally and nationally.

The project competition was very competitive because the stakes were high. The winning project rewarded the child as well as the school, and praised the teacher librarian of the particular school. Thus the enormous interest in the competition. Projects that had to be judged filled huge halls in KZ-N.

The researcher has been a teacher librarian who has made submissions to the competition, has judged the competition on two occasions and has been guest speaker at one awards day, and so has personal knowledge of all aspects of the competition.

6.6.11   Teacher's centres

The HOD developed Teacher's Centres for the support and development of teachers in its department. In the KwaZulu-Natal Province five Teacher's Centres were established. They are located in Pietermaritzburg, Chatsworth, Durban, Phoenix and Tongaat (Padyachee 1992b, Padyachee 1996).

These Teacher's Centres were established to develop teachers in the HOD Department of Education. They developed and then assisted with the provision of a range of in-service courses, that is, how to use the overhead projector, materials development, television in the classroom and so on.

The centres also prided themselves on their ability to produce teaching resources. So if a school did not have a photocopier, thermal copier or transparency maker, it was possible to go to a teacher's centre where there was equipment and technical support to help teachers achieve their aims and so become better teachers (Padyachee 1996).

The HOD teacher's centres provided the teacher librarian with a career path. The Head of the Teacher's Centre is a management Principal Level Post and persons most eligible for these positions were successful teacher librarians (Padyachee

1996).

As a result of the enormous success of the idea, the new
Education Department (KZNDEC) decided to apply for RDP funding
for the extension of the idea in the Province (Schroen 1995:
1). CHED has set up a PTG to drive the idea forward in the
KwaZulu-Natal Province (Schroen 1995: 1). In Schroen's (1995)
correspondence dated 22 December 1995, the aims of these
education development centres is presented. It was hoped to
develop 12 education development centres in the Province, and
the following areas were earmarked as priority areas, "Josini,
Nkandla, Ulundi, Msinga, Bergville, Ladysmith, Vryheid, Nqutu,
Port Shepstone, Donnybrook, Eshowe, Empangeni" (Schroen 1995:
2).

The centres hoped to accomplish the following:
> "The concept of an EDC (Education Development Centre) as
> a nerve centre which supports and facilitates human
> resource development and capacity building in an area
> ...the E.D.C. will facilitate the optimum use of existing
> facilities, resources and accommodation... the E.D.C.
> would have basic books, learning resources, photo-copying
> machines, information technology, computers etc. and
> would develop partnerships and network with schools and
> colleges and other agents of education in an area. In the
> future E.D.C's could be electronically connected with
> schools, colleges, universities and other learning
> institutions through internet and beyond, through
> satellites..." (Schroen 1995: 2).

The teacher's centres and education development centres will
undoubtedly contribute to the development of the human
capacity of school staff.

6.6.12   School library advisory service
Each of the five former Education Departments had a school
library advisory service to develop school libraries and
support school libraries where they existed (Department of
Education 199?). The following are some of the problems that
confronted the school library advisory service of Black
education in 1993, that is, DET, HOD, HOR and DEC:

     i.   certain Education Departments, for example DET, were

not considered legitimate by students and teachers
(because DET was specifically created to manage
"African" education in South Africa) and so "were
plagued by many disruptions and strike actions"(Le
Roux 1993: 7).

ii. certain education unions

> "implemented a defiance campaign according to
> which no members of the inspectorate were
> allowed access to schools. Thus media advisors
> who have been appointed to visit schools in
> order to give guidance in library
> administration and organization experienced
> problems in obtaining access to schools" (Le
> Roux 1993: 7).

iii. Le Roux reports that in many schools "discipline had
broken down completely and principals are even
chased away by teachers or pupils" (Le Roux 1993:
7-8).

iv. The physical safety of staff could not be guaranteed
because of violence and hijackings in some areas (Le
Roux 1993: 8).

v. Le Roux reports that "Break ins, theft and
vandalism" were increasing (Le Roux 1993: 9).

In the light of the above, school library advisors from DET,
HOR, HOD and DEC were asked to foster the development of
school libraries in the Province.

6.6.13   READ and TREE

Read Educate and Develop is a non-governmental agency that is
attempting to promote reading and libraries in schools in
South Africa (refer to section 4.3 for reference to READ),
and, more recently, in Namibia (Tomlinson 1996). The
organization is

> "an independent trust funded entirely by donations from
> the private sector. Its policies are guided by a Board of
> Trustees and are elected by regional committees that
> represent the communities in which READ functions" (READ
> 1994).

READ has been working with Black schools for the past 15
years, providing books to schools in an attempt to promote
reading. It was soon realised that simply providing books did
not promote reading:

> "the language, reading and information needs,
> particularly in the black communities of SA, needed in
> depth intervention. READ thus became increasingly
> involved in training and materials development. READ is
> now involved in,
> *   the provision of resources, books and materials
> *   training teachers, community educators and
>   librarians
> *   library development
> *   the development and provision of materials to
>   promote language, library and learning skills
> *   promoting a culture of reading
> These diverse activities are all focused on the
> transformation of the classroom environment for the pupil
> and teacher" (READ 1994: 2).

READ has attempted to enrich the classroom experience of the
child focusing on "language, listening, speaking, reading and
writing" skills (READ 1994: 2). The transformation plan for
the school classroom begins with the placement of a "box"
collection in the class. The classroom box collection provides
the child with the following opportunities:

> "pupils learn to use them as a source of pleasure as well
> as learning, and teachers easily integrate them with all
> subject teaching" (READ 1994: 3).

Several projects have made READ a memorable effort. It is best
known for the

    i.   classroom box collections;

    ii. story kits;

> "the pack facilitates the use of story as a
> vehicle for language development, subject
> teaching and general classroom activity" (READ
> 1994: 4);

    iii. "big books", packages that

> "promote a multi-lingual approach to language
> teaching. By using the child's own language and
> life experiences the teacher is able to create
> a class reader to which every pupil can
> contribute and relate, while developing their
> reading and writing skills" (READ 1994: 5);

    iv. teacher support is provided to teachers who, when

confident, support other teachers, thus establishing a support network; and

v.   "Readtathon", a programme that has become an annual event promoting reading at schools[67].

All the above have been promoted by READ in the schools READ has worked with in the KwaZulu-Natal region.

The number of schools that READ works with is dependent on the funding it receives. Specific funding is earmarked for work in certain schools, depending on the interests of the donor, while other funding is for work in areas that READ has prioritised.

In the KwaZulu-Natal region READ has been working not only with schools but also with college lecturers and students since it believes that a well trained teacher is a positive investment in the education return of the Province (READ 1994: 13).

The work that READ is doing should be a function of the Department of Education. With the establishment of a legitimate National Education Ministry and Provincial Department of Education, it was hoped that the work READ was doing would be absorbed by the state, or that READ would be contracted to do work for government on specific projects. The difficulty in the KwaZulu-Natal region is of finding persons who are able to take such decisions and are in a position to implement the necessary projects.

TREE (Training and Resources in Early Education) is a non-governmental organization working to foster a reading-literate population by training trainers to run and manage early childhood education. The present study does not investigate TREE further because the focus of the study is resource

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[67]The patron of this programme in 1995 was President Mandela.

provision to formal schooling in the KwaZulu-Natal Province in
the period 1990 to April 1996.

6.7   The outcome of a divided education system
The result of not all having a policy document, of not having
sufficient funding and not all former Education Department's
having had a vision, is the following school library situation
in the Province.

  i.   Some schools have libraries and some do not.
  ii.   Historically better funded schools are more likely
        to have school libraries than lesser funded schools.
  iii. Within the same Department of Education vast
        disparities in school library provision can exist
        because Administrators of Education were largely
        granted options with respect to school library
        provision.
  iv.   As far as school library provision is concerned
        disadvantaged schools can include very well funded
        schools whose priorities have not included the
        school library. A school that is relatively well
        funded, for example a former NED school, can be
        disadvantaged if the School Principal does not grant
        funds for the development of the library but instead
        prioritises the school swimming pool.
  v.   Vast differences in provision can be found within
        any one Department of Education (Overduin and De
        Witt 1986; Vermeulen and Vermeulen 1990; Vermeulen
        1991; Vermeulen 1992).

Ardington's (1984) study affirms the above. Ardington (1984)
found the following with respect to the schools she studies in
the KwaZulu region. She found few qualified teachers
(Ardington 1984: 111), vastly different educational levels
amongst areas (Ardington 1984: 115), insufficient books for
school pupils to meaningfully be educated (Ardington 1984:
118), little furniture in most African schools (Ardington
1984: 118), absenteeism amongst teachers and pupils (Ardington

1984: 120) and administrative uncertaintities with respect to who is to do what, in the provision of education (Ardington 1984: 124).

Krige (1990) too affirms the school library situation described above. She reports that

"as many as 76 % of all schools are without libraries. Of secondary schools with more than 200 pupils, 61 % are without either libraries or books, while 88 % of secondary schools with fewer than 200 pupils are without library facilities. Of primary schools with more than 200 pupils, 82 % are without library facilities, and of primary schools with fewer than 200 pupils 88 % are without library facilities"(NECC 1992: 13).

The above confirms the general context of education in the province of KwaZulu-Natal.

Having a school library can mean having any of the following:
* a small box collection in a classroom,
* a small locked up cupboard of material,
* a classroom used as a small library,
* a stockroom of text books,
* a huge computerised library with many resources (Ballard 1996; du Toit 1996; Lombo 1996; Padyachee 1996; Pierce 1996).

The problem is one cannot predict which of the above it is, or where each can predictably be found. We cannot say all White schools had functioning libraries, because they could physically exist but need not be functioning at all. One could say that all African schools do not have libraries, but there were many functioning situations that disprove the above. The information above informs the decision of whether redress implies prioritising African schools in the Province of KwaZulu-Natal for development.

The answer to the above is clearly that the traditional notion of disadvantage has to be re-examined. Not all white schools had school libraries, neither did all coloured schools or all Indian schools, thus surely redress has to address school

library provision in all schools equally. Redress in the school library arena surely should involve those that have not had resources available to them at school.

It can, however, be argued that even though certain schools were at a disadvantage, these disadvantaged communities have to be viewed in relation to the general cultural context from which the child comes; that is, a White child might not have had a school library, but certainly might have had assess to a local public library. Can this child be compared, say to an African child that had no school library but also no access to anything that remotely resembled a public library? Thus prioritising development in communities is justifiably a thorny issue coupled with a history of unfairness.

A study of this nature has to therefore assume and acknowledge that the exact information required is not available.

6.8   Standards for school libraries

Vermeulen (1991) argues that the unpredictable and uneven provision of school libraries is a product of the absence of an accepted norm or standard of provision. She further argues that the existence of standards provides the launching pad for provision, and argues that the international experience of the UK, Australia and USA confirm that the existence of norms and standards, in fact, enhances school library provision, as schools then have to provide a service in terms of the norms. It is argued that once the service exists it is more likely to be used, and, if used well, the interest and commitment to the school library is enhanced.

Vermeulen (1991) says that,

> "school library standards stimulate the development of school libraries; and improved school libraries lead to improved teaching and learning situations" (Vermeulen 1991: 150).

In 1960 America produced its first attempt at school library

standards (Cheatham 1899: 12) and these standards led to schools receiving federal assistance in terms of the "Elementary and Secondary Education Act of 1965" (Sullivan 1986:48). The existence of standards led to "identifying the major needs (of school libraries) and to plan to assist them effectively because national standards existed" (Sullivan 1986: 48). Sullivan (1986) goes on to make the point that,

> "some other programs in schools were not so well prepared, and they did not enjoy the benefits of federal support to the same extent"(Sullivan 1986: 48).

Vermeulen (1991) raises the following interesting points. She distinguishes between qualitative and quantitative standards. Qualitative standards refer to what the school library's purpose is to be, and on that issues she feels that there is professional consensus, that is, why have a school library? However, on the latter, that is, quantitative issue, what exactly does provision imply? There is no world wide consensus. More affluent communities can afford a lot more, and so demand a lot more, of their minimum standards, while poorer countries which are not able to afford as much, prescribe less in the minimum requirement "list" (Vermeulen 1991: 150). In the South African context, and more specifically in the KwaZulu-Natal context, what yardstick is to be used to establish minimum standards?

How, exactly, are acceptable standards to be developed ? What a standard entails has to be agreed upon both by professional persons and financial administrators, in terms of what is affordable and professionally acceptable. The assumption in the instant creation of standards is that agreement exists between the above two sectors.

Sullivan (1986) presents the view that the development of standards is dependent on the "extent of penetration" into the service by the users of the library (Sullivan 1986: 48). The following aspects need to be reflected upon, before standards are set for libraries, namely: user satisfaction, use of

facilities and material, circulation, availability of
material, the reference service required and so on (Sullivan
1986: 49). Thus standards are user dependent, resulting in
"higher" standards for the more sophisticated user and the
inverse for the ordinary user. Vermeulen (1991) rightly states
that there is no "magic figure" in quantitative provision.

In fact, standards are primarily dependent on the state of
one's financial resources. Once standards are developed, they
translate into provision, that is, if it is accepted that
every child is hypothetically entitled to, say, five books,
then the proportional funding to provide for that has to be
made available. Standards, while important, have to be
provided with proportional resources. In the KwaZulu-Natal
context what is the sum of the proportionally possible
available resources for school library provision, and how can
that in turn be translated to standards? The flip side of the
coin is, if the standards are accepted, then the funding has
to be found from somewhere.

Standards are essential because they provide a base line for
provision, stating what the minimum requirements of provision
ought to be (Chapter 5 presents a discussion of countries that
have developed national norms, discussing their success and
failure). The disadvantage of having standards is that they
become accepted as the norm and provision is seldom better.

However, if the standard is set at an acceptable level, in the
situation where provision is almost non-existent, standards
can be a good thing because they provide a minimum baseline.

6.9 A costing of quantitative provision

What would it cost to provide a school library to all schools
in the province of KwaZulu-Natal? It is difficult to answer
this question, in the absence of the exact information that is
required. The following are some of the unknown factors that
prevent the exact cost from being calculated:

i.   exactly how many schools are there in the province?

ii. where are they geographically located?

iii. which of these schools already have libraries?

iv. if they have a library what sort of library is it?

v.   is the existing library suitable?

vi. does the library have furniture?

vii. is the furniture suitable?

viii. does the library have resources?

viiii.are the resources suitable and so on.

The other crucial question to be answered is according to what standard are libraries to be established and maintained? How many square metres per child should the school library building be? How many books per child are to be supplied? Who and how are resources to be processed and what human capacity is to be made available to service the school library?

The School Library Policy Group (PTG) has accepted the following as its minimum standards for provision in KwaZulu-Natal. Primary and high school libraries should be 300 square metres in area (School Library Policy Group 1996: 7), with the following resource provision to be regarded as acceptable:

> "an initial stock of 5000 basic titles, supplied by the school library service and a growth rate of 2 items per registered pupil per year, funded by the school community, is expected until the collection reaches either 15 000 items or 15 items per pupil whichever is the larger.
> For existing school libraries:
> The existing stock will be supplemented until 5 000 items are reached where after the school is expected to supplement its stock as above" (School Library Policy Group 1996: 7).

If one is to cost the above requirements, the following is required. To build 2 500 school libraries (if one is to assume that perhaps half the number of schools require school libraries) each with an area of 300 square meters, at a cost of R1 500 per square metre (which is the present cost of building) (Rivers-Moore 1996), **R1 125 000 000** would be required. To provide the above schools with a basic stock of

5000 books as accepted by the school library policy group, an amount of **R375 000 000** would be the initial cost, if we assume an average book costs R30 (Gray 1996). So, in total, to build 2 500 school libraries of 300 square metres and to provide each library with 5 000 books each at R30 the initial costs would be, **R1 500 000 000**.

READ box provision to schools is often presented as a viable option for resource provision to primary schools. But what would it cost to provide box collections to all primary schools in the region? The READ box was costed during the NEPI policy exercise. In 1995 a READ box of 60 books and a box cost R1 335.50 (ANC 1994c: 10). READ estimated that roughly 15 boxes were required per primary school (ANC 1994c: 10). If it is assumed that half of the primary schools require resources, approximately 1 950 schools (Jacobs 1992: 15) need to be supplied. Thus about **R39 063 375** is required to provide box collections to primary schools in the region. This estimate makes no provision for the training required for the use of the box collection and the delivery cost of the material, nor for any provision for secondary schools. None of the above calculations have considered the cost of furniture and staffing.

The above clearly indicates the crisis in school library provision. The figures presented may well be considerably underestimated since they are based on the assumption that only one half of the schools in the province require funding for school libraries. The situation could easily be worse, that is, more than half of the schools could require school libraries. As has been pointed out above, the necessary information for more accurate estimates is not available.

This discussion has also to be seen in the context of cutbacks in the provincial budget. The 1996/97 education budget that was requested was R 7,1 billion but only R 5,8 billion was granted (**Natal Witness** 12/6/96: 1, c2). These cutbacks

have had an adverse affect on private schools, textbooks, stationery and non-formal education budgets (**Natal Witness** 12/6/96: 1, c2).

The budget debate has to consider the education budget provincially, nationally and internationally; that is, is it reasonable to expect more money in the national and provincial education coffers? Donaldson (1992: 1) says that South Africa is already spending proportionally more on education than most developed countries, and cannot expect to spend more on education. Donaldson (1992: 1) states that,

> "Government spending on education in South Africa (including spending on "homelands") comprised 23.6% of total government spending in 1990, or about 7.1% of the Gross National Product. These figures are high by international standards...and the government cannot be expected to commit substantially increased resources to education. Although economists will differ on the details, there is widespread agreement that the levels of taxation cannot be significantly increased at present, and that job creation, improved urban and industrial infrastructure, and direct poverty relief are priority areas alongside education in fiscal reform" (Donaldson 1992: 1).

Donaldson's (1992) projections of contested resources and a diminishing education budget were accurate and are confirmed by the following figures. In the 1994-1995 financial years 20.3% of the Government's total spending was spent on Education (Republic of South Africa. Central Statistical Service 1997: 3). The above figure reflects a decline in Education spending from the 1990 Donaldson (1992: 1) figures. Thus both National and Provincial Departments of Education cannot plan programmes on the assumption of huge injections into the education budget. The department is clearly going to have to be creative in the way its resources are to be used. Besides, even if funding is made available to the department, there is less likelihood of the money being spent on libraries than on other priority areas because, historically, school libraries have not been given high priority by any of the five former Education Departments in the province.

These clearly adverse financial indicators impel any policy process in the broad area of education resource provision to adopt radically innovative approaches. The following sections review the findings of the study and suggest some possible options for resource access and provision in the Province.

6.10   Summary

The above clearly indicates the crisis in school library provision in KwaZulu-Natal. The patchwork of Apartheid has created an uneven development of school library provision in the region. Where school libraries exist they are not necessarily used. The capacity required to manage the school library is not a given factor in the existence of a school library. The status of the subject and the commitment to its resources is absent in the provincial and the national education agendas. Thus the low priority of provision in the Province. A costing of provision clearly indicates that school libraries in all schools are perhaps desirable but not necessarily affordable.

Chapter 7

**FINDINGS AND RECOMMENDATIONS FOR THE DEVELOPMENT OF AN
IMPLEMENTATION PLAN ON SCHOOL LIBRARY RESOURCE PROVISION IN
THE PROVINCE OF KWAZULU-NATAL**

7.1   Introduction

The present chapter presents a policy proposal and
implementation plan for resource provision in the KwaZulu-
Natal region. This is based on an investigation into school
libraries in KwaZulu-Natal in the period 1990 to April 1996
and international trends in school librarianship presented in
the preceding pages. The educational basis of the chapter is
that access to resources at school level is an essential
ingredient in the quality of education.

The implementation chapter initially presents
*   the theoretical framework of a policy and
     implementation proposal (policy and plan) and,
Subsequently the chapter reflects on the findings of the
study, that is:
*   the importance of resource based education,
*   a review of both the Department of Education and the
     LIS sectors that were investigated, recording
     developments that inform the school library resource
     provision in the Province; and
*   the *status quo* with respect to school library
     provision in the period of the study, significant
     international trends and the African context of
     provision.

The chapter then presents an implementation plan for resource
provision in the KwaZulu-Natal region, suggesting:
*   a plan for provision, which takes into account the
     limitations of the Department of Education in
     KwaZulu-Natal in April 1996.

Finally the chapter suggests future investigations that will

inform and enhance the present study.

7.2   Policy and plan

This section investigates the theoretical underpinning for the development of a policy and an implementation plan for educational resource provision to schools in the KwaZulu-Natal region. The development of a plan for resource provision in the study necessitates the investigation into planning processes.

Menou (1991: 50-51) states that a plan is a course of action, based on an idea of what is or has to be done. The first step is to establish what needs to be done, before a course of action is plotted (Menou 1991). Once what should be done is clear, the next step is to design a map clearly delineating the aims, before creatively designing a plan to achieve the stated aims. In order to map a course of action or develop a plan of action, consensus on the aims and principles is imperative (Menou 1991). This is pertinent for post-Apartheid South Africa where there are widespread expectations that full consultations will occur in the development of policy.

Menou (1991: 51-52) states that a plan of action is based on the accepted principles or values of policy, yet clearly distinguishes between policy and plan. Menou (1991) says that

> "Ultimately a policy says what kind of society is to exist, a plan only says what it is going to do towards this end. Policy points to the essence, plan to the activities. Policy deals with "why" and "what", plan with "how". Even though they are intrinsically interwoven, policy and plans must be distinguished"
> (Menou: 1991 51).

Clearly policy provides the parameters for the plan. The
policy that is to guide the plan can be:

> "a. an image of the desired state of affairs, as a goal
>   or set of goals, which are to be achieved or
>   pursued;
> b. specific means by which the realization of the goals
>   is to be brought about;
> c. the assignment of responsibility for implementing
>   the means;
> d. a set of rules or guidelines regulating the
>   implementation of the means" (Menou 1991: 50).

Menou (1991) makes the point that policies are made and
implemented within a context which affects the making and
implementing of the policy. Menou (1991) has identified the
following as aspects that affect the creation and
implementation of policy:

> "a. more general policies governing them;
> b. general concepts and ideologies; and
> c. durable power structures" (Menou 1991: 50).

This study has presented the education, library and school
library contexts in KwaZulu-Natal and the international school
library context. These will help to inform the policy
statement on school libraries in this chapter. The policy for
the purpose of this study is underpinned by:

> i.   the need for redress, taking into account the vast
>   and unacceptable imbalances in the education system;
>
> ii.   the educational needs of the reconstruction and
>   development programme;
>
> iii. the financial constraints that exist in the
>   educational terrain;
>
> iv.   the lack of high level human resources in the area
>   of school librarianship;
>
> v.   access to resources for both pupil and teacher is
>   essential in the schooling process (Olën and Kruger
>   1995);
>
> vi.   the globalization of knowledge and hence the need
>   for children to be taught how to access and use
>   information effectively (Olën and Kruger 1995);
>
> vii. access to information is a basic human right that

contributes to good governance and citizenship.

To deliver the above, human resources, funding and processes have to be created and managed. This requires the establishment of a system to enable the delivery of the above. Thus planning must be done for the successful implementation of policy.

Planning consists of, "deciding what to do, how to do it and who is to do it" (Stueart and Moran 1987: 21). Thus in the development of a plan the above factors need to be carefully incorporated.

In designing an implementation plan Stueart and Moran (1987: 23) say that planning needs to consider the process of time. How much time one has to do a task determines the level at which one engages with a task (Stueart and Moran 1987: 23), that is, if one had a year to clean a house you could begin by washing the outside roof tiles, but if you had an hour you could perhaps only make up the beds and sweep.

The issue of time must be considered not as a theoretical construct, but in real life terms. Time, as a theoretical construction refers to talking about time abstractly and not necessarily in relation to actual feasible time scales.

Strategic management suggests that a priority schedule be agreed to as part of the planning process. What is to be done first, second, third must be decided and then discussed in relation to the feasibility of the task in a time period (Stueart and Moran 1987: 25).

In developing a policy that leads to a plan, careful consideration needs to be given to variables that will affect its development. For example were the people affected by the policy and plan consulted on the various issues (CDE 1995: 55)?

In the South African context, with its history of
marginalization, input from stakeholder populations is
necessary to create an approach to public policy recognised to
be in the spirit of true democracy (CDE 1995: 58). The truth
of this statement is illustrated by the public debate
surrounding the choice of persons to serve in government, on
the broadcasting board, the arts councils, the university
councils and so on.

A major limitation of this policy process is that this study
reflects the author's personal opinion, based on the research
exercise undertaken, and not the collective view of the
stakeholder population. However, the researcher did interview
some of the various stakeholders with the view to making an
informed decision on the suggested implementation plan. The
plan suggested in the study could be canvassed and workshopped
with the wider stakeholder population, as a draft document for
comment, which could then be enacted by both the Department
and LIS with mutual consensus.

7.3   A summary of the study's findings

Before an implementation plan is presented, a summary of the
findings of this study thus far is presented. The following
section reflects on the *status quo* in the Province of KwaZulu-
Natal during the period 1990 to April 1996, highlighting the
findings of the study that impact on the development of an
implementation plan for educational resource provision in the
region. The educational context, LIS context, international
context and school library context are reported upon.

7.3.1   The education terrain and the Department
of Education

i.   The political imperatives of the Apartheid system
resulted in the creation of five Education
Departments in this province on the basis of crude
and ideological racial categorizations. The
provision of education by these five departments

reflected the Apartheid plan in that substantially better provision was possible by the White Natal Education Department. The Bantu Education elements, the DET and DEC sectors of the education system, were largely dysfunctional. The legacy of Apartheid persists to this day. The new Education Bill, (which is currently being considered by the National Parliament and expected to be accepted before the publication of this thesis), is a concerted attempt by the new National Department of Education and Training to put in place a system which deals with the enormous need for redress but does this in a way that the quality of education is not taken to the lowest common denominator.

ii. However, the disadvantage faced by the school library system was not entirely related, in a simple way, to Apartheid and the various former Departments. Many formerly White schools did not prioritise funding for the support and development of school libraries.

iii. In sections 3.2.5 and 6.6.6 the qualifications of the teaching population of the province have been indicated. There is an enormous backlog involving underqualified staff that needs to be addressed. It would appear that the most effective way of dealing with this backlog would be via in-house in-service training. The situation is even more serious in the case of school or teacher librarians. Even where qualified teacher librarians existed they have been and, possibly will still be, channelled into the "mainstream" on the basis that the intended new staff-pupil ratios do not take into account any need for specialist teachers.

iv. Education has been one of the most significant areas of contestation between the forces of liberation and those of the Apartheid state. It is not surprising therefore, that there are significant expectations

of delivery in this area. However, due to enormous
internal difficulties,

a. especially in the broad area of the integration
   of the five former Departments in the province
   and the allied task of absorption of staff
   (**Natal Witness** 17/4/96: 3, c1);

b. the large scale retirement of very competent
   and senior education staff - both
   administrators and teachers (**Natal Witness**
   23/11/95: 1, c1); and

c. reports of inefficiency and alleged corruption
   (**Natal Witness** 20/9/96: 1,c5-6);

delivery has been very marginal. In plain words,
very limited delivery has occurred.

As an indication of the crisis, a few issues are
listed here. The sub-regions within the province
which were to administer the decentralised system
had not yet been fully established by September 1996
(O'Donigue 1996). The management posts in the
Department of Education had not yet been confirmed
(O'Donigue 1996). The structure to deliver service
to schools had not been established by April 1996
(Pöhl 1996) (nor had they by September 1996).
Amalgamation of the five former Departments has yet
to be completed (O'Donigue 1996). There does not yet
exist a provincial policy on education (Bhamjee
1996). The projection that 900 posts will be
necessary for the administration of the system alone
is simply not affordable (Kunene 1996).

v. The Department does not have the resources it
   requires to sustain the present infrastructure and
   departmental commitments (**Natal Witness** 10/9/96: 1,
   c2-3, 3:c7; **Natal Witness** 15/10/96: 1, c6). It ran
   at a substantial deficit in the 1995/1996 financial
   year. This has severe implications for the provision
   of school libraries in the sense that savings must

be achieved and the Department has, on two separate
occasions, already attempted to cut the library
budget (Sole 1996).

vi.   The processes of transformation have yet to be
initiated. For instance, the former NED, HOD and HOR
schools have experienced rapidly changing pupil
populations, with a major influx of pupils from the
former DEC and DET schools. There have been only
very limited attempts to provide an educational and
management infrastructure to deal with these
changes. Further, there has not been any substantial
move in the area of curriculum reform. These
necessary actions will require substantial injection
of resources (Tom 1996).

Clearly, the provincial Department of Education is in a crisis
which stems from budgetary constraints (Kunene 1996; Sole
1996), high-level human resource shortages (Kotze 1996),
allegations of inefficiency and corruption, and, finally,
(**Natal Witness** 20/9/96: 1, c5-6), the lack of an empowering
infrastructure that enables delivery.

On the national scene, several policy processes have occurred
in the past four or five years, and, as has already been
mentioned, the enactment of the new national Education Bill
will provide a major policy framework for change and
transformation. This will however, have to be achieved in the
context laid out above.

7.3.2   LIS in the Province
In this section a summary regarding the findings of the study
on LIS is provided. It gives an idea of the existing strengths
and weaknesses in the existing system and thereafter provides
a sense of what is possible. This will establish, together
with the previous sub-section, a historical backdrop to the
policy proposal and the implementation plan.

i.   KZNPLS presently services approximately 300

affiliated libraries (KZNPLS 1994). It has a staff complement of approximately 217 librarians and support personnel (Marais 1996) and has both a central (in Pietermaritzburg) and Regional (North, Coast, South Coast and Midlands) infrastructure to service these affiliated libraries (Rivers-Moore 1995).

The KZNPLS has a substantial programme of public library development and construction providing for 18 extensions to existing libraries and 24 new libraries for the period 1996/1997 (Bawa 1996a). This alone represents a budget of about R20 million (Sole 1996).

Amongst its major functions the KZNPLS administers a book and media acquisition system for all the province's affiliated public libraries (Gray 1995), and provides training and support to affiliated librarians (Slater 1995).

ii. There are two independent local library systems within the province, the Durban Municipal Library and The Natal Society Library in Pietermaritzburg which are subsidised by the KZNPLS (KZNPLS 1995-1996). Negotiations are under way for The Natal Society Library to affiliate to the Provincial Library Services (Pietermartizburg-Msundusi TLC 1995). Discussions are also under way with the DML; but these discussions are still very exploratory and it is likely that the notion of a unified provincial system could best be fulfilled in terms of a "federal" structure.

iii. There are ongoing discussions at KZNPLS regarding the principle of affiliating or developing partnerships with school libraries (Bawa, R. 1995d). Several different pilot projects experimenting with the concept are under way.

iv.   The subsidy programme of KZNPLS for building
        libraries is being considered for school/public
        library partnerships.

v.   The legislation that brought KZNPLS into existence
        is in the process of revision because this Ordinance
        (5 of 1952) is in need of revision.

vi.   The tertiary education sector has initiated several
        co-operative ventures in that sector, providing a
        precedent for other library providers in the region
        to plan, initiate and act upon (Merrett 1996).

viii.   The LIS profession, both nationally and
        provincially, is debating the possibility of a
        unified LIS body in the hope that co-operation will
        enhance the possibility for the LIS sector to lobby
        for political and other support (Shah 1996; Viljoen
        1996).

ix.   The LIS sector has participated in several policy
        initiatives to formulate and enact policy for the
        sector. It is also engaging in a provincial effort
        to create and lobby for acceptable LIS policy in the
        KwaZulu-Natal (KZNPLS 1995g).

It is interesting, therefore, to note that while significant
capacity exists in the provincial public library sector and in
the independent library sector, the capacity, in the education
terrain, to meet the needs of schools is limited. This
capacity in the public library sector is sufficient to meet
the needs of its present clientele profile and this clientele
base is being extended by establishing new libraries in areas
which were excluded in the past from such development.

7.3.3   International trends in school
                     librarianship

In Chapter 5, a study of international trends was made with
the idea that this would provide an international perspective
to this discussion. The following summarises the salient
international trends investigated in the study.

i.   Most developed and developing countries in the world
      are working towards the development of holistic
      information technology and information diffusion
      policies - especially the need for a regulatory
      framework for the LIS sector (Hazell 1988; Mohamed
      1989; Paez-Urdaneta 1989). However, it is also well
      known, internationally, that policy, without the
      political will to implement it and without an
      effective implementation system, in itself will not
      result in delivery in this area.

ii.   Libraries in both developed and developing countries
      alike were underfunded (Alemna 1983; Ajepi 1990;
      Kakoma 1991; Makuvi 1990; Metzger 1992; Miller and
      Shontz 1991; Mulaha 1983; Otike 1989; Tötemeyer
      1991; Tötemeyer 1992). However librarians in African
      countries were particularly embattled in gaining
      recognition for their school libraries.

iii. The international literature shows that school
      libraries work best with a qualified teacher
      librarian in charge of a school library (Haycock
      1984). In the absence of this the resources of the
      school library are generally under-utilised by the
      school staff and pupils alike.

iv.   International experience indicates that a LIS
      Advisory Service should provide specific training,
      designed for the particular needs of schools, as
      opposed to general in-service programmes for all
      (Wilkes 1991).

v.   Several international standards for libraries have
      been developed, including some specifically for
      school libraries (Creaser 1995; Nilsen 1996).
      Standards world-wide take into account the financial
      constraints for implementation.

vi.   Internationally, there are numerous models for the
      provision of libraries. These models are each
      reflective of the special circumstances that occur
      in the relevant country. Amongst the models that

have been studied are mobile libraries, which are extremely important in Australia (Bone 1993); school/public library combinations that appear to be prevalent where financial resources are especially restricted (Amey 1989; Dwyer 1989; Taweta 1995); school/community partnerships and parent/guardian involvement in library activities (Cooper 1993, Monsour 1991).

vii. With the enormous rate at which knowledge production and knowledge diffusion is being globalised, and in particular, with the advent of the internet and electronic mail systems, libraries are having to leap into the technological era (Navalani 1994). The South African public library system has to do this taking into account the interests of the disadvantaged and disempowered on the one hand and the "sophisticated" first-world type user on the other. The ability to access information using technology and other resources is internationally considered as important because of the phenomenal rate at which information is being produced, and outdated, and because of the enormous potential the information industry presents for the empowerment of people.

viii. Librarians are considering their working rights as professionals and are contesting the working conditions under which they are employed (Banas and Heylman 1990). This international movement is occurring largely because the status and assumed value of librarians in the global context are not high.

ix. There are various statements of mission for the public library system which have been developed in various parts of the world. These public library sector mission statements can, with minimal adaptation, incorporate the school library sector.

x. The African experience has, on the whole, not been

successful with regard to school library provision.
The lack of coherent policy (Mulaha 1983; Otike
1989), funding and other resources (Otike 1989),
skilled teacher-librarians (Tötemeyer 1992) and the
breakdown of teacher awareness of what the library
can offer them (Olën and Kruger 1995), have
contributed to this sorry state. The lessons to be
learnt are that there must be a coherent policy,
that is based on sound educational principles and on
firm commitments to serve, and that these should be
interlinked in a holistic fashion with other policy
and implementation processes.

The international experience suggests that resources, policy,
qualified staff, in-service courses for teachers and other
such factors contribute to the development of school
libraries. In the absence of the above, school libraries have
largely not materialised and no viable alternatives have
emerged to cover the needs of pupils and teachers.

7.3.4   **School libraries in the Province of**
               KwaZulu-Natal
Chapter 6 presented a sketchy picture of the status of school
libraries in the province. There has been a very limited set
of studies and collections of data in this particular area.
While attempts were made to consolidate this to some extent in
the previous chapter, it is obvious that there must be a
continuing study of this sector. What follows is a description
of the school libraries in the Province during the period of
this study.
  i.   School (as in NED schools) and public library
       provision in KwaZulu-Natal was co-ordinated by
       KZNPLS until 1970 (NED 1970). This ceased for what
       appears to be a most trivial reason, which, upon
       reflection, could have been resolved with adequate
       communication between the school and public library
       sectors.

ii.   None of the five former Departments had a
      comprehensive and all-embracing school library
      policy in the Province. Some of the Departments had
      guideline documents which essentially provided a
      basis for book purchasing and distribution practices
      (DET 1992; Lombo 199?; Maharaj, Padyachee and Pillay
      199?; Nel 1985; Smith 1995).

iii. The Provincial PTG attempts at policy production
      have not been successful due to a lack of resources
      and the failure of the attempt to cost the policy
      proposed. Both the composition of the PTG and the
      "ill-defined" brief of the PTG have prevented any
      attempt at the implementation of ideas that emerged
      during these discussions.

iv.   The present Department of Education was not able to
      produce data on school libraries in the Province as
      the data clearly does not exist for all the
      libraries or schools of the former Departments
      (Pierce 1996).

v.   The different funding arrangements that existed in
      each of the Departments in the period 1990 to April
      1996 has ensured the development of a deeply
      fragmented system (Ballard 1996; du Toit 1996; Lombo
      1996; Pierce 1996). It has, on the one hand, a "no
      provision" status in certain schools and areas, and
      very elaborate school libraries on the other hand.

vi.   The Department of Education does not have the
      staffing or infrastructure, for example, people,
      cars and drivers to administer a centralised
      acquisition and distribution service for school
      libraries (Gray 1995; Mngadi 1996). The system
      comprises the advisory staff and a budget of
      approximately R 10 million (Sole 1996). The Primary
      schools project of the former DEC has failed because
      the infrastructure and capacity to implement the box
      project in schools was largely non-existent (Ballard
      1996). It had no trucks for delivery purposes, no

premises to operate from and no clear policy to purchase resources (Mngadi 1996).

In the past the Advisory Service of some former Departments has acted as the procurement and distribution section of the Department concerned (Ballard 1996), without having the corresponding capacity to do so adequately.

vii. Media Education is not recognised nationally as an important and compulsory subject (Pierce 1995). This status of media education as an addendum to the "core curriculum" has eroded both the status of the school library and the school librarian.

viii. Where school libraries exist they are not used to their maximum (Olën 1993). Their under-utilization has further eroded their status and value. This under-utilisation is as a result of:

    a.   the erosion of the teacher-librarian as a specialist so that she/he is drawn into the teaching of other subjects (Padyachee 1996) and

    b.   the failure of the Education Departments to recognise media education as a key competency and skill in the overall development of the pupils (Pierce 1996).

ix. Clearly the use of the library is linked to the teaching style of the schools (Roslee 1988). Schools that promote project work, learning from peers, and resources based teaching and learning use the school library (Roslee 1988). Thus the promotion of the library requires an advocacy of different teaching methodologies. Student teachers and teachers need to be exposed, via in-service and pre-service courses, to these teaching styles that enhance library usage in the hope that the status and value of the school library is promoted.

There have been a few approaches to integrate media education into the training of teachers. However, these are treated very much as an additional component of the teacher training programme rather than as a strategic move to consolidate an approach to integrated learning.

x. The Chief Directorates of School and Public Library operate in total isolation from each other, even though they are within the same Department of Education (Pöhl 1996).

xi. Very few school libraries allowed the community surrounding the school to use the library.

xii. NGO's like READ raise funds and offer capacity to the Department of Education at no cost to the Department (Tomlinson 1996). However, the scope of READ's work is limited by the quantity of funds that it can raise and by the nature of the intervention (Tomlinson 1996).

xiii. There is evidence that unless the allocation of funding to schools is specifically earmarked for the school library, this funding is seldom utilised for the school library because the school library, generally, is not viewed as a school priority (Ballard 1996).

It may be surmised from the above that the system of school library provision has been deeply fragmented, racially divided, under utilised and largely ineffective. Where school libraries are fully functional, this is due largely to the interest of the Head Teacher/Principal or an energetic teacher-librarian. Further, the prevalent view in the "system" is that media education and the role of the school library and the teacher-librarian are marginal to the "actual" functions of a school and are therefore considered outside of the core needs of schools. The importance of this is not that school libraries are not available but rather that the challenge of integrating pupils and teachers into the national and

international information system is not taken up.

7.4   A set of policy proposals

To develop a policy proposal requires that the current reality
be established and be taken into account (and this has been
done already), that a set of principles should be enunciated
which must underpin the proposals, and then be used to
develop, using other experiences and consultations and
innovative thought, an implementation plan.

7.4.1   Principles underpinning the policy development

i.   South Africa's transition from the oppressive system
of Apartheid to the infant democracy has resulted in
the establishment of a new set of education and
training priorities. These are linked to the
challenge of bringing all South Africans into the
political and economic life of the country and into
the implementation of all reconstruction and
development strategies.

ii.   The success of the Reconstruction and Development
Programme depends fundamentally on the success of
the national human resource development strategies
which require the establishment of all kinds of
education programmes at all levels of society - for
the young and the old. The national education
policies speak repeatedly about the school system
needing to be sensitive to the needs of lifelong
learning and for national programmes in science and
technology, amongst others.

iii. The ability of South Africa to engage in the
reconstruction of its society requires the
development of an innovative society which will
allow South Africa to solve its immediate problems
and to engage in international competition. To do
this, it must be realised that the world of
knowledge is very rapidly expanding and this is

happening through the unprecedented rate of
publication of material in various media, including
the traditional book medium. It is imperative,
therefore, that both pupils and adult learners are
provided with the opportunity to have access to
educational resources and to learning opportunities
in the broad area of media education.

iv. The enormous racial imbalances in the education
system require that redress be a central feature of
any programme in education. In particular, this
redress should be handled in such a way that it
leads to the eradication of race and class
imbalances but in a coherent fashion conversant with
the needs of development.

v. Due to the high level of competition for resources,
it is imperative that any policy proposal deal
substantially with the development of a coherent
system which deals simultaneously with as many needs
as possible - to eradicate the high levels of
fragmentation that currently bedevil the education
system.

vi. Any set of policy proposals should be in harmony
with the other policy documents that have been
developed in recent years.

7.4.2   Policy proposals

The following policy proposals are suggested and can only be
implemented in the event that there is sufficient consensus
about them:

i. That school and public library systems in KwaZulu-
Natal be combined into a common "KwaZulu-Natal
Provincial Library and Information Service
(KZNPLIS)" within a single directorate in the
Department of Education.

ii. That from within this directorate the provision of
library and information services is dealt with
coherently. This would mean that provision of school

library facilities to schools would be considered in conjunction with the provision of library facilities to communities and towns and institutions of higher learning.

iii. That where school libraries already exist these would be converted into school/public libraries which affiliate to the new KZNPLIS. They would become part of the public library network.

iv. That where school libraries do not exist, but where a public library is in close proximity, these public libraries will be converted into school/public libraries.

v. That where school libraries do not already exist, and where there are no public libraries, the new KZNPLIS would target such an area for the development of a school/public library.

vi. That school/public libraries will be open to the public during and after school hours and during school holidays.

vii. That the Schools of Education in higher education institutions be engaged with to ensure that all teachers are subjected to curricula which encompass the area of Media Education as a strategic intervention in the learning/teaching process.

viii. That the Advisory Staff of the former Departments redefine their roles as Media Education promoters. They would engage directly with teachers and focus primarily on the ways of integrating Media Studies into the curriculum.

ix. That the acquisitions, cataloguing, delivery and co-ordination systems of the school and public library sectors be consolidated to ensure maximum cost effectiveness.

x. That the budgets of the school library and the public library sectors be consolidated and, for the purpose of coherence, this consolidated budget be centrally controlled at the provincial level.

xi. That the staff of the two systems be consolidated to ensure that the human capacity of the new structure is sufficient for the task it sets for itself.

xii. That the library is managed by the local authority, which is advised by a management committee consisting of the local school/schools principals, local authority representative and KZNPLIS representative, as in the South Australian case discussed in chapter 5.

This set of policy proposals will facilitate the development of a coherent system, a system which alleviates the tendency towards fragmentation, and which seeks a role for the strengths of the provincial situations and provides support for those elements that may be considered to be weaknesses. In the context of diminishing resources, these proposals provide an approach which builds on the strengths and minimizes the effects of the weaknesses.

7.5 An implementation plan

In this section, possible steps are listed that should be taken to implement the policy options given above. These occur on various fronts and require various kinds of interventions.

7.5.1 The Department of Education

Once the absorption process is completed, the two Chief Directors in charge of school and public libraries need to meet within the Department of Education to discuss the feasibility of the following range of issues.

The relevant directors of the school and public library sectors should be instructed to meet to begin a process of dialogue in order to investigate the development of a new mission statement and a procedure which will move towards the amalgamation of the two services under a single Chief Directorship. These steps would have to be negotiated in such a way that all stakeholders are included in the new

development. However, the mandate given to the two directors should be clear and unambiguous.

7.5.2 The Advisory Service

The School Library Advisory Staff would have to have their roles redefined. At the present time they advise on School Libraries when very few school libraries exist.

A new set of functions for the Advisory Staff might be an advocacy role in Media Education. They could:

* run workshops with teachers about the integration of Media Education into the core curriculum.
* operationalise the new school/public libraries.
* integrate the schools into the new library system.
* provide the basis for an integrated approach between the different subject advisors.
* interact with the Schools of Education in the Higher Education Sector with the purpose of including Media Education into the "core curriculum" of trainee teachers as a strategic thrust towards integrated knowledge production and dissemination.
* increase the awareness and sensitivity of school management personnel to the school/public library.

The fundamental shift in this section is the transferring of the acquisition role of the advisory service to a centralised location so as to ensure better co-ordination in the purchasing profile of the library service and to improve the distribution system. The centralisation of this function would improve the participation of the school in the purchasing process by utilising the existing acquisition system of the KZNPLS. The advisory service and teachers would be regularly invited to resident and travelling acquisition meetings where their input on the acquisition of material is welcomed.

7.5.3   Funding

The consolidation of the budgets of the two systems will
increase the capacity of the new KZNPLIS to meet the new
demands made of it. The public library sector has a very
effective, established, centralised processing and
distribution mechanism. The infrastructure the schools sector
brings into the partnership will enhance an already well
working infrastructure.

The budget cannot be decentralised to the education regions as
this will militate against the cost effectiveness and
efficiency that the partnership consolidates.

7.5.4   Media education

The maximisation of the effectiveness of introducing Media
Education as a subject requires the school library as a
resource and a qualified teacher-librarian to advocate the
integrated approach to learning/teaching. In the present
context, where most schools in this province are without
school librarians or qualified teacher-librarians, the
usefulness of introducing a period of Media Education every
week is questionable.

Schools that are without a school library need to be specially
catered for by the School Library Advisory Service. Teachers
at these schools require constant exposure to the basic ideas
of Media Education and how they may incorporate these ideas
into the teaching and learning that they are involved in.

7.5.5   Library opening hours

Where a school/public library or public/school library
partnership develops, the times that the library is open must
be clearly negotiated to maximise its usage. School libraries
that become school/public libraries, particularly as they
affiliate to become school/public libraries, must be open to
the general public during and after school hours and during
holidays. Thus persons running these combined facilities must

clearly understand that the library is to be open long after
school to enable adults studying and working to use the
library.

If the public library sector is engaging in the partnership,
it has to ensure that its clientele is able to access the
library at convenient times.

7.5.6   Staffing the new KZNPLIS

The consolidation of the staff of the two sectors into a new
system will provide the basis for a substantially larger
service. For instance, the addition of the existing staff of
the former KwaZulu book box project of about ten persons needs
to be absorbed into the book processing platform in order to
increase the capacity to meet the new needs.

The new KZNPLIS regional office that is planned to be built in
Empangeni will provide a useful springboard into the Northern
KwaZulu-Natal area in which a large growth in service points
is planned. Here, too, there will be an absorption process
which will bring about 20 Ulundi National library staff onto
the staff of the KZNPLS.

A rough estimate of the additional staffing complement that is
required to efficiently run the combined service is presented
in the table below. These figures were arrived at using the
present KZNPLS head office and regional staff complement in
relation to its budget allocation, and allowing for the
present infrastructure to absorb functions that do not require
additional person hours.

Table 13: Integration cost to KZNPLS if schools and public libraries merge

Rank	Salary Notch	Housing Subsidy	Pension
Librarian (20)	816 720.00	200 160.00	167 835.96
General Stores Assistant (40)	684 000.00	400 320.00	140 562.00
Library Assistant Grade 1(40)	803 160.00	400 320.00	165 049.38
Drivers Code 10 (20)	470 520.00	200 160.00	96 691.86
Total	2 774 400.00	1 200 960.00	570 139.20

(Republic of South Africa. Provincial Administration Staff Code 1996d)

The grand total of (salary notch/housing subsidy and pension) is **R4 545 499.20** according to the Provincial Administration Staff Code as at 1 July 1996.

This additional cost of approximately R4,6 million is very limited in comparison with the figures calculated for school library provision using the School Library Policy Group standards, for instance. The above assumes that the school library book vote is injected into the public library system, and the new KZNPLS service points are combined school/public libraries. It would be naive to assume that just the simple amalgamation of services will deliver to all schools in KZ-N. On the contrary the suggestion presented is an interim arrangement that immediately makes the best use of existing resources with a relatively minor injection of funding.

The model presented here provides the opportunity to maximise the use of the capacity that exists in the provincial system. In the context of the Department of Education, savings will be arrived at by the saving on staff salaries of the partial librarian positions in schools which would be dissolved and these teachers would return to teaching in the classroom.

7.5.7   Acquisition policy

The centralised acquisition procedures that have had exemption (from Tender Procedures) inform the way in which the KZNPLS purchases its stock. The purchasing process is open to public accountability and scrutiny. It is suggested that the new KZNPLIS would adopt this acquisitions system.

7.5.8   New building projects

The new KZNPLIS must establish a significant number of new library developments to service clusters[68] of schools. In the absence of information on the exact location of school clusters, the experience and information from the Department of Education would need to be depended on to provide reasonable estimates and relevant information.

Subject Advisors who visit such clusters must liaise closely with the library service to follow up on the project of building a library resource in close proximity to clusters. This will be more organised once the audit of schools is completed.

7.5.9   Former NED Media Library

The former NED's Media Library in Pietermaritzburg is a departmental library that services the Department of Education. Presently the KZNPLS provides a Departmental Library Service to all government departments. This Media Library would be included in the new KZNPLIS.

The affiliation of the Media Library into the KZNPLIS, with the present staff and budget, could be considered.

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[68]Clusters of schools refers to a few schools in close proximity to one another.

7.5.10　　　　　　Audit of schools

The integration process will require a full and exact audit of
the schools. It is imperative that an exact accounting of the
number of schools, the nature of the schools, the pupil
population, the number and nature of the staff, whether a
school library is existent and how many books are there,
should occur.

The exercise of audit is in the process of being done by a
non-governmental organisation, the Education Foundation.

7.5.11　　　　　　Non-governmental organizations

NGO's like READ should be encouraged to continue their
excellent interventionist work. Their survival is dependent on
donor funding, so the more money they can raise and inject
into the schooling system, the better for the general health
of the system.

Organizations like READ can be contracted in the short-term by
the Advisory Service to run training workshops with teachers
on library usage and skills.

7.5.12　　　　　　Library schools

Library schools need to equip all students with an educational
ethos. The educational preparation is essential because the
librarian is to serve a specialised educator and educated
clientele. The public librarian will have to deal with the
teachers and pupils from schools, therefore interfacing more
actively with the school curriculum and the formal schooling
process than is the case at present.

Teachers in core teacher training should be made to understand
the role and function of the school library. The exposure to
the library should be reflected as a core in the teaching and
learning process.

7.5.13   Creative new projects

Creative new projects that target the rural and disadvantaged communities need to be experimented with. Mobile libraries that serve rural areas need to be costed to test their cost efficiency as opposed to that of fully fledged libraries in rural areas.

For example, projects need to involve the parents and children in the library to impact on library usage. Activities that collectively bring both parents and children into the library need to be considered.

Literacy organizations and programmes need to be established and co-ordinated by the librarian.

The above highlight some of the efforts that have worked internationally in contributing to affirming a reading culture.

7.5.14   Technology

The new public/school library must be brought into the new technological age of computers and the information highway as a key way of bridging the gap between the information rich and the information poor.

The KZNPLS has just upgraded its regional and branch network by introducing the PALS computer system. The subsidy that the KZNPLS has extended to various libraries must be extended to include the school libraries that convert (by affiliation) to school/public libraries. The subsidy pays for hardware, training and transaction cost. The only cost the school or local community has to incur is the rental of the line. The access to the information highways of both the country and the world creates a bridge between the first and third worlds.

7.6   Suggestions for future research

The following are some suggestions for future research that will enhance the subject area:

i.   an audit of schools and school library provision in the Province;

ii.   an investigation into stakeholder opinion, on the recommendations of the present study and the creation of a policy document, drawn up in consultation with major stakeholders, upon which consensus has been achieved;

iii. a geographic mapping exercise that reflects schools, school libraries, public libraries and independent libraries for the Province;

iv.   research that ensures that all the existing data on school libraries is collated, from the former Departments of Education, if it is available; and

v.   an investigation into the validity and implications of the statement that universal provision of individual school libraries is not affordable in the foreseeable future.

7.7   Summary

The school and public library sector need to be collapsed into one new organizational arrangement. The new organizational arrangement clearly defines the provincial library service so that it can provide for the needs of the whole province, and also clearly defines the role of the advisory service.

The suggestions being made are not ideal but they make the best use of both the financial and human capacity available. The difficulty with the suggestion is that the exercise of the study is a paper exercise that has not factored the people and personalities in positions that are able to impact on the acceptance or non-acceptance of the recommendation.

The suggested changes imply changes in job description and also staff consensus for the plan. With the country's present

history of democratic participation, the ability of leadership to manage is tied to the leadership ability to sell an idea to the general population. Thus to drive the above a conscious sense of purpose needs to be engineered.

Chapter 8
CONCLUSION

In the context of the new challenges that face this country
due to the vast changes that have taken place here since
January 1990 and the international trends toward knowledge-
based development, it is evident that South Africa must move
decisively towards becoming an information-enriched society.
This has to be done in such a way that it contributes to
political, social and economic redress and progress. This
imperative is repeated in a host of different policy
proposals, some of which have already been enacted as
legislation. Amongst these are the new Education and Training
Act, the National Qualifications Framework Act and the White
Paper on Science and Technology.

In this context, the provision of an informational
infrastructure for the school sector is a project that cannot
be left to chance. It is this subject that this thesis has
attempted to address.

The study begins with a survey of the existing educational
infrastructure and focuses on the failure of provincial
education, in its attempts to integrate into a single system,
to produce a result that adopts a holistic approach with
regard to the school system. More seriously perhaps, the
provincial Department of Education is not yet fully
constituted as far as senior staffing is concerned - even
though two and a half years have passed since the historic
elections of April 1994. The potential of the Department to
make an important contribution has been severely limited by
the exodus of many competent middle and senior managers out of
the newly-shaped Department.

The provincial public library system was surveyed next, with
particular emphasis on the KZNPLS. The KZNPLS services
approximately 300 public libraries via procurement, processing

and delivery systems located centrally in Pietermaritzburg and
at four regional centres. This service is expanding in
1996/1997. While the formal absorption process in the
Department of Education (and hence for the library system) is
not yet completed, this has been accomplished in principle.
There is therefore a clear indication of the human resources
available in the system and its capacity to take on new
challenges.

There is not a clearcut international trend with regard to
school library provision. However, one of the most innovative
trends in provision for a resource-based education has been
the linkage of the school library system with the public
library system. Attempts to provide each school with a school
library have failed in countries with limited resources.
The study of the school library system indicates that there is
a great paucity of dependable and published material that
describe the provincial and national situation. The data
provided in chapter 6 has been obtained from various sources
but there is as yet insufficient data to indicate how many
school libraries there are in the province, what the state of
those libraries are, how many schools there are situated close
to public libraries and how many schools have qualified
teacher-librarians. It is hoped that the proposed provincial
school audit will provide a much better handle to these
details. However, what is clear is that:
    i.   the majority of schools in the province are without
        school libraries.
    ii.   the costing study done in chapter 6 to understand
        the financial implications of implementing various
        national and international standards for school
        libraries indicates that those scenarios are
        unaffordable.
    iii. the school library system is highly fragmented and
        uneven in this province. This fragmentation,
        although not necessarily so, is largely along racial
        lines.

iv.   there does not exist at the present time, nor did
there previously exist, a consolidated national
school library policy to provide the basis for the
provision of educational resources to schools.

This situation is untenable in the context of the newly-
perceived role of education and training in development and in
the context of the deep divisions that pervade South African
society. Hence the need for a study of this nature.

This study has adopted a systemic approach to school library
provision in KwaZulu-Natal. It recognises the strengths and
weaknesses of the various role-players and attempts to
understand the best way to construct a set of policy proposals
which would provide a viable approach. The overriding
advantage of the model presented here is that it takes a
coherent approach to the needs both of the public (which would
include adult basic education learners, higher education
learners, pre-primary learners) and of formal school learners.

The proposal is that the KZNPLS should be combined with the
existing Directorate of School Libraries to form a joint
system which would be known as the KZNPLIS. This new
provincial system, along the lines described in chapter 7,
would assume the responsibility of extending the network of
public libraries, but, at the same time, ensure that this was
done under the specific mandate of providing educational
resources to schools - with the clear understanding that there
would be a coherent approach. This would mean that certain
existing school libraries and that certain public libraries
would be converted into school/public libraries. It would be
hoped that many of these would service clusters of schools
rather than individual schools. Further, the use of the
libraries would be maximised by, for example, ensuring that
the opening times would be adjusted to meet the needs of the
clientele.

This amalgamation process would have to include an integration of budgets and staff. This would imply the location of the new system within a single, consolidated directorate of the Department of Education. It would also have implications for the role and job descriptions of the existing School Library Advisory Staff. They would service the system by facilitating the integration of the new school/public libraries into the core functions of schools and *vice versa.* There would also have to be a substantial negotiation between the Department of Education and the various Schools of Education regarding the training of teachers in the area of Media Education.

Finally, the thesis provides a set of implementation steps that would facilitate the putting into practice of these policy proposals.

APPENDICES

Appendix 1   Questionnaire to the Department of Education, and
questionnaire to the school library advisors,
March 1990.

University of Natal
P.O.Box 375
Pietermaritzburg 3201

2/3/90
The Head
DET/NED/DEC/HOD/HOR

Dear Sir/Madam

I have just been appointed in the Department of Information
Studies as lecturer and co-ordinator of the school librarianship
programme. I am doing research on school libraries in the
Natal/Kwa-Zulu Region and request information on the school
library media resource centres within your Department. Is it
please possible to furnish me with the following details.

1.   A mailing list of the schools within your Department.

2.   A breakdown of the number of Primary and Secondary schools
within the Department. Perhaps, if possible an indication
on the mailing list of primary and secondary schools.

3.   Total number of pupils both primary and secondary in your
Department.

4.   How many of your schools have a school library/media
resource centre.

5.   How many qualified teacher librarians or librarians are
there in your Department.

6.   What sort of Audio Visual facilities are available to your
schools, and if possible estimate in numbers what is
approximately available in most schools?

7.   Does your Department provide schools with library
facilities if so please indicate what is provided?

8.   Is a library allocation made available to schools and how
is it allocated?

9.   Do you make provision for book education lessons?
Who teaches them?
How many periods a week are allocated?
Where is it taught?

10.   Does your Department have teachers centres?
Please briefly describe how many are available, where they
are situated, and what they provide ?
Many thanks in anticipation

ROOKAYA BAWA

Appendix 2 **Questionnaire to the Department of Education, May 1992**

University of Natal
P.O.Box 375
Pietermaritzburg 3201

10/5/92

The Head
DET/NED/DEC/HOD/HOR

Dear Sir/Madam

I am a lecturer in the Department of Information Studies and co-ordinator of the school librarianship programme. I am doing research on school libraries in the Natal/Kwa-Zulu Region and request information on the school library media resource centres within your Department. Is it please possible to furnish me with the following details.

1.   A mailing list of the schools within your Department.

2.   A breakdown of the number of Primary and Secondary schools within the Department. Perhaps, if possible an indication on the mailing list of primary and secondary schools.

3.   Total number of pupils both primary and secondary in your Department.

4.   How many of your schools have a school library/media resource centre.

5.   How many qualified teacher librarians or librarians are there in your Department.

6.   What sort of Audio Visual facilities are available to your schools, and if possible estimate in numbers what is approximately available in most schools?

7.   Does your Department provide schools with library facilities if so please indicate what is provided?

8.   Is a library allocation made available to schools and how is it allocated?

9.   Do you make provision for book education lessons?
     Who teaches them?
     How many periods a week are allocated?
     Where is it taught?

10. Does your Department have teachers centres?
     Please briefly describe how many are available, where they are situated, and what they provide?

Many thanks in anticipation

ROOKAYA BAWA

Appendix 3   **Questionnaire to the Department of Education, August 1995**

<div align="right">

52A Maud Avenue
Scottsville
Piermaritzburg
3201

</div>

19/8/95

The Head
Department of Education and Culture
Ulundi

Dear Sir/Madam

I am doing research on school libraries in the Natal/Kwa-Zulu Province and request information on the school library media resource centres within your Department. Is it please possible to furnish me with the following details.

1.   A mailing list of the schools within your Department.

2.   A breakdown of the number of Primary and Secondary schools within the Department. Perhaps, if possible an indication on the mailing list of primary and secondary schools.

3.   Total number of pupils both primary and secondary in your Department.

4.   How many of your schools have a school library/media resource centre.

5.   How many qualified teacher librarians or librarians are there in your Department.

6.   What sort of Audio Visual facilities are available to your schools, and if possible estimate in numbers what is approximately available in most schools?

7.   Does your Department provide schools with library facilities if so please indicate what is provided?

8.   Is a library allocation made available to schools and how is it allocated?

9.   Do you make provision for book education lessons?
      Who teaches them?
      How many periods a week are allocated?
      Where is it taught?

10.   Does your Department have teachers centres?
      Please briefly describe how many are available, where they are situated, and what they provide ?

Many thanks in anticipation

ROOKAYA BAWA

Appendix 4   **Letter of invitation to 1992**
                   school library conference

> University of Natal
> Information Studies
> P.O.Box 375
> Pietermaritzburg
> 3201
> 3 May 1992

Dear Head Teacher

We are hosting a conference for school librarians in the Natal region. We are hoping to have many local and international speakers.

We would like to invite preferably the teacher librarian or any teacher from your school to attend the conference.

There is limited funding available for teachers that would like to attend but who do not have the money. If you would like financial help, please apply to me as soon as possible.

We look forward to your support.

ROOKAYA   BAWA

FRIDAY 26 JUNE 1992

DAY 2

<u>NATIONAL AND INTERNATIONAL PERSPECTIVE OF SCHOOL LIBRARY DEVELOPMENTS</u>

9 - 9.10   Chairperson : Cathy Stadler

9.10 - 9.30   Namibian School Libraries today and tomorrow
              A.J. Totemeyer (University of Namibia - Library
              Science)

9.30 - 9.50   The development of School Libraries in Botswana
              A. Metzger (University of Botswana - Library
              Science)

9.50 - 10.10 The Future of School Libraries in South Africa
              R Bawa (University of Natal - Information Studies)

10.10 - 10.30 Discussion

10.30 - 11   Tea

11.00 - 11.10 Chairperson: Jill Tomlinson (READ)

11.10 - 11.50 The importance of fantasy in the childs mental
              development - Marjorie van Heerden (writer)

11.50 - 12.30 Illustrations in childrens books by
              Paddy Bouma (University of Stellenbosch)

12.30 - 1.00 Pedro Espi-Sanchis : Integrated teaching : Story
              Telling in Music Education

1.00 - 1.15   Discussion

1.15 - 2.30   Lunch

PARALLEL SESSION

2.30 - 3.30   Displays as a means of library promotion by
              D Lamoral
                            or
              Presentation and discussion of School Library Union
              "Ideas and initiatives"
              P Mashimane (School librarian)

              NEPI Submissions -
              Presentation and discussion by
              Cathy Stadler (NEPI - co-ordinator)

3.30   Tea   -   departure of delegates

UNIVERSITY OF NATAL
PIETERMARITZBURG

INFORMATION STUDIES / READ

SCHOOL LIBRARY CONFERENCE

25 & 26TH JUNE 1992

Science Lecture Theatre Complex
University of Natal
Durban

NOTICE OF CONFERENCE
AND
FINAL PROGRAMME

THURSDAY 25 JUNE 1992

DAY 1·

8 - 8.50   Registration

8.50 - 9   Welcome

MATERIALS PRODUCTION AND DEVELOPMENT

9 - 9.15   Chairperson : Clare Verbeek   (Adult Education, PMB)

9.15 - 9.45   The challenge for publishers in S A
              Sally Howes (Heinemann/Centaur)

9.45 - 10.15 Materials development and production as an
              alternative / by Derek Potgieter (Shell)

10.15 - 10.30 Discussion

10.30 - 11   Tea

11.00 - 11.10 Chairperson : Jill Tomlinson (READ)

11.10 - 11.30 How children learn Jean Ward (READ)

11.30 - 12.00 Questionnaire to be administered and collected

TRAINING

12.00 - 12.10 Chairperson : George Fredrickse OR 12.00 - 12.30
                            (University of the   ,Leader teacher
                            Western Cape -   (READ)
                            Library Science)

12.10 - 12.30 The training initiatives
              of READ. Reflecting upon
              the success and failure
              of their endevour by
              C Hugo (READ)

12.30 - 12.45 The problems and   OR   12.30 - 1.15 Drama
              challenges with respect to the   and
              education and training   story
              of school librarians   teller
              R Bawa (University of Natal - Information Studies)

12.45 - 1.00 A functional,structure for the education and train
              ing of information workers in South Africa
              by Professor Horton (University of Natal
              - Information Studies)

1.00 - 1.15   Discussion

1.15 - 2.30   Lunch

2.30 - 3   The involvement of teachers in the School Media
              programme. A plan for co-option by
              Beth Roberts (READ)

PARALLEL SESSION

3.15 - 4.30   The effective integration of Media in Education by
              Derek Potgieter (Shell)

OR

              Computers in school libraries
              Review of Management Packs available - with personal
              advice on choice by
              Janet Moore (Natal Education Department. Media
                            Centre)

OR

              Update on literacy in Europe & UK and the Effect of
              reading problems on health
              Marion Welchman MBE (Co-founder, British Dyslexia
              Association).

              Update on literacy in N & S America and the pre-
              vention of reading problems
              Prof. Roger Saunders Past President (Orton
              Dislexia Society of USA).

              Readucate Centres in SA : Can Librarians play a
              part?
              Edna Freinkel Trustee (The Marion Welchman Dyslexia
              Trust)

4.30 - 5.00   Tea

6.00 - 9.00   Conference Supper

Appendix 6   **School library conference questionnaire**

SCHOOLS QUESTIONNAIRE

I AM ATTEMPTING TO ESTABLISH THE STATUS QUO WITH
RESPECT TO SCHOOL LIBRARIES IN THE NATAL KWA/ZULU
AREA.   PLEASE COMPLETE THE ATTACHED QUESTIONNAIRE
TO FACILITATE A DETAILED REVIEW.

YOUR COOPERATION IS GREATLY APPRECIATED.

ROOKAYA BAWA

1. Name of school:

2. Postal address of school:

3. What are your academic qualifications and what is your present position at your school? e.g. B.Soc. Sc., HDE./ History teacher and librarian.

4. The Department to which your school belongs:

5. Total number of pupils:

6. What classes or standards are taught at your school e.g. Cl 1 to Std 5 or Std 6 to 10 etc.

7. Total number of teachers:

If you have a school library or media centre, please answer the remainder of the questionnaire. If not thank you for your time and co-operation.

Please indicate with an X the categories that apply to you. Cross more than one category if applicable.

---

8. Which of the following facilities are available at your school? (The book room with prescribed textbooks excluded):

    ☐ a collection of library books kept in a staff room/store room
    ☐ classroom collections (a number of books kept in the classroom
    ☐ school library (only books and periodicals)
    ☐ media centre (books, films, videos etc.)
    ☐ in a transition state between a library and a media centre
    ☐ no facilities at all
    ☐ other (please specify)

9. If you do not have any of the above facilities please give
    your reasons: ·.

10. From where do you get funds to buy your stock:

    ☐ school funds
    ☐ from your education department
    ☐ from donations
    ☐ from fund raising at school
    ☐ other sources (please indicate)

11. Indicate how much the library/media centre is used:

    ☐ not at all
    ☐ used occasionally
    ☐ used moderately
    ☐ excellent use

12. By whom is the library/media centre used?

    ☐ pupils   ☐ teachers   ☐ teachers and pupils

13. Is the school library/media centre used by the wider community
    e.g. residents of your city/township/area etc.?

    ☐ yes ☐   ☐ no ☐   If yes please indicate by whom:

14. Please give a brief description of the stock you have in your
    school library/media centre. (Comment on the number and kind
    of book/non-book material, A/V equipment, fiction/non-fiction
    material).

15. Please fill in the times at which your school library/media
    centre is open.

e.g. after school	from 2.30 to 3 p.m.
before school	
at tea time	
at lunch time	
after school	
during lesson time	
in the evenings	
Other: (please specify):	

16. Is your library open during vacations?

    / yes /   / no /

    If your answer is yes, please specify:

17. For how many periods a week are pupils taught book education/
    media user guidance?

18. Who teaches the subject

    / / a full-time teacher-librarian (who does not teach any
          other subject)
    / / a teacher librarian who also teaches other subjects
    / / a teacher with training in school library science
    / / other (please specify)

19. Is there a syllabus prescribed for book education/media
    user guidance by your education department?

    / yes /   / no /

20. To which Standards is book education/media user guidance taught?

cl i	cl ii	Std 1	2	3	4	5	6	7	8	9	10

21. Do teachers use the library and library stock in their teaching? (library media integration)

not at all	used ocassionally	used moderately	excellent use

22. Where is the stock kept?

☐ in the library itself
☐ in a store room
☐ in a classroom which is in daily use
☐ any other place (please specify)

23. How big is your library? (estimate in square metres)

24. What is your library/media centre used for

☐ only as a library media centre
☐ as a library/media centre, as well as for book educa tion/media user guidance
☐ sometimes/continuously as a classroom to teach other subjects
☐ other (please specify)

25. How many seats are there for users?

26. Briefly describe what furniture is available for the library e.g. shelves, issue counter, periodical stand etc.

27. How is the material organised in your library facilitating for user access.

28. Who is responsible for the library collection

    ◿◿ nobody
    ◿◿ a teacher in her/his spare time
    ◿◿ a teacher less periods than her/his colleagues, i.e. who manages the library part-time.
    ◿◿ a teacher who manages the library full-time
    ◿◿ other (please specify)

29. What training do you think is necessary to enable one to adequately run the school library/media centre.

    ◿◿ a teacher qualification that includes library science
    ◿◿ a certificate in school library science for teachers with matric
    ◿◿ a B.Bibl. or B. Info. degree (M + 4)
    ◿◿ a specialist diploma in school library science for teachers with teacher training of 3-4 years after matric
    ◿◿ other (please specify)

Many thanks for your time and co-operation.

Appendix 7   Policy draft document

Draft Discussion Document

School Library Policy Discussion Group [NATAL].

Background Information.
The following discussion document has been produced by the School
Library Section of the TransLis coalition in the Natal region.

The members of the committee who produced the document comprised
of the following people, Sally Ballard, Heather Barker, Mariana
Du Toit, Joan Brooks, Muinnie Vermenlen, Jill Tomlinson and
Rookaya Bawa.

The above group of people were asked to produce the discussion
document by the Natal TransLis School Library group.

In the production of this document we have referred extensively
to the draft discussion document entitled "Framework for Document
on a National School Library Media Policy" produced by the
TransLis, School Library group in the Transvaal. We have also
extensively used the Natal Education Departments School Library
Discussion Document collated by Sally Ballard. .

The document that follows is a discussion document. We welcome
comments on the document. Comments must be submitted to
Mariana du Toit fax number 0331-94134   or Rookaya Bawa fax
number: 031-8202866 by the 5 th March 1993.

1.PURPOSE OF THE DOCUMENT.

1.1. General Purpose
        This document advocates the aims, principles,
guidelines and funding strategy according to which the future
South African national and regional governments could develop and
provide a national library service which supports formal and
informal education and satisfies the information, literacy,
recreational and cultural needs of society in order to enhance
the quality of life for all.

1.2. Specific Purpose
        To promote formative reading, sustained literacy and an
information culture amongst school students.

        Providing each South African school with access to a
functional library or classroom library collection for the
effective integrated use of information sources in the schools
curriculum and educational programme, which includes the
development and application of information skills across the
curriculum.

2.PRINCIPLES.
        The policy approach and instruments proposed here
assumes the validity of the following departure points:

media centre is an essential and indispensable part of effective free and compulsory education to which each child is entitled.

* Resources for an effective school library media centre at each school should be a priority item in the budget for school provision.

* A school library media centre policy should form an integral part of the national policy on education provision.

* The eradication of backlogs towards the ideal position requires a realistic, phased and flexible strategy that can respond to

    ** changing needs of multicultural communities.

    ** technological developments.

3. Current Situational Analysis.

The school library media policy here is intended to address problems identified in a situational analysis of current policy, policy provision and policy proposals in South Africa. These problems are briefly indicated below.

3.1. Current Policy

Current policies [where they have been formulated] can be characterised as

* uneven in quality across education departments [non existent in some]

* inadequate with respect to current views on sound educational policy and practice [eg. integrated use of book and media resources in classroom teaching]

* unimaginative with respect to strategies to eradicate acknowledged backlogs and inequalities.

3.2. Current Provision

Current provision can be characterised as

* grossly inadequate.

* grossly unequal.

4.GUIDELINES FOR PROVISION.

To establish and promote the use of media in education the following infrastructure is suggested.

4.1. National Media Service.

A national centralised school library media service should be part of the National Ministry of Education.

4.2. Regional Media Service.

Regional Departments of this body should be established. to perform the following functions.

4.2.1. Education Library.

The establishment of one central and several regional Education Libraries to provide, on loan, a wide variety of educational material to teachers eg.

* a comprehensive reference collection.

* a model collection of well selected educational material: non fiction, fiction, series publications, audio-visual material etc.

4.2.2. Central Support Service.

The provision of support services to school libraries, including;

* selection, acquisition, processing and distribution of media in schools.

* the compilation of bibliographies and lists on behalf of teachers.

* a centralised cataloguing service.

* a circulation of computer generated information.

* reprographic facilities for teaching aids.

4.2.3. Advisory Service.

The provision of an advisory service to schools regarding:

* media "centre" accommodation and equipment.

* the acquisition of suitable material for schools.

* classification, cataloguing and processing of educational material.

* the teaching of information skills and the use of media in education.

* computerised information systems.

* the acquisition and use of audiovisual material.

4.2.4. Mechanisms for provision

The mechanisms for provision of media in education have to be as creative as possible, exploring some of the following possibilities eg.school libraries, school community libraries,

mobile libraries, culture houses with libraries etc.

4.2.4.1. School Libraries.

The purpose of each school library is to function as an integral part of the total education programme of the school, according to its stated educational philosophy, and to support and supplement the literacy, information and recreational needs of the community.

The school principal and the school library committee are therefore directly responsible for the functions of the school library;

4.2.4.1.1. Library Policy.

To formulate and document a school library policy, stating its educational philosophy, the aims and goals of its library and the procedure whereby these may be attained.
This requires:

* the constitution of a library committee chaired by the principal and representing all the subject heads, the library staff and community representatives.

* regular formal meetings of this committee.

4.2.4.1.2. Facilities.

To ensure the provision of suitable location for the library, and its adequate furnishing and equipping according to recommended standards.

This requires :
* the establishment of suitable location or the adaptation of an existing one.

* constant re-evaluation of these facilities in the light of the needs of users.

* interim provision should be "creative" in the absence of facilities eg. mobile libraries in collaboration with public/provincial library services, box library exchanges with public/provincial libraries, school community libraries, culture houses with libraries etc.

4.2.4.1.3. Resources.

To provide sufficient appropriate media resources according to recommended standards, based on the actual and potential needs, interests and abilities of its users.
This requires:

* ongoing needs analysis of users by the library committee.

* long and short term budgeting by the library committee to ensure an adequate growth rate according to stated acceptable standards.

* on-going selection of appropriate media from a wide variety of sources and according to stated selection criteria of the library committee.

* consultation with professional support services eg. School Support Services and other professional bodies, published bibliographies and catalogues.

4.2.5.Administration.
        To organise, administer and circulate these resources as effectively as possible, and in accordance with recommended procedures, in order to ensure their optimum utilization.
This requires:

* the appointment of suitable personnel.

* the allocation of sufficient time to achieve this organization.

* constant evaluation of administrative procedures and services to maximise administrative efficiency.

4.2.6.Information Services.
        To provide appropriate information services to users.
This requires:

* the appointment of appropriately qualified and/or experienced library staff.

* full-time access by users to library facilities.

* regular in-service training for teachers.

* professional support services foe teachers.

* continuous, full-time informal information services to users to ensure adequate retrieval of educational resources.

* liaison with other community and professional bodies to supplement library resources and services.

* flexible and realistic circulation procedures according to a stated loans policy.

4.2.7. Information Skills.
        To plan implement, co-ordinate and constantly re-evaluate the teaching of information skills according to the information skills syllabus.
This requires:

* the inclusion of information skills in the school curriculum according to recommended standards.

* the appointment of sufficient qualified teachers with

additional library qualifications and/or experience.

* adequate media resources according to recommended standards.

4.2.8. Media Based Teaching and Learning.

To secure the full participation of all teachers to ensure that the specific information skills of every subject in the school curriculum are taught, practised and tested at every level.
This requires:

* a Whole School Policy regarding information skills.

* HOD's/subject heads to ensure that marks in all subjects reflect an accepted percentage of marks for the skills of that subject.

* involvement of all teachers in the selection of media.

* regular guidance for teachers in methods of teaching information skills in the subject areas.

4.2.8.1. Curricular Library Use.

Use of the library should form an integral part of the formal, curricular teaching and learning programme:

* all syllabi should require curricular use of educational media.

* pre-service teacher training should include the application of Information skills and the use of the school library.

* all teachers, advisers and inspectors should also receive in-service training in the use of the library as an educational media.

* the library should disseminate information and be involved in curricular developments.

4.2.9. Teaching of Information Skills.

The general goals for the teaching of information skills is the following.

* to empower pupils to understand and control their information environment and enhance their adult world.

* to prepare pupils to manipulate, compare and utilize information from a variety of sources.

* to develop the pupils own analytical, critical, creative and aesthetic faculties.

* to support and enrich the schools curricular and extra

curricular programme.

4.2.10. Promotion of Reading.

To publicise and promote the effective use of media in curricular and extra-curricular activities, and actively to promote the reading of both fiction and non-fiction for pleasure. This requires:

* library hours which extend beyond the school day.

* a wide range of media resources and on-going maintenance and updating of library stock.

* the provision of professional publications to enable staff to maintain an awareness of developments in educational and related fields.

4.2.11. Cooperation with Community and other Libraries.

The parent community should be encouraged to become involved actively in fund-raising, hands-on assistance in the library.

Resource sharing and joint use of library media services should be encouraged, especially in disadvantaged communities, where both school and community libraries lack adequate stock to serve the needs of their users. School/community libraries should be allowed to develop where the need arises. However, careful planning with the concerned community is a prerequisite to the establishment of such a joint library service.

Resource sharing and networking must be facilitated.

4.2.12. Funding.

It is accepted that it is the inalienable right of every citizen to learn to read and write and to have access to information; that it is the responsibility of the State to provide free and equal access to basic primary educational material, resources and services; that these materials should be of the highest quality, and should circulate freely among communities. The role of the school library is therefore to facilitate and expedite the realisation and attainment of quality optimum education for each pupil, and to promote the intellectual, aesthetic, creative and social development of each pupils potential to become an autonomous, self-motivated, life-long learner.

4.2.13. Training of Teacher Librarians.

Training must be provided for students by specialised courses in graduate and diploma programmes as well as for serving teachers in the form of in-service courses or further diplomas.

Relevant training is essential for the effective administration of school libraries and the training of librarians must therefore fulfil the practical needs of the schools. For

this reason there should be co-ordinated core curriculum to act as a guideline for the training of school librarians in tertiary institutions.

Training courses should cover the following:

* library administration, information retrieval, extension and development of information skills and the educational use of media.

* media selection: a knowledge of the wide variety of educational media: books, journals, magazines, illustrations, transparencies, slides, audio-tapes, videos and computer programmes; the educational criteria for the evaluation of these, and the establishment of a balanced stock.

* literature: a thorough knowledge of childrens and/or adolescent literature.

In addition, all teachers must become users of media and teachers of media use in their specific subject areas. They must have a knowledge of educational media available in their specific fields, [phase,subject etc] and the use and integration of these in teaching and learning. They must also have the ability to develop information skills in pupils in order to use media independently. This includes critical thinking, responsible decision making, interpretation, selection and use of information.

We need to attach annexures on the definitions/workings of the following.
Is it please possible for the following people to coopt or do the sections themselves.

School library   JILL

School library Committee. Prof. Vermeulin.

Recommended Standards. Sally

Information Skills Syllabus. Marianna/Dee.

Please oblige by 4 March

(School Library Policy Group 1993)

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