THE EFFECT OF APARTHEID ON THE PROVISION OF PUBLIC, PROVINCIAL AND COMMUNITY LIBRARY SERVICES IN SOUTH AFRICA WITH PARTICULAR REFERENCE TO THE TRANSVAAL

Jacqueline Audrey Kalley

Thesis submitted in fulfillment of the academic requirements for the degree of Doctor of Philosophy in the Department of Information Studies, University of Natal, Pietermaritzburg

December 1994

TABLE OF CONTENTS

CHAPTER TWO:
Some Notes on Data Collection

CHAPTER THREE:
Development of the Public Library Concept with Specific Reference
to the Provincial and Municipal Services to the Urban, Rural and
Black Sectors of the Population of the Transvaal

CHAPTER FOUR:
Resources and Services in Transvaal Libraries: Comparison and Evaluation

LIST OF TABLES AND BAR CHARTS

LIST OF MAPS:

DECLARATION

I declare, unless indicated to the contrary, that this thesis is my own, unaided work. It is being submitted for the degree of Doctor of Philosophy in the University of Natal, Pietermaritzburg. It has not been submitted before for any degree or examination in any other University.

_____ *Jacqueline A K alley* _____

_____14_____ day of ____October____, 19__94__ .

ABSTRACT

THE EFFECT OF APARTHEID ON THE PROVISION OF PUBLIC, PROVINCIAL AND COMMUNITY LIBRARY SERVICES IN SOUTH AFRICA WITH PARTICULAR REFERENCE TO THE TRANSVAAL

This study seeks to explore the impact of apartheid on the development and provision of library services to South Africa's Black population. For over forty years of National Party rule, the majority of South Africans struggled under the constraints of institutionalized racial legislation which dominated all facets of their lives. Not least of all, literacy, education and by extension, library facilities were affected. It is the intention of this thesis to illustrate, by comparison with resources allocated to libraries used by Whites, how the Black library service has suffered from the racial separation imposed on South Africa. The spectrum of services provided by the provincial library service, independent public libraries and the community form the main focus of this work. Particular emphasis was placed on conditions in the Transvaal, given the challenges presented by the dearth of research in this area, on the one hand, and by comparatively well documented literature pertaining to the other three provinces (Cape, Natal and Orange Free State). The rationale behind conducting this study lies in its potential contribution to planning a relevant library strategy for all South Africans.

The methodology employed in demonstrating the fracture in library provision and service includes an historical survey of services to Blacks - a composite term encompassing the African, Coloured and Indian sectors of the population - as contrasted to that of the Whites, which illustrates the skewed development of the public library system. An analysis of historical developments and policies in the four provinces of the Transvaal, Cape, Natal and the Orange Free State clarify the structure and available services with an emphasis on the policies of the Transvaal Provincial Library Service. Discrepancies in resources and services in twelve Black and White Transvaal towns are quantified by means of sampling. Community solutions to the inadequacies engendered by the state's library policy and allocation are investigated both theoretically and empirically providing important lessons for the democratization of libraries in the post-apartheid South Africa. Policies advocated by the major library role players relevant to transforming the service demonstrate the need for a coherent national library strategy aimed at correcting past inequities. Various observations are made to this end.

ACKNOWLEDGEMENTS

Across the colour line I move arm in arm with Balzac and Dumas, where smiling men and welcoming women glide in gilded halls. From out the caves of evening that swing between the strong limbed-earth and the tracery of stars, I summon Aristotle and Aurelius and what soul I will, and they come all graciously with no scorn nor condescension.

W.E.B. Du Bois

Some day when there are libraries for natives as there must be soon...

Umteteli, Editorial, 1928

CHAPTER ONE

A LEGAL AND HISTORICAL BACKGROUND TO BLACK SOUTH AFRICAN LIBRARY SERVICES

The fracture in the provision of library services to Black and White South Africans lies deeply embedded in a complex interplay of socio-political and economic factors. Cultural segregation long preceded the formal apartheid principles espoused by Afrikaner nationalism, and formed part of the domination techniques practised by White rule. The racial and cultural differences between the rulers and the ruled became equated with the prevailing stereotypes 'which correlated dark skin colour with inherent cultural differences and inferiority' (Welsh: 1972, 35). Cultural segregation developed too, in response to the perceived threat posed by a growing class of Black potential political and economic competitors. This chapter seeks to examine briefly the legal framework designed to separate the various racial groups prior to examining the development of library services, with particular emphasis on provision to Black South Africans.

1. LEGAL BACKGROUND

The statutory entrenchment of racially unjust laws has been the subject of a plethora of critical examination (Kalley: 1987, 544pp.). Germane to this issue are the Group Areas Act, No. 41 of 1950 which controlled the racial zoning of land and premises; the Bantu Education Act, No. 47 of 1953 which transferred the control of Bantu education from provincial to central control; and the

1

Reservation of Separate Amenities Act, No. 49 of 1953 which regulated amenities for Blacks in the common area. These acts, in particular, both reinforced cultural separation and contributed towards the deep schism in literacy levels. An outline of this legislation will be sketched, providing the framework against which the development of libraries in South Africa should be viewed.

Integral both to the policy of segregation and to its successor, apartheid, was the concept of residential segregation. It dated back to nineteenth century British rule at the Cape and appeared in various guises through successive Union governments. Measures directed to this end are evidenced by the Natives Land Act No. 27 of 1913, Native Trust and Land Act No. 18 of 1936, Natives (Urban Areas) Act No. 21 of 1923 as amended, Trading and Occupation of Land Act No. 35 of 1943, Asiatic Land Tenure and Repression of Indians Act No. 28 of 1946.

These culminated in the enactment by the National Party of the immensely complicated and far reaching Group Areas Act of 1950. Its complexity led to periodic amendment such as the Consolidation Acts No. 77 of 1957 and No. 36 of 1966; Act No. 36 was subject to further amendments. In essence, the Act enshrined state intervention in property rights and determined that South Africans of all racial groups could reside and trade only in designated segregated areas unless exemption was obtained. Property ownership and business rights, as far as was feasible, were limited to these areas.

Ideology and White fears, including the aforementioned danger of economic competition, were some of the motivating factors behind the implementation of the Act. In a parliamentary speech on the Group Areas Bill on 29 May 1950 in which the Minister of the Interior, Dr Eben Donges claimed to be responding to pressure from all parts of the country. He represented the legislation as an attempt to eliminate race friction and to 'ensure the paramountcy of the White man and Western civilization in South Africa must be ensured in the interests of the material, cultural, and spiritual development of all races' (1950, 7453). Prime Minister D.F. Malan in a House of Assembly debate on 31 May 1950 went further, citing several reasons for tightening segregation stating:

> Today we still find that the non-European population is more and more adopting the civilisation of the European, in some instances in its entirety, and in some instances partly, and in some cases not at all. Gradually, however, the non-European advances, he gets more and more education. In other words, the gulf which, naturally, existed and which served as a protection for the Europeans, that gulf between the different races has, as a result of education, and civilisation on the part of the non-European, been made narrower and narrower, and it is becoming more and more difficult when so many people are living in mixed communities, for the White man to maintain himself as a White man (1950, 7726). The races were at differing stages of cultural and political development, and conflict between them could be prevented only by removing contact between them (Festenstein and Pickard-Cambridge: 1987, 6-7).

The significance of the Act has been far-reaching and the cause of hardship and racial resentment. Political aspects aside, the social and cultural consequences have fallen with the heaviest burden on Blacks. Festenstein and

Pickard-Cambridge continue:

> However by restricting the commercial, educational, and professional opportunities of Black groups, it has reinforced and created racial inequality: the unpublished President's Council report on the Act is said to have concluded that the 'separate but equal' access to property cannot be achieved within the framework of the Act because the Whites already have all the best grounds and facilities. Segregation also cut Black groups off from cultural facilities they had enjoyed in the city centres (1987, 22).

The social fragmentation experienced by those involved in relocation was exacerbated by poor housing, limited infrastructural facilities and transport difficulties inherent in living so far from city centres. These racially induced disadvantages were further reinforced by the implementation of the Separate Amenities Act:

> Which legalised the provision of separate buildings, services, and conveniences for people of different racial groups and stipulated that such provision, whether past or future, could not be ruled invalid on the grounds that provision had not been made for all races, or that the separate facilities provided for the various groups were not substantially equal (Horrell: 1982, 49).

This permeated to the provincial level by the passing of ordinances which established exclusivity of access to a particular race or class wishing to use amenities under their jurisdiction.

This Act too, had its origins in the segregation policy with particular application to train accommodation. Its implementation represented an attempt 'to clear up the position now not only for the Railways but for every other body that may be endangered' (Donges: 1953, 2148). Right of admission to cultural bodies had long been subjected to state control. The State-Aided Institutions Act

of 1931 gave to the Minister of Education, Arts and Science, later restyled the Minister of National Education, jurisdiction over entry and restrictions to any state-aided institution such as an art gallery, museum, public garden, zoo or library.

Authority was later delegated to the boards of the various institutions concerned as noted in Act No.10 of 1960:

> A board may, subject to the approval of the Minister, determine what hours and under what conditions and restrictions the public or any group of persons, or persons belonging to a particular race or class, may visit an institution or portion thereof, and what admission charges shall be payable.

Horrell states that in general:

> In the early 1950s, provincial and/or local authorities made their own decisions on the use of civic halls and provincial or municipal libraries by members of the various racial groups. (1978, 121).

This will be traced in greater detail later in the study, but it should be noted that while the Separate Amenities Act was initially strictly enforced, by 1974 several local authorities in the Cape, Natal and the Transvaal dispensed with certain racial restrictions pertaining to libraries.

The centrality of education to the social engineering objectives of the National Party was recognized as early as 1948:

> Native education should be based on the principles of trusteeship, non-equality, and segregation; its aims should be to inculcate the White man's way of life, especially that of the Boer nation, which is the senior trustee.

Education became inextricably intertwined in the liberation struggle by South Africa's oppressed and by 1976 proved to be the catalyst to one of the

most sustained periods of violent opposition to apartheid rule. The orchestrated approach to the underdevelopment of Black education was underscored by several key acts, of which the Bantu Education Act is probably the best known. It was revised in 1954, 1956, 1959 and 1961 and reinforced by the Bantu Special Education Act No. 24 of 1964, the Coloured Persons Education Act No. 47 of 1963 and the Indian Education Act No. 61 of 1965. The combined effect of this legislation was to centralize all forms of education under the jurisdiction of the state, instead of under the provincial administrations as was the prior case. As from 1 January 1954, the control of Bantu Education was transferred to the central government, becoming the responsibility of the then Department of Native Affairs. A division of Bantu Education was created within this Department. On 20 October 1958 the Division became the separate Department of Education (Horrell: 1978, 300).

Discrimination in the provision of schooling, however, can be traced back to the first missionary schools opened in 1658. In these schools education was provided on two distinct levels. On the one hand the children of the colonists were being trained to be masters whilst on the other education for Blacks was directed at equipping them to serve. Per capita expenditure figures on education reveal the evident degree of discrepancy, and as Horrell has pointed out 'the comparatively low expenditure on Africans has meant that their schools have been overcrowded and ill-equipped, with very high pupil-teacher ratios, and very often, with poorly qualified or unqualified teachers'. (1978, 312).

Table 1: Per Capita Expenditure on Education in Segregated Education Departments, 1953-88 (Rands)

YEAR	AFRICAN	COLOURED	INDIAN	WHITE
1953	17,08	40,00	40,00	128,00
1955	15,68	n/a	n/a	n/a
1960	13,60	74,50	74,50	114,00
1965	12,70	71,00	91,50	357,00
1970	47,64	87,30	121,00	428,00
1975	50,00	126,00	171,00	605,00
1980	87,27	286,00	318,00	1021,00
1985	293,86	891,62	1386,00	2746,00
1988	582,93	1325,64	1980,41	3982,82

(Unterhalter et al: 1991, 52)

The quality of education for the majority of the South Africans was thus determined both by the ideology of the ruling White regime in their attempt to educate the masses only to the level on which their labour requirements were met, and the 'restructuring of the content of education in order to inculcate the values of Christian National Education, thus socializing Africans to accept their subordination within the apartheid system' (Wolpe and Unterhalter: 1991, 4).

Changes in government policy and expenditure during the last decade have largely been within racist parameters, while the demand for free, non-racial, and compulsory education continues.

It is against this cultural background and the legacy both of segregation and apartheid that the development of libraries in South Africa must be examined and measured.

2. LIBRARY DEVELOPMENT IN SOUTH AFRICA

Historiographers have traditionally divided the development of South African libraries into several phases, which could be logically adapted into the following:

-   **1761-1873:** This period was significant for the bequest of the von Dessin library as South Africa's first embryo public library. This concept was further entrenched by the pioneering proclamation of Sir Charles Somerset, and the establishment of the South African Public Library but was superseded by the introduction of subscription libraries. The period was noteworthy too, for the initial steps taken in providing library facilities for Blacks. Although developments at Fort Hare were educational rather than public in nature, they nevertheless represented a milestone in the struggle for the attainment of adequate facilities.

-   **1874-1927:** The Molteno Regulations of 1874 provided for grants in aid to libraries resulting in a strong stimulus to their growth. They stipulated that the public was to be granted free access to libraries whenever open, and that therefore it became theoretically possible for Blacks to consult reference material. This phase saw the passing of the Financial Relations

Act in 1913 which meant both the utilization of public funds and a definitive role for the provinces in library management. Several libraries were established for Blacks, mainly institutionally based and either educational or theological in nature.

- **1928-1937:** This proved to be one of the most important periods in South Africa's library history. The visit of S.A. Pitt and Milton Ferguson from Glasgow and California respectively, their subsequent reports and their role in the 1928 Bloemfontein Conference had a profound bearing on public library development in South Africa. The decisions taken by the 1936-7 Interdepartmental Committee reinforced those of 1928 and set the country on a structured role of library development, taking cognizance, among others, of the needs of both the indigenous and rural White population.

- **1938 to the Present:** Provincial and legislative developments dominate this period which gathered considerable momentum after an inauspicious beginning.

The highlights of these periods will be reviewed in some detail and an attempt will be made to place developments into their socio-political setting.

2.1 The First Phase: 1761-1873

2.1.1 Background

The end of the eighteenth century witnessed the demise of the peaceful isolation enjoyed by the Cape Colony since its establishment in 1652 as a permanent refreshment station for Dutch East India traders en route from Europe to the East Indies. Its strategic position decreed that it became a pawn on the political chessboard, and it was twice occupied by the British during the Napoleonic Wars in 1795 and 1806, and was formally ceded by the Netherlands to Great Britain in 1814.

The convergence of diverse cultures at the Cape, based in part on the western literary heritage but also on the oral tradition of the indigenous peoples, had significant long-term consequences for the development of libraries in South Africa.

2.1.2. The Dessinian Collection: 1761

'It is clear from surviving estate inventories that there were few bibliophiles at the Cape in the middle and late eighteenth century' (Hattersley: 1969, 59). The most well-known was Joachim von Dessin who took far-seeing and enlightened action in leaving his collection of some 4,000 volumes to the Kerkraad of the local Dutch Reformed Church with the insistence that this nucleus of a public library be open to the whole community without payment. He also left a small legacy to provide for its growth. von Dessin was born in 1704 at Rostock,

Germany of an aristocratic family, which became impoverished after his father, an officer, became a prisoner of war in the service of King Charles XII of Sweden. von Dessin's education was sponsored by Margrave Albrecht of Brandenburg, by whom he was employed as a page and later as gentleman-in-waiting. Various theories have been propounded as to why he emigrated to the Cape, all without adequate foundation (Tyrrell-Glynn: 1983, 78). Initially in military service with the Dutch East India Company for two years, he was thereafter appointed as clerk to the Council of Justice from whence he rose to the eminent post of Secretary of the Orphan Chamber. In his book *The State of the Cape in 1822*, Wilberforce Bird says that von Dessin

> Was a tolerably well-educated man, fond of society, and, being of lively, entertaining manners, became a welcome guest in all parties. Collecting books was his favourite pursuit; but he is said not to have been a man of science and literature, and it must have been by extraordinary diligence that he was able to bring together so many valuable publications, and to form such a library in Cape Town (1823, 151).

The collection includes works in Latin, Greek, German, French, Dutch, and very few in English and a couple in Spanish. Theological works comprise the largest section of the 4565 books bequeathed by von Dessin and include copies of the bible in seven languages, complemented by numerous commentaries. Encyclopedias form the next noteworthy group and include a great variety of dictionaries in various languages, bibliographical works and library catalogues. The third most important section was made up of historical books, many of which concentrated on Dutch history. The group of works

11

termed miscellaneous comprise unrelated works interspersed with Dutch prose and poetry, while other important categories cover philology, jurisprudence, geography, natural history, philosophy, mathematics, and medicine. In addition, coins, medallions, mathematical and astronomical instruments, curios and paintings enhanced the collection (Tyrrell-Glynn: 1983, 84-7).

Varley points out that von Dessin, a child of his time was consciously or unconsciously following the tenets of the German philosopher-librarian, Gottfried Wilhelm Leibnitz (1646-1716) who considered it a librarian's function to build up a balanced collection in all the spheres of knowledge thus enabling the library to serve each person in his own particular field (1962, 85). But as Wilberforce Bird went on to say 'the thing that appears to be chiefly wanting which Mr Dessin could not bequeath, is a collection of readers: for reading is not an African passion' (1823, 152). The library in fact proved to be too intellectual for the community and there is little evidence of its use. However, von Dessin was both a man of his time in following a practice that had become traditional in his native Germany (Friis: 1960, 94) and a man in advance of his time.

In 1830, the library was removed from the control of the Dutch Reformed Church's consistory and incorporated into the newly formed South African Public Library. It remains, however, the property of the Church Council. Mention should be made of the role of the Reverend Dr Abraham Faure, manager of the collection from 1829, both for ensuring the ownership rights,

and also in building up the collection, until prevented by lack of funds and support from the church. Tyrrell-Glynn describes von Dessin's work as forming the nucleus of the South African Public Library and goes on to state:

> It was particularly useful in promoting the concept of a library especially created for the use of the general public, free of charge, and supported from private, and afterwards public, funds. The munificence of von Dessin's bequest proved to be an infectious example by which the South African Public Library was to benefit down through the years, and probably gave rise to the idea of officially establishing with the aid of public funds, a public library at the Cape of Good Hope as early as the second decade of the 19th century (1983, 90).

2.1.3 Sir Charles Somerset and the South African Public Library: 1818

Lord Charles Somerset, Governor of the Cape from 1814 to 1826, was the next significant player on the library stage with the role he played in establishing the South African Public Library. He was generally regarded as an autocratic ruler, but as was customary with all recently conquered or newly ceded possessions to Great Britain, Crown Colony rule was implemented in the Cape. This has been described by Hahlo and Kahn as:

> The centralising of governmental powers in a Governor virtually all powerful save as to directions from a Colonial Secretary ninety days' sail away. Subject to orders in council, letters patent and royal instructions, he legislated at his good will and pleasure by proclamation (1960, 51).

Such a proclamation, dated 21 March 1818 and published in the *Cape Town Gazette* and *African Advertiser*, volume 18, number 636, proved to be the leverage whereby funds were obtained for the establishment and administration

of a public library. The idea had been mooted by the Colonial Secretary and the Colonial Chaplain, Christopher Bird and George Hough respectively but

> to the wine merchants John and Francis Collison must be attributed the suggestion of a gauging tax on every cask of wine passing through the market. Somerset, in accepting the Collison proposal as a means of endowing the public library, showed that he was not without regard for the cultural advancement of the colony (Hattersley: 1969, 142).

Somerset states in the proclamation:

> And there to create a fund for the formulation of a public library, which under certain regulations hereafter to be framed, for my approval, by the committee above named, shall be open to the public and lay the foundation for a system, which shall place the means of knowledge within the reach of the youth of this remote corner of the globe, and being within their reach, what the most eloquent of ancient writers has considered to be one of the first blessings of life, 'home education'.

Books were bought on an impressive scale for a few years but Friis indicates that Somerset must have acted unilaterally in utilizing the wine tax for this purpose, 'and when the financial position of the Colony began to deteriorate in 1825, the allocation of the library money received from the gauging tax was stopped by the Colonial Office and in 1827 the financial support of the government was withdrawn' (1960, 95). The loss of over twelve hundred pounds per annum meant that subscriptions were necessary for the future funding of the library.

14

2.1.4 Subscription Libraries

Private subscription became the norm in providing for the profusion of libraries which were established in the period 1818 to 1874, although some governmental subsidies were given to deserving cases such as the Port Elizabeth Public Library. Friis regards this as a pioneering period, and describes the libraries as being more social than public in character. He cites a pertinent quotation from Anthony Trollope, which states: '... A colonial town is ashamed of itself if it has not its garden, its hospital, its public library and its two or three churches, even in its early days' (cited in Friis: 1960, 99).

Thirty nine such libraries mushroomed during these fifty six years, of which thirty six were in the Cape Colony and three in Natal. What caused the blossoming of this movement, particularly in the Cape? Varley mentions two factors which could be used in explanation. Firstly, the experience of local self-government in the Cape which would provide the relevant infrastructure and community participation, and secondly in his description of the border libraries as the outgrowths of English culture (1943, 2). Cognizance too, must be taken of the social and intellectual climate prevalent at the Cape during the mid-nineteenth century which proved conducive to the furtherance of library development.

2.1.5 The Lovedale Library: 1841

It was during this period under review that the first significant step was taken in providing library facilities for Blacks. In 1841, the Lovedale Missionary Institution, near Alice in the Eastern Cape, was opened as a centre of higher education. Originally a small missionary seminary, it took the first step in providing both educational facilities of an advanced nature as well as serving as an interpreter and mouthpiece of Black South Africans in the face of the country's changing policies. (Shepherd: [1941?], ix). To this end, provision was made for a library.

Manaka reports that by 1879 Lovedale was reported to have a branch library in the nearby town of Alice (1972, 19). The concept that the library (and later that of the Blythswood Institution) had a public as well as an educational function is reinforced by Peters, who makes mention of Black subscribers (1974, 22). By 1894, the library comprised over 8,000 volumes, and some 2,000 books were issued per annum. Annual reports record the progress of the library, and Peters reveals that by 1895 there was a sustained interest in the books of the library and in the newspapers (1974, 15). Lovedale is described by Professor Victor Murray in his classic text: *The School in the Bush*

> There was a university feeling about the place. The library is a real library, and not a collection of text-books. There are some thousands of volumes of standard literature, and a good selection also of novels and newspapers. It is the sort of library that might be found with different emphasis in an English public school. This in itself carries the business of education beyond the day only, and

brings it in touch with the past (1929, 114).

A bequest was left to Lovedale by a leading South African businessman, W.M.Cuthbert and a new library building bearing his name was opened in 1923... 'a building well suited to its purpose and on a central site' (Shepherd: [1941?], 373). By 1928 however, a different picture of the library emerges and its resources are described as meagre and not sufficiently up to date for most members of the staff who get the bulk of their reading from other sources (Pitt: 1929, 32).

2.2   The Second Phase: 1874-1927

2.2.1 The Molteno Regulations: 1874

To the Colonial Secretary, John C. Molteno (whose experience as an assistant at the South African Public Library in 1831 must have struck a sympathetic chord in the promotion of library development) must be attributed the responsibility for the entrenchment of the public library system in the Cape with the promulgation of his 1874 regulations (Government Notice, No. 442). Significant in that these regulations provided the financial assistance necessary for improved services, they not only provided assistance to subscribing members of the library, but also to the general literate public (Shillinglaw: 1988, 269).

It therefore became theoretically possible for Blacks to consult reference material in public libraries, for whenever they were open there was to be free

access to all books. Conditions for the use of periodicals and newspapers varied in each library (Peters: 1974, 22). Peters notes that library membership was confined to those able to afford payment of the annual subscriptions. She cites evidence, however, from the 1919 Report of the Commission on Native Education in the Cape of Good Hope (paragraph 102) that there were town libraries which had been known to refuse subscriptions from Black teachers wishing to join and make use of the services.

Advantage was taken by the grants in aid offered by the regulations and they provided a strong stimulus in the establishment of public libraries which totalled some 111 by 1900. The system, with modifications, was gradually extended to other parts of South Africa. Because of their seminal importance to the strengthening of the library movement, the regulations are reproduced in full for easy reference:

- That the government annual grant shall not exceed the annual average amount raised by subscriptions during the preceding three years, or in the case of new libraries shall not exceed the amount of subscriptions received for the first year or average of two years, but in no case to be more than 100 pounds per annum provided that these grants shall be made out of moneys voted annually by the Parliament for that purpose.

- That no aid be given when the aforesaid subscriptions do not amount to 25 pounds.

- That the public be admitted free whenever the library is open.

- That a report be presented to the Government annually showing the amount raised by subscriptions during the year, and generally the state of finance of the institutions, the circulation of books, and the number and description of those purchased, acquired or sold during the year.

Despite progress made in establishing libraries, the preponderance catered

for the needs of Whites with a few exceptions in the case of missionary schools and training institutions. Peters makes mention both of a Sir Herbert Baker designed library at the Diocesan College in Pietersburg and an excellent library at the Blythwood Teachers' Training College in the Cape run by missionaries (1974, 15).

2.2.2 The Financial Relations Act: 1913

The concept espousing the utilization of public funds for library development was further entrenched with the passing of the Financial Relations Act No. 10 of 1913. In terms of this legislation:

> Certain matters additional to those entrusted to the Provinces by the South Africa Act, or by the present Act may, with the consent of the Governor-General and the concurrence of the executive committee of the province, be entrusted to the Provinces. These matters include the administration of libraries, museums, art galleries, herbaria and botanic gardens (Taylor: 1967, 17).

The two national libraries, the South African Public Library and the State Library were exempted from the Act. Future public library development now fell under provincial jurisdiction, with the almost immediate acceptance of the Cape and the Transvaal.

This Act was amended both in 1945 and 1949, with Act No. 8 of 1949 giving to the provinces the power to establish, control and manage libraries, instead of merely performing administrative functions. Taylor goes on to say... 'But legislative backing and acceptance of responsibility did not immediately bring results in the shape of improved public library services. A great

programme of education both of the general public and of local authorities in the ideals and values of free public library services still remained to be conceived and executed by the library profession' (Taylor: 1967, 18).

2.2.3 Establishment of Libraries for Blacks: 1916-1927

This period marks the establishment of several significant libraries, albeit very few in number, designed to alleviate the chronic shortage of facilities for Black users. This shortage is studied by visiting librarians, S.A.Pitt and Milton Ferguson, a full examination of which appears later in this work. Manaka reinforces the viewpoint above articulated by Taylor and states that libraries for Whites by 1928 were also scanty, underdeveloped and poorly financed (1972, 21). Prior to 1928, however, says Rooke, the concentration of librarians was on the development of the latter:

> Because each in his separate sphere had been striving with provincial and local authorities in order to obtain the wherewithal to develop existing but inadequate European library services, and he had no time to promote a Non-European venture, against which at that time there was no feeling (1949, 83).

Although the Transvaal made little or no contribution to Black library provision at this time, a resume of developments in the Cape and Natal is germane at this point.

2.2.3.1   Umpumulo: 1916

Manaka reports the establishment of a library at the Umpumulo Institution in Natal as early as 1916 (Manaka: 1972, 20). Umpumulo is a theological institute run jointly by a group of Lutheran missionaries including the Berlin and Hermannsburg societies amongst others, and offering courses for ministers and preachers.

2.2.3.2   Fort Hare: 1916

The South African Native College owed its inception to the vision held as early as 1880 by Lovedale's Dr James Stewart of an institution that would provide education for Blacks of a university standard. It gradually achieved the status of a university college in 1952, was transferred in 1960 to the Department of Education to cater specifically for the Xhosa ethnic group and became known as the University of Fort Hare in 1970.

In all, it was subjected to three decades of National Party control, during which Fort Hare's government-appointed administrators sought to eradicate its tradition of liberal education and mould it, in the words of its first Broederbond rector, into an institution 'for the development of the bantu homelands of the Ciskei and Transkei in accordance with state policy' (Cited in Sparks: 1991). This policy drove many of the country's finest Black academics into exile rather than face authoritarian instruction. Sparks goes on to describe an amazing volte face achieved by a group of young activists who, calling themselves the

Democratic Staff Association, seized a fleeting opportunity in 1990 to force the entire university administration and most of the governing council to resign. This was directly related to the military coup in the Ciskei, and the new leaders showed brief sympathy for the cause. In conjunction with the staff association, the wheels for a new university council were set in motion, with the ANC's elder statesman installed as Chancellor, and returned exile, Dr Sibusiso Bengu, as the first Black vice-chancellor in the university's history.

Fort Hare's chequered history aside, the establishment of a library was of paramount importance to, and intertwined with the development of the college. Although the first intake of students numbered less than twenty students of pre-matriculation standard, the principal, Dr Kerr in his first report to the Governing Council makes mention of the library:

> During the year a beginning was made with the formation of a library. About 350 volumes in general literature were purchased and a section was formed of works dealing with native life, language and literature (Cited in Hutton: 1957, 13).

Progress in building up the library was slow but as J. Hutton is careful to note in his history of the library,

> After eight years the annual budget for book purchases was 30 pounds and the total stock 2,000 - but the library received its share of available resources and its importance was never lost sight of. Every effort was made to build it up to the stage where it could play its proper part in the educational programme'.

S.A. Pitt, member of an investigative team sent by the Carnegie Corporation of New York and about whom more detail is to follow, reported however that the library seemed very meagrely equipped. His figures are at

variance with those given by Hutton, but more importantly he states that many of the works are not suitable for the needs of the students.

> Here, rather than at Lovedale, should the collection be strengthened, as those engaged in studies at the college rely more upon the assistance to be derived from books, and being far removed from any large library, their need is a very real one (1929, 32).

Generous donations and valuable support from institutions and individuals alleviated this in some respect, and the library, in 1934, was named after one such benefactor, Howard Pim.

2.2.3.3   Natal Native Teachers Library: 1920

The Natal Education Department in Pietermaritzburg instituted a library for Black teachers which proved to be unique in character for its time. Fairly wide-ranging in coverage with the needs of teachers in mind, the project was conceived to reach those working in rural areas. Open to Natal teachers of any grade and for the entrance fee of three shillings and sixpence, the library operated a post-free system whereby the books could be retained for a month's duration but no restriction was placed on the number of books allowed out at a time.

Admirable in concept, the holdings and efficacy of the library nevertheless need to be assessed within the context of the population served. Pitt provides us with a telling summary:

> A more recent statement of the estimated population of Natal gives the number as at 1,500,00, and children attending school at

60,000. Under present conditions, therefore, those responsible for the teaching and training of young people in attendance at schools have the use of some 1,400 volumes. To them are issued about 600 volumes per annum, and this apparently is the only service of its kind in South Africa (1929, 18).

On reading a description of library conditions prevalent elsewhere in South Africa, however, some sort of perspective is obtained.

Peters reports on the visit of Dr Jacob Nhlapo of the Wilberforce Institution to this library in 1947

> and wrote that a lover of books and reading must surely envy the Natal Native Teachers' Library which he felt was distinctly superior in value and in the type of books it contained, to most European [White] libraries found in the 'dorps' of the Orange Free State (1974, 16).

The lack of trained supervision is another factor which should be mentioned. By 1933, a Black teacher was appointed by the Natal Provincial Administration with a salary of sixty six pounds per annum and an allowance of nine pounds. 'As far as my scanty knowledge goes I have taught him how to run the Library and he is left to himself most of the time' (Meister: 1934, 91).

2.2.3.4   Transkeian Native Reference Library: 1924

An interesting but unfortunately short-lived experiment in the promotion of the reading ethic amongst Transkeians was instigated by a multi-racial committee as early as 1924. These included, inter alia, W.T. Welch, Chairman of the Transkeian Territories Council, K. Hobart Houghton, Chief Inspector of

Schools, Chief Samu Jongilizweme, Chief Victor Poto, and T.M. Makiwane.

Peters gives further details from the constitution in the files of the (Carnegie)

Non European Library Service indicating that it was a subscription library with

full rates at ten shillings per annum, half subscription, five shillings, and that

the library itself was situated in Umtata.

According to Karlton Johnson, a number of branches were established

(1941, 11), and the library received a grant-in-aid from the Bunga, the members

of whom 'frequently spent their evenings agreeably in the library' (Peters:

1974, 25-26). Due to the lack of full-time supervision, the library in 1936

amalgamated with the Transkeian Teachers Library.

2.2.3.5   M.K. Ghandi Library: 1927

A wealthy man, Parsee Bai Jerbai Rustomjee, bequeathed twenty thousand

pounds for the provision of schools and libraries for South African Indians. The

library in Durban benefitted from a yearly allowance for the support and

extension of the service. It was however, mainly a reference library which

naturally restricted its service (Pitt: 1929, 28).

2.3. The Third Phase: 1928-1937

2.3.1 Background: The Carnegie Corporation of New York

The role played by the Carnegie Corporation of New York in the development

of the South African library system cannot be underestimated. The Corporation

was founded in 1911 by the millionaire philanthropist, Andrew Carnegie for the advance and diffusion of knowledge and understanding among the peoples of the United States and some of the current or former British overseas Commonwealth countries. Its primary international focus has been defined as human resources in developing countries.

In South Africa, it not only fostered the establishment of new libraries, as evidenced by a grant of over twenty seven thousand pounds which was utilized during the period dating from its inception to 1923 for the erection of library buildings in twelve towns (Taylor: 1967, 18), but it also served as the catalyst instrumental in ushering in a new era of South African library history. Peters claimed that...'it is difficult to find any single sphere of development which has not been more or less directly influenced by a Carnegie grant'(1974, 26).

At the behest of Mathew Stirling, then librarian of the Germiston Public Library and described by Friis as 'one of our most energetic pioneer librarians' (1960, 103), together with the assistance of a few colleagues, the Carnegie Corporation in 1927, was prevailed upon to send an investigative team of librarians to study South African conditions. This request was sympathetically received as it followed directly on the visit to this country by the Corporation's President, Dr Frederick P. Keppel. He, during the course of his visit, had 'became convinced of South Africa's dire need for better planned library services' (Peters: 1974, 27). The two eminent professional librarians sent on

this mission under the auspices of the Carnegie Corporation were S.A. Pitt, Librarian of the Glasgow Public Library, and Milton J. Ferguson, State Librarian of California.

2.3.2 The Findings of Pitt and Ferguson

The Pitt and Ferguson findings must be measured against the social and political mores prevalent at the time of their writing their separate reports. The two visitors accurately assessed many nuances peculiar to this country and were prescient in some of their conclusions, but seen in the light of present-day attitudes towards a democratic and non-racial South Africa, some aspects of their reports must be construed as racially based. They, however, reflect the thinking current at that time as did the 1928 Bloemfontein Conference which was the culmination of their visit. Although their investigations encompassed many facets of library development, the main focus of the following summary is to illustrate the general status of the public library and services to Black South Africans in particular.

2.3.2.1   S.A. Pitt

Pitt commences his report with a general account of existing conditions and summarizes the nature of the existent 211 public libraries which were, in the main, founded and maintained by subscription and aided in several cases by small government and/or municipal grants. His description is as follows:

As now constituted, the public libraries of South Africa cannot truly be described as either public or free in the same sense as those terms apply in the United States, Canada and the British Isles. They are the product of a country emerging from the pioneer stages of development, and resemble the forerunners of municipal public libraries in the more fully developed English-speaking countries named. But several factors peculiar to South Africa have operated against the adoption of the principle of free libraries for the people. Prominent among these factors are:

(1)   The sparsity of the White population;

(2)   the relatively large numbers of natives and non-Europeans;

(3)   the lack, until 1910, of central government for the territories concerned; and

(4)   the limited means of transport and communication (1929, 7).

Pitt goes on to note that the average density of White population was less than four persons per square mile, that unity of thought and action had been impaired by the existence of two official languages, and that the 'backward condition' of the Blacks had necessitated constant attention. These factors notwithstanding, 211 public libraries had been established, adhering in the main to the subscription system, enhanced in some instances by small government or municipal grants.

Several key factors emerge regarding the provision of books to Blacks: namely that the question of conditions of use of the libraries had to be settled, with Pitt making the assumption that in its initial stage, 'and having regard to the condition of non-Europeans' that a system of public free libraries for South Africa would provide for Whites only . The provision for Blacks would merit separate consideration. The bookstock for Whites appeared ample for their

requirements whereas that for Blacks was so meagre in relation to numbers of potential readers that it could hardly be said to be existent. He stated that standards of mental capacity and development of Blacks varied with each ethnic indigenous grouping and that no attempt had been made to provide in a satisfactory manner for any of them.

Pitt suggests an extension to the general public of the circulating library system instituted by the Natal Native Teachers Library as referred to earlier. If this proved to be successful in Natal, it would serve as a model for the other three provinces. He further recommends that until this was a fait accompli, grants for school library services should be made available to alleviate the plight of those totally unprovided with a book supply.

2.3.2.2   Milton J.Ferguson

Ferguson highlights the principal weaknesses in the South African library service, particularly that of the subscription system:

> Which (a) raises the cost to individuals served; (b) limits the books to a very small fraction of the population; (c) involves a complicated arrangement of library buildings and quarters in separating subscribers and non-subscribers; (d) piles up in the library a large percentage of the book stock which ought to be used up while they are still of some value; (e) involves great and needless expense in the duplication throughout the country of special, technical, rare, and occasionally needed volumes of enduring worth; (f) means that the people, if they want anything more than just 'books', must come to the library for it - i.e. no distributing points in villages and in the country; (g) forgets the needs of the child and of school children, since they do not usually have money with which to subscribe, and since their subscriptions when they are taken are usually at a reduced rate -no attempt to

supplement work in the classroom (1929, 14).

He elaborates in some detail on further problems which include the lack of a law facilitating a degree of uniformity in library organization and an assured source of revenue; insufficient training of personnel; no library association to promote communication; and the lack of central libraries. The latter, he concludes, 'has retarded not only the formation of a fine central collection of books, but has also withheld from the local communities that influence which makes for better and more efficient public library service and for trained personnel, and has kept South Africa unaware of the great growth of interest in the whole field of adult education. There has been no tie to bind and strengthen the scattered elements which should form the system'.

Milton Ferguson's views on the race issue and its relationship to the development of library services to Blacks provide revealing insight into prevailing attitudes. He maintains that the reluctance of the average South African to dispense with subscription libraries and institute a wholly state-supported system can be explained by the country's racial complications more than any other factor.

> It is feared that if the subscription method of support is not kept all these inferior races will be entitled to the use of the books on the same terms as those of European origin. The South African is willing - perhaps has no other way out - for the native to cook his food, care for his children, keep his household in order, serve him in a personal way, carry his books to and from the library, but he would feel that an end of his regime were at hand if this same servant were permitted to open these books and to read therein. In a defensive sense these pioneers in an extensive land thickly populated by uncultured peoples are right. They cannot for obvious

reasons, at this stage in the development of these more primitive races place themselves on the same footing with the natives. The library, since few Black people are capable of making use of it, is a symbol of the White man's superiority - than a greatly desired privilege ruthlessly withheld from a fact-hungry, scantily-clad race. (1929, 10).

Ferguson recognizes that the Blacks have a permanent place in South African society, and like Pitt, supports the concept of a separate library system maintaining that as far as Blacks can use books they should be made available to them 'though no sane man would advocate the circulation of the same books to all'. Regarding the development of Blacks and their subsequent empowerment, Ferguson maintains:

> He will probably increase in culture, slowly no doubt and to what degree nobody can as yet accurately predict. And all of this he will accomplish with or without White intervention and assistance.

Ferguson concludes his review by advocating the need for more books in the vernacular and reiterating that the library requirements of both Blacks and Indians would best be met through a division of the national system.

2.3.3 The Bloemfontein Conference: 1928

Described by Freer as 'probably the greatest event in the educational history of South Africa' (1933, 35), this conference can be regarded as a watershed event in South African library development as it resulted in the demise of the subscription system. Friis puts its main achievement succinctly

> The most important feature of the Bloemfontein Conference was that probably for the first time a public pronouncement was made on the subject of free libraries by a gathering of representative

educationalists in South Africa. On the whole a considerable
stimulus was given to librarianship and the co-ordination of library
services (1960, 113).

The conference was a direct culmination of the Pitt and Ferguson visit

and was convened at the end of their investigations in Bloemfontein from 15-17

November 1928. Participants included some seventy eight persons, twenty of

whom were librarians, sixty two representatives from public bodies which

included libraries, the Union government, the provincial administrations,

universities, schools, agricultural unions and archives. The delegates were

formed into several committees, each of which was assigned a specific topic -

library facilities, library association, library training, library legislation,

findings and finance. The resolutions of the various committees were adopted

by the conference as a whole after due deliberation and discussion. Four main

recommendations emanated from this conference of which the following is a

summary:

- Extension among the people of the practice of reading for study and

    recreation, and the recognition by the Union Government of library

    facilities as an extension of the educational services founded by the state.

- The encouragement of all school-going children and those who have left

    school, in the habit of reading, and their guidance in the use of books.

- Adequate library provision for the Non-European sections of the

    population.

- The formation of a co-ordinated service throughout the country so as to

avoid uneconomical library organization (particularly in the purchase of books) and to put all books in the national system within reach of every citizen in the Union (Ferguson: 1929, 16).

Germane to the focus of this study are the findings on library services with especial emphasis on those to the Black community. Other recommendations concern the formation of a library association, professional training for library staff, university library organization, finance and general. Friis notes '... that our present library system has largely been based on these recommendations' (Friis: 1960, 110).

Friis criticizes many aspects of the recommendations lamenting

That great weight was given to the experience of overseas countries and that the Conference should have contemplated duplicating the American, English or Scandinavian systems in South Africa. Although the basic philosophy was correct, there was a lack of applicable experience, insight and more especially, the absence of strong South African library executives able to give counsel and guidance, it was impossible to formulate a realistic programme...what is important is that they convinced the authorities that our libraries were in a deplorable state (1960, 110-1).

Library services however, particularly to Blacks, were given direction despite the fact that costs, status of library buildings, the move towards central processing, the inter-relationship of the provinces to the central government and the like were underestimated.

Discussion on the question of facilities to Blacks provoked the most heated debate, with the ultimate findings however, expressing the greatest degree of consensus possible under the circumstances. Library provision for

Blacks fell under the jurisdiction of the Special Services Committee, with Dr

Charles T. Loram (Superintendent of Education in Natal) as chairman and J.D.

Rheinallt Jones (formerly Assistant Registrar of the University of the

Witwatersrand) as convener and secretary. Other committee members included

Franklin D. Rooke, Librarian of the Durban Public Library. The final

recommendations of the Committee impressed S.A. Pitt with their liberal

tendencies, and because of their relevance to this study, they are reproduced in

full:

1. The services be organized and financed as part of the
    general library service of the Union and be free.

2. Wherever desirable the central library system distribute
    books for use by non-Europeans through its local centres.

3. Such local centres be responsible for supplying these books
    to special agencies (e.g. schools, churches, social centres)
    that undertake to provide reading facilities for
    non-Europeans.

4. In rural areas non-European schools serve as library centres,
    being supplied with boxes of books by the local library
    centre of the central library system; the books so supplied to
    include books in the chief vernacular of the district.

5. School inspectors be asked to assist in organizing and
    supervising the rural library facilities.

6. One or more field officers be appointed as soon as possible
    to develop these non-European services. (Ferguson: 1929,
    18).

The Conference went on to make specific recommendations concerning

school library services for Black children.

2.3.4 Consequences of the 1928 Recommendations

2.3.4.1   Financial

Seminal to the development of any recommendation is the question of finance. The Carnegie Corporation further demonstrated its commitment to South African library development by donating substantial grants in aid to the public library cause. These eventually totalled some 71 thousand pounds, which Friis itemizes in detail (Friis: 1960, 112). The following explanatory notes pertaining to preliminary grants for the establishment of Black libraries were given:

- To be used in providing school libraries for the Coloured children of the Cape: 1,000 pounds. These people having been in contact with the European for a longer period than have most of the natives are presumably better able to make use of the books. At least an effort may well be made to prove their capacity for such educational adjuncts and the school is the best place to begin.

- To the Indians of Durban for like purposes in the above paragraph; and for reasons that are comparable - 500 pounds.

- To provide for circulating libraries for natives in and around Johannesburg. These people are unlettered; but there is evidence of an awakening in their cultural being. The library has never before had the opportunity to bring its lifting power to bear in the groping towards the light of so many primitive people. The experiment should be well worth making.

- To provide circulating libraries for the natives with Bloemfontein as a centre: 500 pounds. The reasons are stated in the foregoing paragraph (Ferguson: 1929, 27).

Friis declares that the Conference's financial estimates were some 800% too low, despite the higher purchasing power of the pound in 1928. He goes on to criticize the proposal for a highly decentralized scheme, noting that it could never have worked under the administrative control of the central government.

> No wonder the Union Government refused to accept the Carnegie Corporation's offer to assist on a 50% basis towards financing of the recommendations of the conference and the visitors' schemes (1960, 111).

2.3.4.2   Library Association Established

One of the most significant outcomes of the Conference was the establishment in 1930 of the South African Library Association. This meant that those interested in library matters could speak with a collective voice, the professionalization of librarianship could be placed on a sound footing, and improved administration of libraries could be promoted. One of the objectives of the Association was to foster the establishment of libraries and in particular of free libraries for use by the public.

2.3.4.3   Development of Libraries for Blacks

After the 1928 Conference, committees were established in all four provinces both to implement recommendations and to consider the Carnegie grants. Grants were to be made on the condition that the provincial administrations, either directly or through their respective Education Departments, should supply the book boxes and the postal expenditures. The Corporation also authorized a grant not exceeding 10 percent of the amount to the body undertaking management of the scheme (Peters: 1974, 34). Karlton Johnson makes the point that 'It is pertinent to note that what might be called a "development" of Non-European library services only began following the South African Library Conference in 1928, though there were actually some efforts made before that date, such as the notable library at Fort Hare' (1941, 27).

-    **Natal:** Progress was not uniform in all the provinces but a circulating library for Blacks in Natal was pioneered by Franklin D. Rooke of the Durban Municipal Library together with the Superintendent of Education, Dr Charles Loram. Advisory support was provided by a small committee representing the Education Department, Black and Indian teachers. The grant of 500 pounds was spent in its entirety on books selected to meet the needs of scholars and to provide material in the vernacular. The book boxes, designed to hold approximately sixty books each were supplied by the Natal Education Department which was also responsible for their transportation.

-   **Transvaal:** It was here that the idea of a circulating library for Blacks took root and flourished due in no small measure to the role played by the Germiston (Carnegie) Public Library and its energetic librarian, Mathew Stirling. Pitt originally thought that such a circulating library could effectively be housed at the Bantu Men's Social Centre in Johannesburg

    > This Centre is doing excellent work with natives, and it attracts many of the most active and enlightened of them. A small library has been formed for the use of members, but is quite inadequate for their needs (1929, 30).

    A temporary committee (later made permanent) was set up at the Social Centre but administrative difficulties prompted the decision to have the service administered from an already established public library for Whites. Germiston was approached and agreed to both administer the scheme and arrange for the distribution of boxes. The Transvaal Education Department was unable to contribute financially to the project owing to its own parlous financial position, and for some time it was feared that the Carnegie grant would be lost. The Council of Education, Witwatersrand, however, made the necessary grant of 120 pounds per annum for a three year period thus ensuring that the scheme could proceed as the Carnegie Non-European Library Service, Transvaal.

-   **Cape:** The Cape Education Department refused the Carnegie grant for Coloured school libraries in the Cape Peninsula (Peters: 1974, 35). In 1932, however, the Cape Coloured Carnegie Libraries' Committee was

formed with the Carnegie grant of one thousand pounds. This ensured that twelve centres were served with boxes of books (Friis: 1960, 125).

- **Orange Free State:** Peters cites the South African Conference Executive Committee report for 1931 which states:

> The Free State Education Department, while sympathetic towards the provision of libraries for natives, cannot find the money for current expenditure at present. The Bloemfontein Library Committee have agreed to administer the service when funds are forthcoming (1974, 34-5).

2.3.5 Assessment of the Public Library Ideal

It is interesting to assess how the concept of a free public library was received and implemented, and to realize just how little progress was made even five years after the historic decisions were taken at the Bloemfontein Conference. Freer writing in 1933, reviews the position current at that time and states:

> Although the advantages of 'free' libraries have been kept faithfully before library committees it is perhaps not surprising that during the past and present depressed times any proposal involving increased municipal expenditure has little chance of success. In the Transvaal the matter is rendered more difficult owing to the extraordinary policy of the provincial administration which declines to make grants to 'free' libraries. In spite of this the public spirited Town Council of Brakpan decided some years ago to make their public library 'free' and to forfeit the provincial grant of 60 pounds per annum, which the institution was then receiving. The only other library to become 'free' recently in the Transvaal - and indeed in South Africa - is the State Library, Pretoria. As this library is the property of, and largely financed by the Union government, the change from a subscription-charging, to a 'free' institution is of utmost significance for the future, indicating as it does the altered attitude of the Government toward 'free' libraries (1933, 37).

Despite this 'altered attitude' no material progress was made in instituting the free public library throughout the country. The subscription system was firmly rooted and firm state leadership was required. In 1936, the Minister of the Interior appointed an Interdepartmental Committee on the Libraries of the Union of South Africa.

2.3.6 The Interdepartmental Committee on the Libraries of the Union of South Africa: 1936-37

Chaired by R.B.Young, (former Professor of Geology and Mineralogy at the University of the Witwatersrand) the Committee comprised another four members, each representing one of the provincial administrations. Its brief was to investigate the organizational status of South Africa's libraries with particular reference to services, control and finances, personnel and training, and to make recommendations as to their improvement. The need for the utilization of libraries as educational instruments was stressed. Friis states that while the final report is both subjective and lacking in scientific evaluation

> It must be accepted as a good descriptive survey. At that time library services were so inferior that a detailed scientific investigation was neither necessary nor, perhaps, even possible (Friis: 1960, 116).

Fifteen major issues emerge from the summary of conclusions and recommendations made by the Committee (South Africa: 1937, 23-5). These cover libraries in general, free rural library service, urban library service, library service for juveniles, library service for the blind, non-European services, university libraries, departmental libraries, national libraries, copyright

libraries, transport of books, status of librarians, training of librarians, library legislation, national library board. The recommendations are very much in the same genre as the Pitt and Ferguson reports which found endorsement in the 1928 Bloemfontein Conference. Of particular significance to the focus of this study is the first general conclusion, together with sections on the rural and urban services and services to Blacks. For this reason the pertinent sections from the summary cited above are quoted in full:

- **General**

  In library development the Union of South Africa lags behind the rest of the civilized world. To remedy this state of affairs a strong lead must be given by the Government of the country, and the active co-operation of municipal and other local authorities secured.
  At the root of the trouble is the general adherence of South African libraries to the subscription system. This should be abandoned for a free system, and the benefits of libraries made available to every citizen.

- **Free Rural Library Service**

  The failure of the present library system is nowhere so apparent as in the rural areas. It is recommended that immediate steps be taken to set up a free rural library service in each province. The cost of the service contemplated, which is estimated at one shilling per annum per head of the population served, when the service is in full operation, should be borne equally by the Union Government and the Provincial Administrations.

- **Urban Library Service**

  The most serious deficiency in the urban library services, apart from such defects as are inherent in the subscription system, is the absence of branch libraries. This should be

remedied. A movement towards the freeing of town libraries is markedly noticeable in the northern parts of the Union, and it is anticipated that this will spread through the rest of the country. It is held that the responsibility for taking the initiative in the establishment of free urban libraries and in providing for their maintenance should rest primarily with the municipal authorities.

- **Non-European Services**

The attention of the Provincial Administration of the Cape is directed to the necessity for making some provision for library service to the large Coloured population of the Province.

According to Taylor, the report received wide and favourable press coverage

And with this backing, the growing body of trained librarians continued to press their claims for better library services, and to carry out their campaign of public education in library matters' (1967, 19).

The intervention of the Second World War of necessity meant that no significant advance was made on this library blueprint until the latter part of the 1940s.

2.4 The Fourth Phase: 1938 to the Present

2.4.1 Provincial Development

The most noteworthy library development during this phase has been within the provincial framework, although urban services to libraries not affiliated to the provinces also showed marked improvement. An important feature, which manifests itself during this period and is of relevance to this study, was the very

gradual opening up of library services to Blacks.

An analytical assessment of early developments reveals a similar pattern evident throughout the four provinces, and upon which Friis has elucidated in some detail. He itemizes three distinct phases in the formation of a service for smaller, and more particularly, rural communities: permission for people living outside the city boundaries to register as borrowers; distribution of reading material to rural areas by means of the box system; and finally, the entrenchment of more well-developed units of service adequately funded by the authorities concerned (1960, 123-4). These developments will be explored further and form the basis of Chapter Three.

2.4.2 Legislative Developments

2.4.2.1   Provincial Ordinances

- **Cape:** The Cape, in 1940, was the first of the provinces to act upon the recommendations of the 1937 Interdepartmental Committee, and particular attention was paid to rural services. An Advisory Board was established with the encouragement of the Administrator, Frank Joubert. A survey of existing public libraries was undertaken and two experimental services were instituted from Cape Town - the Society for Book Distribution and the Cape Libraries Extension Association to serve rural areas not served by existing libraries and Blacks in the Western Province respectively (Taylor: 1967, 45). A Draft Ordinance was

submitted by the Advisory Committee to the Provincial Council for approval but differed in various respects from that finally approved in 1949:

> The latter Ordinance has been criticized for being too rigid in its requirements, and for apparently ignoring the principle on which the other three Provincial Services have been built up, namely, by the offer of library service in the form of books and technical assistance to local communities prepared to provide accommodation and to maintain the library and its local staff. The original Draft Ordinance did, in effect, make provision for local responsibility and financial contributions, although not in the same form as in the other Provinces. This provision, and with the encouragement of local initiative, was eliminated by the Provincial Council against the advice of the professional members of the Advisory Committee, and the Province was persuaded to finance the whole scheme without realising all the implications (Recent...: 1955, 105).

Technical problems such as insufficient trained staff, lack of professional leadership and the preclusion of local authorities from any role in the Service, however, necessitated the redrafting of the Ordinance. This was effected with advice from the other Provincial Services and promulgated as Provincial Ordinance No. 4 of 1955, (further amended in 1960). It ushered in a new era in the Cape library service.

- **Transvaal:** To some degree, Ordinance No. 16 of 1951 acted as a model upon which the Cape and Natal based their legislation, although some local differences are discernible. As in the Cape, a Library Advisory Committee was formed and a survey of existing conditions was prepared

by the Library Organizer, E.A. Borland, then Librarian at the Germiston (Carnegie) Library a post to which he was later permanently appointed in 1944. Eight regions were established as a result of the survey, each with its own headquarters, travelling library, bookstock and staff. Each region then acted as a distribution point to libraries within its jurisdiction providing them with books already catalogued and classified from the central organization in Pretoria. This system was later formalized by Ordinance No. 16 in 1951.

- **Natal:** Despite a start in 1942 with the appointment of departmental committee to make recommendations for the development of a Natal service, it was finally established a decade later - inaugurated in June 1952, with the promulgation of the Ordinance No. 5 of 1952 following in August. As before, the establishment of the Service was preceded by a survey which revealed that there was only one 'free' library in the province and that only 4.2% of the rural population were library members (Friis: 1960, 136).

- **Orange Free State:** In 1950, the Executive Committee of the Provincial Council approved a set of library regulations but no ordinance was deemed necessary. The Provincial Library Service evolved from a rural box service based at the Bloemfontein Public Library called the Vrystaatse Boekediens. It was formally established in 1948 with the same format of a general library survey preceding it and the subsequent

establishment of the Orange Free State Advisory Committee.

2.4.2.2 A Brief Comparative Survey of Provincial Ordinances/Regulations

- **Advisory Boards**

  Established in all provinces, except Natal, to advise the Administrator concerned on all matters pertaining to library service. In Natal, however, it is possible to appoint a committee should one be needed.

- **Size of Towns**

  Affiliations determined as follows:

  Transvaal: No town with a White population more than 50,000 may be affiliated.

  Natal: Any public library may be registered on condition that the White population of the borough or township in which the library is situated is less than 10,000 inhabitants.

  Orange Free State: The municipality or Village Management Board Area in which the library is situated may not have more than 25,000 inhabitants.

  Cape: If a local authority having in its area a White population of not less than twenty-five thousand is able, or that two or more local authorities having in their areas an aggregate White population are able jointly to maintain a free library service, these may be declared an urban library area. In other words, there is a distinction between rural and

urban areas.

- **Racial Components**

   Cape, Transvaal, Natal: separate facilities for Whites and Blacks specified in the case of the first two; Natal states that library depots for Blacks may also be established in the borough, township, health committee area, etc.

   Orange Free State: Whites specified; Blacks not mentioned in the Regulations.

2.4.2.3   State Legislation

Financial Relations Act

The Act which facilitated the growth of libraries was the Financial Relations Act of 1913, details of which appear in Chapter One, 2.2.2 of this study. The 1949 Amendment, in particular, was of seminal importance in that it permitted provinces the right to establish and not just administer libraries. The effect of this will be explored in Chapter Two.

3.   SUMMARY

South Africa's early library history was punctuated by a series of landmark events which steered the country along a somewhat bumpy course towards the acceptance and implementation of a free public library concept. This was eventually extended to include both Blacks and the rural populace as directed

by the findings of the Interdepartmental Committee on the Libraries of the Union of South Africa. Seminal to the understanding of this process were the recommendations of the 1928 Bloemfontein Conference. These were formulated by a representative gathering of library, archival, governmental, provincial and educational bodies under the guidance of the two senior librarians from abroad, S.A.Pitt, Librarian of the Glasgow Public Library, and Milton Ferguson, State Librarian of California, who had undertaken an investigative tour of the country under the aegis of the Carnegie Corporation of New York. Although the overseas participation perhaps skewed the outcome of the Conference towards policies that were successful elsewhere rather than concentrating on indigenous solutions to South Africa's unique socio-political problems, it nevertheless set the country on track towards free libraries for all albeit unevenly distributed according to racial lines. Writing some sixty-eight years after the event, it is still not possible to claim, despite the repeal of relevant apartheid legislation, that public libraries exist for all. Tens of thousands of Black South Africans do not have easy access to the now theoretically open amenities which abound from White suburb to White suburb but exist in minuscule proportions in the Black townships.

As evidenced by this chapter, a disproportionate pattern of library development for the different sectors of the population emerged from the earliest times given the political legislation and social mores prevalent in the country. The Whites were the overall beneficiaries of state initiative, while the

small number of educated Blacks relied heavily on those educational institutions willing and able to provide library facilities. Recognition of the needs of Blacks, however, was an important breakthrough in the latter half of the period under review, although full implementation was hampered by the formal entrenchment of apartheid by 1948.

CHAPTER TWO

SOME NOTES ON DATA COLLECTION

It is important before proceeding with the logical discussion of the development of the public library concept in the Transvaal, to briefly present some notes on the data collection for this study. In a study such as this one, which is both historical and contemporary, one experiences various problems in the process of data collection and also comes across new primary and secondary sources of data.

As stated by Vickery, 'to find the information one seeks within the huge mass now available now becomes ever more difficult'(1970, 1). The converse, a dearth of information on some aspects of this study, added to the burden of data collection and to a very limited extent, hampered its subsequent analysis. Sources utilized in compiling this work can be divided into several main categories: a data base search; primary material including journal articles, theses and dissertations, reports - especially the annual reports emanating from the Cape, Natal, Orange Free State and Transvaal provincial library services , grey literature, correspondence and the minutes of meetings; secondary material derived from information documented in books and newspapers; government publications; empirical data from personal participation in the attempt to establish a community library; interviews; and questionnaires.

In order to commence this study, background information was essential

to a relative newcomer to the field of public library services to the Black community. For this reason, an exhaustive survey provided by the University of South Africa (UNISA) Library, proved to be a seminal starting place. Relevant material was selected for perusal and this formed the nucleus of the bibliography. Much useful primary information was gleaned in this way. Of particular use were the journal articles published by the then South African Library Association (SALA) in South African Libraries. This was continued as the South African Institute for Librarianship and Information Science (SAILIS) with their publications, The South African Journal of Library and Information Science and the SAILIS Newsletter. The articles published by SALA were of particular use in compiling historical information on the early years of Black library development, while the SAILIS Newsletter was of value in alerting one to new developments both within the library field and the organization itself. This manifest itself particularly after the 1990 change in the political dispensation which served as a to contrast to the apartheid regime. As noted in Chapter Six, 6.1 of the thesis, Blacks were impelled to terminate their membership of the library associations and to start their own. The task of trying to present a Black perspective on the development of libraries was assisted by utilizing their publications: the Central Bantu Association Newsletter, BLASA Newsletter and the ALASA Newsletter. One must note however, that more in-depth articles would have been most pertinent.

In the pursuit of historical material, the writer of this thesis was reliant

to a certain extent to those who witnessed the events. Examples of these include Wilberforce Bird's social commentary on The State of the Cape in 1822. Newspapers of the period also contain factual information such as the publication of Lord Charles Somerset's proclamation establishing the South African Public Library in the Cape Town Gazette and African Advertiser of 21 March 1818. Theses were of assistance in tracing historical developments and the pioneering work done by Margaret Peters and continued by Seth Manaka deserve especial mention within the context of this study. Margaret Peters, in particular, with her practical experience and involvement in the development of Black libraries complemented by her adept use of archival material made a noteworthy contribution in chronicling the history of the period. The postgraduate work done by Theo Friis was huge in scope but it was not always easy to validate some of the factual aspects. It was refreshing therefore, to explore alternative views offered by W.H.P.A. Tyrell-Glynn. Reports, such as that compiled in 1941 for presentation at meeting of the Transvaal Branch of the South African Library Association, contains information on the establishment of Black libraries in the Johannesburg environs that proved to be almost impossible to obtain elsewhere. Used in conjunction with this, was the personal experience documented by the Johannesburg City Librarian, R.F.Kennedy. His work, In the Heart of the City, had the advantage of access to the innermost workings of the City Council with respect to library development.

Basic to South Africa's library development were the reports of S.A.Pitt and Milton Ferguson. Their findings on Black libraries were extrapolated providing a fund of valuable information. This led to an analysis of library conditions prevalent at the time and as seen through the mores of the time, often revealing a direct contrast to those of the 1990s. The implications of these and their culmination in the calling of the watershed Bloemfontein Conference proved to be a significant link in influencing the course of library service, the effect of which is still felt. The need for another conference of that ilk clearly becomes a necessity as demonstrated later in the thesis

Secondary sources such as book material utilized in assessing the historical development of Black libraries, although fairly useful had limited in-depth information necessary to present a detailed assessment of the period under review. One could cite for example Noel Shillinglaw's chapter in the International Handbook of Contemporary Developments in Librarianship or L.E. Taylor's South African Libraries. Of much more significance in establishing the detail of the work was the utilization of reports issued by various commissions of inquiry and other official publications. Documentation from the Interdepartmental Committee on the Libraries of the Union of South Africa, 1936-7, for example, provides a library blueprint which eventually manifested it in the provincial ordinances establishing the four provincial library services. Another example would be the findings of the de Vaal Committee of Inquiry made public in 1965, by which the provinces were to be regarded as the

official bodies responsible for the provision of library services to all of South Africa's population groups in conjunction with local authorities.

The Acts of the South African Parliament are yet another example of official publications as a valuable source of data. It was necessary, in the study to determine the political, cultural and social impact of apartheid on South Africa's Black population. The legislation germane to this was the frame of reference around which the framework was constructed and which enabled one to assess the implications. This was substantiated by reputable legal commentary. The statistical information necessary to make certain extrapolations, reveal trends and to validate and quantify various aspects of the argument were largely gathered from government publications such as the Census or the annual reports of the provincial library services. In addition to statistical data, these annual reports were the seminal sources documenting library developments. Factual and bland, they nevertheless proved to be a reliable and ongoing record. It was difficult, as a result of their presentation and discourse, to detect nuances but certain trends and, of course problems, did become evident. What did emerge from the annual reports was the difficulty in ascertaining much information about the development of Coloured and Indian libraries. Perhaps, as they form the minority within the collective 'Black' appellation, more attention has been paid to chronicling the developments of the African majority. No attempt was made in this study to focus on the African side of the equation but it has been the finding of this thesis that much more

information is available on the latter and it is suggested that the definitive history of Indian and Coloured libraries remains to be written.

As one would expect, collection of data from primary and secondary sources may be hampered by several factors. These may include organizational policy, state law such as the Secrets Act, human defensiveness in attempting to 'hide' the 'truth' and the like. In the case of this particular study, although it is difficult to determine the exact reason for the lack of cooperation from the relevant provincial authority, it is nevertheless a fact that this authority refused to cooperate by providing which was almost certainly readily available As explained in the section on pre-1990 policies (see pages 144-147), documentation of this aspect was not forthcoming despite repeated appeals, even to the highest authority. The receipt finally of some general policy statements was useful to a degree but did not reveal the essential thinking which went into the formulation of the policy. These general policy statements were supplemented by several useful articles published in their in-house journal.

Major sources of information the Transvaal towns under review included the Standard Encyclopedia of Southern Africa, the Official South African Municipal Yearbook, and the South African Township Annual. As the volatile and hazardous political situation precluded any personal visits to the towns selected as case studies, attention was focused on the compilation of two crucial questionnaires. on which the data collection then centred. The reason for compiling a second questionnaire was because of the limited response received.

This could be attributed to the apathy often encountered by researchers in distributing questionnaires. The questionnaires intricacy offers a possible explanation for this. A second more user-friendly and simple questionnaire met with an equally negative fate. It was then decided to focus the research on a series of strategic case studies. The questionnaires are appended at the end of this thesis

Further difficulties were experienced in the collection of data in respect of community libraries. The frustrations and disappointments experienced by the writer in this component of the investigation become evident in the description of the attempts to establish a community library. Minutes of the endless meetings bear testimony to this frustration. Nevertheless, the minutes themselves constituted a useful source of information coupled by the first hand experience gleaned from the writer's involvement in the venture. Christine Stilwell's masters dissertation proved invaluable source of information on the theory community libraries. This was supplemented by insight gleaned from reading the reports of resource centre workers, for example L. Lategan.

Despite all the difficulties which have been outlined above, it was nevertheless possible and feasible for the writer to make a thorough investigation of the circumstances which prevailed in this era. The writer's experience with the capture of data within this study confirmed that here in the Transvaal lay the greatest challenge in research, given the comparatively well documented literature on the Cape, Natal, and Orange Free State provinces.

CHAPTER THREE

DEVELOPMENT OF THE PUBLIC LIBRARY CONCEPT WITH SPECIFIC REFERENCE TO PROVINCIAL AND MUNICIPAL SERVICES TO THE URBAN, RURAL AND BLACK SECTORS OF THE POPULATION IN THE TRANSVAAL

The apartheid system became formally entrenched in South African life during the period under review, and, until its gradual relaxation and final death blow in the form of relevant legislation repeal, its concomitant effect on library development became apparent. It is the intention of this chapter to focus particularly on historical developments in the Transvaal, but also to place these within the context of unfolding events in the other three provinces, the Cape, Natal and the Orange Free State. This will provide the background to an assessment of the apartheid impact which will follow, to conclude this thesis. The growth of the library movement will be explored with specific reference to the provincial service complemented by the independent public libraries, the role they played in the community and how they were shaped not only by legislation, but also by those who administered the institutions. Attention will be paid to the development of services to both rural and urban sectors of the population. The parallel services to Blacks, as determined by law, will serve to provide both perspective and background to the more detailed examination to follow.

Writing some twenty one years after the depressing results detailing the status of South African libraries were imparted in the 1937 Interdepartmental

Committee Report, Johannesburg's Deputy City Librarian, Phyllis Speight highlights the changes wrought in a relatively short period of time:

Today the beneficent tentacles of the four provincial libraries have reached even the smallest rural communities, while almost all the larger urban libraries have become free, democratic institutions (1958, 39).

In order to understand the implications of this statement, it is necessary to examine the antecedents to, and the development of the fully operational Provincial Service in the Transvaal under the headings of Services to Whites which encompasses both rural and urban development, and Services to Blacks.

1. SERVICES TO WHITES

1.1 White Rural Development

1.1.1 Background History

Pivotal to the promotion of a rural library service to Whites in the Transvaal were several intertwining institutions. These were fuelled by energetic and far-seeing staff whose sensitivity to the literary needs of rural dwellers, regardless of whether they were educational or recreational in origin, proved essential to the establishment of such a service. They include the Women's Section, Transvaal Agricultural Union and the work of Mathew Stirling at the Germiston (Carnegie) Public Library.

1.1.2 Women's Section, Transvaal Agricultural Union

The promotion of reading facilities reinforced the educational purpose of this organization, 'not only for instruction, but for change, comfort, and relaxation' writes Union member, Mrs E.Heslop. She goes on to say:

> The need of the country dweller in this respect, as we should know best, is much greater than that of the town resident, who usually has access to a library and for whom so many other amenities exist... Books, more than anything else, would develop their cultural interests and above all provide them with much needed recreation in a life that is apt to become an endless cycle of purely practical toil (1946, 73).

When however, the Women's Section was established in 1925, it found that there were very few centres which could facilitate the promotion of reading, and in fact the reading ethos did not generally form part of the country dweller's lifestyle. As Mrs Heslop continues

> Two tasks lay very clearly before us - the first to induce our members to read and the other to strive for the establishment of a rural free library service to meet their needs once the habit of reading had been acquired (1946, 73).

The Women's Section participated in the 1928 Bloemfontein Conference, represented by their President, Mrs Edith O'Connor, Miss Jackson of the Department of Agriculture (both of whom had studied rural library practice during a Farmers Tour of Great Britain in 1927), as well as a Mrs Neethling. Although the need for a rural library service was specifically recommended at the Conference, progress in implementing it was so slow that the Women's Section resolved to establish its own service, albeit in a small way, in an attempt both to alleviate the immediate dearth of reading material and to prepare

the way for the envisaged joint Carnegie, Government and Provincial Council scheme.

The project was a demonstrable success, and some fifty libraries were established within a short time span. The basic plan was to supply each branch wishing to start a library with an embryo of a hundred books to which members could add, and the libraries had to adhere to a set of carefully constructed rules. Because of the costs involved, books were second hand and derived from members, the State Library, the Book Club in Johannesburg as well as the Victoria League in London. Mrs Heslop notes that the one serious disadvantage was the lack of books in Afrikaans, citing that only three or four such books were available for each set of books. To overcome these inadequacies, exchanges between branches of their entire bookstock were effected. She states somewhat poignantly:

> While we were thus trying to help ourselves, Mr M.M.Stirling, now State Librarian, but in charge of the Germiston (Carnegie) Public Library, with equal determination to help the country people, was seeking to establish a regular Rural Free Library Service for the Transvaal with Germiston at its centre (1946, 74).

1.1.3 Mathew Stirling and the Germiston (Carnegie) Public Library

Mathew Stirling occupies an important place in the annals of South African library history. During his tenureship as the librarian of the Germiston (Carnegie) Public Library he became known for his pioneering work in the spheres of rural and school library services, as well as his creative promotion

of reading facilities for Black South Africans, which will be examined later in this chapter. As adviser to Dr Keppel, president of the Carnegie Corporation of New York, Mr Stirling was responsible for the Carnegie commissioners, Milton J.Ferguson and S.A. Pitt, being present at the 1928 Bloemfontein Conference. As has been seen, this fundamentally affected the course of library service in South Africa. On his appointment as State Librarian in 1931, he inaugurated the National Lending Department. He was awarded the Carnegie Corporation's Bronze Medal in 1936 in recognition of his services. Formerly secretary of the South African Library Association, Mathew Stirling assumed presidency for the period 1942 to 1946.

His attitude to a rural free library service was embodied in an address to the Pretoria Women's Club delivered on 19 November 1942. At that time, South Africa's White rural population numbered some 700,000 of which less than 3% had access to library facilities. Stirling goes on to deliver a stinging attack on the state for its lack of foresight in providing libraries for all:

> For a country like South Africa, which spends such a vast sum on so-called education, it is astonishing that libraries, which are the real educational institutions of any land, have been so sadly and so deliberately neglected. Our so-called educational system on which we spend so many millions of the tax-payers' money each year, would more honestly be termed preparation for education. Schools have somewhat unkindly been described as institutions for teaching children to hate books, and the school child has been encouraged to believe that a school library is not an essential part of any school but a mere luxury depending on voluntary effort for its existence (1943, 76).

Stirling was making the point that real education began after school, with

those having easy access to library facilities enjoying a major advantage over their country brethren. He states that should they even express the desire to read, there was a hundred to one against their getting the chance, 'for even in the Transvaal, which is more advanced than any other province in this respect, the rural free library service is very sparsely spread' (1946, 76).

1.1.4 The Transvaal Rural Free Library System

This system, South Africa's first established and largest, owed its inception to a letter written by a farmer no longer able to afford his subscription to the Germiston Public Library. Any country dweller who wished to join a library at that time had to pay a subscription to one of the town libraries offering a country service, so the distress articulated in the aforementioned letter mirrored that of thousands of fellow farmers debarred from library usage due to lack of funds (Stirling: 1943, 77). It was however, the creative response by Mathew Stirling, then librarian in charge of Germiston, that prompted further action. He forwarded a copy of the letter to the Transvaal Administrator, Jan Hofmeyr, together with a twin-pronged suggestion that a free rural library service be operated by the Germiston Public Library and financed by the Province.

Sympathetic to the idea, Hofmeyr appointed a committee to investigate the proposal. It too, supported the scheme and suggested financial aid totalling four thousand pounds per annum. This amount however, was not endorsed by the Provincial Executive Committee and reduced to 360 pounds for 1929 and

a conditional 180 pounds thereafter (Stirling: 1943, 77). The travelling library method was adopted, and the Transvaal Farmers' Free Library was initiated whereby boxes of books were sent to thirteen rural centres every six months, a figure which by 1942 had grown to 200. These centres included depots in schools, Agricultural Union centres, recreation clubs and the like, with the local schoolmaster or Agricultural Union official acting as librarian for the surrounding district. In addition, there was a service to isolated individuals enabling them to borrow four books at a time, free of charge. The membership after the first eighteen months was 1,690 and the circulation 14,191 per annum (Kritzinger: 1948, 41). Stirling described the scheme as primitive, stating however

> It has not only brought happiness to several thousands of people but has demonstrated beyond cavil that the farming and rural peoples of the land are crying out for books' (1943, 77).

During the national economic depression, 1931 to 1933, the Provincial Council totally withdrew its grant and it was only a small seventy five pound grant given by the South African Library Conference in 1932, that ensured the continuation of the scheme. As it was, no new books could be bought, and some centres were forced to decline the privileges offered, as they could not even afford to pay a few shillings for railing the boxes of books. It was mainly due to the goodwill of the Committee of the Germiston Public Library and its staff, who gratuitously carried on the work distributing the books during the whole of the depression, that the system was kept alive (Borland: 1941, 1).

1.1.5 Transvaal Rural Free Library

The service was reconstituted after the depression as the Transvaal Rural Free Library and 1935 saw the reinstatement of a 580 pound Transvaal Administration grant. Several conditions were attached to this gesture, most importantly, that the service had to be extended. Inspectors of Education were requested to submit the names of schools that could serve as additional centres; and that books suitable for children be included in the rural school allocation. The expansion in the service was rapid, with fifty three centres established with almost immediate effect rising to some 200 in 1941, serving 12,000 country members.

Borland however, has several constructive criticisms to make noting

In fact the officials of the library are conscious of its many defects, and they do not advocate the adoption of exactly similar schemes in the other provinces, but rather look forward to the time when better financial support will enable worthier systems to be brought into being

and warns the organizers of rural library movements of the following:

That unless they commence their operations with adequate funds, they will achieve poor results. They will constantly receive requests for books they cannot supply; disappointed readers will frequently complain about the inadequacy of the service to the Provincial or Government authorities, and this in turn will create a doubt in the minds of those legislators who voted the original money, about the wisdom of voting future grants. In fact the whole structure may crumble (1941, 2-3).

Borland goes on to note other deficiencies in the system. These include the expense in meeting the need for a preponderance of Afrikaans books and the high costs involved in rebinding those in constant use; the inadequacies of some

teachers in efficiently executing their library responsibilities. The centralization of rural schools meant that some areas were then deprived of reading facilities and he stresses the need for utilizing agricultural unions; the hours and holidays involved in the teaching profession were other factors militating against the system. Despite these shortcomings, the service increased rapidly until 1943-44 when 22,207 members were borrowing books from 240 centres and the circulation was 229,568 (Kritzinger: 1948, 48).

1.1.6 Transvaal Library Advisory Committee

As has been previously indicated, the 1937 Interdepartmental Committee's Report was of seminal importance in stimulating the growth of rural library services, based on provincial lines and underpinned by the 1913 (later 1945) Financial Relations Act. Delayed by financial considerations, the Administrator of the Transvaal, J.J.Pienaar, appointed a Library Advisory Committee in 1941 to advise the Province on library development. On this Committee were representatives of the Transvaal Agricultural Union, the Transvaal Municipal Association, the Union Government, the Provincial Education Department, the South African Library Association and the State Library. The Committee was initially chaired by E.G.Malherbe (representing the Union Government), and upon his resignation to take up the position as Principal of Natal University College, he was replaced by Charles Christie of the South African Library Association. In order to assist in the work of the Committee, E.A. Borland,

then Librarian of the Germiston Public Library, was seconded to the staff of the Provincial Administration in February 1942. This post was made permanent in December 1943, but the interim period was spent partly in touring the Province prior to preparing a major report on existent conditions.

Revealingly, this Report showed that libraries were inadequately housed with twenty of the thirty one town and village libraries housed in single rooms. Eleven libraries had no separate reading rooms in addition to their lending areas; only four libraries had reference libraries; and another four had children's libraries. Statistically, the figures were equally disturbing as only 9,937 Whites out of a total available reading population of 122,411 were registered as members of town and village libraries, approximately 8%. The cost of circulating books was considerably higher than that in the Rural Free Library. An analysis of reliable issue statistics showed that only 8% were in Afrikaans, in comparison to the 90% issued by the rural service (Pentz: 1943, 64).

The Committee met on thirty four occasions during the period 1942 to 1946, and based their development programme on specific aims. These included the establishment of a Provincial Library Scheme which would include service to towns (initially restricted to those of under 10,000 people), villages, health board areas and areas not covered by local authorities. It was envisaged that all existing library services would then be co-ordinated into regional schemes based on free access. Co-operation between libraries would facilitate a more efficient

and economically viable system (Transvaal Provincial Library: 1946, 103).

The Committee evolved a blueprint to establish a central organization (in Pretoria) where books intended for the regional services would be purchased, catalogued and classified. Thereafter, it was decided to divide the Transvaal into eight regions, namely Witbank, Ermelo, Pretoria, Klerksdorp, Pietersburg, Lichtenburg, Barberton and Germiston. Each region was to have its own regional library responsible for book distribution to branch libraries and depots, and further, to provide a co-ordinating function for all libraries situated within its area. Travelling libraries were to be the means by which books were conveyed between the various libraries, together with librarians responsible for effecting book transactions, providing advice and acting as conduits for book requests between branches.

This plan was formalized in the Transvaal Provincial Library Service Ordinance No. 16 of 1951. As well as providing for the scheme outlined above, the Ordinance established a Transvaal Provincial Library Advisory Board to serve solely in an advisory capacity. Power was given to the Service to make regulations, with particular reference to the custody and preservation of library property, levying of fines, keeping of records, and generally furthering the aims of the Ordinance. Provision for grants-in-aid to libraries not within the Service was made, subject to certain conditions. As noted previously, separate library facilities were to be provided for Blacks and Whites but it was noted that there was no compulsion to provide services for the former.

On 21 August 1945, the Administrator of the Transvaal, General Pienaar, gave an official send-off to the first two Provincial travelling libraries destined to service the Pretoria-Nylstroom and Witbank-Lydenburg regions. The budget for the 1945/46 year was 20,134 pounds for the development of the service and the available bookstock totalled some 16,000 with a projected growth rate of 30,000 per annum (Transvaal Provincial Library: 1945, 40). Growth in the budget has been substantial and in 1990/91 totalled R17,088,085. With the cost per member for the rendering of a library service calculated at R65,30 (1990/91, 64).

At the time of writing, the Directorate of Library and Museum Services (since 1987 under the ambit of Community Service) renders an extensive service to local governments, as well as other authorities, organizations and individuals in the Transvaal. The aim of the Directorate, according to the Transvaal Provincial Administration's annual report 'is to promote and conserve the cultural and natural historical legacy and to supply information and literature, thus contributing to the cultural enrichment of all inhabitants of the Transvaal' (1990/91, 64). The Directorate is governed by the Transvaal Provincial Library and Museum Service Ordinance, 1982 (Ordinance No. 20 of 1982). The Library serves 391 public libraries, branch libraries, library depots as well as 264 provincial depots. The Separate Amenities Act (Act No. 49 of 1953) was abolished on 15 October 1990, thus opening public libraries for use by all inhabitants.

An analysis of the annual reports of the Provincial Library Service reveals the development in library usage by the Transvaal's (White) population during the period 1952 onwards; a detailed analysis of the service to Blacks follows later in this chapter.

Table 1: Transvaal White Library Usage

	1952	1962	1972	1982	1992
Membership	91677	187730	310049	552941	*
Circulation	2352930	5297426	8800821	12047974	*
Bookstock	476875	1514049	3120239	4406101	*

*   Separate figures no longer available.
SOURCE: *Transvaal Provincial Library Services (TPLS) Annual Reports*

1.2 Urban Development

1.2.1 Definitions and Legal Aspects

An urban area could be defined as an area included within any city, borough, municipality, village management, health committee, township or other local board constituted under any law and possessing some form of urban local authority (Asher: 1942, 120). The basic tenet governing public library service in South Africa is the acceptance of responsibility by the local authority concerned to provide both suitable premises which must be approved by provincial library authorities, and a sound financial basis for its own local library. Administrator's Notice No. 55 of 1956, in particular, covers the relationship between the provincial library service and small urban libraries

under the control of local authorities. It states that loans of books may be made to libraries in villages or towns with a White population of not more than 25,000, and although not explicitly stated, the effect is to leave towns of over this number as entirely independent urban library areas. (This figure was later amended in 1957/8 to cover towns with a White population of up to 50,000). The library is governed by the local authority or a committee appointed by it, and any White resident, employee, or property owner within the area is entitled to free access to the library, and to borrowing privileges.

Library development in the urban areas can thus conveniently be divided into two main categories. Firstly, those urban centres which have a population of sufficient size to enable them to sustain independent libraries, many of which have branches, and secondly, the smaller urban centres where libraries become affiliated to the provincial system.

1.2.2 Independent Libraries

The major urban public libraries in the Transvaal not affiliated to the Provincial Library Service include those of Johannesburg, Germiston, Pretoria, Roodepoort, and Springs. This means that provincially, the Transvaal enjoys the preponderance of independent libraries, with others in existence country-wide, i.e. in Cape Town, East London, Port Elizabeth, Durban, and Pietermaritzburg. The Bloemfontein Public Library is affiliated to the Orange Free State Provincial Service. The Johannesburg Public Library has been the subject of a

major study by its former City Librarian, R.F.Kennedy, published under the title: *The Heart of the City*; its early role in the Black community is examined further in this chapter, while an assessment of its position in the apartheid struggle follows in a later chapter.

1.2.3 Smaller Urban Centres

The advantages for small town libraries affiliating to the Provincial Service are succinctly stated by Shillinglaw and include access to the benefits enjoyed by the larger urban services. For example, the expertise of a large and highly qualified body of professional staff is available on a consultative basis and on whom all responsibility for cataloguing and classification rests. The librarian is therefore free to concentrate on service to the community. Access to central reference facilities are ensured and the library has the capability of becoming a centre for cultural and adult education activities (1988, 279).

Taylor makes the point that, although affiliated libraries form part of the provincial library organization, they are not centrally controlled. Local committees act in an advisory capacity in the running in the library, staff is appointed by the local authority, and any bookstock which belonged to the library before affiliation and which it wishes to retain, remains the property of the library. She notes that every attempt is made to encourage both local pride and interest in the library (1967, 42). The situation described by Taylor in the 1960s still exists today.

2.   SERVICES TO BLACKS

Speaking at the 1990 launch in Umlazi, of the Library and Information Workers Organisation (LIWO), Noki Pakade of the Durban Resource Centre makes the plea that library authorities should commit themselves to non-racialism and ensure that the language and content of libraries are accessible to all races and classes of the community. She stresses the need for the democratization of libraries, noting the valuable input that could be made by universities, schools and factory libraries, students and workers through student representative councils and union structures by serving on library committees. She goes on to say 'the cornerstone of apartheid which embodies racism, class division and sexism determines how libraries should function, their location and who they serve, while on the other hand there are democratic people's structures which have ideals about people's education, people's libraries and overall democratic society' (1990, 1-2).

This speech, written some sixty years after the establishment of both the Natal and Transvaal (Carnegie) Non-European Libraries embodies the problems inherent in providing a library service to Black South Africans. In order to understand the emerging dichotomy in the services enjoyed by the different population groups, it is necessary to analyze those facilities available to Blacks, particularly in the Transvaal. In this respect, Karlton Johnson's paper prepared for the Transvaal Branch of the South African Library Association must be considered as a pioneer contribution in its field. Assessing the position some ten

years after the movement which provided adequate services for Africans began, Johnson concludes that viewed as a whole, 'it bears the mark of being haphazard and rather make-shift' (1941, 42). Dearth of experience, lack of knowledge pertaining to the needs of Africans, the problem of funding being too thinly spread, inappropriate book selection and too few books in the vernacular, and not enough properly trained African librarians were some of the problem areas explored by Johnson. Added to these was the insufficient recognition by the local authorities of the need to provide adequate library facilities, showing scant regard even for the provision of basic social amenities such as housing and slum clearance. This lack of recognition was shared also by the missions and the Joint Councils of Europeans and Africans, whose chief concerns were with the civic and social welfare of Black South Africans.

2.1 Rural Services

In the early 1930s and 1940s, the primary concern of the provincial administrations and municipalities lay with the instigation of free library services for Whites. As a result, the development of libraries to other communities was painfully slow, partly also because it lacked a definite state policy.

> It was left to a few individuals to cater for the reading needs of the greater bulk of the South African population, while the bodies which should bear this responsibility either gave a small donation or left things to develop their own way (Manaka: 1972, 39).

2.1.1 The (Carnegie) Non-European Library Service, Transvaal

As the contribution of this service to the development of library facilities for Blacks in South Africa has been the focus of a major study by M.A.Peters in her MA dissertation, it will be necessary in this instance only to examine several salient points, but also to assess the significance of the Library's establishment in terms of the cultural wilderness in which most Blacks found themselves as a result of their exclusion from public libraries. Couzens recognizes that the Library served an important function. He, however, makes the point that White liberals saw reading, and more particularly, correct reading as being socially and politically desirable (Couzens: 1985, 101). Reservations aside, the establishment of the Library must be contextualized within the society in which the Black South African lived

> In the overtly racialist, covertly class-ridden society of South Africa, books represented not only a desirable escape from the agony of day-to-day contradictions, but a world of true democracy and equality where one could freely choose one's companions (Couzens: 1985, 198).

Selope Thema adds his voice, summarizing the situation

> The libraries of this country are closed against the [African]. He has no means of securing his books; his earnings are scanty and therefore he cannot afford to spend money on books (1929).

In considering both the inherent problems and positive factors which made the establishment of the Library such a significant step, one must take the following into consideration. Firstly, the difficulties in persuading the Witwatersrand municipalities to recognize the need to provide regular financial

assistance to their Black communities proved almost to be a major stumbling block in implementing the scheme. The funds allocated by the Carnegie Corporation (after the 1928 Bloemfontein Conference) totalled five thousand pounds, of which one fifth was designated for the Transvaal, and an additional ten pounds per month was required to cover the distribution of books to local library centres. Negotiations with the Transvaal Education Department proved fruitless due to the severe economic depression, and it was only due to a grant of 120 pounds per annum for three years from the Witwatersrand Education Council that made the scheme at all feasible.

The second important point is the role played by several forceful personalities in ensuring that provision was made for the establishment of this library service to Blacks. In this respect, particular mention must be made of the collective efforts of Charles T. Loram, Superintendent of Education in Natal (who, however, was a committed segregationist) and representative of the Carnegie Corporation of New York, Mathew M. Stirling in his capacity as the Librarian of the Germiston Public Library, and J.D. Rheinallt Jones of the Inter-Racial Council. Another champion of the library cause proved to be Gurney Lawrie, a senior lecturer in the Department of English at the University of the Witwatersrand. He was instrumental in mobilizing public opinion with a series of newspaper articles, as well as speeches to various gatherings including the Toc H where he stated:

> It is infuriating to know that while the educated native, so pathetically anxious to deepen his knowledge through reading is

starved for books, there is actually one thousand pounds waiting in Johannesburg for a non-European Library if only some authority would undertake the expenditure of maintenance amounting to about ten pounds a month (1931, 14).

Thirdly, the organization of the Carnegie Non-European Library service should be taken into consideration as it proved to be both cost-effective and successful in reaching the small and scattered communities. Based on the English county library system, and the experience of the Durban Municipal Library,it utilized the Germiston Public Library as the central headquarters from which local centres were supplied with boxes of books. The boxes were specifically designed so that once unpacked, they could be used as shelves. In this way, rural schools, locations, mine compounds, churches, institutions, social centres and the like were provided with material on a six-monthly basis. In addition, a borrower could apply at any time for a work not available in his local collection, and this would be supplied through the Germiston headquarters. It was agreed that any Black could apply to join and borrow books, issued one at a time, and free of charge. By 1935, there were forty six centres being served in this way, with a steady increase in issue and most importantly, grants were being received from the municipalities of Johannesburg, Benoni, Pretoria, Springs, and Vereeniging (Carnegie Non-European Library Service: 1935, 3). By 1941 the service had expanded to eighty two centres covering the whole of the Transvaal (excluding Johannesburg, which by then had initiated its own service to Blacks). Areas of the northern Cape, Bechuanaland and Swaziland also fell within the ambit of the

service. Most pertinently, many of the Transvaal local authorities provided financial support for the service (Carnegie Non-European Library Service: 1941, 5).

The problem of book selection is the fourth salient factor to emerge from the establishment of this service. This was pertinent as it entailed providing material for a virtually unknown clientele, whose literacy rate, literary and cultural background had not been specifically investigated or charted. In fact, such was the Committee's dearth of experience, that the first batch of books purchased were drawn from a select list published by the Library Association in the United Kingdom (Borland: 1942, 2). The needs of the Black community will be further explored in Chapter Four.

The appointment of an African Library Organizer to liaise between the centres constitutes the fifth noteworthy element warranting further discussion. An important function of his work was to both encourage and cultivate the reading habit amongst Blacks, and to effect this goal by working closely with the volunteer librarians responsible for manning the centres, and in turn gaining a greater understanding of local needs and requirements (Peters: 1974, 57-66). The use of these volunteer librarians however, was a major weakness in the system. The lack of remuneration, employment in other capacities, and as described by Johnson, the dependence on those who have not themselves a vision of the benefits to be derived from general reading and who have not themselves formed the habit of reading deeply and widely could not augur well

for the development of the service (Johnson: 1941, 23). It was the wish of the Carnegie Committee that a Black librarian should be appointed at each centre. Though a great step forward, the committee did not regard the appointment of the Organizer as a solution to the problem. The Committee had still to depend upon the services of voluntary librarians at nearly every centre (Manaka: 1972, 34). Peters provides an interesting insight into the role of these workers, and notes that many of them were actively engaged in promoting the habit of reading both for pleasure and for studying among their members (Peters: 1974, 54-57).

The first person to occupy the post, in 1937, of Organizer and selected from sixty one applicants, some of whom were graduates, was H.I.E. Dhlomo, the first major Black playwright in South Africa, as well as a prolific poet. Influential in Black journalism, Dhlomo played an important role in the foundation of the African National Congress Youth League. His library appointment was hailed 'as the first appointment of its kind in South Africa' (Mr H.I.E. Dhlomo's appointment: 1937). His duties were varied, ranging from the organization of reading centres and ensuring their supply of books, to lecturing on books and advising on reading material. As these duties entailed mobility, it was decided to buy a bicycle and later a small car for the Organizer who would repay the Library monthly (Couzens: 1985, 206-207). The Sixth Report of the Carnegie Non-European Library, 1942 makes mention, for example, of 191 visits paid to centres during the year under review. Dhlomo's

most interesting library production, was a mimeographed bulletin entitled *The Reader's Companion*. Four issues appeared, in May, July, September and December of 1938. Each consisted of four or five pages and contained hints for librarians, news from centres, encouragement of the 'reading habit' and lists of books to read - these latter lists being an indication of Dhlomo's own reading. He provided a series of sketches aimed at introducing a variety of African authors. As indicated by Couzens, this is some of the earliest literary criticism by an African of specific authors outside of reviews (1985, 199).

The promotion of library services to Africans by means of conferences was the sixth vital element which can be found in the Carnegie Non-European Library Service. The early annual conferences were held in the Bantu Men's Social Centre during 1935, 1936, and 1937. The first conference, attended by librarians resident in the vicinity of Johannesburg, was very informal. The second conference was more structured with a wider audience, drawn from urban as well as rural Transvaal. These delegates included missionaries, township superintendents, teachers and other leaders from African communities (Manaka: 1972, 35). Three important factors emerged from discussion, namely, the dearth of books in the vernacular; the demand for books on the useful arts; noise and poor lighting at home in the townships militated against those wishing to read. The conference subsequently resolved that permission be secured for readers to have access to well-lit library rooms in each township (Carnegie Non-European Library Service: 1936, 284).

Rural centres abounded and included an increased service to schools, some seventy two by 1942 (Peters: 1974, 66). Others, however, such as that of the Bantu Men's Social Centre in Johannesburg, were urban-based. Assistance was given by the Carnegie Non-European Library Committee to the serious student as well as to those in pursuit of recreational reading. The service to students extended beyond the borders of the Transvaal to embrace the entire country, and even across the borders. Primarily intended to supply books for study purposes, it also attempted to help those not necessarily engaged in preparing for examinations (Taylor: 1967, 65).

2.1.2 Transvaal Education Department (Native Education) Library/Non-European Library Service

The Native Teachers' Library, based in Pretoria, was designed for the benefit of Black teachers in the employ of the Department and was operative throughout the province by means of free bookpost. It was begun in 1938 and was destined to become intertwined with the fate of the Carnegie Non-European Library. Administration of the latter became increasingly difficult on the resignation of Borland from the position of Germiston's Librarian in 1943 and that of Dhlomo's successor, C.W.Tshetlo in 1945. In addition, the Students' Department showed such a marked increase in growth that efficient service was no longer feasible. As a result of discussions between officials of the Native Education Section of the Transvaal Education Department, it was agreed that the Carnegie Non-European Library would be housed with the Teachers'

Library in Pretoria. The Department agreed to provide the necessary staff to separately administer the two libraries, and requested guidance from the Committee of the Carnegie Non-European Library. The Union Education Department incorporated the bookstock of the Students' Department and agreed to continue the service to African students (Peters: 1974, 70-7).

The name of the Carnegie Non-European Library changed in January 1950 to that of the Non-European Library Service, Transvaal. By August 1951 however, it was in deep financial and administrative straits, and depots were reduced accordingly. The Bantu Education Act (Act No. 47 of 1953) dealt a further blow to the Service and in 1956 the Native Education Section of the Transvaal Education Department was handed over to the Department of Native Affairs. The Native Teachers' Library was closed, but the Non-European Library Service, comprising some 8,000 volumes, continued to operate from rented premises. Although it was financially impossible to continue servicing the depots, some forty of which were closed and only eight box centres retained, a limited service was offered to individuals in the Pretoria district in the form of a lending library. It served about 800 members, of whom 600 to 700 used the library each month and about 200 members made use of a postal service. An active inter-library loan service existed and every effort was made to be pro-active in assisting users. Africans, Indians and Coloureds used the library.

Peters offers various reasons why, despite financial difficulties, it served

an excellent purpose in library work for Black South Africans:

> Namely that it was a free service; centrally situated; had White,
> professionally trained librarians who assisted in library routines and
> to whom the Black assistants could turn for advice; the role of an
> active library committee; the fact that members were encouraged
> to come and choose their books personally - while a postal service
> was offered to those who could not come into the library; and
> finally that the library was not attached to any social welfare or
> educational service, thus freeing staff to concentrate on providing
> efficient service to its users (1974, 130).

It continued in this way until the Transvaal Provincial Administration

withdrew its annual grant of 600 pounds in 1958 because of financial

stringency. The Service limped along, financially ineffectual, until 1962 when

it was incorporated into the State Library where its work was continued.

Manaka assesses the chief contribution of the Service as a stimulus of the

awareness of Africans' library needs (1972, 50-51). The Committee of the

Carnegie Non-European Library Service encouraged several municipalities and

institutions to independently establish libraries for Blacks (1972, 31); these will

be discussed later in this chapter. One must conclude in assessing the

contribution of this Service that it played as inestimable role in promoting the

interests of the Black reader. This should be contextualized within the then

prevailing concept that public libraries could only be true educational

instruments if fully integrated into the community and reflecting its nature

(Robinson: 1970, 59-60). In South Africa, this thinking led to polarization

reflected by the establishment of parallel, separate, but unequal facilities for the

various racial groups. However, interaction did result, as indicated by the viewpoint propounded by *Bantu World*:

> The native today is looking for guidance, and the best he can get may be obtained through the books provided free of charge by the Carnegie Non-European Library... The Library is doing a lot of good, it is helping the native to understand the White man's point of view, and the White man to be more sympathetic to the native (Carnegie, Non-European Library Services: 1935, 5).

2.1.3 Municipal Development

In tracing the early development of libraries for Blacks established under the ambit of various Transvaal municipalities, Karlton Johnson (Johnson: 1941, 15-19) has provided a comprehensive survey which forms the basis of this section.

2.1.3.1 Benoni

The Municipal Township was selected as the venue for this library, and its inception made possible by a grant from the Town Council, an amount so meagre, asserts Manaka, that it leaned heavily on the additional books provided by the (Carnegie) Non-European Library Service (Manaka: 1972, 54). It was housed in a separate building, comprising two rooms, one of which served as a reading room. The library was under the curatorship of an African female library assistant who was supervised by the Location Superintendent. Jones notes in 1941, that there were 163 registered users and an annual circulation of some 300 books. Users were required to put down a deposit of one shilling,

refundable on termination of membership (Johnson: 1941, 15).

The library in Daveyton, funded by the municipality in 1960, was preceded in 1952 by one in the Daveyton Social Centre. Manaka mentions an innovative social worker/librarian responsible for raising twenty six pounds for the purchase of reference works by holding a concert. This library served the community until the slum clearance and subsequent erection of the new township (1972, 54).

2.1.3.2   Brakpan

Discarded books from the municipal White library formed the nucleus of this collection, which again, were supplemented by books from the (Carnegie) Non-European Library Service. Housed in the home of a school teacher resident in the Municipal Township, any African could use the facilities but users were mainly confined to teachers and pupils. Johnson indicates that the old Location Office was to be converted into a library and that the Town Council would also provide for the purchase of books (1941, 15-16).

2.1.3.3   Germiston

A branch library for the use of Blacks was established in 1941 by the Germiston Public Library, in conjunction with the (Carnegie) Non-European Library Service and a grant from the Town Council. It was housed in a semi-detached retail shop situated on the road between the city and the Black township. The

Germiston librarian supervised the Black assistant in charge of the collection (Johnson: 1941, 16).

2.1.3.4   Springs

The municipality, in association with the (Carnegie) Non-European Library Service, initiated a library for Blacks as early as 1936 (Manaka: 1972, 54). By 1948 it had a full-time librarian and a junior assistant, and the Non-European Library Service Report for 1952 reveals that it received a grant of 409 pounds from the City Council (Johnson: 1941, 19).

2.1.3.5   Roodepoort

Interestingly, the Dobson Memorial Library, established in 1953, was administered by a committee of six: two White councillors nominated by the Roodepoort-Maraisburg Town Council and four Blacks elected by the library users (Manaka: 1972, 55). The grant-in-aid was fifty pounds per annum. Again, the bookstock was supplemented by the (Carnegie) Non-European Library Service.

2.1.3.6   Vereeniging

The year 1939 witnessed the inception of library service in the municipal hostel. Manaka indicated the inadequacy of this facility, noting that it was housed in the office of the sports organizer, who acted as librarian in his spare time. The

collection comprised mainly discards from the local White library with the municipality contributing an annual grant-in-aid of thirty five pounds (Manaka: 1972, 48-49; Johnson: 1941, 19).

2.1.3.7   Johannesburg

Of the independent city libraries in the Transvaal, the Johannesburg Public Library has been selected for examination because of its substantial role in the community and the pioneering attempts made to address the inequities imposed by apartheid by desegregating as early as 1974.

The question of whether persons of colour could use the Johannesburg Public Library (JPL) facilities was raised as early as 1905. When pressed, the Committee considered that the public interest would not be served by their admission but took a vacillating stance in the case of 'educated Indians in decent European dress' (Kennedy: 1970, 500-1). The issue remained unresolved until 1919 when the Committee, again faced with a membership application from an Indian, Mr Bhutt, took legal advice. This resulted in an opinion negative to Indian interests, but Kennedy indicates that for the first time, the Committee revealed a willingness to co-operate should a library be established for the exclusive use of the Indian community. This became the guiding principle upon which libraries for Blacks were initiated in the 1940s. It was previously reinforced when the library became a municipal institution in 1924; one of the conditions of trust specifically excluded Blacks by reserving the library's free

use to both White ratepayers as well as all Whites resident in or employed within Johannesburg's municipal boundaries. As Kennedy then observed 'this proviso, which is in accord with the long-established South African practice of segregation, led naturally to the policy of providing parallel services for the Non-European community' (1954, 99).

London-trained and indefatigable, R.F. Kennedy, as JPL's Sub-Librarian from 1921 and City Librarian from 1936 to 1960, was closely concerned with the establishment of facilities for Blacks as part of his programme of bringing books to the people (Smith: 1960, 10).

2.1.3.7.1 Non-European Library

This was established in 1940 as the culmination of two main initiatives - that of the Transvaal Indian Congress who wished to send a deputation to the JPL Library Committee requesting entrée to the library for the Indian Community; and the Superintendent of the Johannesburg Methodist Church, the Reverend L.H. Warmington who offered to take responsibility for circulating JPL books from his church centres in Ferreiratown, Newclare and Sophiatown. Kennedy recommended that a central depository be established to serve as the processing centre prior to sending books out to selected depots but the Committee rejected his plan to use the Central Library as this was reserved for White use. The Manager of the Non-European and Native Affairs Department thereafter offered a room at his offices, a suggestion which was accepted in principle by the

Library Committee together with the proposals that the same conditions pertaining to White clubs should apply. Kennedy reports that the recommendations, adopted by the City Council on 20 December 1938, constituted ' the first time that Non-European libraries had been the subject of an item in the Council minutes and can be considered the birth date of Johannesburg's libraries for Non-Europeans' (1970, 503). The plan to utilize the office in the Department of Native Affairs never came to fruition however, as an offer was received by the Bantu Men's Social Centre of a rent-free room in the Centre equipped with shelving to house approximately 1,000 books. Social centres were modelled loosely on the YMCA plan, and served as recreational facilities for the growing Black population on the Rand. Of these, the Bantu Men's Social Centre was perhaps the best known (Rich: 1984, 15; Democratic Liberalism in South Africa: 1987, 69).

Kennedy endorsed the suggestion by the Centre that the library should be a Reference Library available to all Blacks who cared to use it, stating that 'the acceptance of this room would give an excellent opportunity of experimenting in reference library work with Africans before embarking on any more ambitious projects...' (1970, 503). In fact the library became both a reference and a lending library as the JPL Library Committee approved the Centre as a depot for books from the Central Depository.

It opened on 3 January 1940 as the Non-European Library, so named as the intention was 'to make it the focal point of the Non-European branches of

the Municipal Library Service' (Johnson: 1941,25) and was jointly funded by the Johannesburg Municipality and the Non-European and Native Affairs Department. Although it was a library free to all, it was necessary to complete application forms, endorsed by a person of standing in the community, should books be required for home reading. Kennedy describes the collection as a fair stock of up-to-date quick reference books, as many books in the vernacular that could be purchased, some children's books and some English fiction. There was too large a proportion of gifts in the general non-fiction collection for it to be considered a well-balanced collection. Newspapers in English, Afrikaans and the Bantu languages were provided (1970, 503-4).

In determining whether or not this venture was successful, it is necessary to note the following aspects. Firstly, that although the room soon proved to be inadequate in size, the Library remained there until 1948 when it moved to an especially designed room in the Jubilee Social Centre, whereupon its name was changed to the Jubilee Library. Secondly, although the Library purported to be free for all, in reality it was housed in a private club used exclusively by African men. Manaka points out that users had to enter the club before gaining entrance into the room where the Library was housed. Thus it was not conducive for African women, Coloureds or Indians to use the Library, neither was it conveniently situated for many of the Africans in town or for those Coloureds and Indians residing in Ferreirastown, Fordsburg and Vrededorp (Manaka: 1972, 43). Thirdly, the users of the Library were better educated than

most. Many were studying for school examinations, matriculation, and for the University of South Africa degrees, and some already held university degrees. It also catered for the students of the Jan Hofmeyr School of Social Work. This created difficulties in assessing the reading needs of Blacks in general as they did not constitute an average section of the population (Kennedy:1970, 505). Despite these factors, the Library must be considered a success and a pioneering venture. As indicated by Johnson,it was the first time that a South African municipal authority had made a library service for Africans an integral part of its public library and its close integration into the Central Library made possible a degree of supervision and proximity of resources ordinarily denied to such services (1941, 25).

2.1.3.7.2 Wolhuter Recreation Hall

The concept of supplying books from the Central Depository never became viable, with the one exception being the Reading Room at the Wolhuter Men's Hostel. Johnson, then Organizer of Non-European Libraries, describes it as initially being stocked and staffed by the United Society for Christian Literature prior to being taken over in 1940 by the Municipal Library. Subsequently, it became a social centre conducted by pupils of the Jan Hofmeyr School for Social Work, with the stock of books maintained by the Library together with newspapers and magazines. Although many made use of the Reading Room facilities, relatively few of the men made use of the borrowing privileges;

Johnson maintains that as few as 100 of the 3,600 inhabitants of the hostel patronized the Library (1941, 16).

2.1.3.7.3   The Winifred Holtby Memorial Library

British-born Winifred Holtby, not only a distinguished author of novels, poetry and a prolific journalist but also an ardent social reformer, first espoused the South African cause during a visit to the country in early 1926. Her modest programme of lectures delivered on behalf of the League of Nations Union developed into a blazing triumph with over forty speeches delivered in Cape Town alone. It was not surprising that her attitude to the race issue in South Africa crystallized during her travels around the country. Formative experiences prompted Winifred Holtby to take on the cause of the oppressed and devote a great proportion of the short life left to her in financing and providing support for the Black trade union, the Industrial and Commercial Workers' Union (Brittain: 1940, 198).

When Winifred Holtby died at the early age of thirty seven, it was fitting that a Memorial Fund was established to perpetuate her work in South Africa. This resulted in the foundation of a library for Johannesburg Africans and as Margaret Ballinger, the South African Member of Parliament wrote:

> She saw in the problem of the relationship between Black and White the ultimate trial of our power to interpret and apply the doctrine of universal charity, involving in its failure the failure of our whole achievement. She recognized in South Africa the key to the situation, since here race contacts are oldest and natural conditions bring Black and White into a closer and more and more

permanent proximity than is possible elsewhere; and with character and determination she set herself to assist in the fight to maintain what existed of the liberal principle here as a first step to its extension throughout the rest of the continent (Brittain: 1940 repr. 1980, 256-7).

The Winifred Holtby Library, situated first in the Western Native Township and after 1962, in Moroka, was perhaps the most successful of the African libraries established in Johannesburg. Plans for a library in the Township were fairly well advanced when the Council received a definite financial offer from Margaret Ballinger, writing on behalf of the Friends of Africa. The money collected for the Winifred Holtby Memorial Fund was donated to the library and a request was made that the Library be named after her. As Kennedy notes:

> The amount offered [one hundred and eighty five pounds] is small but Winifred Holtby was such an indefatigable worker for the Bantu that it would be seemly to name a municipal library after her quite apart from the offer of the memorial money (1970,508).

The administrative cost of the Library was borne equally by the Municipal Library and the Non-European and Native Affairs Department. It was housed in a separate building in the centre of the township which comprised about 24,000 inhabitants and closely adjacent were Newclare and Sophiatown as well as the Coronation Township. The book selection for the Library proved to be a prototype for similar libraries which followed, and categories included Reference; Africa and the Africans; General Non-Fiction; English Fiction; and Children's Books. Everything published in the vernacular languages of Southern Africa was purchased. Johnson makes mention of

innovative features such as cultural extension in the form of lectures, library use instruction for children, instruction booklets written in a simple yet concise manner, and a Children's Story Hour (1941, 29-30). It was fortunate in its first librarian, Gilbert D. Pewa, a teacher and subsequent principal of the American Mission School in the Western Native Township. He devoted over thirty years to the Library and proved to be both an excellent readers' adviser and public relations officer. Membership numbered 1956 and circulation soared to some 22,000. As further observed in the 1943 report to the Library Committee:

> The use of the Library indicates that similar libraries should be established in all townships under the control of the Council. They are necessary now and the necessity for them will increase as a larger proportion of the Non-European population attends school and becomes literate (Kennedy: 1970, 511).

Manaka correctly describes this Library as inaugurating 'a new and quite different type of service' (1972, 44), and it makes its mark in the annals of South African library history as the first public library built specifically for Blacks; sadly it was burnt down during the 1976 Soweto Uprising.

2.1.3.7.4 Hospital Service

Wartime conditions predominated until 1943 when a service to hospital patients was inaugurated in the Johannesburg Non-European Hospital, with the Hospital Board providing the books and the Johannesburg Public Library the service. As there was no provision for a librarian, the books were distributed by students of the Jan Hofmeyr School of Social Work. These bodies were so

enthusiastically received that when the Hospital moved to Baragwanath after the war, the Library moved too, and remains an integral part of service to Johannesburg's Blacks (Manaka: 1972, 46).

2.1.3.7.5 The Orlando Library

The acquisition of two small corrugated iron huts in Orlando, formerly used as rent-receiving offices, provided the nucleus of service to what was then the largest township in Johannesburg. Despite the cramped and humble nature of the accommodation, the circulation outstripped that of the Winifred Holtby Library, and it became imperative to provide a suitable building. Wartime shortages made this difficult to implement, and it was only by 1948 that the Black trainees from the Orlando Vocational Training Centre were authorized by the Council to commence work. The Library opened on 12 January 1950 and according to Kennedy 'was bigger than any of Johannesburg's European branch libraries at the time', and its chief strength lay in its provision of reference services, although it served simultaneously as a lending library. Kennedy makes the interesting observation that the circulation figures were the same in 1950/1 as in 1967/8 (1970, 513-4). A children's section was an additional innovation.

2.1.3.7.6 Noordgesig

Of the two Orlando huts, the most northerly abutted on the Coloured township of Noordgesig and was used almost exclusively by its residents, and a special request was made for additional opening hours on a Saturday afternoon. A little shop replaced the hut in 1956 and the Library proved to be busier than both the Winifred Holtby and the Orlando libraries. It was only a decade later, however, that an especially designed library building was opened (Kennedy: 1970, 516). Manaka provides information on the preponderance of women readers, noting that many of the Coloured women were potential readers, but were precluded from doing so because they could not easily enter the Social Clubs or Black township libraries (Manaka: 1972, 47).

2.1.3.7.7 Coronationville

Coronationville was the first library opened in a Coloured township and comprised a spacious lending library with a reference section and a small reading room, all under the same roof as the Community Centre. Close contact was maintained with the community in the form of story hours and lectures. Kennedy compares the use of this library with that in the Western Native Township revealing that the people of Coronationville made relatively six times as much use of this library (Kennedy: 1970, 518). Additional libraries for Coloureds were established at City Centre (1964), Bosmont (1966), and Riverlea (1966).

2.1.3.7.8 Fordsburg

This was also known as the Indian Library and resulted from a report submitted by the Johannesburg City Librarian, R.F. Kennedy, to the Public Amenities Committee in 1957. The first paragraph is as follows:

> A memorandum has been received from the Transvaal Indian Youth Congress for the establishment of a library and a reading room to the west of the Central Library, to serve the areas of Ferreirastown, Fordsburg and Vrededorp. A deputation waited on the City Librarian to urge the needs of the people of this area, where there are five Indian schools. It was then agreed that should a community library be set up in the area it would serve all Non-Europeans who wished to join. There is no library in Johannesburg suitably situated for the use of Indians, and they are not allowed to use the Central Library, which is reserved for Europeans (Johannesburg, City: 1957, 1).

Consent for the establishment of a library in rented premises was given by the Council and relevant committees, and the stock was selected especially for the Library. It became a well-used resource and additional staff and hours became necessary. The Fordsburg premises were acquired by the Community Development Board in 1965, and in 1969, the Library received notice to vacate (Kennedy: 1970, 520).

2.1.3.7.9 Some Observations on Service to Blacks

Kennedy has noted several salient factors which bear repeating at this juncture for their relevance to future service. One of the most important of these is the lack of qualified personnel. Although the staff fell under the aegis of the Library Organizer, once-a-day visits proved no substitute and as most libraries

were one-man branches, scant opportunity existed for in-depth training under an experienced senior librarian. Secondly, Kennedy comments on the use of libraries for formal study, but lack of progress made with the general reader. This he apportions to the entrenched Black oral tradition compounded by the dearth of suitable books in the vernacular (Kennedy: 1970, 522-3).

2.1.3.7.10 Position in the 1990s

According to the June 1990 and June 1992 annual reports issued by the Johannesburg Public Library there are nine branch libraries in Black areas. Their circulation figures are given in brackets, some of which show a decline in library use: Bosmont (35,577; 30,522); Coronationville (25,939; 25,255); Eldorado Park (40,132; 40,733); Klipspruit (48,285; 44,582); Lenasia (112,558; 126,628); Lenasia Extension 3 (38,122; 41,550); Noordgesig (20,383; 22,212); Riverlea (34,092; 33,768); Westbury (47,162; 44,594).

2.2 Establishment of a Provincial Library Service for Blacks

2.2.1 Background

The presupposition was made by the Committee of the Non-European Library Service that, once the Transvaal Provincial Library Service was fully operational, and it was envisaged that it would ultimately take over the functions of the former. An approach was made in this respect to the Provincial Service and the proposal was considered. They in turn, experienced resistance

from the Department of Native Affairs as control over Black education had been transferred in 1954 from the provincial authorities to the central government. The Department of Native Affairs, which changed its name in 1958 to the Department of Bantu Education, was of the opinion that the supply of a school and lending library service would fall under its aegis. This vexed question was also followed up by the South African Library Association in 1956, requesting that the issue be resolved. An investigative subcommittee was appointed which verified that the Department of Native Affairs bore responsibility for the African libraries, while the provinces retained responsibility for Coloured and Indian services. The outcome had grave consequences for libraries serving Blacks as the provinces had to withdraw financial support (Musiker: 1986, 43), and a breakdown in services ensued. The Transvaal Provincial Administration, however, continued to support the work of the Non-European Service until 1958, when they established a service to Coloureds and Indians (Peters: 1974, 100).

In the interim, the South African Library Association played an important role in the promotion of library services to Blacks. They also promoted closer co-operation between South African libraries. Following a resolution from the 1959 Potchefstroom Conference, a grant was obtained from the National Council of Social Research to investigate the status of South African librarianship and thereafter report to a national conference (1963, 5). The year 1962 proved to be another turning point in the history of South African

librarianship, as the conference which ultimately met in Johannesburg in June 1962, was a catalyst in pushing library development a step further. Recommendations highlighted the need for the supply of study material for Blacks and for more open access libraries with reference facilities for Black students and workers (South African Library Association: 1963, 39; Manaka: 1972, 59-61).

November 1962 witnessed the approval by the Transvaal Provincial Administration of extension of existing services to Africans. This was at the instigation of the Transvaal Provincial Library Advisory Board under the chairmanship of Dr S.H. Pellissier. The decision was in turn communicated to the Administrators' Conference. Discussion was structured to facilitate both a policy common to all four provinces and agreement on financial responsibility and control of services between the provinces, central government and local authorities (Robinson: 1970, 64). The Conference thereafter requested the Minister of the Interior to appoint an interdepartmental committee briefed to investigate the whole question of services to Blacks. In the interim, the provinces were allowed to proceed with the provision of library services to Blacks (Manaka: 1972, 63).

2.2.2. The de Vaal Committee of Inquiry

J.B. de Vaal, then Chief Planning Officer of the Department of Education, was appointed chairman of the Interdepartmental Committee of Investigation into

Library Services for Non-Whites upon its establishment in 1963. The findings of this Committee, which comprised representatives of the Departments of Bantu Education, Bantu Administration and Development, Coloured Affairs, Indian Affairs as well as from the provincial administrations, larger municipalities and the South African Library Association, made public in 1965, proved to be pivotal in the entrenchment of library services to Black South Africans. The provinces were now to be regarded as the official bodies responsible for the provision of such services to all population groups in conjunction with the local authorities. It was only in 1970, however, that these recommendations became officially binding.

Due to its seminal importance, it is apposite to note the findings of the Committee particularly as they pertain to public libraries, recognizing however, that the many recommendations also covered school libraries and training of Black librarians (South Africa: 1965). In addition to the far-reaching clause stated above, and affecting all racial groups, the central government was to provide the provinces with the financial viability to effect this in a proper manner. Public library services for Blacks within White areas (as designated by the Group Areas Act) were to fall under the jurisdiction of local authorities, whereas the intention was that in the 'homelands', there was to be a partnership between the provincial administration and the community. It was further recommended that the development of library services for Blacks be intensified in order to derive the maximum educational and cultural benefit; and that a

permanent co-ordinating committee for library services for Africans, Coloureds and Indians be formed. The latter came into being in 1971. It continued to meet on an annual basis to advise the government mainly on matters such as finance, literacy and reading ability, shortage of material in the vernacular, training, salaries and the like (Musiker: 1986, 44).

2.2.3 Developments in the Transvaal

As noted previously, Section 22 of the Transvaal Provincial Ordinance No. 16 of 1951 states that 'any facilities provided under the service for non-Europeans shall be separate from those provided for Europeans' (Transvaal: 1951, 65). This denotes tacit acceptance of such a future service which took, in the case of Blacks, a further thirteen years to materialize. As the former Director of Library Services in the Transvaal, H.M.Robinson, concedes 'the initial progress made with library services to the Non-White groups of the population could not compare with that in the service to the Whites (1970, 59). He goes on to make the interesting point that

> The first amount voted by the Transvaal Provincial Council for the financial year 1964/65 for the introduction of library services to the Bantu was exactly the same as for the White service in the first year of its existence 20 years earlier, viz. R25,000 (1970, 64).

2.2.4 Preliminary Steps

Preparatory to the implementation of a library service to Blacks, the Transvaal Provincial Library Service, certain initial steps were taken. These included

conducting a survey on both literacy levels and existing library facilities. Talks were held with the Departments of Bantu Education and Bantu Administration and Development concerning the role of local authorities, as well as with the South African Library Association on the establishment of a separate library association for Blacks as it was generally interpreted that 'mixed' professional associations were discouraged. Provision was made for a nucleus stock by the transferral of approximately 8,000 books into a separate holding; purchase of books in the vernacular. A relevant classification system was devised; and the existing Bantu Service of the North was reorganized (Transvaal Provincial Library Advisory Board: 1963, 33; Manaka: 1972, 64).

The report on library services issued in 1963 by the Transvaal Provincial Library Advisory Board (1963, 11-15) contains the detailed principles upon which the service to Blacks was to be founded. They endorse the retention of the status quo pertaining to the White service, namely that the responsibility of this service should rest with the local authority with the help and support of the Provincial Administration. This was subject to certain conditions:

- That in the initial stage a rudimentary public library service should be established;

- that the local authorities accept the basic responsibility for the establishment of the proposed service;

- that only those areas where local public libraries are affiliated to the Transvaal Provincial Library Service will be served, except in cases

where the Executive Committee may decide otherwise;

- that affiliation of the local Bantu library will be subject to the following

   conditions being fulfilled by local authorities:

- the making available of suitable accommodation, for book and periodical

   resources, free of charge, to the satisfaction of the Director, Library

   Services;

- the maintenance and administration of the local Bantu library; and

- the management of the library according to standard practice, as part of

   the local municipal library service, to the satisfaction of the Director,

   Library Services.

Other clauses related to the contributions of the local authorities; the strict

adherence to Section 22 of Ordinance No. 16 of 1951; the contribution of the

Transvaal Provincial Library Service in respect to the provision of books, books

supplied on special request/ professional help and guidance, development of

service programmes, training of library workers and the like. The development

programme, undertaken on an experimental basis until October 1964, took a

further year to implement and made provision for not more than ten existing

libraries and twelve library depots in rural areas to be incorporated, as well as

the establishment, in conjunction with the Bantu Settlement Board, of a library

service for Meadowlands. The creation of the post of Bantu Library Organizer

was authorized.

2.2.5 Development of the Service

An analysis of the Transvaal Provincial Library Service Advisory Board annual reports reveals the progress made by the Bantu Service, as it was then called (The references referred to in this section all refer to the Board's Annual Reports). By 1964, there were approximately thirty six copies each of 300 titles in the vernacular in stock. In English and Afrikaans, mainly standard fiction and non-fiction titles were bought; the decision was made to compile a separate catalogue for the Bantu Service in each region and in the Central Organization (1964, 25). By 1965, the book stock had grown to 60,000 books, of which 23,000 had been lent to library centres. Advice was given by the Department of Bantu Education in the purchase of books. The supply of books to the centres also needed extra attention as 'it was most important to supply the right books to the right library'.

Special requests for books focused almost exclusively on study material and it was decided to be more lenient in the purchase of this kind of material than for the Whites' service. These requests may be ascribed to the dearth of text books in Black school libraries and the inability of students to purchase their own material. The need to purchase study material dominated over the lack of time and motivation for leisure reading and helped towards setting the perception of what services the library should provide to Whites and Blacks.

By the end of 1965 thirty two library centres were being served. In accordance with the request of the Department of Bantu Administration, four

public libraries and eighteen library depots are situated in the 'homelands', while the rest were in White areas. The Provincial Library was inundated with requests to establish library depots, particularly in the 'homelands'. Potchefstroom set a noteworthy example in library service by erecting a functional well-planned library for Blacks in their own residential area, while Vereeniging added a wing to the library building at Sharpeville (1965, 37-9).

The service was reorganized on an ethnic basis during 1966 because of the practical problems encountered; previously it followed the same structure as the White service. As at 1966, it was divided into Venda, Tsonga, Southern-Sotho, Northern-Sotho, and Tswana. The headquarters for the Northern-Sotho, Venda and Tsonga services was temporarily in Pietersburg, the region for the Southern-Sotho was housed in Pretoria, while the service for the Tswana was rendered from Lichtenburg. Book stock increased to 77,479 (distributed amongst the seventy three centres). A shortage of books published in the vernacular was noted (1966, 61-4).

As further evidence for the necessity of extending the library service to Blacks, membership during 1967 increased from 28,961 to 49,069. Curtailment of the service was necessitated by staff shortages, and only five new depots were added although many requests were received for the establishment of new regions and libraries (1967,9,63-7). Inadequate library accommodation provided by local authorities had clearly manifested itself by 1968, particularly in the 'homelands' where libraries were housed in schools. It became necessary to

allocate a White member of staff to supervise the three northern regional libraries in order to place them on a sound administrative footing (1968, 27-9).

Although the number of centres did not alter during 1969 circulation showed a steady improvement, thus indicating an increasing use being made of this service (1969, 30-1). This was not sustained during 1970, probably due to the fact that fewer new books were purchased because of financial considerations. Membership showed an increase, however, despite a curtailment in expansion pending the outcome of the Interdepartmental Committee report (1970, 37-8). The position remained more or less static in 1971 and early 1972, with authorized expansion contingent on the results of the Committee report. Interestingly in 1971, membership decreased, while circulation increased (1971, 6, 47-9; 1972, 3, 51-2).

After approval had been obtained from the Minister of National Education for its establishment on 16 October 1972, the library service for Blacks was reorganized. All service points within White areas were co-ordinated so as to place them under the control of one administrative office. The White staff of the Lichtenburg Regional Library became responsible for the twelve service points in Bophuthatswana, while those in other 'homelands' fell under the jurisdiction of Pietersburg. A massive infusion of new material was evidenced by the purchase of 38,449 books as compared to the 2,927 in 1972 (1973, 79).

By 1978 the library service could be described as making slow but steady progress, with fifty public libraries and thirty five library depots. These library

service points were divided so as to be served by three regional libraries, namely the Eastern, the Western and Northern Regions. All three regions had headquarters in Pretoria and were manned by Black staff. However, the lack of trained staff posed problems for the efficient running of the service. The year's highlight was the opening of the first large library for Africans in Sebokeng in the Vaal Triangle (1978, 11). A further three libraries, subsidized by the Transvaal Provincial Administration to the extent of R58,000 were opened in 1979 at Lydenburg, Bronkhorstspruit and Vosloorus. Lack of professional library staff again manifested itself, with four newly appointed members resigning within six months. An agreement with Venda was entered into, whereby the Province assumed responsibility for four library centres for three years (1979, 9, 11).

The sum of R344,040, R48,708 more than in the 1978/79 period, was spent on library services for Blacks in 1980 (1980, 13). Downward circulation trends were experienced in the 1982 period with a decrease of 46% in the Northern Region and 6,8% in the Eastern Region (1982, 9). There appears to be no satisfactory explanation for the downward curve in circulation, which was still prevalent in 1984 showing a decrease of 5,38% on the 1983 figures (1984, 7). In 1982, the Northern Region was closed down. Its books were brought to the Pretoria-Witwatersrand-Vereeniging (PWV) Regional Library and interfiled with the Eastern and Western Regions' stock.

2.2.6 Developments, 1984-1991

These may be viewed from two perspectives; firstly, from a purely factual aspect detailing the organization of the Service and secondly, an examination of the strategic planning and policies which are intended to guide the Transvaal into the next century.

2.2.7 Structural Aspects

Nelson Shongwe provides a detailed account of the decentralization which took place in the PWV from 1984 onwards (1992: 28-29). Five regions were formed: East, Eastern, South-Eastern, West and Western Regions. The Western Region was established in Klerksdorp adjacent to the White Klerksdorp Region and run by a library assistant supervised by a White librarian. Seven public libraries and two depots were transferred from the PWV Region, namely Boikhutso, Kanana, Khuma, Khutsong, Ikgageng, Jouberton, and Tsing. The depots transferred were Klerksdorp Prison and Slurry Mine. In 1985, the Eastern and South-Eastern Regions were established in Middelburg and Ermelo respectively, although the South-Eastern Region was temporarily accommodated in Middelburg. The regions transferred to Middelburg were built adjacent to the White Middelburg Region and supervised by a White librarian.

Fourteen public libraries and three depots were transferred from the PWV Region to Middelburg. They comprised the following: Embalenhle, Emjindini, Ezenzeleni, Kwazanele, Mashishing, Mhluzi, E'Thanda Ukukhanya,

Ezamukuhle, Sakile, Siya Themba, Vukuzakhe, Wesselton, Emzinoni. The depots were at Barberton Prison, Duva Mine and Witbank Prison.

After the decentralization, the East Rand Region was left with twenty two public libraries and seven depots. The West Rand Region remained with nineteen public libraries and eleven depots.

The East Rand Regional Libraries consisted of Boipatong, Bophelong. Botleng, Daveyton, H. Mokoka, Duduza, Evaton, Kathlehong, KwaThema, Modderfontein, Ratanda, Residensia, Sebokeng, Sharpeville, Thembisa, Vosloorus, Wattville, Refilwe, Alexandra and Tokoza. Depots included Heidelberg Prison. Modderbee Prison, Nigel Prison, Baviaanspoort Prison, Zonderwater Prison and Sizanane Mine.

West Rand Regional Libraries consisted of the following: Atteridge, Baragwanath, Bekkersdal, Diepkloof, Dobsonville, F.M. Maboko, Kagiso, Klipspruit, Mamelodi East, Mamelodi West, Mohlakeng, Naboomspruit, Orlando, Phiri, Saulsville, Chiawelo, Munsieville, Nancofield, and Mmasislama. Depots: Brits Prison, Louis Trichardt Prison, Nylstroom Prison, Leeuwkop Prison, Pietersburg Prison, Krugersdorp Prison, Loslopersfontein Prison, Soshanguve Library, Medicos, Tsosoloso, Lerong Hospital and Pimville.

In April 1991, the PWV Regional Library was disbanded. All the public library and library depots were rezoned to fall within the geographical boundaries of the community development regions in the Transvaal:

Carletonville, Germiston, Johannesburg, Pietersburg, Pretoria, Nylstroom, and Tzaneen. As a result, regional libraries that served 'Whites, Coloured and Black' public libraries now serve all races irrespective of colour (Shongwe: 1992, 28-29).

2.2.8 Strategic Planning

The years 1988 and 1989 witnessed an important change in the objectives of the Transvaal Public Library Service. During July 1988, the Director of the Service asserted that:

> The aim of the Transvaal Provincial Library is to make reading and other library material available to users in the Transvaal. By virtue of the Service, a contribution is made to the ideal of cultural enrichment (Hansen: 1988).

Within eleven months, Lorinda Roets, then Chief Librarian of the PWV Regional Office noted a new dimension:

> The all encompassing service delivered by the Public Library Service should play a pro-active role in the socio-economic development of developing communities (1989).

Lorinda Roets provides an insight into the philosophy accepted by the Service and outlines methods by which their goal of parity within the next twenty years could be attempted in a seminal article which forms the basis of the following information concerning the public library as a role player in community development (1991, 3-7). The Service decided to accept as their basic premise, Noel Shillinglaw's 1985 statement:

> It can be confidently forecast that priority will be given to a wide

range of developmental issues in the Republic of South Africa over the next twenty years... It is now appropriate to reactivate in the developing areas of South Africa, the early enthusiasm of public library pioneers for mass education (Cited in Roets: 1991).

During 1984, the President's Council issued their report on the nature and options of informal and non-formal education (South Africa (Republic): 1984) in which they reveal that the broad mass of undeveloped people need the following:

- Economic responsibility

- Development of divergent thinking

- General literacy

- Rural development

- Retraining and ongoing training

- Management training

- Labour relations

- Communication

- Do-It-Yourself techniques

- Information retrieval

- Cultural relations

- Training of trainers

The summary states that the enormity of such a task is beyond the resources of the Department of Education and Training and that the Government will have to utilize alternative existing structures. Speaking in his capacity as Minister of National Education, F.W. de Klerk gave a talk to the State Library

in 1987 in which he queried whether full use was made of library infrastructure. From this emanated the Zaaiman Report, of which more will be said in a further chapter, but Roets identifies an indicator of their future policy:

> Public libraries may play a role in social development although they had not been used for the purpose so far. By identifying potential problems and solutions to problems and by setting priorities in regard to health, welfare, education, training, recreation and culture, libraries can become an ideal vehicle to bring together people and information on these subjects. In this way the library can improve the quality of people's minds and abilities, which in turn will help to improve their circumstances. However, success in this regard depends not on which institution does the work, but on the quality of the people who do it (1988).

The public library was therefore identified as a body with an infrastructure which could make a contribution to the development of communities by supporting formal training; co-operation with the agents of non-formal training; the distribution of resources; community information. To be successful in the implementation of these, it would be necessary for the public library to concentrate on four roles, and also to persuade policy makers of their necessity. Libraries could become agents for development, through the expediency of literacy courses for example; could fulfil the role of media facilitators by distributing background material for educational purposes; become development channels by providing facilities to development agencies; complement its activities by becoming a source of community information.

Confronted with this background, the PWV Regional Office evolved in 1988 a plan for the phasing in of the public library as a role player in the development of the population. The strategy was called Ontwikkeling-met-die-

Oog-op-Ontwikkelingstrategie [Development-with-an-Eye-on-Development Strategy], the reason for this being that there should first be domestic development from which development of the population could grow. The strategy has three main components: Human Resources, Physical Infrastructure, and Systems and Service. Human Resources entails the establishment of training circles; launching of project competitions; provision of lectures on request, and the need to motivate officials for further tertiary training. The Physical Resources component of the strategy would foster the improvement and construction of library buildings, and the establishment of new service points. Systems and Service would strive to generate better upward communication, and improve book stock by appropriate purchase, weeding, cleaning and repair. This strategy is subject to an annual review and a bi-monthly evaluation in which factors such as unrest and lack of cooperation play a significant role in its implementation.

Roets concludes her article by noting positive achievements to date such as the establishment of four training circles, a 'Readers Get Together' organized by the East Rand Training Circle to determine user needs on an informal basis; the construction of four new libraries in the East Rand, one in the Northern Transvaal, and six in the West Rand plus planning for a further six new libraries; improved communication, the beneficial effects of a changed book purchasing programme and the like. Roets realistically itemizes constraints on future developments given population growth projections in developing

communities, the necessity for increase in personnel and training needs, and the effects of strikes and worker grievances on productivity.

2.3 Service to Coloureds and Indians

As mentioned previously, the service to Coloureds and Indians commenced in 1958. Its development cannot be compared to the meteoric rise evidenced by the growth in service to the African population. Numbers aside, one of the chief reasons why this service did not develop initially as desired, can be traced to the hesitancy displayed by the local communities in becoming involved in the service prior to the residential areas for Indians and Coloureds being established on a permanent basis. An analysis of the Transvaal Provincial Library annual report reveals that lack of suitable Coloured officials for appointment to the Service also posed a problem (1962, 25). The recommendation by the Public Service Commission for the post of Coloured Library Assistant was implemented in 1963, but as he only assumed duty in December 1964, very little progress took place in the interim period (1963, 33;1964, 25).

Shortage of staff and lack of transport continued to plague the Service and it was only on the reorganization of the Service in 1966 which included a headquarter move from Germiston to Pretoria, that an increase in circulation became briefly evident (1966,7). Although every facility, from the Provincial Library point of view, was made available to these groups, some little improvement in library usage was evident (1969, 5). It became increasingly

moribund in awaiting the outcome of the Interdepartmental Committee Report, although by 1971 an increase in circulation and membership was reported in comparison to 1970 (1971, 55), but this was not sustained. As a result of the Interdepartmental Committee findings, the service for Indians and Coloureds fell under the jurisdiction of the Provincial Administration and the local authorities concerned, operating in much the same way as the service to Whites.

2.4   Statistics for Black Services

Table 2: African Library Service

	1962	1972	1982	1992
Membership	-	30641	45453	**
Book stock	6000+	149804	*	**
Circulation	-	412266	378500	**

SOURCE: *TPLS Annual Reports*

Table 3: Coloureds and Indians

	1962	1972	1982	1992
Membership	2122	1101	25210	**
Book stock	-	13424	*	**
Circulation	-	26050	323049	**

*   Total for Africans, Coloureds and Indians: 167934
**   Separate figures no longer available

SOURCE: *TPLS Annual Reports*

3. DEVELOPMENTS IN THE CAPE, NATAL AND THE ORANGE FREE STATE

In order to provide a comparative perspective on developments in the other three provinces, statistical tables and a brief overview taken from provincial annual reports reveal the following:

3.1. Cape

3.1.1 Statistics

Table 4: Whites

	1962	1972	1982	1992
Membership	211593	336847	436752	***
Book stock	2688655	*	**	***
Circulation	6748743	9494136	10751261	***

Table 5: Coloureds

	1962	1972	1982	1992
Membership	37988	73052	203863	***
Book stock	541055	*	**	***
Circulation	785996	1631208	3513784	***

*   Total book stock for both Whites and Coloureds supplied, i.e. 4,870,270
**   Total book stock for both Whites and Coloureds supplied, i.e. 5,693,468
*** Separate figures no longer available

3.1.2 Overview

The Cape Provincial Library Service, in co-operation with local authorities, renders the most comprehensive public library service in the Republic of South

Africa. A network of twenty four regional libraries serves 471 affiliated libraries. In addition to the latest statistics given above pertaining to membership, book stock and circulation, over 375,846 sound recordings, 62,975 art prints, 24,177 films, 285,430 videos, and 300,899 periodicals were circulated.

In terms of Ordinance No. 16 of 1981, the Provincial Library Service and local authorities are jointly responsible for the provision of a free library service. Any local authority may establish, control or administer a public library and join the Library Service provided the local authority concerned undertakes to comply with the provisions of the regulations of 1980 regarding a free Provincial Library Service.

It is the responsibility of a local authority to erect a building that complies with the minimum standards set by the Library Service and also to appoint the appropriate number of staff and to run the library in accordance with the Provincial Library Service standards. After affiliation the library remains under the control of the local community and does not become a provincial library.

The Provincial Library Service provides a wide variety of library materials on loan to libraries. Besides books, this material includes periodicals and newspapers, records, compact discs and cassettes, artprints, films and videos, the necessary professional publications, as well as promotional material. Equipment such as film projectors, record players and microfiche readers, among others, is also supplied to libraries subject to certain conditions. Library

Service staff deal with the selection, acquisition, preparation, maintenance and distribution of library materials and equipment supplied on loan to local authorities. They give professional guidance and advice to library staff and library authorities, provide a reference and information service, and undertake research into the provision and utilization of library services. They also promote the use of libraries and library materials, and generally supervise the maintenance of standards and foster the objectives of a public library (1991, 4).

The increased use of public libraries in the Cape since October 1990 by the broader community and the many practical problems that arose as a result, necessitated a re-evaluation of the of the public library's role in the community. Although user fees were imposed on the country areas in June 1990, resulting in a fall in membership, circulation increases became evident, with thirteen libraries in the rural areas experiencing circulation figures of more than 50% as a result of opening libraries to all. The town of Hanover recorded an increase of 344% (1991, 7,9).

Public library services have shown rapid development in the Cape over the past twenty five years. They received a boost when the Provincial Executive Committee decided in 1972 to give priority to the establishment of public libraries in developing areas and to subsidize local authorities (1991, 11). The service to the Coloured community commenced in 1957, and for many years suffered from a dearth in trained library personnel. This was despite a generous bursary system enabling students to study at the University of Cape Town and

later at the University of the Western Cape on condition that they worked for the Service for at least two years after completion of their studies. Service to the Coloured community was also retarded by the inability of most local authorities to meet from local revenue their obligations under the library scheme and particularly as regards the provision of adequate library accommodation, furnishings and remuneration of staff (1963/4, 17). By 1968 the annual borrowing rate had increased to twenty one books per reader in comparison to twenty nine per White reader. Considering the lack of library tradition, this demonstrates the service's potential given the right location, hours and staff (1968, 15). This has been borne out by time and political developments, more especially the Repeal of the Separate Amenities Act.

In terms of Ordinance No. 16 of 1981, the judicial areas of the municipalities of Cape Town, East London and Port Elizabeth were declared city library areas, and therefore do not form part of the Provincial Library Service. They do, however, receive an annual financial contribution from the Provincial Administration towards a free public library service (1991, 42).

3.2. Orange Free State

3.2.1 Statistics

Table 6: Whites

	1952	1962	1972	1982	1992
Membership	32137	60641	55572	194783	*
Book stock	150426	447376	1362651	2936510	*
Circulation	709312	1763349	1870714	4341760	*

Table 7: Africans and Coloureds

	1952	1962	1972	1982	1992
Membership	-	-	-	12048	*
Book stock	-	-	-	122706	*
Circulation	-	-	-	134475	*

*   Separate figures no longer available

SOURCE: *OFS Provincial Library Reports*

3.2.2 Overview

The purpose of the Library and Museum Service sub-directorate of the Orange Free State's Provincial Administration as defined in their annual reports, is to provide efficient library and museum services, thus contributing towards an improvement in the quality of life and knowledge of the communities. As in the other provinces, this is done in collaboration with local governments, but also includes components of both the Administration and the Education Department, to which services are rendered on an agency basis. Its main functions include

the establishment of an infrastructure to provide for these services; the provision of specialist and research services as well as an enquiry service in the Afrikaans language and literature (1988/89, 31). The Service comprises 342 libraries, namely ninety one public libraries, forty public library depots, 206 school libraries and five subject libraries. The province is divided into three regions - Bloemfontein, Bethlehem, and Kroonstad.

The Service has made steady progress through the years, despite being plagued by staff shortages particularly in its early years. Another problem during this phase was the apparent unwillingness of a few municipalities to give their support to the Service (1953, 3). During 1954, the Advisory Committee made a recommendation that the Service should be incorporated into the Education Department. The Executive Committee accepted the recommendation (1954,2). The approval of the Civil Service Commission was obtained for the co-ordination of all library services in the province (1960, 3) and the Public Service Inspector recommended the reorganization of the books of all branches of the Administration and future control thereof; the amalgamation of school libraries with the Service (this commenced in 1962); and the reorganization and control of the Provincial Council Library. Local authorities at this time were expected to 'contribute twenty cents per head of the European population annually towards expenditure on their libraries' (1961, 5). A complete set of standards was drawn up to counteract one of the main shortcomings hampering the practical functioning of the Service with regard to buildings, staff and

salaries (1966, 5). By 1987, an analysis of the circulation figures reveal a greater trend towards non-fiction and that libraries were gradually succeeding in playing a meaningful role in promoting the intellectual development of the community (1986/7, 52). Approval was granted in that same year, placing full responsibility for the erection of public libraries in Black residential areas on the Provincial Administration; service to Blacks had commenced in a limited way in 1976. Financial contributions by the Provincial Administration toward the salaries of the librarians in charge of libraries (nine by the year 1990/91) in Black residential areas was also approved. It was hoped that these moves would serve as an impetus for developing the library service in Black residential areas (1987/88, 42). By the following year, a start was made in the planning of eighteen new public libraries in Black areas, of which six were in an advanced stage of planning by the end of the year (1988/89, 30). These libraries serve mainly Africans and Coloureds as Indians were prohibited from living in the Orange Free State under the Statute Law of the Boer Republic (Orange Free State Laws, Statutes, etc: 1891, 262).

The Bloemfontein Public Library had a chequered early history, and despite delays in opening the new building caused by the Anglo-Boer War, it finally opened in its new premises in 1905 and 'steadily developed as one of the town's main sources of culture, knowledge and recreation' (Kritzinger: 1947, 57). A socio-economic survey of this library was initiated, following application to the Orange Free Library Service for financial assistance, as noted in their

annual report (1966, 5). It is now an affiliate of the Service (Shillinglaw: 1988, 272).

3.3 Natal

3.3.1 Statistics

Table 8: Whites

	1952	1962	1972	1982	1992
Book stock	62901	566324	839688	*	**
Membership	10676	72174	111724	175781	**
Circulation	165096	1812288	2976000	4717398	**

Table 9: Blacks

	1952	1962	1972	1982	1992
Book stock	-	29532	69280	*	**
Membership	89	4814	10091	62760	**
Circulation	2633	41722	138000	1273520	**

*   Total for both Whites and Blacks supplied, i.e. 1,596,862
**   Separate figures no longer available.

SOURCE: *Natal Provincial Library Annual Reports*

3.3.2 Overview

The basic principle determining the Natal Provincial Library Service is the provision of a regular service to the affiliated public libraries and depots by means of travelling libraries. Initially divided into three regions - Northern. Midlands and Coast, the latter was further subdivided as it was deemed too

large, even as early as 1954. Natal's management structure differed from the other three provinces in that the then Library Organizer was directly responsible to the Provincial Secretary and Executive Committee for administrative and policy matters, and the Province did not introduce a library advisory board.

In 1956, the Natal Provincial Library Ordinance was amended to grant to Local Health Committees the authority to provide the libraries in their areas affiliated with the Library Service, with accommodation or funds to spend on the maintenance of such libraries (1955/7, 3). New regulations were promulgated in 1958; they did not contain any new principles, but pertained to charges made for lost or damaged books. In October 1964, an amendment to the Library Ordinance was promulgated whereby the Library Service was authorized to establish library depots in government schools in Pietermaritzburg and Durban (1964, 1). Subsequently, the principle was accepted that the Library Service would control the reference libraries of the Provincial Departments and divisions, with the exception of the Education Department (1965, 2). This lasted until 1970 when the school depots were transferred to the Education Department, together with 138,000 books (1970/1, 1).

Annual reports make frequent reference to inadequate housing of material, a large staff turnover and transport problems. The problem of affiliated libraries was one to which the Library Service addressed itself with vigour, especially after C.J.Fourie became Director. Subsidies became available for the erection of suitable buildings with the implementation of a ten-year

period commencing in 1973, and the 1973/4 annual report reveals that more progress was made in the erection of new buildings than ever before in the history of the province. The standardization of libraries has proceeded well in Natal. Mention should be made that the Library Ordinance was further amended by Ordinance No. 29 of 1973; and that assistance to both the Durban City Library (in a phased four year scheme whereby a 100% subsidy became available in respect of the purchase of library materials) and the Natal Society Library in Pietermaritzburg (from 1981 onwards) was granted by the Natal Provincial Library Service. The Ordinance is at present undergoing further revision.

Although in the initial stages the service was confined to Whites, the establishment of the first Indian depot was authorized in December 1952 (1954, 8). The library kept a separate book stock, catalogue and library records for this service (1954, 27). The question arose (at the time the Bantu Education Act was introduced) whether the Public Library Service to Blacks should be regarded as basic education or further education. As Library Organizer, Theo Friis was of the opinion that it was not formal education, and therefore rightly the function of the province (1954, 28). In 1956 to 1957, a survey of Black depots was undertaken to ascertain to what extent the books were utilized, their suitability and the possibility of developing reading habits. This survey was used as the basis for later improvements (1955/7, 3). The service showed no appreciable expansion in the years 1958 to 1960, with statistics revealing that

an average of 7,5 books were read per annum, of which 63% were read by juveniles. This can be ascribed to the low educational standard of most Black adults, the subject matter, a dearth of leisure time and the lack of home facilities conducive to reading.

A moratorium was placed on expansion pending the outcome of the Interdepartmental Committee findings. By 1967 however, circulation increased to some seven times the increase in book stock. This was despite factors mitigating against the utilization of the material - books were housed in cupboards in rooms designed for other purposes, the book stock was small and both accessibility and services were poor. In 1972, the Executive Committee instructed the Natal Provincial Library Service to investigate the provision of library services to Blacks in accordance with Cabinet direction. Once compiled, these proposals fell under the ambit of the Coordinating Committee for Non-White Library Services. They covered the legal position, population distribution, existing (inadequate) services. This blueprint determined standards of service, financial patterns and implications for both rural and urban services, and was accepted by the Minister of National Education. A development programme was launched to expand the public library service for Indians and Coloureds and commenced with the sum of R110,000 for the purchase of library material and R100,000 to subsidize local authorities for accommodation. A cooperative project was undertaken together with the KwaZulu Department of Education and Culture under the control of the KwaZulu Natal Joint

Executive Authority. This has entailed the selection, cataloguing and processing of books for the twenty standard three, four and five classrooms of twenty four KwaZulu senior primary schools. The READ (Read, Educate, Develop Educational Trust) has been involved in the training of teachers in book education. The large illiteracy factor has come under the spotlight of Library Service decision-makers, and courses have been held to teach Black librarians to become literacy teachers in reading and writing English. Township unrest has hampered this project but the Service has acquired much necessary literature to assist the newly literate (1990, 18, 26).

With reference to the independent public libraries, cognizance should be taken of the pro-active stance taken by the Durban Municipal Library towards community development. Their mission statement was drawn up to meet the needs of the new South Africa:

> To facilitate social acculturation and improve the quality of life of all people in the Durban Functional Region (DFR) by promoting library usage by children, supporting education and literacy, providing a well structured community information service and furthering leisure reading activity. This has been further enhanced by a statement of values:

>> The Public Library service actively supports and encourages the concept that all people have the right to know about matters which affect them as citizens or in their personal attitudes or beliefs; to have full opportunity for self-determination, to have free access to all sources of knowledge and information and to have professional, informed assistance in utilizing such access in order to extend their education, perceptions and understanding in their own way; and to enhance their quality of life from what libraries can offer (Durban Municipal Library: 1992).

An example of the work undertaken by the Municipal Library in addressing the imbalance of facilities in the DFR has been the establishment of a community library in a squatter camp which falls within the Durban borough. The inhabitants of Bester's Camp communicated their need for a library which now plays a significant role in promoting literacy among its users. This, in turn, has possibly served to reduce the power of the 'overlords' who kept the illiterate inhabitants of the Camp in subjection due to their inability to read their own correspondence and documentation. This demonstrates, in a small way, the role which libraries can play in empowering developing communities.

These developments illustrate how far the Municipal Library has been able to alter its thinking over the past forty years. This contrasts sharply from the days of the Defiance Campaign in 1952, when the Indian head girl of Centenary High, Prem Bodasingh deliberately challenged the 'Whites Only' sign above the main doors. She went to the Durban Prison for her temerity in challenging the system - entering the portals, taking a book from the shelves, and sitting down at a table to read (Paton: 1981, 3-23).

Concern for the Black under-developed communities has resulted in a decision taken by the Natal Executive Committee (EXCO) in February 1993. Natal will build thirty six new libraries at a cost of R21 million. This development, which will take a few years to complete has been given priority status by EXCO and at the expense of the Durban City Council's proposed R90 million library complex. Durban had approached EXCO for a R10 million

subsidy towards the building costs of the new complex. Ismail Omar, the member of EXCO for libraries said the decision not to approve the subsidy was taken largely to redress the shortage of library facilities in Black communities.

> The primary role of the province is to provide as many libraries as possible with the limited resources available to it, in order to redress historical imbalances. Our mission is to "librarise" Natal for all its inhabitants as soon as possible (Natal Witness, 9 February 1993).

Oman further expanded on the plan which will allow traditionally disadvantaged Black communities to apply for libraries in their areas. This means that Black communities will no longer have to rely on discredited or non-functioning local authorities to apply for libraries on their behalf. Omar stated the need to bring this valuable educational service within reach of, in particular, younger people who make up such a large proportion of the population. In the past the library system was locked into a subsidy system for local authorities and this tended towards large centralised libraries in the main centres with few services available in rural areas and little development of satellite libraries in larger urban communities (Natal Witness, 24 June 1993). A R2,4 million library covering 1300 square metres will be built in Georgetown, Edendale under this scheme. It was initiated by the Edendale community and other organizations involved are the ANC, Inkatha, the Natal Society Library, the Edendale Landowners' Association, Sunflower Projects and the Natal Provincial Library. It has been described as an excellent example of community effort (Natal Witness, 24 February 1994).

4. SUMMARY

This chapter attempts, in broad brush strokes, to trace the progress of library service in the Transvaal to the various sectors of the community. In order to provide a comparative framework, significant developments in the Cape, Orange Free State and Natal have been highlighted. In charting the history of service to both Whites and Blacks, the invaluable role of the Germiston (Carnegie) Public Library cannot be over stressed and proved to be an important catalyst in initiating a positive response to the reading needs of the public. The increasing role of the state, through the provinces, is examined in some detail, with special emphasis placed on the Interdepartmental Committee of Investigation into Library Services for Non-Whites. Although this was appointed under the Chairmanship of J.B. de Vaal in 1963, its recommendation that the provinces should be regarded as the official bodies responsible for providing library services to all racial groups in cooperation with the local authorities was not formally accepted until June 1970. As revealed by the statistics presented for each province, the growth in library service has shown a substantial increase. The change in direction evident in the Transvaal Provincial Library Service in their policy towards Black libraries and resources over the last five years is reported in some detail. Much however, remains to be done in the Black townships.

CHAPTER FOUR

RESOURCES AND SERVICES IN TRANSVAAL LIBRARIES: COMPARISON AND EVALUATION

This chapter is devoted to an examination of public library resources and services in the Transvaal. It builds on the historical developments as explored in Chapter Two, and, as the focus is exclusively on the Transvaal, it has been deemed necessary to place the province in its geographical and historical perspective, and to examine how libraries relate to the provincial government structure. The organization and policies of the Transvaal Provincial Library Service will form a component of this chapter. It thereafter attempts, by means of sampling, to evaluate the role Transvaal libraries have played in the recreational and intellectual life of the province as well as providing an attempted assessment of the impact of forty years of apartheid rule on libraries. This will be done by providing a description of six Black towns and their libraries followed by six, related by propinquity, which are predominantly White in composition and control. An evaluation will provide an indication of apartheid's impact on library services.

1.   THE TRANSVAAL: A BACKGROUND

1.1   Geographical Location

The Transvaal is the most northerly of the four provinces constituting the Republic of South Africa. It is the second largest province (after the Cape), and

comprises some 110,000 square miles. It is bounded to the north by Zimbabwe as demarcated by the Limpopo River, to the south by the Vaal River, Natal and the Orange Free State, to the east by Mozambique, and to the west by the Cape and Botswana. Nearly one-third of the province, in the south east, is highveld (plateau).

The province is richly endowed with mineral resources, in particular the gold of the Witwatersrand which supplies a large part of the world's needs. Other minerals include diamonds, platinum, coal, iron, silver, chrome, nickel, copper, asbestos and cryolite. Agriculture is secondary to mining in importance with an emphasis on stock raising. Main crops include grain, citrus and deciduous fruit, cotton, vegetables, and wattle. Among the chief manufacturing industries are iron and steel milling, the manufacture of cement, leather, machinery, chemicals and explosives.

Johannesburg is the largest city in the Republic but other important towns in the Transvaal are Pretoria (South Africa's administrative capital), Germiston, Springs, Nigel, Vereeniging, Heidelburg, Roodepoort, Randfontein, Potchefstroom, Pietersburg, Witbank, Krugersdorp and Klerksdorp. The greatest degree of urbanization has occurred in the Vaal Triangle bounded by Pretoria, the Witwatersrand, and Vereeniging and is commonly known as the PWV.

The Transvaal has both the largest population, and the greatest concentration of mineral wealth in the Republic, and is considered South

Africa's main source of economic power (Webster's Geographical Dictionary: 1969, 1155); Columbia Lippincott Gazetteer: 1961).

1.2   Historical and Constitutional Background

The Transvaal was formerly a Boer state, the South African Republic, with its independence from British rule guaranteed by one of the basic agreements in South African history, the Sand River Convention signed on 17 January 1852. This assured the Trekkers of '... the right to manage their own affairs, and to govern themselves, without any interference on the part of Her Majesty the Queen's Government' (Bell and Morrell: 1928, 182). By 1877, the Republic was on the verge of bankruptcy, anarchy and continuous attack from the indigenous people. It therefore seemed expedient to come under British rule, and accordingly on 12 April 1877, British Governor, Sir Theophilus Shepstone issued a proclamation in which the South African Republic was declared to 'be British territory and brought under the Government of the Crown as a dependency acquired by cession' (McNair: 1961, 707). British rule was challenged by the Boer rebellion of December 1880. Peace was made and by the terms of the Convention of Pretoria, the territory, once more designated the Transvaal, was guaranteed 'complete self-government subject to the suzerainty of Her Majesty' and subject to further conditions and reservations itemized in thirty two articles. British control of external relations, including the conclusion of treaties, was secured by Article II (British and Foreign State Papers, vol. 72,

900-911).

Such limitations upon the Boers' desire for absolute independence and to form their own alliances with foreign powers, as well as their quest for expansion prompted the newly elected President Kruger to lead a deputation to London in order to demand a revision of the Pretoria Convention. The name South African Republic was permitted by the London Convention of 27 February 1884 but British sovereignty was not expressly retracted; the substance of British suzerainty, if not the word, was retained and the Republic's liberty remained curtailed in the sphere of external relations (British and Foreign State Papers, vol. 75, 5-13).

War inevitably followed, and the Anglo-Boer War took its bloody toll during the period 1899 until the signing of the Peace Treaty of Vereeniging on 31 May 1902. The annexation of the South African Republic to Great Britain, however was proclaimed on 1 September 1900 (British and Foreign State Papers, vol. 92, 547-548), and self-government was reinstated in 1906. By an Act of the British Parliament the Union of South Africa was constituted on 20 September 1909 (British and Foreign State Papers, vol. 102, 5-39). It came into force on 31 May 1910 by virtue of a British Proclamation (British and Foreign State Papers, vol. 102, 39) which united the colonies of the Cape of Good Hope,Natal, the Transvaal, and the Orange River Colony under one government as the Union (in 1961 the Republic) of South Africa (Kalley: 1985, 67-71).

THE TRANSVAAL
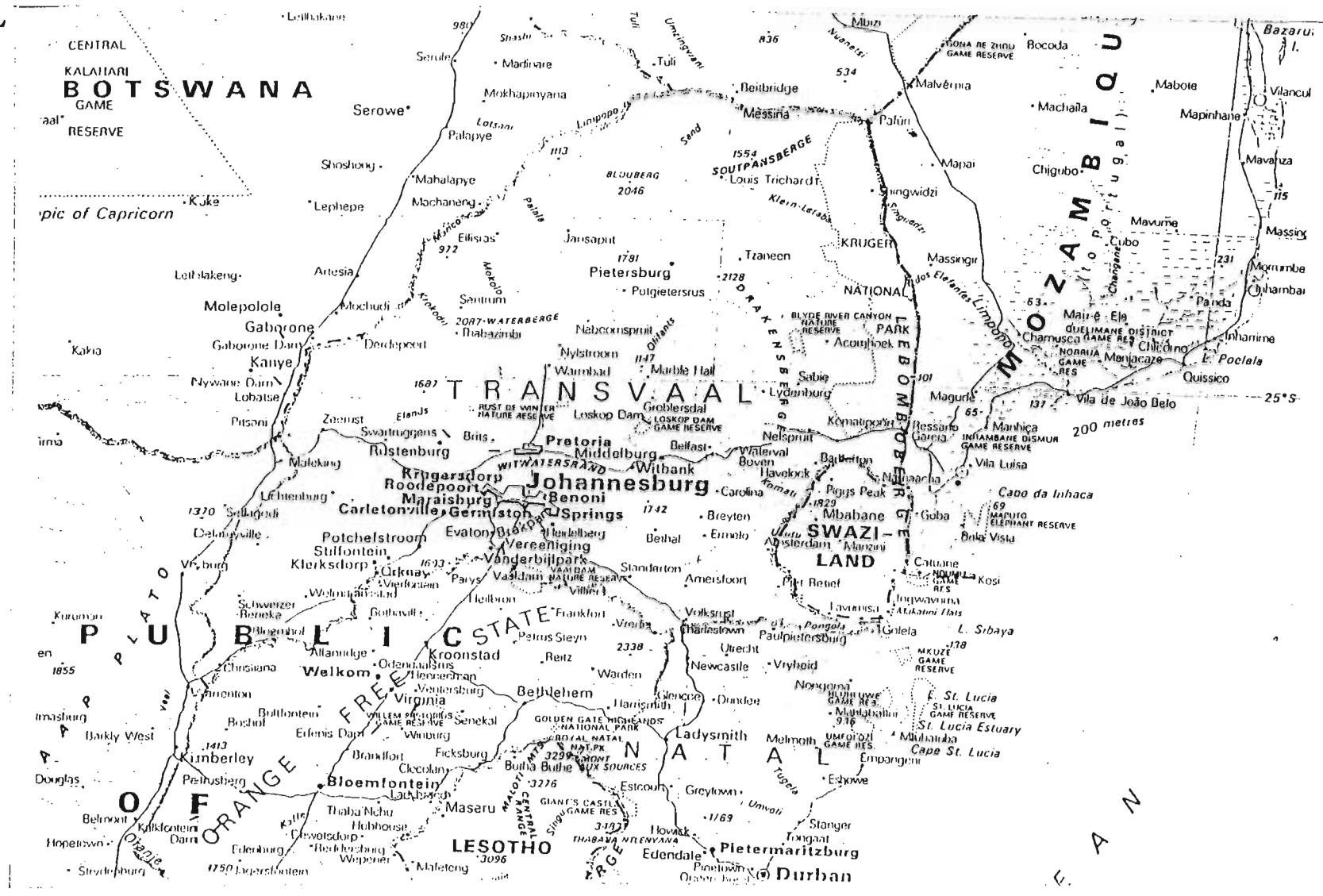
SOURCE: *Oxford World Atlas*, Oxford: Oxford University Press, 1973.

1.3   Basic Provincial Government Structure

The Transvaal Provincial Administration in 1992, planned, formulated and partially implemented a new Mission, Strategy and Policy. According to the Mission, the Administration committed itself to service excellence in a style that is courteous, smart, honest and open in an ethical and creative manner. It has defined its objectives as follows:-

*   Resource sensitivity and environmental conservation

*   The involvement and goodwill of communities

*   A dynamic, proud, satisfied and loyal workforce

*   Outstanding and participative management

*   Continuous improvement of productivity

The structure of the Transvaal Provincial Administration, which falls under the jurisdiction of the Administrator of the Transvaal, is demonstrated in Table 1.

2.   THE TRANSVAAL PROVINCIAL LIBRARY SERVICE

The Directorate of Library and Museum Services previously fell within the ambit of the General Provincial Services. After libraries had been identified as an important agent of community development in 1989, the Directorate of Library and Museum Services became part of the Community Development branch of the Transvaal Provincial Administration.

TABLE 1: Structure of the Transvaal Provincial Administration

```
┌─────────────────────┐         ┌─────────────────────┐
│   Director-General   │─────────│ Parliamentary Services│
└─────────────────────┘         └─────────────────────┘

┌─────────────────────────┐     ┌─────────────────────────┐
│ Deputy Director-General: │     │ Deputy Director-General: │
│ General Provincial Services│   │ Community Development     │
└─────────────────────────┘     └─────────────────────────┘

┌─────────────────────────┐     ┌──────────────────────────────┐
│    Chief Director:       │     │       Chief Director:         │
│  Personnel Management    │     │ Physical Planning and Development│
└─────────────────────────┘     └──────────────────────────────┘

┌─────────────────────────┐     ┌─────────────────────────┐
│    Chief Director:       │     │    Chief Director:       │
│  Management Services     │     │  Social Development      │
└─────────────────────────┘     └─────────────────────────┘

┌────────────────────────────────┐  ┌─────────────────────────┐
│       Chief Director:           │  │    Chief Director:       │
│ Nature and Environmental Conservation│  Local Government      │
└────────────────────────────────┘  └─────────────────────────┘

┌─────────────────────────┐
│ Deputy Director-General: │
│         Roads            │
└─────────────────────────┘

┌─────────────────────────┐
│    Chief Director:       │
│       Planning           │
└─────────────────────────┘

┌─────────────────────────┐
│    Chief Director:       │
│       Execution          │
└─────────────────────────┘

┌─────────────────────────┐
│ Deputy Director-General: │
│     Health Services      │
└─────────────────────────┘

┌─────────────────────────┐     ┌──────────────────────────────┐
│    Chief Director:       │     │  Deputy Director-General:     │
│    Hospitalisation       │     │ Financial Management and Works│
└─────────────────────────┘     └──────────────────────────────┘

┌─────────────────────────┐     ┌─────────────────────────┐
│    Chief Director:       │     │    Chief Director:       │
│   Community Health       │     │  Financial Management    │
└─────────────────────────┘     └─────────────────────────┘

┌─────────────────────────┐     ┌─────────────────────────┐
│    Chief Director:       │     │    Chief Director:       │
│ Planning and Medical     │     │        Works             │
│ Supporting Services      │     │                          │
└─────────────────────────┘     └─────────────────────────┘

┌─────────────────────────┐
│    Chief Director:       │
│ Administrative Services  │
└─────────────────────────┘
```

SOURCE: Transvaal (Province). *Provincial Administration*. Annual Report: 1991-1992, 9.

2.1 Structure

The following organograms illustrate the structural organization of the Service:-

TABLE 2: The Transvaal Provincial Administration

TRANSVAAL PROVINCIAL ADMINISTRATION

| BRANCH: HEALTH SERVICES | BRANCH: COMMUNITY DEVELOPMENT | BRANCH: FINANCIAL MANAGEMENT AND WORKS | BRANCH: ROADS | BRANCH: GENERAL PROVINCIAL SERVICES |

CHIEF DIRECTORATE: LOCAL GOVERNMENT - ADVICE SERVICES DEVELOPMENT — Chief Director

CHIEF DIRECTORATE: WELFARE DEVELOPMENT — Chief Director

CHIEF DIRECTORATE: PHYSICAL PLANNING AND DEVELOPMENT — Chief Director

DIRECTORATE: LIBRARY AND MUSEUM SERVICES — Director

SUB-DIRECTORATE: LIBRARY SERVICES — Deputy Director

SUB-DIRECTORATE: MUSEUM SERVICES — Director

DIVISION: DEVELOPMENT SERVICES — Assistant Director

DIVISION: PROMOTIONAL SERVICES — Assistant Director

DIVISION: SUPPORT SERVICES — Assistant Director

SUB-DIVISION: LIBRARY-BUILDING PLANNING — First Librarian

SUB-DIVISION: RESEARCH & MANAGEMENT INFORMATION — First Librarian

SUB-DIVISION: PERSONNEL DEVELOPMENT — First Librarian

SUB-DIVISION: MARKETING — First Librarian

SUB-DIVISION: REFERENCE AND INFORMATION SERVICES — First Librarian

SUB-DIVISION: SELECTION — First Librarian

SUB-DIVISION: CATALOGUING & CLASSIFICATION — First Librarian

SUB-DIVISION: SYSTEM MAINTENANCE — First Librarian

REGIONAL OFFICES

SECTION: ORDERS AND PROCESSING — Librarian

| WITBANK STREET OFFICE | PIETERSBURG STREET OFFICE | POTCHEFSTROOM STREET OFFICE | PRETORIA STREET OFFICE | WITWATERSRAND STREET OFFICE |

| DIRECTOR | DIRECTOR | DIRECTOR | DIRECTOR | DIRECTOR |

| DEPUTY DIRECTOR: SOCIAL DEVELOPMENT | DEPUTY DIRECTOR: SOCIAL DEVELOPMENT | DEPUTY DIRECTOR: SOCIAL DEVELOPMENT | DEPUTY DIRECTOR: SOCIAL DEVELOPMENT | DEPUTY DIRECTOR: SOCIAL DEVELOPMENT |

| ASSISTANT DIRECTOR: LIBRARY SERVICES | | ASSISTANT DIRECTOR: SOCIAL WORK | ASSISTANT DIRECTOR: SOCIAL WORK | ASSISTANT DIRECTOR: LIBRARY SERVICES |

| FIRST LIBRARIAN: EAST TVL | FIRST LIBRARIAN: SOUTH EAST TVL | FIRST LIBRARIAN: NORTH TVL | FIRST LIBRARIAN: WEST TVL | FIRST LIBRARIAN: PRETORIA | FIRST LIBRARIAN: CARLETONVILLE | FIRST LIBRARIAN: JOHANNESBURG | FIRST LIBRARIAN: GERMISTON |

REGIONAL LIBRARIAN: ERMELO

REGIONAL LIBRARIAN: STANDERTON

REGIONAL LIBRARIAN: PRETORIA

REGIONAL LIBRARIAN: CARLETONVILLE

REGIONAL LIBRARIAN: JOHANNESBURG

REGIONAL LIBRARIAN: GERMISTON

REGIONAL LIBRARIAN: MIDDELBURG

REGIONAL LIBRARIAN: NELSPRUIT

REGIONAL LIBRARIAN: LYDENBURG

REGIONAL LIBRARIAN: RUSTENBURG

REGIONAL LIBRARIAN: KLERKSDORP

REGIONAL LIBRARIAN: LICHTENBURG

REGIONAL LIBRARIAN: NYLSTROOM

REGIONAL LIBRARIAN: PIETERSBURG

REGIONAL LIBRARIAN: TZANEEN

SOURCE: Transvaal Provincial Library Service

2.1.2 Notes on Structural and Organizational Changes

The year 1991/2, as described in Chapter Two, witnessed a fundamental change in direction for the Service from a supportive to a developmental role. As clearly stated in the Annual Report for 1991/92, by making library material freely available to all, improvement to the quality of life became the ultimate objective of the Service. A policy of affirmative action designed to redress the imbalances of the past and to place library services in Black residential areas on a level with those in White residential areas was actively pursued. The emphasis on the recreational role of the library was replaced by educational and information functions. These objectives were facilitated by several changes within the Service.

2.1.2.1 Library Support Service

Of the R15,481,714,61 spent on the purchase of library material during 1991, R600,000 (3.9%) was spent on material designed to promote literacy. There was more than 100% increase in the purchase of material in the indigenous languages, and in all other categories there was an average increase of more than 50% in purchases. Emphasis was increasingly placed on the purchase of non-fiction and specifically, supplementary study material for developing areas. The Executive Committee approved that all libraries will, in future, qualify for reference work providing their location falls within the jurisdiction of a local government (Transvaal (South Africa). Provincial Library Service. Annual

Report, 1991/92, 2).

2.1.2.2 Regional Organization

Due to the integration of the Service, the number of regions was reduced from eighteen to fifteen, with the reclassification of regions being made congruent with the existing Development Regions. These changes are illustrated on the following maps and represent a fundamental shift away from service to predominantly White interest, with depots playing an increasingly significant role in the development of all those residing in remote areas.

As from 1 April 1991, the rural regional libraries were placed under the offices of the Regional Directors of the Community Development Branch at Potchefstroom, Pietersburg and Witbank. The function of the Director of Library and Museum Services with regard to the decentralized regional libraries, is to lay down professional policy, norms and standards, as well as the monitoring and the implementation thereof. Furthermore, the Service supports the Regional Directors in the purchase, retrieval and preparation of material, the development of staff and buildings, and the fulfilment of research needs. As reported in the 1991/92 Annual Report, approximately 25% more library material was received by the regional libraries for distribution to service points (Transvaal (South Africa). Provincial Library Service. Annual Report, 1991/92, 3-4).

MAP 1:   THE REGIONS PRE-1990

PIETERSBURG

TZANEEN

NYLSTROOM

LYDENBURG

RUSTENBURG

PRETORIA
Head Office
Hoof Kantoor

MIDDELBURG

NELSPRUIT

LICHTENBURG

CARLETONVILLE

GERMISTON

KLERKSDORP

STANDERTON

ERMELO

GRENSE VAN BIBLIOTEEK-STREKE – – – – –
BOUNDARIES OF LIBRARY REGIONS – – – – –

STREEKBIBLIOTEKE
REGIONAL LIBRARIES

MAP 2: THE REGIONS POST-1990

LANDROSDISTRIKTE

1. AMERSFOORT
2. BALFOUR
3. BARBERTON
4. BELFAST
5. BENONI
6. BETHAL
7. BLOEMHOF
8. BOKSBURG
9. BRAKPAN
10. BRITS
11. BRONKHORSTSPRUIT
12. CAROLINA
13. CHRISTIANA
14. CLIGNY
15. DELAREYVILLE
16. DELMAS
17. ERMELO
18. GERMISTON
19. GROBLERSDAL
20. HEIDELBERG
21. JOHANNESBURG
22. KEMPTONPARK
23. KLERKSDORP
24. KRUGERSDORP
25. LETABA(1)
26. LICHTENBURG
27. LYDENBURG
28. MARICO
29. MIDDELBURG
30. NELSPRUIT
31. NIGEL
32. OBERHOLZER
33. PILGRIMS REST (1)
34. PIETERSBURG
35. POTCHEFSTROOM
36. POTGIETERSRUST
37. PRETORIA
38. RANDFONTEIN
39. ROODEPOORT
40. RUSTENBURG
41. SCHWEIZER - RENEKE
42. SPRINGS
43. STANDERTON
44. VANDERBIJLPARK
45. VENTERSDORP
46. VEREENIGING
47. VOLKSRUST
48. WAKKERSTROOM
49. WARMBAD
50. WATERBERG
51. WATERVAL BOVEN
52. WITBANK

53. WOLMARANSSTAD
54. SOUTPANSBERG (1)
55. WESTONARIA
56. PIET RETIEF
57. ALBERTON
58. CULLINAN
59. THABAZIMBI
60. BOCHUM
61. BOLOBEDU
62. BOCHASSO
63. ELLISRAS
64. GIYANI
65. HIGHVELD RIDGE
66. KATLEHONG
67. KOSTER
68. LETABA (2)
69. MALAMULELE
70. MOUTJANA
71. MESSINA
72. MHALA
73. MOKERONG (1)
74. MOKERONG (2)
75. MOKERONG (3)
76. MOUTSE (1)
77. MOUTSE (2)
78. MOUTSE (3)
79. NAMAKGALE (1)
80. NAMAKGALE (2)
81. NAPHUNO (1)
82. NAPHUNO (2)
83. NEBO
84. NSIKAZI
85. PHALABORWA
86. PILGRIMS REST (2)
87. RANDBURG
88. RITAVI (1)
89. RITAVI (2)

90. SEKGOSESE (1)
91. SEKGOSESE (2)
92. SEKHUKHUNELAND
93. SESHEGO
94. SOSHANGUVE (1)
95. SOSHANGUVE (2)
96. SOUTPANSBERG (2)
97. SOUTPANSBERG (3)
98. SWARTRUGGENS
99. ....
100. WHITE RIVER
101. WONDERBOOM

SOURCE: Transvaal Provincial Library Service

142

2.1.2.3 Library Development Service Division

This Division of the Service was established in April 1991, and comprises four subdivisions, namely Library Buildings Planning, Marketing and Promotion (both previously existent) and two new components: Staff Development, and Research and Management Information.

Library Buildings Planning:

This sub-section was involved in the planning of forty one library projects in 1991, all in different stages of development, as well as in upgrading and replanning of existing libraries. The change in emphasis from the traditional to a more community-orientated library centre has become an established concept in the Service during the last few years. To this end, a document has been drawn up to provide a blue-print of norms and standards for determining surface areas, book stock, staff and hour requirements.

Marketing and Promotion:

This sub-section assists regional and public libraries in the marketing and promotion of their services. A whole range of promotional material is accordingly distributed to the libraries, and includes silk-screen posters. The Service's quarterly journal, <u>Book Parade</u>, remains a vital communication tool in disseminating information on policy changes and developments, as well as marketing library material and book reviews.

Staff Development:

The need to develop and utilize staff skills became even more urgent given the Service's new orientation towards communities. Although staff training had been offered in the past, this Subsection acquired its present form and functions on 1 February 1992. Training entails lectures, smaller training sessions at a regional level, and the idea of training circles was established. The latter focus on a wide range of subjects including training in story-telling techniques, motivating staff to improve communication skills, and training in user guidance.

Research and Management Information:

It became obvious that in order to render an efficient service to the community, their needs would have to be fully understood. This subsection was accordingly briefed to undertake continuous research into the subject. This was complemented by the development of a management information system designed to support managers in decision-making and to supply relevant current awareness material. (Transvaal (South Africa). Provincial Library Service. Annual Report, 1991/92, 5-6).

2.2   **Provincial Library Policies**

2.2.1   **Policies Pre-1990**

Apart from the Collection Development Policy outlined below, documentation on the Transvaal Provincial Library's hard core policy proved impossible to

obtain. This was despite a cordial and helpful relationship between the present

Director and her staff, a visit to the Library headquarters in Pretoria, and

numerous telephone calls to senior staff. On 22 July 1993, the following fax

was sent to the Director in order to clarify exactly what was needed to provide

a comparison between the apartheid era and the policies pursued post 1990, and

for this reason it is reproduced in full:

> I appreciate your willingness to assist me with my thesis. I acknowledge with thanks the material received from Mrs Moolman (Old book selection policy; policy on literacy; maps of regions; organizations). However I cannot proceed further without the following additional information:
>
> 1. Any policy statements on the provision of library services to Blacks, Coloureds, and Indians during the period 1952 to date. I am aware of the confidential requirements but these will be kept strictly within the confines of the thesis.
>
> 2. The implications of the legislation of the time, eg. Group Areas Act and Separate Amenities Act for library services as rendered by the TPLS.
>
> 3. As noted from your collection development policy statement on community analysis and service, it would be of tremendous benefit if I could be given access to the findings of these surveys - or at least those relevant to Black communities
>
> 4. Your policy on Research and Management confirms that research is being undertaken on an on-going basis. It would be most helpful to have relevant findings generated by this research.

At present I have little or no information on policies, practices and

perceptions affecting Blacks in the years 1952-1990. The TPLS annual reports were not very informative in this regard. My own attempts at obtaining this information from the constituent TPLS libraries themselves were unsuccessful. The questionnaire I sent to the TPLS was returned with little or no information. I am therefore appealing to you to provide as much as possible of the information indicated above. The information I request represents the heart and focus of my thesis. I am willing to come to the TPLS to obtain this information if this will facilitate its provision.

On 13 September 1993, an oral reply was received from the Director indicating that any such help in providing the requested information was impossible. The following reasons were given. Firstly, that the archived material was in the stacks and access was difficult. Secondly, that a search through this documentation would require a page-by-page search and that this was not feasible. Thirdly, that policy often consisted of a note pencilled in the margin and this in turn became the adopted course of action. Fourthly, the Director stated that there were no formal policy documents, and that assistance could not be provided unless more specific questions were posed. As these had been itemized in the fax cited above, it was decided that certain extrapolations would have to be made from the evidence provided by the questionnaires, and, perhaps, that the lack of available data spoke for itself. One could deduce that there was no coherent policy pertaining to the Blacks or that the material was of such a nature that the authorities were not willing to divulge its contents.

2.2.2 Collection Development Policy Pre-1990

The goal of this policy, as stipulated in the document entitled: Aankoopbeleid van Biblioteekmateriaal (Purchasing Policy of Library Material), focused mainly on the cultural enrichment of library users. Stated objectives further included providing for leisure time activities and research material. The latter, if not available from existing stock, would be procured on inter-library loan. It would include both study material and vocational literature. Prescribed books would be bought for the Black community only, unless motivated by exceptional circumstances for Whites. The Service participated both in the programme aimed at providing basic stock for the different regions, as well as the establishment of a national bookstock. This entailed taking responsibility for certain subject areas as designated by the Library Advisory Council. Cultural matters were to be further stimulated by the arrangement of exhibitions, discussions and lectures.

Selection of material, determined by budgetary constraints, provided for the specific reading and learning needs of the differing cultural communities and various user and special user groups, such as pre-school children, teenagers, adults, handicapped and the like. Flexibility was regarded as an important factor in order to accommodate changing mores, educational standards and aspirations. As a general guideline, predominance was given to the purchase of books in both the official languages of English and Afrikaans. In the case of special ethnic groupings, however, preference was given to literature in the relevant

language. Professional literature was selected on the basis of both specialized needs and the creation of a central collection of subject material designed for reference and borrowing purposes. Final responsibility for selection lay with the Director in conjunction with advice from the Advisory Council or its delegated nominees.

Selection was based on standard guidelines appropriate to the category of material: books - subject literature and fiction, films, art prints, and periodicals, with different emphases relevant to the purchase of stock for adults and children. These included aspects of story line, credibility, popularity of theme and in the case of children, relevance to age group and contribution to development. Currency of information, authoritative nature, objectivity, scientific soundness, popularity and actuality were some of the attributes necessary for the purchase of Non-fiction. Physical factors such as print, format, paper quality, binding, illustrations, index, bibliography and price were of necessity taken into consideration. With regard to books in the vernacular, all titles by bona fide South African publishers were bought according to readers' needs.

2.2.3   Collection Development Policy Post-1990

The objective of the Transvaal Provincial Library Service has been clearly defined as follows:

> To develop collections in such a manner that a library development
> service can be made available to identified target groups in order

to enhance the quality of life of every individual in the Transvaal.

The provision of material to satisfy community needs and with the stated aim of bringing all libraries to the same standard represents a fundamental shift in emphasis from the pre-1990 period. This is further enhanced by the objective of literacy promotion by the choice and acquisition of relevant material; the need to pro-actively purchase material to fill the needs or possible needs that users may have; an emphasis on the provision of information and the need to buy basic library materials for community information as well as material which could promote educational standards and knowledge.

L. Lategan, Assistant Director of the Library Support Services division writing in a paper entitled Collection Development: Policy notes that:

> Collection development is a process whereby it is ensured that the information needs of communities are satisfied at the right time and in the correct manner by means of the application of information resources within and outside the organization. Effective collection development requires a definite plan according to which weaknesses in the collection may be remedied and strengths maintained.

Lategan stresses the need for a written plan of action with the necessary information and guidelines to enable library personnel to effectively plan and make decisions regarding the collection. Five main components form the basis of the policy. These include selection, acquisition, maintenance/deselection, evaluation, and community analysis. A carefully determined selection policy becomes critical to the pro-active development of the collection as not only does it supply criteria for the choice of library material, but does so in terms of user

needs, gauged by means of community analysis, surveys and data collection (1993, 4-5). The Senior Librarian: Book Selection, Mariette van Os states that it is the policy of the Service to select and purchase, within the limits set by the budget, material that will fulfil the needs of all the communities in the Transvaal regarding education, information, cultural enrichment, recreation and literacy.

Van Os itemizes the guidelines taken into consideration in the selection of material as follows:

* Each book is judged on its own merit.
* User needs are taken into account.
* The contents should not offend on the grounds of violence, racial relationships, religion, moral standards, sensation, and other cultural views.
* The situation of the bookstock is taken into account.
* Language usage and style are taken into consideration.
* Physical format is noted.
* Pro-active building up of stock is kept in mind.
* Reviews and discussions found in other sources are consulted.

The need to take cognizance of trends and changes, both nationally and internationally, is an essential component of book selection and one would have to consider for example, the information explosion, the computer as a communication medium and the relevant technology, and illiteracy. The role of the public library in assisting children with school projects and career guidance has come increasingly to the fore and provides a challenge to the existing traditional school media centre. Essential study material has become the prerequisite of a large group of adolescents and young adults, and their needs

will require careful monitoring. South Africa has one of the fastest growing populations of the elderly worldwide, and their special needs, for example, for large print literature will have to be considered. Community needs have already been mentioned and their separate needs and differences will have to be accommodated, as will regional languages. Implicit in this, is the assumption that the public library will have to go to greater lengths to ensure that the right book reaches the right community.

Van Os concludes by asserting that despite changes and trends outlined above, that for each public library and its own unique community a central collection should be built up, which would consist more or less of:

- Classic works and A-class material in both fiction and non-fiction categories.
- Bestsellers
- Full coverage of all Dewey classes
- Complete reference collections
- Literacy material
- Relevant indigenous languages
- Magazines, newspapers and other similar material
- Community information material, where possible
- Audio-visual material (1993, 18-19).

The Directorate of Library and Museum Services and the Selection Subdivision have drawn up a relevant and adaptable selection policy which includes detailed criteria for the acquisition of literacy material, reference works, study material, books in African languages, comics, large print material, and large format material for story hours. Significant is the section on Reference Works and Yearbooks as it illustrates the change in emphasis from the pre-1990 policy, as all public and branch libraries in areas in which local

151

authorities are responsible, qualify for reference works and standing orders for annuals. New service points choose from a list of standard reference works which are annually updated. These include dictionaries of all kinds, encyclopedias, atlases, biographies, travel guides, and yearbooks. (Transvaal (South Africa). Provincial Library Service. Aankoopbeleid van Biblioteekmateriaal, 1993).

2.2.4   Acquisitions Policy for Literacy and Development

Literacy material will be bought for all illiterates or newly-literate regardless of race or cultural group. Material includes books and pamphlets, comics, reading packages, wall charts, flash cards and audio-visual. In order to reach the maximum audience, material is bought in bulk. Packages designed to promote literacy are bought for use in libraries or for loan to literacy groups. These are bought on merit in English, Afrikaans, and the African languages. Any material bought in the African languages is selected by experts, and experts are also consulted in the drawing up of guidelines for the selection of relevant material (Transvaal (South Africa). Provincial Library Service. Aankoopbeleid van Biblioteekmateriaal, 1993).

A literacy and development support service exists within the structure and scope of the Library Service as determined by Ordinance No. 20 of 1982, as amended by Ordinance No. 9 of 1986. It further aims to maintain a strategy which will ensure the planning and management of the Service according to

pro-active, recognized and successful techniques, which includes regular evaluation and re-adjustment. Target groups have been identified in order to promote the quality of life of every Transvaal inhabitant by means of training, support and the supply of information.

The target groups include the following: personnel of the Sub-directorate of Library Services; personnel of the Branch Community Development; local government personnel; management committees of informal settlements; managers of depot service points; literacy and development organizations; publishers and producers of literacy material; audio-visual material producers and agents.

It is guided by a permanent committee, with the Principal Librarian as chairperson and comprising an official from each of the following components - media selection, training and research, and from both a rural and urban regional office. This committee provides a budget and fosters research, markets the service and serves as a co-ordinating link both with other organizations active in the field and the library profession (Transvaal (South Africa) Provincial Library Service. Beleidsdokument vir die Geletterheids - en Ontwikkelings Ondersteuningsdiens).

2.2.5   Staff Development Policy

A well-trained staff must be considered as one of the most vital components in rendering, supporting and promoting an efficient library service. This principle

has been formalized by the Transvaal Provincial Library Service in a document entitled Policy: Staff Development which targets for training the staff of the Service, those of the regional libraries that fall under the Community Development Branch, as well as the staff of library centres at local governments and bodies. Policy varies according to these specific categories and entail the utilization of carefully constructed training packages based on the determination of needs and related to an annual development schedule. The policy document stresses the need for flexibility and constant review given the changing composition of users, in their levels of education, needs and aspirations.

The development policy of the former reads thus:

> It is the policy of the Transvaal Provincial Library Service that officers be equipped, motivated and activated, within budgetary limits, to broaden their knowledge, increase their productivity, improve communication skills, and to create and maintain sound labour relations.

> The policy of the latter differs as staff members are not officers of the Service and, since their communities comprise different cultural groups, cognizance is taken of their particular needs. Such training is not prescriptive, but voluntary attendance at training sessions is encouraged.

Needs and type of information to be conveyed determine the nature of training courses, which, for ease of classification, are divided into models: the yellow model comprises the advanced professional; the red, professional; the blue, administrative, and the green, the entry package. They take the form of courses offered by the Sub-directorate of Training; training sessions held by staff of the Subdivision of Staff Development of the Transvaal Provincial

Library Service; sessions for motivating centres to establish and monitor training circles for their staff; seminars; workshops; sessions for introducing the technique of conducting small-group activities.

The policy document itemizes practical guide-lines for achieving development objectives. With reference to the Transvaal Provincial Library Service, all training needs are stipulated before 1 September of each year. This allows a planning period of two months in which Staff Development, in conjunction with Principal Librarians and relevant Assistant Directors, can formulate and distribute a development programme for the subsequent year. The responsibility for internal functional staff training lies with the sub-division concerned. Written guidelines and visual material such as posters, transparencies, and videos are utilized as means of training support.

In the case of the Sub-directorate of Training and the Training Institute, the co-ordination of nominations for courses lies with the staff of the Subdivision of Staff Development. Group courses and those for especially nominated individuals may also be offered by the Sub-directorate of Training provided that such needs are indicated prior to 1 October annually. Staff Development also ensures structured development by co-ordinating all requests and arrangements for ad hoc training, as well as the training courses (Transvaal (South Africa). Provincial Library Service. Policy: Staff Development).

2.3　　Research and Management Information

This dual-pronged approach is aimed at ensuring a needs-directed library service to all inhabitants of the Transvaal. The research aspect supports its effective provision while the management information service is designed to facilitate appropriate Provincial Library decision-making at managerial level. In addition, it co-ordinates research with other provincial library services and appropriately disseminates findings. Target groups thus include both the top management and staff of the Provincial Library Service, staff working in regional libraries under the Community Development Branch, and staff of the local government library centres. The adaptability of both components to changing mores, population compositions and aspirations should be noted.

Scientifically based research projects are therefore undertaken within specified parameters. These include problem formulation and identification of objectives; the research subject; description of methods;literature searches; drawing up of questionnaires; empirical investigations; analysis of empirical data; synthesis and formulation of conclusions and recommendations; final report. Active development of information sources for the execution of objectives is essential to this research work, and further includes a management information data-base. It also entails the recruitment of the appropriate postgraduate library and information science students necessary to accomplish the task, and the dissemination of findings is an important component of the exercise.

The liaison role of the Principal Librarian, Research, in notifying each regional director of the Community Development Branch of any research project undertaken and in which his region might be involved, should be noted. The Principal Librarian is also responsible for informing other research components of provincial library services of research projects undertaken. The Principal Librarian both periodically re-evaluates the research programme and annually undertakes a needs assessment for research. This includes the implementation of surveys before 1 September of each year to facilitate planning and cost estimates. The annual research programme, provided before 1 November and circulated to all relevant parties, is determined by the research component and approved by the Director, Deputy-Director and Assistant Directors concerned. Functional research in sub-divisions is the responsibility of the subdivisions themselves. When any completed research is utilized by the staff of the Transvaal Provincial Library Service or staff working in regions under the Community Development Branch, the research component is correspondingly informed (Transvaal (South Africa). Provincial Library Service. Draft Policy: Research and Management Information).

2.4   User Fees

A revised affiliation agreement, dated 21 December 1990 and entitled

Permanent Circular Letter B14 of 1990 concerns the levying of user fees in the

Transvaal:

> The extension of clause (e) implies that your Council can in future
> levy user fees which will not be more than the annual running cost
> per member of the library, redemption on capital expenditure
> regarding library buildings and furniture to be excluded...
> Furthermore, the Director: Library and Museum Services must in
> future approve all tariffs for user fees levied by your Council.
> Provided that the Local Authority may impose user fees, these are
> subject to the following conditions:-

> That:

> 1.   The basic reference service, loan services,
>   cultural and educational programmes and
>   professional information services in support of
>   research, professions, trade and industry can be
>   classified as subsidized services, which implies
>   that costs may be recovered as far as possible
>   by user fees

> 2.   The obtaining of documents (inter-library loans
>   and photocopying) can be classified as
>   economic services, which implies that costs may
>   be recovered totally from the users

> 3.   All income obtained from the imposition of user
>   fees will be dealt with according to Section
>   79(53) of the Ordinance on Local Government
>   1939 (No. 17 of 1939) and can be applied for
>   library purposes.

In an examination of the possible effects of charging for library use,

Charlotte Pitts reveals that, by the end of 1992, forty libraries were

participating but that none of them were public libraries in the predominantly

Black areas. She itemizes the various options adopted in implementing the scheme:

- Membership fees may be requested from all potential users within the municipal boundaries as well as from the outlying districts.

- Membership fees may be requested only from potential users beyond the municipal boundaries.

- Different rates may apply to those within and those beyond the municipal boundaries.

- Some libraries may request a deposit from all potential users instead of/in addition to membership fees.

- Some libraries may request a deposit only from potential users beyond the municipal boundary.

- Membership fees may be requested from non-rate payers only.

Pitts notes that, because of this lack of conformity, it is difficult to draw valid conclusions regarding the effects that charging has on library use. The results of a survey conducted demonstrate that not all effects have been negative, but that people beyond municipal boundaries, children and pensioners are the groups most affected by library charging (1992, 3-7).

2.4.1   Comment on User Fees

A critical factor, however, emerges in view of the developments evidenced by the formal cessation of apartheid. It is necessary to examine the political implications that charging could have given the scrapping of the Separate Amenities and Group Areas Acts, as referred to in Chapter One.

One of the most dynamic documents envisioning a future non-racial democratic South Africa, the Freedom Charter, was adopted at Kliptown on 26 June 1955 by over 3000 delegates representing the views, aspirations and demands of millions of South Africans, Black and White and from all walks of life. Although the Freedom Charter has been described as providing the goals but not the means it was drawn up in response to the beginnings of the apartheid state. It addressed, among others, the question of education and culture, the inequities of which have been substantially documented and which are still prevalent some forty years later, in the following terms:

- The doors of learning and culture shall be opened;

- The government shall discover, develop and encourage national talent for the enhancement of our cultural life;

- All the cultural treasures of mankind shall be opened to all, by free exchange of books, ideas and contacts with other lands;

- The aim of education shall be to teach the youth to love their people and their culture, to honour human brotherhood, liberty and peace;

- Education shall be free, compulsory, universal and equal for all children

- Higher educational and technical training shall be opened to all by means of state allowances and scholarships awarded on the basis of merit;

- Adult illiteracy shall be ended by a mass state education plan;

- Teachers shall have all the rights of other citizens;

-       The colour bar in cultural life, in sport and in education shall be abolished.

The formal abolition of apartheid has left unresolved the problems of a rapidly growing population, massive urbanization, and unemployment. Cultural and educational impoverishment is still very much a fact of South African life. The free flow of information, necessary for the vast majority of the population to obtain the knowledge, skills and attitudes enabling them to function effectively in society and empowering them in their struggle to achieve both political, social, and economic change and parity lies with education and its handmaiden, the library.

In the survey referred to by Pitts, the following reasons were given for implementing library charges:

Control of influx of outsiders	7.69%
Improvement of service/building/etc	30.76%
To recover increased running costs	15.38%
To discourage stock loss/encourage cost awareness	38.46%
Council decision	3.84%
Abolishment of racial legislation to prevent people of doubtful character joining	3.84%
To collect funds from non-ratepayers	11.53%
Users should lighten tax load on non-users	3.84%
Library desires greater autonomy over a portion of its funds	3.84%
	(1992, 5)

Ms Pitts indicates a huge range in the annual income generated by charging for library services in a scale from R100 to R228,000. Most of the libraries utilize funds generated for library purchases or projects, yet in some cases monies are incorporated into municipal budgets indicating a lack of

autonomy and control over their own affairs.

In considering perceptions and practicalities concerned with library charges, an analysis of press reports written shortly after the repeal of the Separate Amenities Act on 15 October 1990, reveals measures deployed, particularly by the right-wing Conservative Party, to maintain racial segregation under a different guise. The simplest strategy is the raising of entrance fees to public facilities to a level beyond the reach of the vast majority of Blacks. A variant would be the imposition of an exorbitantly high fee on non-residents. As facilities are, in the main, located in segregated White towns, residents are White, non-residents Black. Libraries, parks, resorts and swimming pools are among the most obvious targets. Examples of charges for library services implemented in 1990 occurred in Bethal (non-residents: R500 p.a.); Secunda (non-residents: R240 p.a.);, Pietersburg (non-residents: R100 p.a.; residents R12 p.a.); Witbank (non-residents: R20 deposit on each book); Middelburg (need electricity account to become a member); Pretoria (non-residents: R50); Vereeniging (non-residents: R50). (The Star, 17 October 1990 and 4 November 1990; Facts and Reports, 19 October 1990; Sunday Times Metro, 8 July 1990).

Similarly, as massive price hikes can be cited on the use of other facilities, it is difficult to disprove the charge of racism levelled against some of the Transvaal municipal councils. The Transvaal Provincial Administration initially adopted a firm stance towards right-wing town councils denying Blacks easy access to municipal libraries. Acting Administrator, Willie Hoods, ordered

municipalities to consult the Administration before charging fees. It also threw open libraries to everyone whether or not the person lived in the municipal or local authority area. Hoods said in a statement that it was now compulsory for municipalities to have permission before levying user fees (The Star, 17 October 1990). This facility, however became freely available to all by the implementation of the 21 December 1990 revised affiliation agreement.

3.   Statistical Review

The following tables are presented in order to demonstrate the library services rendered to the inhabitants of the Transvaal over the forty-year period from 1952 to 1992:

Table 3:   Population Groupings

	1952	1962	1972	1982	1992
WHITES	1205458	1465575	1890182	2368539	2753076
COL/INDIANS	124307	117295	231416	345063	470622
AFRICANS	3472640	4633378	4267272	5662440	6257952
TOTAL	4802405	6216248	6388870	8376042	9481650

SOURCE: *Population Census, 1951-1991*

Table 4 **Total Public Libraries: Membership**

	ADULTS	CHILDREN	TOTAL	TPLS - COL & BLACKS	TVL. TOTAL
1952/3	157312	123372	280684	-	280684
1962/3	241611	157424	399035	2122	401157
1971/2	452116	265452	717568	31742	749310
1981/2	518174	277226	795400	70663	866063
1991/2	-->				1,129812

SOURCE: *TPLS Annual Report* and *Official South African Municipal Yearbooks*

Table 5: **Total Public Libraries: Membership (Bar Chart)**
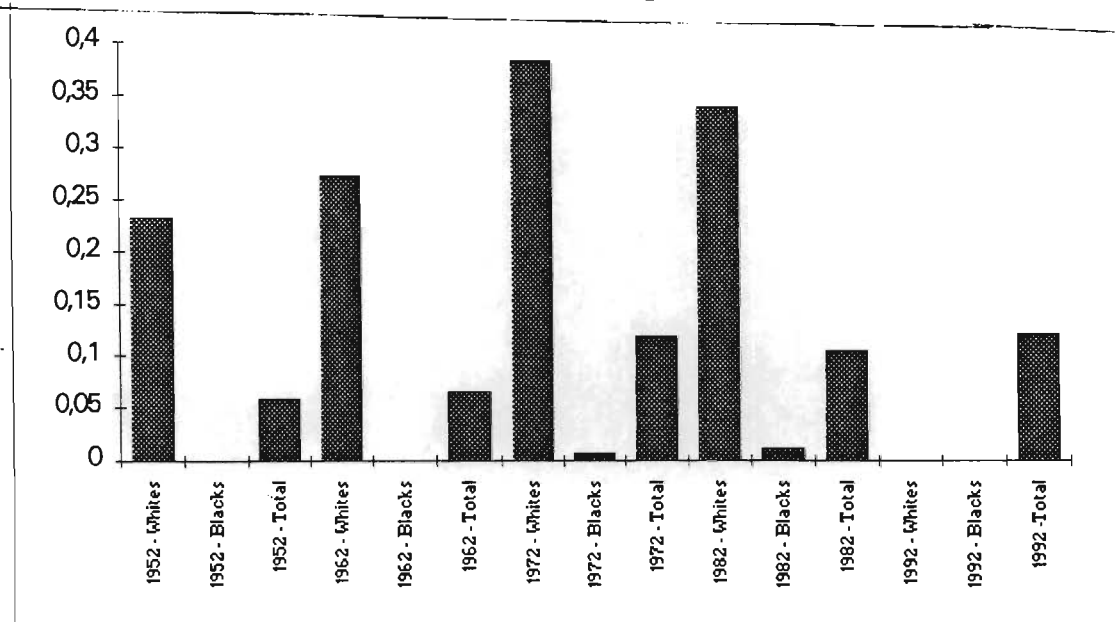
Table 6: **Provincial Public Libraries: Membership**

	1952	1962	1972	1982	1992
WHITES	91677	187730	310049	482278	}
COL/INDIANS	-	2122	1101	25210	} 613444
AFRICANS	-	-	30641	45453	}
TOTAL	91677	189852	341791	552941	613444

SOURCE: *TPLS Annual Reports*

Table 7:   **Provincial and Independent Public Libraries: Bookstock**

1952/3	·2,386,450
1962/3	3,167,244
1971/2	5,193,042
1981/2	7,061,463
1991/2	8,655,140

SOURCE: *TPLS Annual Reports* and *Official South African Municipal Yearbooks*

Table 8:   **Provincial Public Libraries: Bookstock**

	1952	1962	1972	1982	1992
WHITES	476875	1514049	3120239	4,406,101	}
COL/ INDIANS	-	-	13424	} 167934	} 5284929
AFRICANS	-	-	149804	}	}

SOURCE: *TPLS Annual Reports*

Table 9:   **Public Libraries Total: Circulation**

YEAR	WHITES	TPLS AFRICANS/ COLS/INDIANS	TOTAL
1952/3	7,147,163	-	7,147,163
1962/3	9,955,266	-	9,955,266
1971/2	16,149,045	438,316	16,587,361
1981/2	17,430,228	701,449	18,131,677
1992	-->		25,274,804

SOURCE: *TPLS Annual Reports* and *Official South African Municipal Yearbooks*

Table 10:   Public Libraries Total: Special Services

YEAR	NO. OF LIBRARIES	NO. OF DEPOTS	REFERENCE	CHILDREN'S	AFRICANS
1952/3	80	408	33	45	9
1962/3	96	579	467	44	26
1971/2	115	379	48	47	104
1981/2	152	255	62	103	130+
1992	NO LONGER APPLICABLE				

SOURCE: *TPLS Annual Reports* and *Official South African Municipal Yearbooks*

Table 11:   Provincial Public Libraries: Service Points

	1952		1962		1972		1982		1992
	L	D	L	D	L	D	L	D	
WHITES	62	441	89	579	118	379	136	255	196 = L
COL/INDIANS	-	-	15	-	3	5	29	-	66 = B 133 = D
AFRICANS	-	-	-	-	32	41	54	46	206 = TPA D
TOTAL	62	441	104	579	153	425	229	301	601

SOURCE: *TPLS Annual Reports*

Table 12:   Provincial Libraries Total: Finance - Library Material

1952	R 54,426.00 (£27,215.4/9)
1962	R 172,763.56
1972	R 725,276.00
1982	R 3,185,000.00
1992	R14,481,714.61

SOURCE: *TPLS Annual Reports*

Table 13:   Public Libraries Total: Finance

	Union/Rep Govt.	Provincial Govt.	Municipal Govt.	Other (incl subs)	Total
1952/3	£15,000	£83795	£225,465	£20432	£344,692 i.e. R689384
1962/3	R58,576	R375,900	R861,620	R51,002	R1,347,098
1971/2	-	R1,011,413	R3,554,428	R44,644	R4,610,485
1981/2	R8,150	R7,200	R5,412,605	R100,593	R5,528,548

1952/3 Province gave £600 to the Transvaal Non-European Library Service and £83195 to the Transvaal Provincial Library Service.
1962/3 Total subsidy given to the Transvaal Provincial Library Service.
1981/2 Bulk of money paid by municalities.

SOURCE: *Official South African Municipal Yearbooks*

4.   Case Studies

4.1   Questionnaires

In order to obtain an adequate sampling of information from fifty Transvaal libraries, a questionnaire on resources and services was compiled for the period under review. It was distributed to all the independent libraries as well as to an ad hoc selection of an additional one hundred libraries, Black and White. The questionnaire provided for statistics divided by racial grouping and covered the following aspects:

- Population statistics in the municipal area concerned
- Library membership
- Library finances
- Buildings provided for library services
- Stock suitability
- Stock adequacy
- Meeting of community information needs
- Meeting the needs of scholars and children
- Opinion requested on fiction and non-fiction provided, especially on adequacy of vernacular titles
- Opinion on periodicals provided

- Audio-visual facilities
- Circulation statistics
- Library staff statistics
- Comment on library policies applied to library services
- Comment on resources and services provided by the Transvaal Provincial Library Service
- General, including library history and progress

Participants were given approximately six weeks to respond to the questionnaire. Results were disappointing as only twelve replies were received and information, in the main, was cursory.

Reasons for the lack of response to the initial questionnaire could have been the customary inertia associated with the tedium of completing them. Alternatively, the questionnaire could have appeared intimidating given the preponderance of statistical material requested or, perhaps, librarians were not prepared to supply candid opinion on the body on which they are so dependent.

It was decided to simplify the questionnaire and to focus on the narrative rather than the statistical, but once again, replies were initially received by only three of the eighteen Black libraries approached. The violence experienced in many of the Black townships could be a reason for the lack of reply, and the intensity of the unrest, although mainly Black-on-Black, precluded any visits to the libraries concerned in order to conduct personal interviews. Telephone calls and postal follow-ups elicited minimal response, although a few questionnaires containing useful information were received.

It was therefore decided to concentrate on a sampling of twelve libraries in order to build up a corpus of information and to extrapolate, if possible, data

and trends which would give indicators as to their status. For reasons of comparison, six Black towns and their libraries were selected from the questionnaires received, and further questionnaires were sent to their nearest White town as it was of interest to determine how facilities differed for people residing in the same area, but divided by the Group Areas Act described in Chapter One. In writing up the case studies, it was resolved to place the libraries in their social, economic and if possible, political milieu in order to render the information more meaningful.

Responses to the questionnaires have deliberately been left unedited, thus further revealing the different education levels of the librarians concerned.

5.   **A Sampling of Black Residential Areas**

See maps on following pages.

PWV AREA

Hartebeespoort

Mamelodi

PRETORIA

Attridgeville

Tembisa

Krugersdorp

Sandton

Kempton Park

Kagiso

Alexandra

Randfontein

JOHANNESBURG

Benoni

Soweto

Booysens

Springs

Westonaria

Kwathema

Lenasia

Katlehong

WITWATERSRAND

Sebokeng

VEREENIGING
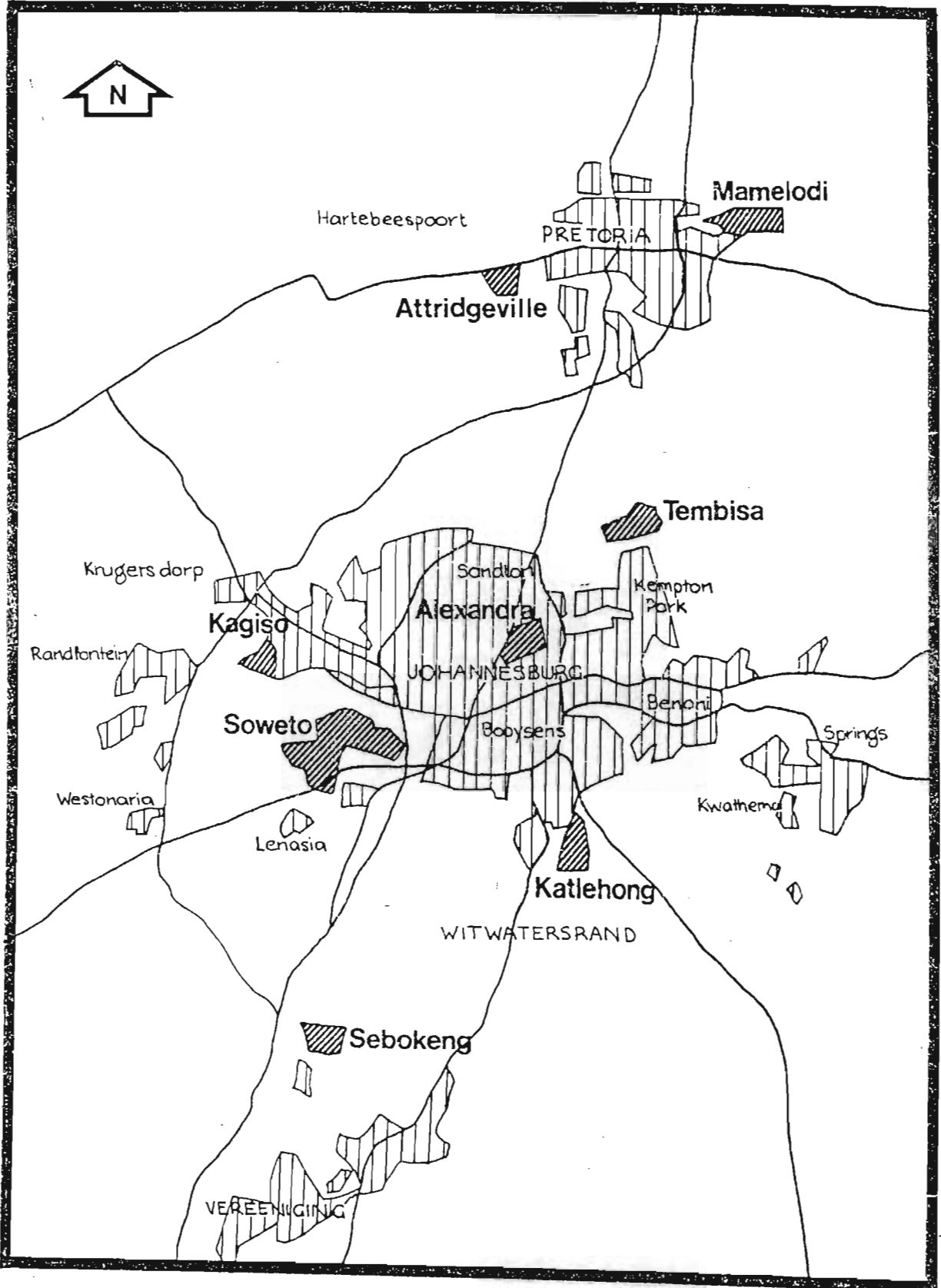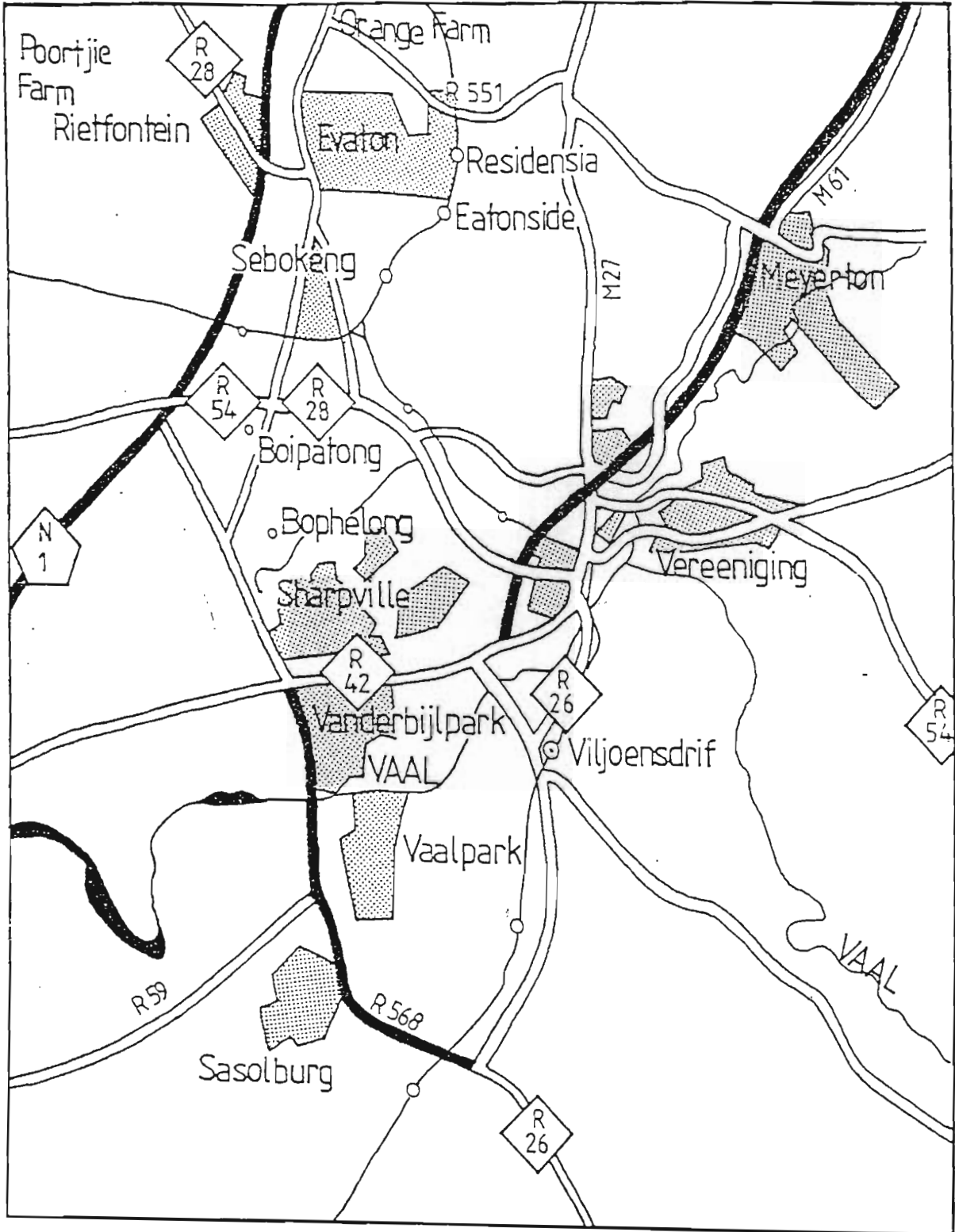
VAAL TRIANGLE

5.1 Boipatong (Related town: Vanderbijlpark)

5.1.1 Social and Economic Background

Located in the Vaal Triangle to the north of Vanderbijlpark and south of the highway R28, Boipatong is administered by the Sebokeng City Council and falls within the jurisdiction of the Vanderbijlpark Magisterial District. Population has been estimated at approximately 35,000 which includes 15,000 informal dwellers and squatters. Government type houses predominate the 2,159 formal housing scheme, of which 893 have been sold under the ninety nine year lease scheme. Backyard shacks total some 1,691 whilst shacks in open spaces number approximately 808. The KwaMadala hostel is in the process of being converted into 270 family units, and those at present resident in the hostel are scheduled to be relocated to the KwaMasiza hostel in Sebokeng (Black Towns of the PWV: 1992, 74).

Politically, Boipatong made world headlines following the murder of at least thirty nine residents, including women and children, by a rampaging group of about 200 Inkatha Freedom Party (IFP) supporters from the KwaMadala Hostel. Peace Action monitors allegedly warned police of the impending attack but the police maintain they were intentionally misdirected to nearby Sebokeng. Several residents, however, have claimed that police vehicles and White men were involved in the attacks. Police subsequently shot dead three men and wounded twenty nine after 3,000 African National Congress (ANC) and Pan Africanist Congress (PAC) supporters chased President F.W.de Klerk out of

Boipatong during a visit to the scene of the massacre. ANC president, Nelson Mandela temporarily suspended bilateral talks with the government in protest against this massacre and other deaths resulting from political violence (S.A.Barometer: 1992, 177-9).

Commercially, Boipatong has thirty traders. These cover most essential services, but are generally scanty given the population of 35,000 people. They include one tailor, a hair salon, two butcheries, twelve general dealers, one dairy, one cinema, two restaurants, a dry cleaner, one fish and chip shop, two bottle stores, one filling station, one kiosk, one driving school and three wood and coal merchants. Sporting facilities consist of a sports centre, recreation hall, soccer stadium, athletics track, two soccer fields, four netball courts, and one tennis court. Infrastructure incudes water reticulation, electricity, waterborne sewerage, street lighting and a project upgrading roads at the cost of R1,2 million. Public sector facilities encompass four primary schools, one secondary school, one clinic and one library (Black Towns of the PWV: 1992, 75-76).

5.1.2   The Boipatong Library

5.1.2.1   History and Background

The Boipatong Public Library was established in 1965 under the old Advisory Board which previously fell under the jurisdiction of the Vanderbijl Park Town Council. The first librarian was the late Lydia Metsiapula Silimfe whose chronic illness led to her resignation in 1967. She was succeeded by Ms Merriett

Phafudi in December 1968 who states:

By the late 1960s the library was still young and growing. It was very poor and had many complexities. It was really difficult to adjust myself in new role as librarian of Boipatong. In the early 1970s, the library still lacked enough facilities. Even important expenditure like wooden shelves, desks, chairs were not there. In fact, the library did not play its important role of enlightening (sic) and socializing the community as such. Not that I did not get any response from community members, but I did get some help from Mr Fourie, the Township Manager.

Things started to change when Mr V.G. Leutsoa took the role of supervision. Under him improvements prevailed. Due to his concern and help, we then had a study room. That was during 1975. We then applied all our effort, abilities and hard work in improving the situation within and without. Within the library, we then had furniture like counter, desks and chairs. Members of the community started to view Boipatong Library as an important institution for gaining more knowledge. The library also served as a institution for socialization for the young children for they used to come to the library, to be taught how to use a catalogue, how to read a book, and how to handle books.

This was prior 1984 crisis.

The library was seriously affected by the 1984 riots. Everything came to ashes. Due to economic situation within the country, the library could not have been rebuilt within a week. It was stressful to all members in the community to cope with the consequences of the riots. In any case we used all the defence mechanism to cope without the library. The whole of 1985. The library was reopened in January 1986. The library has drastically improved with all the equipments though some have not yet been received.

Though the 1984 riots has been detrimental to library attendance, we still have some members even though it has declined a bit owing to the educational crisis with in the country. (Questionnaire, 1993).

5.1.2.2   Table 14: Available Statistics

MEMBERSHIP	1982 1991	3070 1783
FINANCES	1992	R45,514.04
CIRCULATION	1982 1992	3107 5998
STAFF	1972 1982 1992	1 (Professional) 1 (Professional) 1 (Professional)

5.1.2.3   Library Buildings

There is no reference room or children's room.

The structure or establishment is still not worthy and we greatly miss the discussions group room up to now. Our library building is presently not that functional as expected but is good for study and reference only. We still believe that more is needed so that our libraries could be equitable.

5.1.2.4   Library Stock

The material provided in the period under review was not suitable because the TPL used a poor system. They supply all the libraries with a book van, when a book van arrive at your library there is no books. But since the TPL at Carltonville took the role, we receive new books every month.

5.1.2.5   Satisfaction of Needs

Information needs were not satisfied because we are asking for study material, especially for university level, technikon, and teacher courses.

The needs of children and scholars were not met as we are provided with few study materials, eg. history, biology.

Fiction, non-fiction and books in the vernacular coverage: There has been too much fiction than non-fiction to us the enlightened groups. We do not have authors in the vernacular. We run short of vernacular books, especially new titles.

Periodical coverage: They only covered for the stereotyped people at large, not the alert professional and non-professional masses.

Audio-Visual coverage: We presently do not receive any audio-visual materials.

5.1.2.6   Comments on Policies Applied to Library Services

Our library should be more enlarged, more advanced educational and reference material should be available within our reach. Our libraries should be equal to those of Europeans and similar resources should be available for our advancement and sufficiency.

5.1.2.7   General Comment

Our library has been good to our grade 1 to Std 8 kids/students in the past years. We also believe that unless something dramatic is made, like more advanced educational books, reference material. We thus find our library not worthy but good for our children, we would like our library to be further

developed or extended. Kindly note that if you adhere to the extension of the present noisy (i.e.next to the halls). We believe that our seniors don't have interest on us. Further to that we actually need a new centre for our library where there is no disturbances. (Questionnaire: 1993).

5.2   Kathlehong (Related town: Alberton)

5.2.1   Social and Economic Background

This is a large township which was granted municipal status in 1983. It is situated about five kilometres south of Alberton, next to Alrode. Residents find employment in these centres, as well as in Germiston which is thirteen kilometres away. For development purposes, it has been incorporated into the Kathorus complex together with Vosloorus and Thokoza. It is envisaged that this will become one massive township, with each of the three retaining municipal autonomy. Katlehong comprises an estimated 880,000 inhabitants (Questionnaire, 1993) who reside in the 2,597 hectare area. Homes range from luxury houses in the R 200 - 500,000 price bracket in the prestigious suburb of Spruitview, to the shack settlement of 16,000 structures in the west. This area has no formal water supply and consists only of tin shacks. There are 30,000 shacks in total, with an average of ten people living in each shack (South African Township Annual: 1993, T53, T55).

At the time of writing, Katlehong, together with other townships on the East Rand, has been wracked by violence and the consequent death toll has

been very high. Survival depends on knowing where the battle lines are drawn, and some sections particularly those abutting the hostels and areas of IFP supporters (or those labelled as such), are out of bounds. Burnt-down buildings bear testimony to the violence while ordinary people get on with their lives as best they can. Troops have been deployed to quell the mayhem, especially as the police appear powerless to intervene. 'On a number of days the stench of burning flesh permeated the air of Katlehong and yet there was not a police vehicle in sight' (The Star, 18 August 1993, 13).

A deceptive air of tranquillity greets one at the entrance of Katlehong at the sight of hawkers selling fruit and vegetables along streets shared by cars and horse-drawn carts. (The Star, 18 August 1993, 13) Commercial activities include two industrial parks with a total of seventy three units and a further 211 registered businesses of which eighty four are general dealers, seventeen fresh produce dealers, ten restaurants, eleven butcheries, nine dry cleaning depots, six doctors' rooms, five each of the following - welders, motor spares, milk depots, four bookkeepers, four herbalists, three electrical firms, two each of the following - undertakers, scrapyards, carpentry, hardware, bottle recyclers, panelbeating, cinemas, garages, driving schools, dairies, and one each of the following - carpet and tile, timber yard, paraffin and gas depots, concrete works, radio and TV repairs, upholstery, cold drink sales, scouring pad manufacturer, bakery, detergent manufacturer, window frame manufacturer, paper distributor, glass works, photographic studio, art gallery, steel works.

There are two shopping centres, each with a supermarket, filling station and other shops (South African Township Annual: 1993, T56).

Amenities include fifteen soccer fields, two sports stadiums, two tennis courts, and two netball fields. There is one swimming pool, one softball diamond, one boxing gym, one athletic track and one volleyball field. One pleasure resort and one recreation park as well as two public halls, two nightclubs, three cinemas and one library provide additional facilities (South African Township Annual: 1993, T55).

5.2.2   The Kathlehong Library

5.2.2.1   History and Background

Kathlehong City Council, together with the Transvaal Provincial Library Services run the library on a fifty/fifty basis. It serves Kathlehong, Thokoza and Vosloorus residents The only Whites that use it are employees of the City Council.

Funds are generated like any other Black Local Authorities. We do not have access to funds. Only the budget that is allocated for stationery, stores and material etc that the librarian has access to.

5.2.2.2   Table 15: Available Statistics

MEMBERSHIP	1992	1000
STAFF	1962 1972 1982 1992	2 Matriculants 2 Matriculants 3 3

5.2.2.3   Library Buildings

It is the only library in the area and is presently too small.The library has both the adults and children section with a very good reference section.

5.2.2.4   Library Stock

In the 1980s the bookstock was highly inadequate and totally irrelevant Books were selected on our behalf and the stereotyped bookvan used to reach the library when most libraries have selected the best material. In the late 1980s the bookstock improved vastly. Librarians were given the opportunity to select their bookstock direct from the province. Since also the ending of non standard libraries, all libraries receive books according to the needs of their communities.

5.2.2.5   Satisfaction of Needs

The library is presently mostly utilized by students from local schools, private colleges, universities, etc. Books were not adequate until the Hansen (Director of the Transvaal Provincial Library Service) era, i.e. the very late 1980s.

5.2.2.6 Comments on Policies Applied to Library Services

Since the Hansen era the bookstock has been improved, the service, the attitude towards the library itself by the authority has also greatly improved. Fortunately my authorities have always supported whatever services were provided. Funds were our only limiting factor.

5.2.2.7 General Comment

The library services (Black) has always been inferior. Town libraries have always been run smooth, with a sound budget, sound bookstock, better facilities including very large libraries which are always under utilized, computerized. Today, it would seem that White libraries or librarians are more advanced. It is because of exposure and contentment in their workplace. Black librarians are still faced with very small, overcrowded libraries which in the early 1980s were called non-standard libraries because of their too small size and a very large community to serve. The library could be well utilized but no encyclopedia or dictionary would be provided by the TPL because it was then called non-standard. Today fortunately the service has improved, attitudes changed but unfortunately times are very much trying.

5.3 Mhluzi (Related town: Middelburg)

5.3.1 Social and Economic Background

Situated three kilometres from Middelburg in the Eastern Transvaal, Mhluzi has a population of some 60,000 people. Housing, in the main, is reasonable, with all but the 10,000 shack-dwellers accommodated in 'bond' houses, i.e. bonded to building societies. The greater portion of the township has tarred roads, and is generally considered a 'quiet' place.

Most of the township is politically orientated towards the African National Congress (ANC)

Employment is found in nearby Middelburg whilst facilities in the township itself include general dealers, three supermarkets, and cafes. There is one clinic, and other social and sporting amenities provide for two football fields, one rugby field, one tennis court, boxing and karate clubs, and a sports stadium. There is no cinema, a communal hall and one library (Telephone interview, Mhluzi Town Council, 30 August 1993).

5.3.2 Mhluzi Public Library

5.3.2.1 History and Background

The present librarian, Phindiwe J. Ndlovu started working in the library in 1984. The library was used by all people of Mhluzi. In 1990 the library was burned and reopened in 1991. The library was renovated. 'Since then I never choose who uses the library. Blacks, Whites and Indians used the library.

Indians used it only for study'.

5.3.2.2   Table 16: Available Statistics

MEMBERSHIP	1992 1992	574 Africans 4 Whites
STAFF	1972 1982 1992	1 Matriculated female 1 Matriculated female 1 Matriculated female

5.3.2.3   Library Buildings

The Mhluzi Public Library is a small building. It is used for study, lectures, discussions and other activities. The library building is too small to accommodate the population of Mhluzi. Only one activity had to be done in one time e.g. no study and lectures at the same time.

5.3.2.4   Library Stock

The bookstock for the library and the community is satisfying. The only problem we have is that we do not receive newspapers.

5.3.2.5   Satisfaction of Needs

If a book is not available in the library we order it. Scholars are also satisfied on the study guides we have.

5.3.2.6 Comments on Policies Applied to Library Services

Services were restricted at Mhluzi. We issued books only to the residents of Mhluzi, but anyone could use the library for study and references.

5.3.2.7 General Comment

We thank the abolishing of apartheid because we can now enter to Whites libraries and see the interior decorations so as to improve our libraries. People can also find materials that are not available at our library. Whites libraries are big and they can accommodate more people for study (Questionnaire, 1993).

5.4 Sebokeng (Related town: Vereeniging)

5.4.1 Social and Economic Background

The majority of inhabitants of this rapidly expanding township find employment in the nearby towns of Vanderbijl Park, Vereeniging and Sasolburg, although a few commute to Johannesburg, fifty four kilometres away. The township encompasses 2650 hectares and comprises two main divisions, with the preponderance of people dwelling in the southern section, which is approximately double the size of Sebokeng North. It is described in the South African Township Annual (1988, PWV 23) as follows:

> It is very much a mixture of the old and the new. The old areas are dull and drab, with row upon row of the ubiquitous 'matchbox' houses crammed cheek by jowl, the new much more colourful with modern houses of differing designs. There are over 2500 stands available for purchase and a further 3000 stands being planned, so that within a few years the population is expected to reach some

400,000 people.

The township has been deprived of amenities in the past. This deficiency, however, is in the throes of being remedied with plans for a soccer stadium and a sports stadium receiving priority. Plans have been forward for this complex, but await approval (South African Township Annual: 1993, T87). Other sports facilities include four soccer fields, eight tennis courts, one net ball field, two golf courses and one swimming pool. When one considers that these service a population estimated at 353,000, the enormity of deprivation is very evident.

A survey of social amenities reveals that the township has four public halls, five post offices, two police stations, three cinemas, two night clubs and two libraries. There is a shortage of medical service in proportion to the population as the township has only seven clinics and one hospital. Educationally, a number of new secondary schools have been constructed and these total sixteen, while the 35,777 primary school children receive tuition at thirty-nine schools. Tertiary education is given at the Vista University campus and this is complemented by one technical training college and one teachers' training college. It has been estimated that the number of adults without schooling fall between thirty five and forty percent. Commercially, the township is served by seven well-established shopping centres and a number of national companies such as building societies, banks and insurance companies. Other commercial and industrial activities are extensive and include a centre for heavier industrial works developed by the Small Business Development

Corporation (South African Township Annual: 1988, PWV 23-26; 1993, T 87-91).

Politically, Sebokeng has been the scene of intense conflict with the years 1984 and 1991-2 in particular, witnessing great carnage. By 1992, anarchy superseded political rivalry, and death came to man, woman, and child alike. Fighting took place between residents and hostel dwellers, residents and police, gangs of youths between each other, and factional fighting between union leaders of the National Union of Mines and local African National Congress leaders commanding dissident factions of Umkhonto we Sizwe, their military wing. Zone 7 became the most notorious district in which streets were rock-strewn and houses gutted giving it an atmosphere of a movie-set war zone - a backdrop for clusters of rowdy boys, often accompanied by girls in school uniform, whom many people describe as the 'lost generation' but whose activities no adult dares to question. They are the products of a long standing tradition of violence in the township. It has instilled a fear into its victims that will last a lifetime. Starting in 1991 with what became known as the 'Sebokeng Vigil Massacre' - twenty seven mourners murdered and fifty injured by AK-47 bullets at a funeral of a slain community leader - Sebokeng is one of the Vaal's most gruesome killing fields (The Star, 14 June 1992).

By April/May 1993, relative peace had been restored to the area, but it is against this backdrop that the activities of the public library are discussed.

5.4.2   The Sebokeng Public Library

5.4.2.1   History and Background

The year 1984 was important in the library's annals as it was badly affected by the riots. People hardly used the library and few new members were registered. Circulation statistics decreased.

5.4.2.2   Table 17: Available Statistics

CIRCULATION	1982	8208
	1992	9172
STAFF	1982	1 Qualified Librarian and 4 Matriculated assistants
	1992	1 Qualified Librarian and 2 Matriculated assistants

5.4.2.3   Library Buildings

The building has a separate study room and activities room. The lending department is divided into the Children's and Adults Department

5.4.2.4   Library Stock

In 1982 our bookstock was not balanced. From 1990 there was improvement in our bookstock. We don't have audiovisual materials in our Black libraries.

5.4.2.5   Satisfaction of Needs

Our bookstock cater for the community's information needs for children and scholars.

5.4.2.6 Comments on Policies Applied to Library Services

Our local authority is unable to assist us with funds. Transvaal Provincial Library provide us with books and training so that we can improve our services.

5.4.2.7 General Comment

No comment (Questionnaire: 1993).

5.5. Mamelodi (Related town: Verwoerdburg)

5.5.1 Social and Economic Background

Lying approximately twenty kilometres to the east of Pretoria and Verwoerdburg respectively, towns which supply employment to its working population and complemented by the industrial areas of Rosslyn and Wattloo, Mamelodi is the fifth largest Black town in the PWV region with a population of 450,000 people including shack dwellers (Metropolitian PWV, Special Report: 1991, 133). It was established in 1953 on the farm Vlakfontein and granted municipal status in 1984. It is divided into two specific sections: Mamelodi West and Mamelodi East. The former is the older of the two but viewed as a whole, serious overcrowding is apparent (approximately twenty people to a dwelling in 1988). There is evidence of some alleviation, however, given the provision of additional housing and the prospect of better amenities. These at present, include three sports stadiums, one tennis court, six swimming

pools and two athletic tracks. Soccer fields reflect an interest, with thirteen of these as against no rugby fields or cricket pitches. There are five public halls but only one cinema, approximately seven night clubs and two libraries; the Mamelodi West Public Library has been chosen as the case study to follow (South African Township Annual: 1993, T68).

In 1988, only twenty to twenty-five percent of the roads were tarred, many of which were in a state of disrepair, but despite the many problems, the general impression was of a people determined to make the best of things. Unoccupied land was utilized as vegetable garden allotments, a flourishing market and a growing number of businesses (approximately 300 small businesses) contributed to this perception. (South African Township Annual: 1988, PWV 18). Informal trading is important to the township, with numerous vendors on street corners, around community halls, at the stations and operating from their homes. Hawkers involved in cooking food must have a licence, otherwise, provided no disruption is incurred, free operation is allowed (South African Township Annual: 1993, T67). There is very little national representation from national traders except for banking institutions and petro-chemical companies. Industrial activity is confined to a light industrial area developed by the Small Business Development Corporation comprising some one hundred small factory units (Metropolitan PWV, Special Report: 1991, 133).

The township is served by thirty six primary schools attended by some

25,310 pupils; twelve secondary schools and one technical school have approximately 17,577 students. Tertiary education comprises one university campus, two technical colleges and one commercial college. While politically, calm has prevailed in most of the township, in the schools there appears to have been a complete breakdown of the principal's authority in the secondary schools, some of which are being run by pupils' committees or by the deputy-principal in charge (South African Township Annual: 1993, T67).

Violence, in the main, has been confined to rivalry between taxi associations. This manifested itself in a brutal massacre in which five people were killed and at least thirteen were injured when gunmen opened fire at passengers at Denneboom taxi rank. The African National Congress was granted special permission by the Deputy Law and Order Minister, Gert Myburgh, to be part of the investigation. This move was regarded as a major breakthrough towards exposing the real perpetrators of violence (Business Day, 6 October 1993). The perpetrators were from Alexandra and were swiftly caught. This taxi massacre has also been interpreted as a move to ignite violence in the township and because it was quickly contained, it contributed towards maintaining stability in Mamelodi.

5.5.2   Mamelodi West Public Library

5.5.2.1   History and Background

The library service to Mamelodi was begun in October 1967, under the auspices of the Pretoria City Council. A small room in the Community Centre accommodated donations of books, some of which were published as early as 1909. The State Library in Pretoria took over control of the library during the period 1960-1964 and supplemented the collection with the purchase of new books. Control passed to the Bantu Administration Board in 1965. They built a new library which was burnt down during the 1976 riots. It was only rebuilt in 1984. At present, the library is under the jurisdiction of the City Council of Mamelodi.

5.5.2.2   Table 18: Available Statistics

STAFF	1957-1975 1984-	1 2

5.5.2.3   Library Buildings

The library is not easily visible as it is located between two shops. Behind it is a doctor's surgery and to the side, the Leseding Dressmaking School. The library comprises a main lending department, housing the reference section as well as the adults and children's departments. In addition, there is a study area, office, store room, kitchen, and a conference/activity room.

5.5.2.4   Library Stock

The library has stock, which the librarian describes as 'to a certain extent adequate', particularly when coupled with special requests and inter-library loans. Vernacular titles, periodicals and newspapers enhance the collection. No audio-visual material is available.

5.5.2.5   Satisfaction of Needs

The library caters for the community's information needs. The resources provided by the Transvaal Provincial Library are suitable and near adequacy.

5.5.2.6   Comments on Policies Applied to Library Services

Services were to a certain extent restricted by higher authority as far as membership was concerned. Only registered residents of Mamelodi qualified for membership. The library served both Blacks and Coloureds from 1960 to 1964, but from 1965 to date, it has been serving Blacks only.

5.5.2.7   General Comment

It is encouraging to realize that the Transvaal Provincial Library has greatly improved its services towards the Black population groups (Questionnaire: 1993).

5.6   Vosloorus (Related town: Boksburg)

5.6.1   Economic and Social Background

One of the more modern Black towns in the PWV, Vosloorus achieved municipal status twenty years after its establishment in 1963. It owes its inception to the implementation of the Group Areas Act with most of its inhabitants originating from Reiger Park. The majority of its workers find employment in nearby Boksburg, Germiston or Alberton. As mentioned in the survey on Kathlehong, it is part of the complex known as Kathorous, which also includes Thokoza. Vosloorus has several distinctive features which are noteworthy: the municipal council is run on ethnic lines; there is no shortage of land as the council had the foresight to purchase large areas surrounding the original township thus ensuring a low population density; electrification and waterborne sewerage are available to all and service charges have not been the subject of acrimonious contention as in some of the other townships; shacks are few due to the necessity for council approval of all building construction; and it boasts of its recreational area called Inoyni Park which is becoming increasingly popular. The general impression is one of concern with improved quality of life, and not simply the provision of basic services as is evident in many of the other townships (South African Township Annual: 1993, T105-106).

Soccer is the favoured sport and there are sixteen fields as well as one sports stadium, seven tennis courts and two swimming pools servicing an

estimated population of 163,000. There are no cinemas in the township, and only one night club, three public halls and one library. Industrial activity is sited in Vuga Tsoga Park which was developed by the Small Business Development Corporation and now comprises some forty five businesses operating from mini factories. Traders total eighty, operating mainly in restaurants, beerhalls, butcheries, dry cleaners, bottle stores, cafes, filling stations and clinics. The largest centre is the Lesedi City Complex (Metropolitian PWV, Special Report: 1991, 67).

There are sixteen schools of which four are secondary schools. According to the South African Township Annual cited above, in respect of school buildings at least twelve schools have to built per annum to keep pace with the population growth. Politically, Vosloorus suffered its share of tension and violence. January 1994, for example, witnessed an example of the conflict between left and right as three AK-47 gunmen killed five people and wounded a further nine when it sprayed a minibus with bullets as it drove close to the hostel in which IFP supporters dwell. A later search of the hostel resulted in the arrest of twelve people for the illegal possession of firearms and police uniforms. The establishment of Self Defence Units manned by ANC township youth followed, despite protest from some of the residents who feared they would fuel the kind of bloodshed endemic in neighbouring Katlehong (The Star, 22 January 1994; The Citizen, 22 January 1994).

5.6.2 Vosloorus Public Library

5.6.2.1 History and Background

From its inception until 1984, the librarian has described the library as 'a typical public library'. From 1985 onwards its character changed, and it became a community library. To accommodate all its users, a toy library was introduced, so were literacy classes and the teaching of self-reliance skills to the unemployed. These embrace both home economics and vegetable gardening.

6.6.2.2 Table 19: Available Statistics

MEMBERSHIP:		
1989	Adults Children	262 671
1990	Adults Children	228 398
1991	Adults Children	269 460
1992	Adults Children	235 501
1993	Adults Children	399 492
STAFF:		
Pre-1984	1	
1988	2 (one of whom had certificates from SALA, Wales and Leeds)	
1989	3 (1 qualified, 2 matriculated)	
CIRCULATION:		
1992/3	Adults Children	4776 4531

Table 19: Available Statistics (continued)

BOOKSTOCK:		
1992/3	TPLS Own	10859 1800
EXTENSION SERVICES:		
1992/3	Toy Library	97
	Fundani	2337
	Adult Literacy	1681
	Story Telling	576
	Reference Enquiries	5920
	Clipping Use	2977
	Community Info	5681
	Readers Guide	2890
	Study	17049

5.6.2.3   Library Buildings

Before 1992, the library was 'standard' in structure. It comprised one main hall demarcated into Reference, Adults, Children and Toddler areas. Renovations took place in 1992 and the library was extended by a new wing housing the Children's section, a study hall, activities hall, two lecture theatres, two offices, an amphitheatre, a boardroom and a workroom. Both the Adults and Reference sections remained in the original hall.

5.6.2.4   Library Stock

Bookstock suitable but inadequate as findings of statistics not taken into consideration. With respect to fiction vs non-fiction, no attempt was made to

balance the stock according to the circulation statistics. Periodicals subtly controlled by the standardization of the library. There were no funds for audiovisual material.

5.6.2.5   Satisfaction of Needs

Community information needs were obscure or unrelated to public library norms.

5.6.2.6   Comments on Policies Applied to Library Services

Higher authority was against library extension services. TPLS posters and publicity material, books and communication have improved. Since extension services were added to the library administration, patronage has greatly improved.

5.6.2.7   General Comment

Massive public library structures, serviced by more than one staff member are only seen in towns. Small (insignificant) public library structures, with possibly only one staff member who is often not qualified, are seen in the townships. Libraries are always on the bottom line of the local authority budget (Questionnaire: 1993).

In order to provide a comparative evaluation between libraries in the Black townships and the White towns, it is necessary to provide a profile of the

latter. It was decided to select, in somewhat arbitrary fashion, libraries in the towns mentioned in the above survey, five of which are in the metropolitan PWV area and one, for further comparison, in a more rural area. The towns selected are all employment feeder towns to the townships under review as it was decided, in this case, that propinquity was a viable and meaningful criterion.

6. A SAMPLING OF WHITE LIBRARIES

6.1 Vereeniging (Related township: Sebokeng)

6.1.1 Social and Economic Background

Vereeniging owes its inception to a discovery of coal in the area by pioneer geologist, George William Stow in 1878. He succeeded in interesting the magnate, Sammy Marks, in the venture and upon his instruction, purchased all the likely coal-bearing farms in the area. The colliery was named De Zuid Afrikaansche en Oranje Vry Staatsche Kolen en Mineralen Myn Vereeniging. It provided the name of the new town in the area for which approval was sought in 1882, but only granted by President Kruger in 1889. Surveying was complete by 1892, and stands were sold by public auction in Johannesburg. It took another one hundred years for Vereeniging to acquire city status, with other landmarks along the way including the establishment of a Health Committee in 1902, a Village Council in 1903, and full municipal status in 1912. Its growth was promoted by the establishment of a large power station in 1909 and the

commissioning of the Union Steel Corporation's plant in 1913. Historically it is probably best known for its association with the peace treaty which concluded the Anglo-Boer War in 1902. Agreement on the terms were decided in Vereeniging, although the actual signing took place in Pretoria (Official South African Municipal Yearbook: 1993, 358-9; Metropolitan PWV, Special Report: 1991, 121; Standard Encyclopedia of Southern Africa: 1970-6, 208-9).

Vereeniging is primarily an industrial town blessed as it is with an abundance of water, coal and electricity. Industries fall into the following categories: iron and steel products, steel tubes, steel wires, nuts and bolts, electrical cables, glass, agricultural implements, bricks and tiles, and oxy-acetylene. Power stations, operated by Eskom, supply electricity from Klerksdorp to Springs (Standard Encyclopedia of Southern Africa: 1970-6, 209). It is the fifth largest consumer amongst constituent members of the Rand Water Board , whose pumping and purification works are situated within the municipal boundaries (Official South African Municipal Yearbook: 1993, 359).

The municipal population in 1991 totalled 172,600, comprised of 67,400 Whites, 4,800 Coloureds, 6,400 Indians, and 94,000 Blacks (Metropolitan PWV, Special Report: 1991, 124) Amenities in the town are extensive, ranging from angling, rowing and aquatic sports on the Vaal River to the sporting facilities which encompass rugby, soccer, cricket, tennis, bowls, flying, polo, swimming in one of the three public baths, one of which conforms to Olympic standards and is heated in the winter, golf (two first-class courses including the

famous Maccauvlei). There is a well-equipped children's play ground in President Park (Official South African Municipal Yearbook: 1993, 359). The Vereeniging Civic Centre, incorporating a museum and a library, was completed in the mid 1970s (Standard Encyclopedia of Southern Africa: 1970-6, 209). Politically, the town is dominated by the National Party who won the majority in the 1989 parliamentary general election (South Africa (Republic). Government Gazette, no. 12137, 13 October 1989).

6.1.2   Vereeniging Public Library

6.1.2.1   History and Background

In 1904, a scant twelve years after the establishment of Vereeniging, plans were drawn up for a public library and a reading room. The City Council provided the shelving and an annual subsidy of twenty-five pounds. The library became operative in 1906 and served the community until 1910. It was, however, resuscitated in 1912 but only lasted until the end of the First World War. During a public meeting in 1921, a decision was taken to reinstate library facilities for the inhabitants of Vereeniging and a subcommittee was appointed to find a suitable locality. The library opened on 21 October 1921 with 700 books and volunteer staff. The subscription rates were fixed at one guinea for men and a half rate for women. From the beginning the library was beset by two problems: space and insufficient funds. The City Council withdrew it subsidy but later allowed the library free accommodation in the City Hall. A

subsidy was obtained from the Provincial Administration.

Various milestones in the library's history include the following: in 1935, a children's section was opened; 1939 saw a staff increase to include an assistant, while in 1946, the library lost its subscription status and became a free public library. The following year it became a department of the Municipality and it also contributed to the Black library in Sharpeville. New premises were occupied in 1949 and further extensions included a city branch and facilities were provided to the local hospital and farm schools. By 1956, Vereeniging had affiliated with the Transvaal Provincial Library Service - the first library to do so under the recently introduced provision whereby towns with inhabitants of between 10,000 and 20,000 were permitted to affiliate. A larger travelling library van was purchased in 1956 and began a successful service to the surrounding areas. Increased use of the library during the early 1960s led to the acquisition of further property and a museum focusing on local history was established. The enlarged travelling library was enhanced by provision of material to the housebound.

On 1 September 1976, the doors of a new library complex were opened to the public - the first specialized subject library building in the town and the loan of art prints, records, and an activity centre were incorporated into the library. This was later to include an information centre and a service to the old age homes. Services were consolidated and a growth in membership, circulation and attendance at activities became evident. The growth of the Reference

Library and its significant penetration into the general community as well as increased usage by students and scholars should be noted. A service to the City Council as well as the supply of information about the city to a variety of businesses, organizations and visitors were further developments as well as the establishment of the highly successful Teen Scene, an area designed to facilitate study and research for young borrowers.

1992 was Vereeniging's centenary year in which the library's long record of service was acknowledged (Die Geskiedenis van Vereeniging Openbare Biblioteek: 1992).

6.1.2.2   Table 20: Available Statistics

	MEMBERSHIP		BOOKSTOCK	CIRCULATION
	Adults	Children		
1952-1953	4,122	1,382	17,966	198,487
1962-1963	6,141	3,649	23,158	309,635
1971-1972	9,469	3,447	46,798	308,402
1981-1982	10,386	5,533	64,922	442,327
1992	8,277	5.260	93,418	409,287

SOURCE: *Official South African Municipal Yearbook*

6.1.2.3   Library Buildings

The library is a double storey building comprising an area of 1,900 square metres per floor with underground storage facilities. Built in 1976, it is fully air-conditioned and is divided into the following separate sections - adults, children, teenagers, reading room, reference, study centre, foyer, and two

administration and processing areas.

6.1.2.4 Library Stock

The librarian replied as follows:

> What is adequate? We can never satisfy demands for example,
> best-sellers, study material, textbooks. We have a stock of
> approximately 10,000 items (books, periodicals, CDs, cassettes)
> covering the basic needs of our present community. We are
> expanding literacy and vernacular stock. Our reference section is
> quite good, especially in English literature, South African history,
> psychology, and the current cuttings collection.

6.1.2.5 Satisfaction of Needs

This is indicated as above, and the following additional factors should be taken
into consideration: approximately twenty percent of the residents are members
of the library; there are no full-time branches in the main suburbs; non-residents
pay higher fees; study and reference facilities are free and are used by
non-residents; penetration among African readers is limited except for study
facilities; those who use the library are generally happy but the community as
a whole has not been surveyed and therefore it is not possible to provide a true
satisfaction rating.

6.1.2.6 Comments on Policies Applied to Library Services

The provision of material by the Transvaal Provincial Library Service has improved and cooperation on professional levels is good. Support and understanding of the library's needs is most satisfactory. The local authority does not view the library as very important, and it devotes less than one percent of its total expenditure to the library.

6.1.2.7 General Comment

The role played by the library in the community is depicted in the history presented above (Questionnaire:1994).

6.2 Boksburg (Related town: Vosloorus)

6.2.1 Social and Economic Background

Boksburg is situated twenty two kilometres from Johannesburg and lies in the midst of South Africa's economic and industrial heartland. Boksburg, named after the State Secretary of the Transvaal Republic, W.E.Bok, was established in 1887 on the farm Leeupoort to administer the rich gold mines discovered in the area. Prospectors poured in and 547 building plots were sold in the first year making Boksburg, after Johannesburg, the second oldest town on the Witwatersrand and it became a municipality in 1903. The Transvaal's first coal mine was opened there in 1887-1988, and Boksburg was also the site of the first railway line to be built in the Transvaal as it was necessary to transport the coal

to the gold mines in Randfontein (Standard Encyclopedia of Southern Africa: 1970-7, 401-2).

The numerous gold mines which proliferated in the area were later amalgamated into the East Rand Proprietary Mines Ltd., which is the largest gold mine in the world in area. Mining accounts for eleven percent of the Gross Geographic Product. Boksburg's economy is based mainly on manufacturing, being fifty one percent of the GGP (Metropolitan PWV, Special Report: 1991, 47). It is noteworthy for its manufacture of electric motors, transformers, switchgear, earthern electric insulators, and glazed ceramics. In addition, the numerous factories produce a diverse range of goods including nuts and bolts, nails, laminated wood, doors and shelves, cooking oil, detergents, soap, toilet requisites, railway trucks, building steel, cranes, boilers, furniture, gates and the like. It also has a large canning factory (Standard Encyclopedia of Southern Africa: 1970-6, 402).

Recreation facilities are numerous and are served by over forty sports clubs and two popular pleasure resorts at the Boksburg Lake and the Cinderella Dam. Educationally, it has primary and secondary schools as well as technical colleges (Standard Encyclopedia of Southern Africa: 1970-6, 402). It was represented in Parliament by the National Party which won a majority in the 1989 General Election (South Africa. Republic, Government Gazette, 12137, 13 October 1989). The population is estimated at 84,000 Whites, 25,000 Coloureds, 150 Indians and 30,000 workers which include mineworkers. In

addition, there are 130,000 Blacks in nearby Vosloorus (Metropolitian PWV, Special Report: 1991, 47).

6.2.2 Boksburg Public Library

6.2.2.1 History and Background

The Boksburg Library has a long history dating back to 1897 when a library committee was established from members of the debating union who identified a need for a library in Boksburg. They approached the government with a formal request which was granted in March 1899. The Anglo-Boer War intervened however, and progress was halted until 1902 when a committee was again convened and fund raising began in earnest. Balls and concerts were arranged and eventually the target of sixteen hundred pounds.was reached. The library's architect was an American, P.C.Stewart and the contractor, J.J.Fouche from Boksburg. A book selection committee was established with the help of the State Library and the Johannesburg Public Library. The library was opened by Lord Selborne in 1905 as a subscription library with forty six subscribers, twenty life members and 1,240 books.This was superseded by a larger library operative by 1939, and yet another in 1989 designed to provide better facilities for the burgeoning service. A branch library followed in Reiger Park in 1983 as well as a service to five old-age homes and a depot in the Department of Correctional Services (Questionnaire, 1993).

6.2.2.2   Table 21: Available Statistics

	MEMBERSHIP		BOOKSTOCK	CIRCULATION
	Adults	Children		
1952-1953	1,278	1,335	29,185	143,336
1962-1963	5,125	1,802	52,548	206,246
1971-1972	12,038	1,640	73,011	201,817
1981-1982	10,261	1,829	99,686	211,797
1992	16,893	7,407	123,306	506,038

SOURCE: *Official South African Municipal Yearbook*

6.2.2.3   Library Buildings

The library covers an area of 4,900 square metres made up of the following:

ENTRANCE	194 square metres
AUDITORIUM	273 square metres
MUSEUM	226 square metres
VIDEO ROOM	36 square metres
ADULT DEPARTMENT	1 407 square metres
JUNIOR DEPARTMENT	970 square metres
REFERENCE	985 square metres
ADMINISTRATIVE OFFICES	270 square metres
UTILITY ROOMS	539 square metres

SOURCE: Questionnaire, 1993

The library, which cost seven million rand to construct, is built on two levels, with the adult and administration departments on the ground floor and the junior and reference sections occupying the lower ground floor. It is situated near the Boksburg Lake, close to the City Council offices and is surrounded by attractive gardens and large trees. Its entrance, however is in a busy street near

a bus service and close to the town's shopping centre.

The attractive and functional furniture is made of American oak and throughout there is green carpeting and pink mats as well as table lamps, giving the impression of a comfortable sitting room. The disabled are well served by the library, with facilities including lifts and ramps. The entrance hall has various exhibition areas while the auditorium can seat 150 people and has good acoustics. A projection room for the screening of films is ideal for junior programmes. The video room can seat thirty people and has a big television screen and video machine. This area can also be used as a committee room.

The Adult Department is so spacious that one is not aware that it is extremely busy and this is further belied by its restful atmosphere. The Junior Department is colourfully decorated and the story room walls covered in murals. The Reference Department has adequate study areas, which include eight study cubicles, twenty six study tables and five large tables. The intention of the library is to enhance the quality of life for the inhabitants of Boksburg (Questionnaire: 1993).

6.2.2.4   Library Stock

Own stock comprises 59,306 which is complemented by a further 64,000 from the Transvaal Provincial Library Service. There is no record library, but the stock includes an Africana Section, a large pamphlet collection and approximately 126 periodical titles; it subscribes to nine newspapers. The

Boksburg City Council budget is substantial, pushing the town's grading up to a 12. This means that the library can purchase a large amount of its own bookstock (Transvaal Provincial Library Service).

6.2.2.5 Satisfaction of Needs

There are study books and study facilities for scholars. The Reference Department has an extensive pamphlet collection. The Adult and Junior Departments are both large.

6.2.2.6 Comments on Policies Applied to Library Services

None

6.2.2.7 General Comment

The librarian would like to introduce the following services:-

- a record service

- a mobile service for housebound, aged and hospital patients

- branch libraries in the suburbs that are located some distance from the library

- computerized library systems.

6.3 Vanderbijl Park (Related township: Boipatong)

6.3.1 Social and Economic Background

The production of iron and steel has been seminal both to the town's establishment and development. The South African Iron and Steel Corporation (Iscor) in 1942 and at the behest of its chairman, J. van der Bijl, purchased 10,000 hectares of barren land along on the north bank of the Vaal River, sixty five kilometres south-west of Johannesburg, in order to expand its production capacities. This entailed the construction of new factories and housing, which van der Bijl insisted, conformed to the most modern concepts of town planning available at the time. The result was a modern steel town, the largest of its kind in Africa, named after the man to which it owes its existence (Standard Encyclopedia of Southern Africa, 1970-6, p.131).

It was declared a municipality in 1952 and has since gone from strength to strength. Pro-active strategies implemented to counteract the effects of the recession of the 'eighties' and the 'nineties' have already borne fruit leading to the establishment of new businesses. Equally beneficial has been Iscor's decision to 'privatize' activities not directly related to its core activities. This has resulted in an abundance of small to medium size undertakings that supply products and services to Iscor and other industrial giants. Vanderbijlpark manufactures the largest castings in the country, as well as equipment for mines, power stations and factories (Official South African Municipal Yearbook: 1993, 357). The economy of the area is thus dependent on

manufacturing which accounts for seventy two percent of the Gross Geographic Product (Metropolitan PWV, Special Report: 1991, 118).

Local business people ascribe their success to Vanderbijlpark's proximity to Johannesburg and also to the presence of thirty four educational institutions, including an extramural wing of the University of Potchefstroom and the Vaal Triangle Technikon. This is an additional attraction to business leaders in the quest of staff training and that of their children. Pleasant staff living conditions are also decisive factors in attracting businesses to Vanderbijlpark and these include not only a well-planned town but it location on the Vaal River with all its manifold sporting and recreational facilities (Official South African Municipal Yearbook: 1993, 357). The National Party won a majority in the 1989 elections and has subsequently represented the town in parliament (South Africa (Republic). Government Gazette, No. 12137, 13 October 1989). According to the latest population figures there are 70,000 Whites, 480 Coloureds and 2,800 Blacks. In addition there are 30,000 Blacks in Boipatong, 22,000 in Bophelong, 250,000 in Evaton, 85,000 in Sharpeville and 286,000 in Sebokeng (Metropolitan PWV, Special Report: 1991, 118).

6.3.2   Vanderbijlpark Public Library

6.3.2.1   History and Background

The library was founded in March 1948 in an office in the old Vesco Building.

Between 1948 and 1973, the library moved to various locations in the town.

The present new building was opened in 1981. It has been a member of the

Vaal Triangle Association Library Cooperative since 1974. The Association is

non-racial and intent on cooperation in all spheres such as library training,

co-ordination in the development of library material and the like.

6.3.2.2   Table 22: Available Statistics

	MEMBERSHIP		BOOKSTOCK	CIRCULATION
	Adults	Children		
1952-1953	770	790	10,469	62,838
1962-1963	1,752	2,496	19,603	99,618
1971-1972	6,320	5,083	41,948	317,181
1981-1982	22,764	6,926	46,611	467,329
1992	25,904	8,940	108,024	615,704

SOURCE: *Official South African Municipal Yearbook*

6.3.2.3   Library Buildings

The library is situated in a modern double storey building with a large entrance

hall which is used for exhibitions and functions. There is a small auditorium

which has a seating capacity of ninety as well as kitchen facilities. It has the

usual children's and adults' sections with the reference, audio-visual and

administrative offices located on the first floor.

6.3.2.4   Library Stock

The collection can be described as adequate. It comprises the usual fiction; non-fiction; children's books; periodicals; audio-visual material - videos, books on tape, records and CD's; a large collection of foreign languages; a small collection of books in the vernacular languages.

6.3.2.5   Satisfaction of Needs

The library is not within reach of the whole community. It is convenient and satisfies the White community. A new study collection is in great demand by all scholars and students.

6.3.2.6   Comments on Policies Applied to Library Services

No comment. We are eagerly awaiting developments in the new dispensation. During the last five years, the Town Council has been under the control of the Conservative Party.

6.3.2.7   General Comment

We provide study facilities for the under privileged section of the community and plan to implement literacy programmes.

6.4   Verwoerdburg (Related town: Mamelodi)

6.4.1   Social and Economic Background

The township of Lyttelton Manor was laid out in 1904, but growth was slow and it was only by 1942 that the first extension was laid out. In 1950 the Transvaal Provincial Administration granted a request for an independent Health Committee and, in 1955, this became a Village Council. Municipal status was applied for in 1960 and the municipality of Lyttelton established in 1962 when the area comprised 777 hectares. By 1964 a number of adjoining townships were consolidated into a single municipality, which was named after the erstwhile Prime Minister, H.F.Verwoerd in 1967, a year after his assassination (Standard Encyclopedia of Southern Africa: 1970-7, 223-4).

Its locality, sandwiched between the two largest cities in South Africa, Johannesburg and Pretoria, and its access to the country's biggest highways has facilitated a noteworthy growth in population from 32,000 in 1975 to over 91,000 in 1991. In addition, within twelve years, the municipal budget has grown from R12.8 million to over R200 million. Its vibrancy is manifest in the light industrial and hi-tech industry which is further promoted by Verwoerdburg's easy access to road and rail linkages. The Central Business District is known as Verwoerdburgstad which is a brand new city , with modern office buildings set around a lake. (Official South African Municipal Yearbook: 1993, 359)

Politically, the city voted for the National Party in the 1989 General

Election (South Africa (Republic). Government Gazette, No. 12137, 13 October 1989). Recreational facilities are numerous and include, amongst others, tennis clubs, golf courses, and a cricket stadium of international repute, and well developed rugby fields. The 1993 Official South African Municipal Yearbook cited above describes Verwoerdburg as follows:

> On the one hand, it is a pulsating modern city, while on the other, it has large, expansive agricultural areas within its boundaries. The city is a rare mixture of busy commercial centres, peaceful residential areas and verdant farms.

6.4.2 Verwoerdburg Public Library

6.4.2.1 History and Background

The library became affiliated to the Transvaal Provincial Library Service whilst under the control of the Lyttelton Health Committee. The first library on the present site was opened in August 1959 and became known as the Verwoerdburg Public Library in 1967 when the municipality changed its name. In the following year, the first of the branch libraries was established in Irene. A highlight in the library's history was the establishment in 1978 of a computerized issue and catalogue system - the first public library in the Transvaal to do so.

6.4.2.2   Table 23: Available Statistics

	MEMBERSHIP		BOOKSTOCK	CIRCULATION
	Adults	Children		
1952-1953	-	-	-	-
1962-1963	-	-	-	-
1971-1972	4,453	3,340	46,798	308,402
1981-1982	9,170	6,808	96,739	395,173
1992	10,461	8.940	117,923	569,855

SOURCE: *Official South African Municipal Yearbook*

6.4.2.3   Library Buildings

The system consists of nine libraries in total. The main library, together with an art gallery, is situated in Lyttelton. There are branch libraries in Eldoraigne, Irene, Rooihuiskraal, and Pierre van Ryneveld. Three military bases are served at AEB Waterkloof, Tek Base, and the School for Logistical Training. Bed bound patients in the old age home at the Verwoerdburg Service Centre are further recipients of the library service.

6.4.2.4   Library Stock

Bookstock comprises fiction, non-fiction, neo-literates, large print and books on tape, popular and scientific magazines, newspapers, pamphlets and clippings, records, CD's, art prints and a toy library. A few videos are available for in-library use only. Jigsaw puzzles are part of the recreational facilities to which the Verwoerdburg Service Centre residents have access.

6.4.2.5 Satisfaction of Needs

We are very sensitive to the needs of the community and try to accommodate every category. When we do not receive sufficient stock from the Transvaal Provincial Library Service, we have a small budget which is used to satisfy community requirements.

6.4.2.6 Comments on Policies Applied to Library Services

We are satisfied with the policies of the Province and the Council.

6.4.2.7 General Comment

In addition to the abovementioned services, we have children and holiday programmes for young children, auditoriums for hire, photocopying machines and a wide range of cultural activities under the ambit of a specially designated department. Photography, philately, art, reading circles, chess, embroidery, quilting are some of the clubs to which members can belong. This department is also responsible for organizing an annual flower show, courses, lectures, demonstrations, short story and debating competitions.

6.5 Alberton (Related town: Kathlehong)

6.5.1 Social and Economic Background

Alberton, now a progressive manufacturing and residential centre, was established in 1904. It was originally part of the farm, Elandsfontein, sold by the beneficiaries of the estate to a syndicate headed by General Hendrik Alberts after whom the town was named. He is buried in the centre of the town and the site has been turned into a traffic circle. Alberton became a municipality in 1939, having achieved the status of a Health Committee in 1908 and a Village Council in 1936. It is conveniently situated in an elbow between Johannesburg and Germiston and has easy access to any place within the PWV area both by road and rail (Standard Encyclopedia of Southern Africa: 1970-6, 291).

Industrialization began in 1939 and encompasses an area of some 9,231 hectares. (Official South African Municipal Yearbook: 1993, 273). The industries include electrical equipment, kitchen utensils, engineering works, foundries, sheet metal, abrasives, paint, sawmills, furniture, textiles, and agricultural implements amongst others. The industrial area of Alrode is one of South Africa's largest and best-known. It forms a buffer between Black and White residential areas (Standard Encyclopedia of Southern Africa: 1970-6, 291).

Grewar Park provides ample recreational facilities and rugby, soccer, tennis, jukskei, swimming and cricketing interests are provided for in natural surroundings. A new sports complex makes provision for indoor sports such as

boxing, judo, karate, table tennis and the like. The Reading Country Club caters for bowls, golf and tennis while the Newmarket Racecourse is well-known throughout the Republic. There is a private hospital and two private clinics in the town. Educationally, schooling takes place in the seven secondary schools and fourteen primary schools. Alberton has a total population of 99,300 comprising a preponderance of Whites, and some 2,000 Coloureds, 300 Indians and 7,000 Blacks (Official South African Municipal Yearbook: 1993, 273). The National Party won the majority in the 1989 General Election (South Africa (Republic), Government Gazette, No. 12137, 13 October 1989).

6.5.2 Alberton Public Library

6.5.2.1 History and Background

The library was established in 1943. In 1978, it moved into a new, spacious main library. The Bracken Branch Library was opened in 1986 and this was followed in 1987, by the establishment of another branch at Eden Park.

6.5.2.2 Table 24: Available Statistics

	MEMBERSHIP		BOOKSTOCK	CIRCULATION
	Adults	Children		
1952-1953	250	133	5,000	4,270
1962-1963	620	230	7,942	28,000
1971-1972	3,236	1,914	14,805	122,653
1982-1983	9,957	4,405	51,983	262,262
1992	16,140	8,847	112,452	462,011

SOURCE: *Official South African Municipal Yearbook*

6.5.2.3　Library Buildings

These comprise a main library and two branch libraries.

6.5.2.4　Library Stock

Book selection policy did change to accommodate more study material.

6.5.2.5　Satisfaction of Needs

Eighty percent.

6.5.2.6　Comments on Policies Applied to Library Services

None.

6.5.2.7　General Comment

None (Questionnaire: 1994).

6.6　Middelburg (Related town: Mhluzi)

6.6.1　Social and Economic Background

Situated some 137 kilometres by national road east of Pretoria, and 170 kilometres east of Johannesburg, Middelburg has an interesting historical background. It originally formed part of the Boer Republic of Lydenburg and after a positional move, as the inhabitants did not like the site of the first town, it was eventually established under the name of Nazareth. This too, did not prove a popular choice and it was renamed Middelburg in October 1874. There

are several interpretations of the name ranging from its position as halfway between Pretoria and Lydenburg, or alternatively, in honour of the Dutch city of Middelburg. There was a large concentration camp in the town during the Anglo-Boer War, and the 1,381 women and children who lost their lives there are commemorated by the erection of a memorial hall. Middelburg was host to the preliminary peace negotiations between Lord Kitchener and General Louis Botha which led to the end of the War. It became a municipality in 1903 (Standard Encyclopedia of Southern Africa: 1970-76, 391).

Middelburg is well served educationally and has five primary and four secondary schools as well as a technical college. The town has two hospitals, old age homes, a wide range of chain stores and branches of all the big banks and building societies (Official South African Municipal Yearbook: 1993, 324). Politically, the White inhabitants voted for the ultra-right wing Conservative Party in the 1989 elections (South Africa Republic, Government Gazette, No. 12137, 13 October 1989). There is an industrial area supplied with water, electricity and railway facilities and wattle, saligna and pine plantations provide a source of revenue. Recreationally, the nearby Kruger Dam is a popular resort with facilities for swimming, fishing, boating and other water sports (Standard Encyclopedia of Southern Africa: 1970-76, 391).

6.6.2 Middelburg Public Library

6.6.2.1 History and Background

Now known as the Snow Cruywagen Public Library, the library was first established in 1937. It is affiliated to the Transvaal Provincial Library Service and has two branch libraries. It also serves the old age homes. The new library was officially opened on 30 March 1990.

6.6.2.2 Table 25: Available Statistics

	MEMBERSHIP		BOOKSTOCK	CIRCULATION
	Adults	Children		
1952-1953	787	859	8,048	44,954
1962-1963	884	914	12,938	46,133
1971-1972	1,180	921	20,124	71,996
1981-1982	2,261	1,860	20,790	98,417
1992	5,055	10,389	50,712	151,694

SOURCE: *Official South African Municipal Yearbook*

6.6.2.3 Library Buildings

Described by the librarian as: library with auditorium.

6.6.2.4 Library Stock

This is adequate for the specific community and comprises junior and adult fiction books; foreign languages; non-fiction; reference; sound recordings and CD's.

6.6.2.5   Satisfaction of Needs

The library meets the needs of the community as indicated above.

6.6.2.6   Comments on Policies Applied to Library Services

Not applicable.

6.6.2.7   General Comment

None (Questionnaire, 1994)

7.   An Evaluation

7.1   The Municipalities

The role played by the municipalities is crucial to the understanding of the stratification which has traditionally occurred in South African libraries. In order to determine the extent to which the Transvaal Provincial Library Service could allocate its resources, a system was devised of standard and non-standard libraries. In essence, libraries were declared 'standard' proportionally to the size of the population in the municipality and that of their library. If these factors conformed, libraries were provided with all the services the Provincial Library had to offer, and in the case of a few smaller libraries, the Provincial Library Director's discretion prevailed, but this was thought only to be on two or three occasions. If libraries were not able to meet the above criteria, they were deemed to be non-standard and they did not receive art prints, records or

reference works. Post 1991, the policy changed, whereby all types of resources were made available to all libraries, regardless of size. The onus, however, for requesting the material is laid at the door of the specific library concerned, and in all matters, the discretion of the Provincial Library Director predominates. A request for access to the pre- and post-1991 written policy statements in this connection was refused by the Transvaal Provincial Library Service, and permission was granted only for information to be orally communicated over the telephone. Reasons for the refusal were not given.

Although municipalities may apply for grants from the province or their particular Regional Services Council, they are reliant for their income on the taxes paid by their residents. It stands to reason, therefore, that a municipality in which very little industrial activity takes place, where the residents are predominantly in the lower middle and lower income brackets or perhaps pay no taxes at all, that the municipalities will vary in wealth. As explained in Chapter One, until the Group Areas Act was abolished in 1991, all Black South Africans had to live in designated areas. The description of the twelve towns selected as samples for purposes of this study reveals enormous discrepancies in living conditions, facilities, industrialization, size and density of population and income-generating activities.

All municipalities are classified according to the Remuneration of Town Clerks Act (Act No. 115 of 1984) according to fifteen grades on the basis of a thirteen factor formula. This is determined by the income of the local

authority as reflected in its financial statements; the number of ratepayers or the number of persons liable for the payment of levies or rent and service charges; the number of people employed in a permanent capacity; the number of proclaimed erven, residential units, water meters, electricity meters, sewerage points; the total length in kilometres within the area of jurisdiction; the number of residential units administered by the local authority, whether within or outside its jurisdiction; the number of library books issued during the financial year preceding the application for grading; the number of trading licences issued; the total amount of water purified for human consumption by means of works provided and maintained by the local authority; the total number of kilolitres of sewerage purified; the number of fire tenders and ambulances. Grading therefore determines the salary scales of all employees, pegged according to the salary of the Town Clerk. The higher the municipality is graded, obviously the bigger the budget. The municipalities under discussion are graded as follows:

Alberton	11	Middelburg	9
Boipatong	5	Sebokeng	10
Boksburg	12	Vanderbijlpark	11
Kathlehong	9	Vereeniging	11
Mamelodi	9	Verwoerdburg	11
Mhluzi	7	Vosloorus	9

(Act No. 115 of 1984, Appendix 11 and Official South African Municipal Yearbook, 1993).

Table 26 illustrates the revenue, expenditure, assets and liabilities of some of the towns under review. Corresponding figures for the Black

municipalities are not published and therefore are not generally available.

Municipal expenditure on libraries is dependent upon the budget drawn up by the city or town council. There is no formula whereby the libraries for instance, would be entitled to a certain percentage of the total budget. Allocations are at the discretion of the council concerned, their particular priorities and interests. If there is no marked interest in cultural or intellectual affairs, the library may feature low on the allocation (Interview: Peter Bester, Town Clerk's Department, Sandton Municipality).

The income and expenditure on libraries by the towns under review is demonstrated by Table 27.

Financial aspects aside, it is important to consider the perceptions that many of the Black townships evinced towards their local authorities. Local government functions fell, until 1984, under the jurisdiction of White controlled bodies and upon becoming a highly politicized issue, were replaced by Black Local Authorities. Their credibility with Black urban residents, however, was suspect and their low standing in urban South Africa was regarded as a major developmental constraint (Bekker, S. et al: 1986, 48-63). Bekker and Lategan point out that any formal association between any such authority and a local library could militate against its community acceptance (1988, 69).

Table 26: Revenue, Expenditure, Assets and Liabilities of Various Towns

Local Authority	Gross Revenue							Gross Expenditure						Assets and Liabilities	
	Funds				All Funds			Funds				All Funds			
	Rates	Housing	Trading	Black/Coloured/Asian	Short term Loans & Bank Advances	Long Term Capital Loans	Average Rate of Interest on external Capital Loans	Rates	Housing	Trading	Black/Coloured/Asian	Capital Works	Surplus or Deficit on Revenue Funds	Total Assets	Total Liabilities
	R	R	R	R	R	R	% p.a.	R	R	R	R	R	R	R	R
Alberton	31009024	286927	112955905	3173205	-	-	9,5	40836109	973863	98399676	3739037	20116974	3476286	202761131	28091201
Boksburg	94980457	656970	149951258	3800742	10381196	32681162	10,1	108554671	667288	131667469	6300334	354319894	20048506	525281419	505232913
Middelburg	17774312	484864	39809955	2430179	-	13393708	12,60	21057417	484864	34376026	2679688	-	1801315	152945700	50165723
Vanderbijlpark	27252954	401312	107801487	-	-	-	-	31452971	1796	98381199	-	-	5619787	308280942	20555643
Vereeniging	41818128	351526	113099309	4183408	1681476	11764587	14,02	58443011	728408	101578378	5155366	20061750	6452792	292671954	292671954
Verwoerdburg	63284197	-	83596001	-	-	27375874	16	72883027	-	75597072	-	-	(2367937)	288916736	205986120

SOURCE: *Official South African Municipal Yearbook, 1993*, pp.522-533.

Table 27: Sample Public Library Income and Expenditure: 1992

	POPULATION	VALUE Land and Buidings R	TOTAL EXPENSES Including Staff R	TOTAL INCOME Municipality & Subs R	PER CAPITA EXPENDITURE R
Alberton	99,300	381,630	1,667,280	8,451,314	-
Boipatong	30,000	Not available			
Boksburg	139,650	1,149,380	1,206,770	-	-
Kathlehong	545,000	-	247,674	-	-
Mamelodi	519,000	-	785,855	-	-
Mhluzi	80,000	30,000	40,000	5,000	-
Middelburg	39,510	4,500,000	799,075	20,360	-
Sebokeng	277,000	Not available			
Vanderbijlpark	73,280	10,625,000	2,191,609	39,250	155
Vereeniging	172,600	272,056	1,580,108	81,144	11,673
Verwoerdburg	81,300	2,082,076	1,498,546	171,084	-
Vosloorus	180,000	1,106,067	158,655	-	-

SOURCE: *Official South African Municipal Yearbook, 1993* and telephone calls to Municipal Offices

7.2   Library Usage of the Towns under Review

7.2.1   A Comparative Table, 1992

Table 28:   Comparative Sample of Public Libraries

	POPULATION	MEMBERSHIP	BOOKSTOCK	CIRCULATION	MEMBERSHIP/ POPULATION %	PER CAPITA BOOKS READ %	PER CAPITA POPULATION BOOKS READ %	BOOKSTOCK CIRCULATED %
Alberton	99,300	24,987	112,452	462,011	25.20	18.50	4.700	4.10
Boipatong	35,000	1,783	6,165	5,998	5.10	3.40	.170	.98
Boksburg	139,650	24,300	123,306	506,038	17.40	20.80	3.600	4.10
Kathlehong	545,000	1,000	7,018	2,142	.18	2.10	.004	.31
Mamelodi	519,000	3,556	18,969	19,621	.69	5.50	.040	1.03
Mhluzi	80,000	581	4,429	1,585	.73	2.70	.020	.36
Middelburg	39,510	15,444	50,712	151,694	39.00	9.80	.400	3.00
Sebokeng	277,000	1,662	12,902	9,172	.60	5.50	.030	.71
Vanderbijlpark	73,280	34,844	108,024	615,704	47.50	17.70	8.400	5.70
Vereeniging	172,600	13,537	93,418	409,287	7.84	30.20	2.400	4.40
Verwoerdburg	81,300	19,401	117,923	569,855	23.86	29.40	7.010	4.80
Vosloorus	180,000	736	11,800	9,307	.41	12.60	.052	.79

SOURCE: *Official South African Municipal Yearbook*

7.2.2   Comparative Bar Charts, 1992

Table 29:   Membership/Population
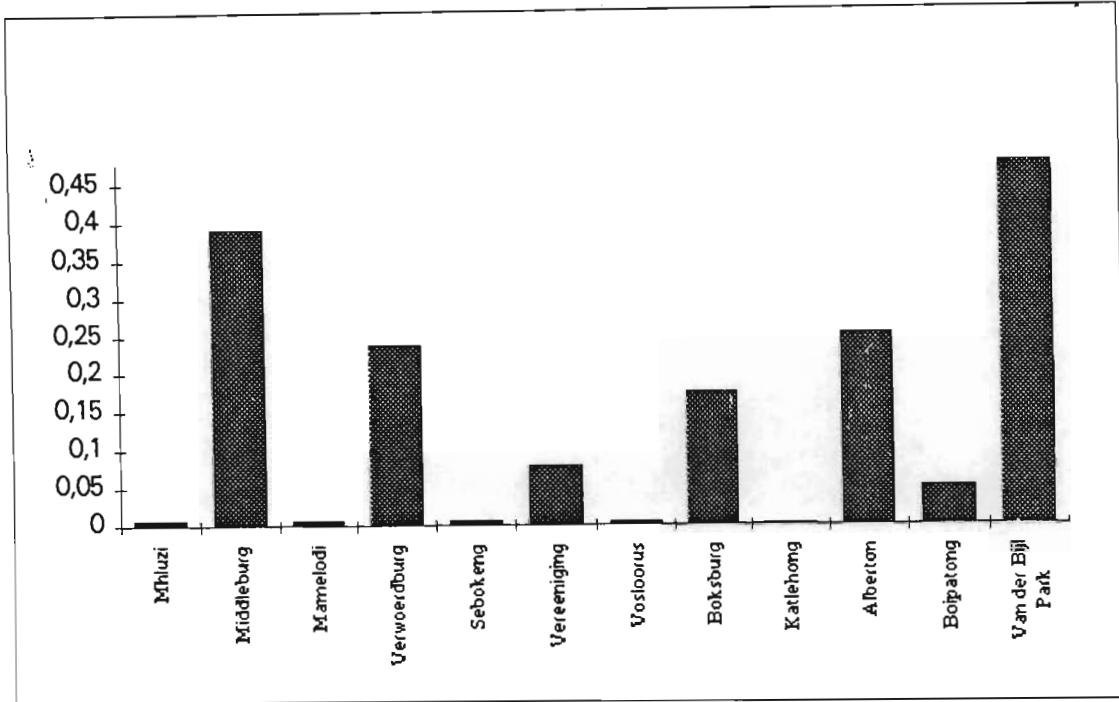
Table 30:   Per Capita/Books Read
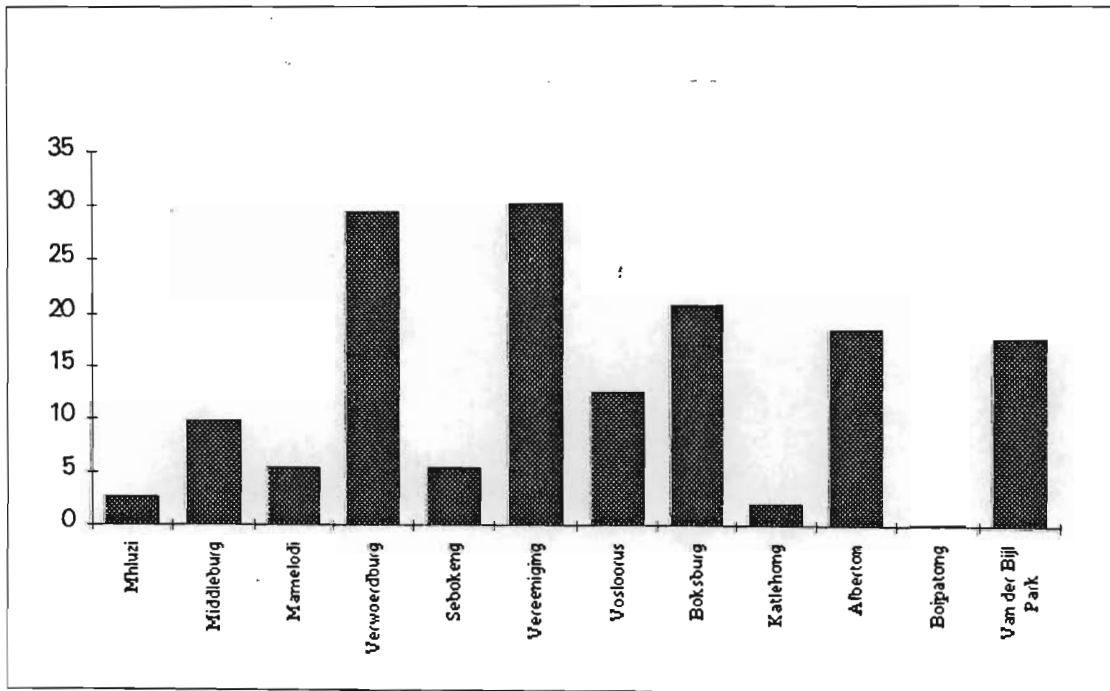
Table 31: Per Capita/Population Books Read

A bar chart titled with y-axis values from 0 to 9. The categories along the x-axis and their approximate values:

Location	Value
Mhluzi	0
Middleburg	0.4
Mamelodi	0
Verwoerdburg	7
Sebokeng	0
Vereeniging	2.4
Vosloorus	0
Boksburg	3.5
Katlehong	0
Alberton	4.6
Boipatong	0.1
Van der Bijl Park	8.4
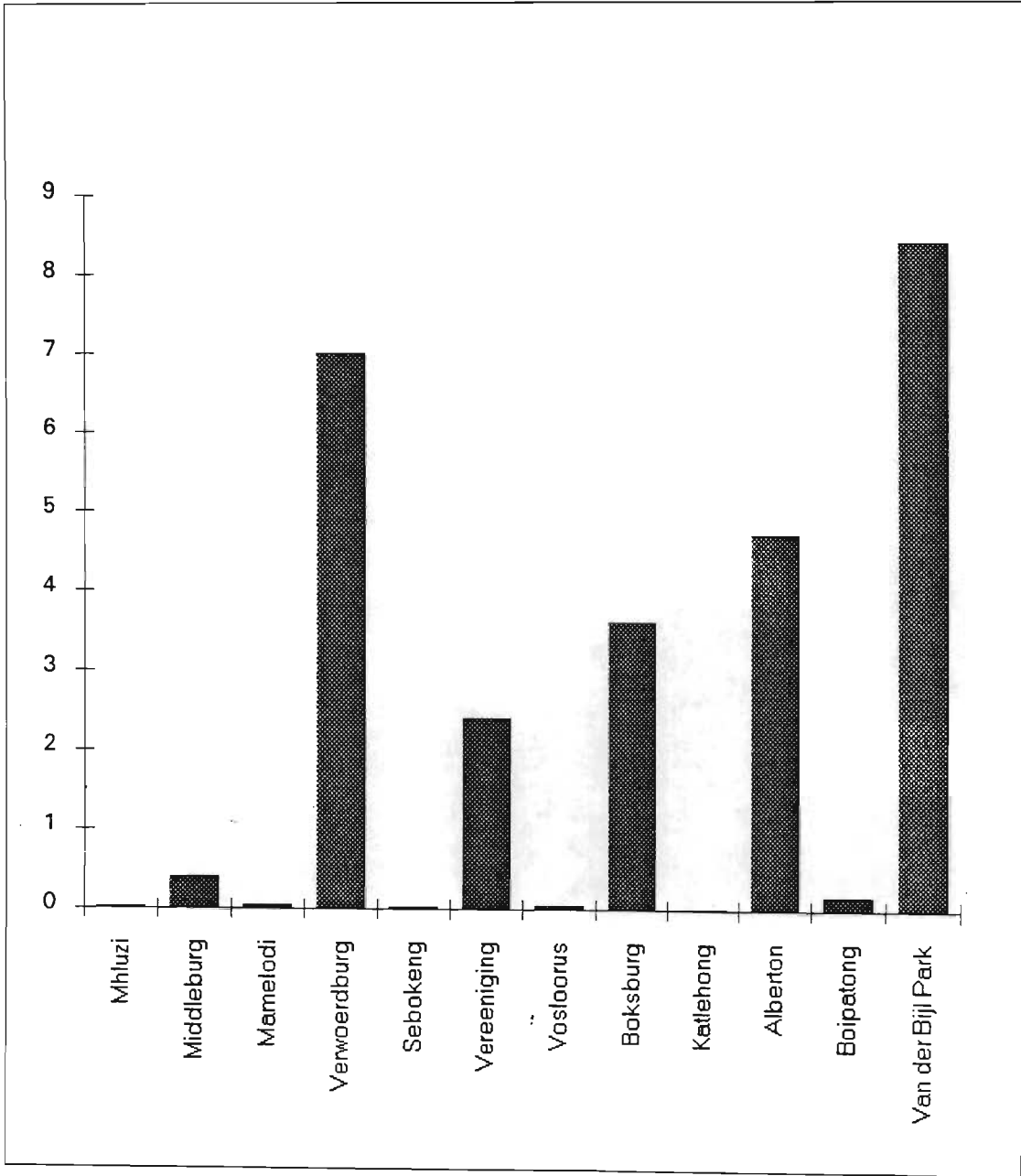
Table 32: Circulation/Bookstock
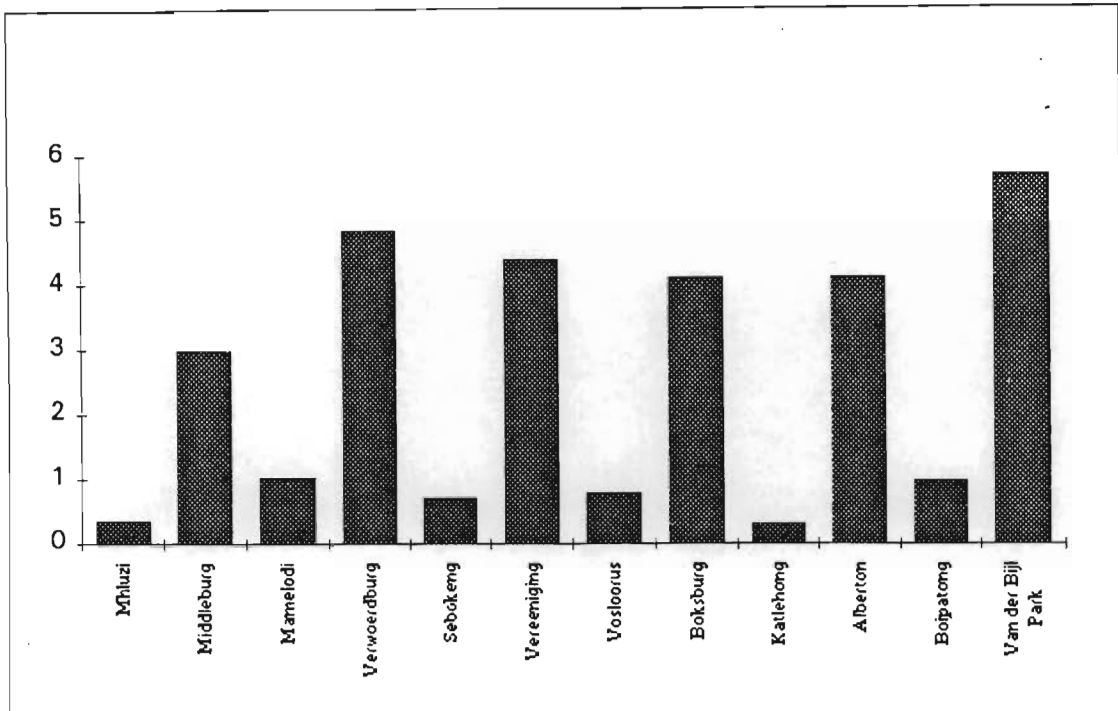
Table 33: Bookstock/Population
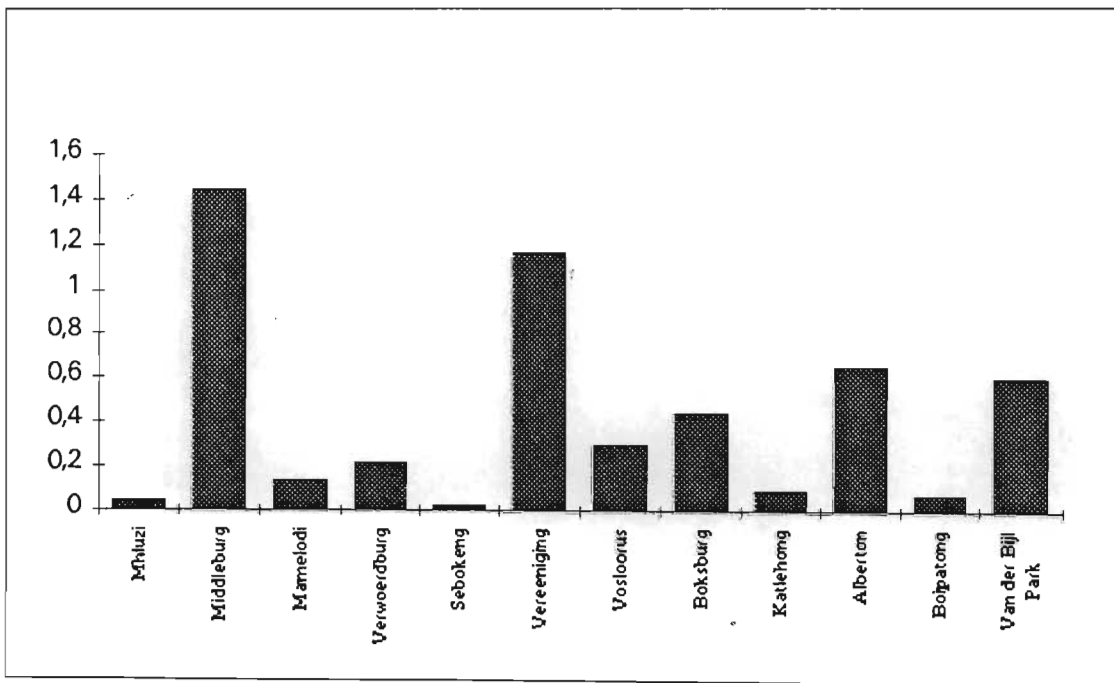
SOURCE: *Questionnaires - 1993/1994* (All Bar Charts)

232

7.3   General Observations

It is self-evident that the libraries used by Whites, having developed over a longer period with larger budgets are those, which in statistical terms reveal impressive results, for example Vanderbijl Park and Middelburg libraries have, by far, the largest membership while Verwoerdburg, Alberton, Boksburg and Vereeniging are also substantial. In vivid contrast, the Black libraries produce barely meaningful membership figures. These include Boipatong, Mhluzi, Mamelodi, Sebokeng, Vosloorus and Kathlehong. These numbers are relative to the total population figures for the municipalities under review. These findings are also similar in respect of the following characteristics in the user patterns demonstrated: circulation, bookstock, and books read. These statistics are yet again confirmed by the overall for the total period covering the years 1952 to 1992 (See Table 28) In the first decade of this period, 1952 to 1962 provincial service to the Black population was non-existent. For the two decades for 1962 to 1982 membership statistics for the White libraries soared, while those for the Blacks were negligible. In 1992, this situation is difficult to ascertain as racial discrimination has been abolished and no separate statistics for specific races are available.

7.4   Library Buildings

In this category there is once again a stark contrast between Black and White in the provision of library buildings. Library buildings for Whites provided by

the relevant local authorities, were built, equipped, and furnished to varying degrees of sufficiency. This is more than can be said for Black libraries between 1952 and 1992. Of the six libraries under review, only one was classified by the Province as a standard library, viz, Vosloorus. The size of the remaining five Black libraries left much to be desired with corresponding inadequacies in respect of community library activities.

7.5   Bookstock

As has been previously demonstrated in Table 24, the six Black libraries were insufficiently catered for in statistical terms. In the late 1980s and early 1990s, the position changed dramatically with respect to the type of books provided by the Province. The range of material was greatly extended and wider book selection facilities were made available to the librarians concerned. The dearth of vernacular books continues to remain a disturbing weakness but this is a publishing deficiency for which the blame cannot be laid at the door of either the Province or the affected librarians.

7.6   Satisfaction of Needs

Of the responses from the Black libraries, the most revealing came from the Boipatong Public Library where the librarian reported in negative terms on the following aspects:

i)   Information needs not satisfied because of insufficient availability of study material at primary, secondary and

tertiary levels.

ii)   Shortage of books in the vernacular and undue emphasis on
       fiction.

iii)   Inadequate coverage of specialized and professional
       periodical literature.

iv)   Total absence of audio-visual materials.

This negative report is confirmed to a larger or lesser extent by some of

the other Black libraries included in the survey:

*   Kathlehong - Usage is mainly by students and, by inference,
     very little by the general public. The overall situation here,
     does however appear to have been improved since the late
     1980s.

*   Sebokeng - As in the case of Kathlehong, the emphasis of
     information provision was on the needs of children and
     scholars.

The comments of the White librarians who responded were generally

favourable.

*   The Vereeniging Public Library reported that twenty percent
     of the residents were members of the library and that those
     who use the library are generally happy.

*   The Boksburg Public Library was given a substantial budget
     by the town's local authority and, as a result, can purchase
     a large proportion of its own bookstock and according to its
     exact needs.

*   Vanderbijlpark - The librarian regretted that the library is
     not within the geographical reach of the whole community.
     It does, nevertheless, satisfy the needs of the White
     community with a study collection being heavily used.

*   Verwoerdburg - As in the case of Boksburg, the library
     augments its bookstock with a small budget of its own which
     is then used to satisfy community requirements.

*   Alberton - This library reported that it was meeting eighty percent of its users' needs.

*   Middelburg - The library reported in the most positive terms that it was satisfying the entire needs of the community.

7.7   Policies Applied to Library Services

With reference to the Black libraries:

*   Boipatong Public Library - This library would welcome enlarged and more advanced educational sections. However, its main desire is to be placed on an equal footing with corresponding White libraries and that similar resources be made available for both sectors.

*   Kathlehong - This library felt that the bookstock and service policies have been greatly improved in the past five years.

*   Sebokeng - Despite a shortage of funds, the library feels well disposed towards the Transvaal Provincial Library which provides books and training.

*   Mamelodi West - This library regretted that policies, while admitting Blacks, excluded Coloureds from using the library from 1965 to date.

*   Vosloorus - Here, higher authority was against library extension services. However, since extension services were added to the library's policies, patronage has greatly improved.

An examination of the White libraries produces a favourable picture of the policies applied by the Transvaal Provincial Library which, in one case, contrasts markedly with the attitude of the local authority:

*   Vereeniging - The provision of material by the Transvaal Provincial Library and the professional cooperation it receives are both very good. The local authority however, does not view the library as important and devotes less than one percent of their total expenditure to the library

Three of the White libraries, refrained from giving comments on policies (Boksburg, Vanderbijlpark, and Alberton). This could be due to total satisfaction with either or both the province or local authority, or extreme dissatisfaction with possible fear of retribution. This non-response could also be viewed as being of historical importance only in what was then the apartheid era and with no significance for the future.

7.8 The State and Libraries

The practical effects of the three seminal acts in determining the development of Black libraries, viz, the Group Areas Act, the Separate Amenities Act and the Bantu Education Act described in Chapter One, have been evidenced by the findings of the sampling detailed above. The Group Areas Act and the practicalities of state intervention in property rights, in particular, has been observed. Blacks, until the formal scrapping of the Act in 1991, could reside only in specifically designated areas unless exemption was obtained. Differences in living conditions, facilities, and amenities clearly emerge and the concomitant burden on the Black sectors of the population, revealed.

The Separate Amenities Act which forced the different racial groups to utilize separate facilities and services and which controlled the right of admission to cultural bodies reinforced the Group Areas Act. The description of Black library buildings and equipment reveal conditions disproportionate to requirements and which will require a massive infusion of funding and strategic

planning to rectify. The dearth in the provision of library services to the Black population as shown in the Tables and Bar Charts demonstrated earlier, has played a major role in depriving that sector of their right to information whether on an educational or recreational level. Criticism of Bantu Education has been manifold as examined in Chapter One. In a small way, its effect is evidenced by some of the responses given by the librarians responding to the questionnaires. Its larger and long-term effect will take several generations to counteract and one in which libraries will have to play their rightful role.

CHAPTER FIVE

COMMUNITY LIBRARIES
WITH SPECIAL REFERENCE TO THE TRANSVAAL

This chapter seeks to explore briefly the concept of community libraries in order to understand ways in which the communities have sought to provide a solution to the dearth of adequate library facilities. The focus will be on Johannesburg and its environs and an attempt will be made to identify characteristics of these libraries through a description of their main activities, needs and role in the community. Thereafter, the thrust of the examination will fall on the township of Alexandra as a case study. This will include a basic socio-economic survey encompassing an examination of the way in which the political situation has influenced developments. An overview of the prevailing library conditions will be investigated prior to presenting the findings of an attempt to found a community library in Alexandra. This detailed analysis will highlight the problems incumbent in such an undertaking, its success and failures and will provide a comparison to a community library in the township to which the project eventually became linked. An examination of the trend towards increased community orientation, even in traditional public library service, will conclude the chapter.

1. General Principles of Community Libraries

1.1 Characteristics

1.1.1 Background

The fracture in the provision of library services to South Africa's different racial groups, demonstrated in Chapter Three, revealed that the White minority were the principal benefactors in terms of bookstock, buildings and in access to information, as reiterated by Jenni Karlsson in a paper presented to the 1992 annual conference of the South African Institute for Librarianship and Information Science.

> Townships and rural areas have been utterly neglected in the provision of library services - even though most South Africans are living in these areas, and these communities suffer the most from illiteracy, poverty and a lack of education (1992, 7).

By the nature of the apartheid legislation, societal infrastructure and conditions, librarians, especially those in the public sector, have, in most cases, unavoidably buttressed the system (Karlsson: 1992, 9). This assertion could be substantiated by the apparent unwillingness of the White librarians participating in the previously mentioned questionnaire to comment on state or provincial policies. The law of the land, with all its flaws and prejudices, was predominant. It was the brave few who even had the temerity to defy the stringent censorship laws. It should also be remembered that apartheid began, albeit slowly, to crumble in the library environment as early as 1974 as evidenced in both the Johannesburg Public Library and that of Germiston.

The disadvantaged majority, however, had little recourse to information

which became a traditionally White preserve. This national plight could only be ameliorated by the establishment of alternative structures, however modest. This movement was either initiated by the Blacks themselves, by non-governmental organizations (NGOS) or other groups concerned to counteract the pernicious effects of apartheid. The move towards community participation in information access, sharing and organization followed a service well established in Great Britain, the United States, Canada, Australia and New Zealand. This has been traced in some detail by Christine Stilwell in her Masters Dissertation (1991, 74-88) and, and apart from a brief sketch, need not concern us here. For the purposes of this thesis, an attempt will be made to ascertain the broad characteristics of this movement, with its service points variously known as community libraries or resource centres.

1.1.2 Definitions

The need for change, given apartheid's stranglehold, in the South African library system and, with it, the promotion of change in the wider society is self-evident. Martin makes the observation that libraries can help to bring such change about by the provision of imaginative and socially responsive programmes that seek to increase the range of individual opportunities as well as enhancing the social infrastructure in general (1989, 56). This is a First World observation as it presupposes that libraries exist and can be used as vehicles of change. Although this does pertain in part to South Africa and will

be the subject of further discussion, it is the attempts to overcome the lacunae

in the provision of library services to the Black sector of the population that are

our present concern.

The word 'community' has been subjected to some ninety four definitions

(Martin: 1989, 57). Martin notes that in terms of community librarianship, the

bases for understanding are those of locality and community sentiment. He

further states...

> Although few communities today can be said to have a truly
> separate identity, the people who make up the local population,
> their general condition, beliefs and attitudes, and the environmental
> and other resources at their disposal form the basis for study.

Martin makes the point that, despite the negative connotations of the

community concept such as a possible concentration of social problems, limited

social opportunities and establishment due to necessity rather than choice, in

operational terms it offers a basis for service provision. This is particularly

enhanced through focusing on client groups and profiling techniques.

The concept of community, grounded in such criteria as geographical

location and community settlement, offers a continuing basis for pitching of

library and information services at a genuinely local level (1989, 58).

The concept of community librarianship is based on an internationally

practised library tradition of service to the community in general, but narrowed

down, as Martin states:

> to a type of socially active and highly interventionist public
> librarianship geared to the pursuit of equal opportunity, social
> change and community development, particularly in the context of

deprived and minority communities (1989, 69).

The concept of community librarianship was given fresh impetus by President Lyndon Johnson's Great Society Programme and provided many ideas for the British Urban Programme (Martin: 1989, 70). The idea of librarians playing a socially responsible role was further and radically developed by the Social Responsibilities Round Table chapter of the American Library Association in which libraries were viewed as places which would play a role in achieving a just, humane and democratic society (Schuman: 1976, 251). Great Britain contributed another milestone in the development of community librarianship with the establishment of the Community Services Group of the Library Association in 1983. Its objectives further assist in defining community librarianship and include the following:

> Promoting library and information services to groups within the community whose needs are not adequately met at present by traditional library services. Among these are the elderly, the unemployed, adult literacy students, ethnic and cultural minorities who do not use libraries... New attitudes of mind together with alternative techniques and training facilities for librarians will be encouraged. The need for close working links with other voluntary and statutory agencies will be emphasized, as will the need for combatting disadvantage and promoting a harmonious multiracial and multicultural society (Community Librarian, vol. 3, no. 4, 1986, 18).

The definition of community librarianship as articulated by Bunch offers similar concepts:

> It can be seen that the term community information has two aspects. One is concerned with the nature of the information provided, that is, information in the community to help people with daily problem solving or in raising the quality of their lives; the

other is concerned with the nature of the clientele served, namely those who belong to the lower socio-economic groups or who are disadvantaged through an inability to obtain, understand, or act on information that affects their lives (Bunch: 1982, 4).

Martin makes the point that many of the people most active in community library circles would be left of the political spectrum and prepared to highlight the inherently political nature of their work (Martin: 1989, 70). South Africa, in the late 1970s and 1980s, was a brutalized society wracked by violence, repression, censorship and resistance. Karlsson demonstrates that resource centres are neither public nor special libraries but have features common to both. They emerged as a result of the interaction between the societal conditions and the progressive non-governmental service organizations which were researching the state and its activities, the community, development issues, social problems and solutions and she lists ten denominators which form a recurring theme. These are alternative publications, cooperative information exchange, proactive communication, media production, equipment and facilities, training, documentation of popular/contemporary history and culture, education support service and career guidance, alternative public libraries, disclosures allowing ordinary people to have access to information which affects their communities, new cultural paradigms including gender, the environment, contextual theology and the like (Karlsson: 1991, 3-8).

Again, within the South African context, Stilwell (1991, 351) maintains that there is no model community library but that there is absolute clarity from all interested people on the meaning of the concept:

A community library is one controlled, owned and sustained by the residents to motivate, empower and enable the local people to participate in projects aimed at meeting their needs and to develop networks (Saldanha in Lategan: 1989, 11).

This definition clearly emphasizes the democratic role of the community in the library's management whereas in most traditional public libraries, this function is hierarchically designated from the local authority or provincial library service concerned. Discussion on the role of the public library in disseminating community based information, however, cannot be discounted and will be further examined in the conclusion of this chapter. Karlsson notes that the participants of the 1991 Resource Centre Conference agreed most emphatically that resource centres were very different from libraries (Karlsson: 1992, 2) and goes on to inform that the Natal Resource Centre Forum media and information workers themselves formulated and adopted a definition of resource centres that was empirically, not academically, based:

A space or building in which human and other resources in a variety of media (eg. books, journals, newspapers, film, slides, video and audio cassettes, three dimensional objects, etc.) and equipment (eg. recorders, cameras, computers, photocopiers, printers, fax machines etc.) are arranged or made accessible in an appropriate manner for the purpose of empowering people through information dissemination, production, skills and resource sharing. A resource centre incorporates community involvement and participation at all levels... occurs. (Please note: the term 'resource centre' is popular and is therefore sometimes used for advice offices and special research services) (Dreyer and Karlsson: 1991, 69).

It therefore appears that community information work in South Africa can straddle differing outlets: the traditional public library gearing itself to satisfying

community needs; the independent community library run by and for the community in which it is located; and the more specialized centres which serve specific information needs of their clientele, such as trade union workers for example.

Christine Stilwell, in her comprehensive examination of community libraries, with particular reference to the emerging position in South Africa, attempts to construct a flexible model pertinent to the needs of the information deprived (1991, 311-343). The more important needs, principles, problem areas and practices have been extrapolated in order to clarify a meaningful community library concept in the South African instance and include the following:

- **Organization:** A sound organizational basis with clearly determined goals, decision-making processes and mechanisms for conflict resolution. The centre should not be perceived as serving only the interests of a particular political party. The importance of external accountability is stressed.

- **Relationships:** Race and gender issues, unless equitably addressed, could influence productivity. The interests of the sponsors and staff should have commonality, and careful consideration be paid to any formal association with Black local authorities given their lack of credibility.

- **Community Involvement:** This is deemed seminal to the concept and could range from volunteers, elected representatives to acceptance. Need to determine activities, services and methodology.

- **Information and Skills Sharing:** Sharing necessary to demystify and challenge traditional power relations.

- **Empowerment:** An important aspect through the dissemination of information necessary for day to day living which could be augmented by verbal advice.

- **Evaluation and Assessment:** Community should be involved in these processes and empowerment again an important aspect. Priorities will perforce, vary from community to community.

- **Communication:** Notes distrust of the written word due to the apartheid regime's distribution of counter-revolutionary pamphlets and the like. Word-of-mouth communication favoured where possible. Reliance on newspapers important to consider.

- **Stock:** A wide range of print and non-print resources needed to counteract the scourge of Bantu Education. This would include television, videos, cassettes and radio. Emphasis placed on the need for unbiased material.

- **Space Utilization:** Study space imperative for school children, students and adult learners.

- **Facilities:** These should be wide ranging, including those necessary for the production of materials.

- **Discussion Forum:** Important for the determination of community needs as well as an educative role. Office space for a variety of community

organizations could be provided.

- **Computer Technology:** Training and access seen as an important component of empowerment.

- **Librarian's Role:** Traditional role no longer sufficient; needs to be versed in both library and communication skills and be accountable to the community and their staff.

- **Locality of the Library:** Should be easily accessible to the community, whether sited residentially or in the workplace.

- **Opening Hours:** Should cater for community needs.

- **Centre of Community Activities:** Could serve, for example, as a vehicle for the promotion of cultural activities.

- **Funding:** Ideally should have some community input. Other sources should have community credibility. Accountability vital.

- **Information Access:** The role of the civic associations, in particular, in addressing this as a right for all is fundamental.

- **Integrated Approach:** There should be cooperation with schools, social services, non-formal educational agencies, adult education programmes and the like.

- **Self-Help:** Schemes could be initiated, especially for the unemployed and those needing additional skills.

The above criteria all pertain, in some guise or other, to the concept of community librarianship, the goals of which, as Martin reiterates, are a more

equitable service based upon increased opportunity of access and use; a service, therefore, which would be more relevant and attractive to a much broader cross-section of the population (1989, 163). He further indicates that the understanding of the term varies according to perception and environment. It becomes important for the purposes of this thesis and within the South African context, to determine and amplify the needs of the Black sector of the population, with particular reference to those using community libraries.

1.2 Needs of Community Libraries

1.2.1 Standard Requirements

Substantial need for the provision of information in a community must be ascertained before the establishment of a service can be justified. Bunch identifies several methods by which this can be achieved. These include discussion with those, whom, by the nature of their work, others approach for information; an approach to groups representing the clientele to be served; informal meetings with representatives of groups; open meetings, ideally hosted by a neutral body, at which the community can comment on ideas advanced on the possibility of establishing an information service and to give them an opportunity to participate in its planning and running ; conducting of a clear, simple and unambiguous survey to establish the information needs of potential users; and an analysis of enquiry statistics to ascertain whether there is a demand from a particular group for specialized information. Together with

information garnered from the above sources, Bunch advocates the compilation of a community profile containing statistical data, socio-economic information, a focus on local issues, and the viewpoints of local residents. He also warns that some information needs will not become apparent until the service becomes fully operational (1993, 3-10).

The comparative analysis in library provision to the differing sectors of the South African population as explored in Chapter Four, reveals alarming inequities in which the Black population emerge as the severely disadvantaged. The need for the empowerment of Blacks in the educational and economic spheres has become an urgent priority. The protection afforded to Whites by forty five years of apartheid has, in large measure, accounted for the unequal distribution of income and wealth. In 1990, seventy percent of the population was comprised of Africans, yet their personal income was thirty three percent of the total, whereas the income of the Whites, sixteen percent of the population, totalled fifty four percent (Mbatha: 1994, 46). The root of educational disadvantage and the resultant intellectual poverty can, in the same way, be laid at apartheid's door. Mary Nassimbeni, in an attempt to formulate a conceptual relationship between poverty and libraries, argues that disparities in the educational system parallel and reinforce inequitable distribution in the delivery of library and information services (1986, 56).

Karelse too, concentrates on the issue of empowerment. She illustrates that the primary role of resource centres has expanded from that of empowering

the communities and the groups that they service to participating in a broader

process of development. Reactive policies based on the inequities of the past are

no longer deemed enough and she advocates that:

> Resource organizations must contribute to the creation of an
> information policy and infrastructure which will advance the free
> flow of information, promote the availability of information
> sources to all, and encourage the production and distribution of
> appropriate information and resources. Such a policy should
> embrace technological applications and innovations, but must be
> sensitive to their use by a dominant group to control and
> disempower. A democratic society needs an appropriate
> information infrastructure in which everyone has access to
> information services that prioritise majority needs (1991, 5).

An obvious caveat follows: that unless the information needs of the Black

community are adequately addressed, empowerment, social change and

transformation will be stultified. Writing in 1988, Bekker and Lategan state that

little was then known of the general information needs of residents living in the

Black urban areas (1988, 63). Brooke-Norris, writing even earlier in 1986,

made the point that the needs of the urban Black, struggling to come to terms

with the demands of a sophisticated First World urban environment, will be

very different from those of the established middle-class urban White (1986,

201). He describes in some detail, the transformation in use of the

Johannesburg library from the time it was opened to all races in 1974 to some

twelve years later:

> The Reference Library had a characteristic user corps. This
> consisted of the typical White Johannesburg citizen: the
> professional man...: the family man or woman...: the advanced
> student...: the school child: and the usual corps of public library
> regulars: the browsers, the sleepers, the eccentrics, and the

out-of-works. In 1986, the picture is very different. The typical user is an undergraduate or scholar. The traditional type of user is still there, and perhaps in numbers. But they are vastly outnumbered by the students... nine out of ten users are students and the same proportion are Black...(1986, 201).

Brooke-Norris, in his description of the huge demand for library facilities by Blacks, makes the point that the Johannesburg Public Library was in danger of becoming a study hall for students, and the necessity for effecting a compromise between catering for its traditional clientele and the requirements of the students as far as resources allowed (Brooke-Norris: 1986, 202).

Karlsson refers to her 1992 unpublished survey in addressing this issue of library usage. Her findings reveal that most users of resource centres are male (59%), are in the 18-30 year age group, are registered scholars or students, are mother-tongue speakers of an African language and are unemployed (78%). She points out the direct contrast to the user population of most public libraries and cites the North American findings (which probably correspond to the position in South Africa) in which women, the homemakers, the educated and employed are the predominant users (1992, 11).

Community needs will obviously vary from community to community, and need to be articulated by the community itself. Bekker and Lategan, however, have compiled a generalized listing of primary needs which include labour, housing, transport, community and educational services set within the parameters of the social, economic and political milieu (Bekker and Lategan: 1988, 65-66). From these criteria they extrapolate various principles as far as

information needs are concerned. Social problems would necessitate the inclusion of information on relevant welfare organizations and the principles upon which their work is based; socio-economic problems could be assisted with practical 'survival' information, whereas economic issues could be tackled with information of a self-help nature on an individual basis and for the community as a whole. Political problems, they suggest, should be handled as local-level micro-problems. The endemic problems of illiteracy, dearth and inaccessibility of information outlets, given their location and hours of service, reduce ways in which basic needs can be addressed.

In assessing the role of traditional libraries in the provision of information needs, Bekker and Lategan argue, they do not make provision for the needs of the urban Black community despite well-stocked holdings, given the stock's irrelevance to specific community circumstances. They make the seminal point 'that people need to be advised, need to be given the opportunity to ask questions, to ask for further explanation, to see for themselves' (1988, 69).

It is clear from the above that 'survival' information is of paramount importance to the users of community or general resource centres and that this can only be facilitated by community input. This could be done through committees run by the community itself or by direct interaction between the librarian and users. Ways of improving the relevance of library holdings, as expressed by the informants to the Bekker and Lategan (1988: 70) survey, would include the following basic principles:

- **Type of Material:** Material should not all be printed. Written material.

- **Especial need for instruction leaflets**, brochures and information packages, should be simple, colourful and clear.

- **Visual Aids:** These could take the form of posters, pictures, and charts.

- **Audio Material:** Informative cassette tapes of especial value in imparting information.

- **Audio-Visual Material:** Slide-tape programmes and videos.

- **Verbal Material:** Advice on community problems.

Further to this needs analysis, Bekker and Lategan make the following observations based on their findings:

- Material should not (mainly) comprise study material of a kind perceived as suitable for UNISA (University of South Africa, a correspondence university) students.

- Should not include too much fiction , as communities are unlikely in the near future to use libraries as recreational facilities.

- Material should be free from bias. This is based on the perception that Blacks would necessarily want to read the same books as Whites and secondly, that recommended books, especially by a government agency would be regarded with scepticism.

It was felt to be significant to an examination of needs in Black community structures to further elaborate on the abovementioned Bekker and Lategan survey. The following findings pertaining to book type material

preferences resulted from a survey conducted in Alexandra, the Black township selected as the case study to be critically examined later in this chapter on the provision of library material and the feasibility of establishing a community library. A survey was conducted in June 1990 under the auspices of the Alexsan Resource Centre to ascertain user needs prior to its establishment in 1992. Alexandra was divided into six areas:

1. East Bank
2. Old Alex New Housing
3. Flats
4. Hostels
5. Old Alex Informal Housing
6. Old Alex Formal Housing

More than 932 houses were surveyed, but not all could be used. A household for this purpose was defined as all those people living together communally and contributing to the common maintenance of that group. This sometimes consisted of a single person, as in many cases in the hostels, to extended families which upon occasion included friends as well as relatives. An attempt was made to survey 2.5% of the households of Alexandra, by looking at the residents of every fortieth house. Problems arose, however, where in a single house, there might be resident up to five households. Even with a population sample of less than one percent, it was still considered sufficient to provide a picture of characteristics and needs.

As far as book choice was concerned, respondents were given the following range of options from which to choose:

1. Leadership and management skills
2. Do-it-yourself, eg sewing, cooking, auto mechanics

3. African writers

4. Wildlife and nature conservation

5. School subjects

6. Job skills

7. Facts of life, eg health, sex, human relationships

8. Political issues

9. Small business

10. Other countries

11. Children's books

12. Famous people

13. Romance and love

14. Art, music, sport

15. War stories

In addition, they could nominate other types of books (see Table 1).

TABLE 1: CHOICES OF LIBRARY MATERIAL

AREAS		CHOICES														
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1.	M	8	11	9	3	11	7	9	1	4	4	8	8	1	5	1
	%	6	8	6	2	8	5	6	1	3	3	6	6	1	4	1
	F	17	27	7	11	12	10	19	12	14	4	16	4	3	10	3
	%	12	19	5	8	9	7	14	9	10	3	11	3	2	7	2
2.	M	11	5	6	3	5	4	9	7	4	4	4	2	2	8	2
	%	15	7	8	4	7	5	12	9	5	5	5	3	3	11	3
	F	18	19	10	6	9	8	21	8	18	7	17	4	5	7	5
	%	24	25	13	8	12	11	28	11	24	9	23	5	7	9	7
3.	M	13	17	6	4	7	7	6	6	7	3	4	0	2	8	0
	%	6	8	3	2	3	3	3	3	3	1	2	0	1	4	0
	F	13	13	4	1	10	6	12	2	5	2	9	2	1	4	0
	%	6	6	2	0	5	3	5	1	2	1	4	1	0	2	0
4.	M	58	95	38	34	23	28	65	32	58	29	30	21	22	31	19
	%	20	33	17	12	8	10	23	11	20	10	10	7	8	11	7
	F	23	28	33	44	36	37	53	16	46	12	47	11	19	22	15
	%	8	10	11	15	13	13	18	-	16	4	16	4	7	8	5

TABLE 1: CHOICES OF LIBARY MATERIAL (continued)

AREAS		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
								CHOICES								
5.	M	155	200	68	63	101	112	124	77	133	27	75	27	17	71	33
	%	19	25	23	8	13	14	16	10	17	3	9	3	2	9	4
	F	101	174	61	44	114	75	133	46	100	29	86	21	22	50	16
	%	13	22	8	6	14	9	17	6	13	4	11	3	3	6	2.
6.	M	123	129	51	42	68	63	107	48	76	16	44	12	15	40	11
	%	15	15	6	5	8	8	13	6	9	2	5	1	2	5	1
	F	120	190	58	56	119	86	150	64	103	31	113	24	37	66	27
	%	14	23	7	7	14	10	18	8	12	4	13	2	4	8	3
T	M	368	457	178	149	215	221	320	171	282	83	165	70	59	163	66
	%	16	19	8	6	9	9	14	7	12	4	7	3	3	7	3
	F	292	451	173	162	300	222	388	148	286	85	288	66	87	159	66
	%	12	19	7	7	13	9	16	6	12	4	12	3	4	7	3
T-4	M	310	362	135	115	192	193	255	139	224	54	135	45	37	132	47
	%	15	17	7	6	9	9	12	7	11	3	7	2	2	6	2
	F	269	423	140	118	264	185	335	132	240	73	241	55	68	137	51
	%	13	20	7	6	20	7	6	13	9	16	6	12	3	7	2

Source: Alexsan Resource Centre: Survey, 1990

TABLE 2: TYPE OF BOOK REQUESTED IN FREE CHOICE

TYPE OF BOOK	AREAS						
	1	2	3	4	5	6	TOTAL
Afrikaans					1		1
Afrikaans literature						1	1
Agriculture				1			1
Animal care						1	1
Bibles				1	2	2	5
Blacks' roots						1	1
Career Guidance				1			1
Childrens' cartoons (comics?)						1	1
Childrens'	2						2
Different languages						1	1
Educational		1					1
Encyclopaedia		1					1
English					1		1
Farming						1	1
Geography					1		1
General information				1			1
Labour				1			1
Maths					1		1
Music	1						1
Nature and Wildlife		1					1
Newspapers				1			1
Newspapers and Magazines				1			1
Philosophy							1
Poetry	1						1
Religious				1			1
Technical				1			1
Western stories					1		1

Source: Alexsan Resource Centre: Survey, 1990

Comments:

1.   Judging by the percentage of responses, the most interested group is that of the Hostel Area. As much of this population is migrant, their contribution to the total has been removed but makes very little difference to the pattern.

2.   On the whole, women are more interested in library books than men. (However men are currently using the library more than women at a 2:1 ratio as women in general are still limited to tending to their families).

3.   Area 3, the Flats, shows very little interest in any library book subject.

4.   There is, with the exception of Area 3, generally high interest in the following book subjects:

School subjects

Facts of life

Children's books

Leadership and management skills

Do-it-yourself (even in Area 3 there was some interest here).

5.   African writers are only of much interest to Areas 2 and 5.

6.   Books on small business have a wider appeal to all but Areas 1 and 3.

7.   Books on job skills have moderate interest shown in them.

8.   Art, music and sport have some interest from Areas 2 and 4.

9.   Wildlife and nature conservation has marked interest only from Area 4.

10.   Politics do not evince much interest from any group.

11.   Very little is shown in books on other countries, famous people, on

romance and love, and war stories (Alexsan Resource Centre: Survey, 1990).

As has been illustrated above, variety exists in types of community/resource centres and range from the provision of skills to resources. Some have a higher degree of specialization than others, focusing specifically for example, on trade union material. They may be targeted at children, youth, women, adults or a combination of these with a link to adult basic information. Services encompass information, facilities, stock, training and outreach programmes. The latter aspect requires further discussion in order to illustrate the extent to which these centres are able to penetrate the community.

1.2.2   Outreach Programmes

The concept of outreach has its origins in what Martin terms the dawning sense of social responsibility evident during the 1960s. This, he states, nurtured the idea and thereafter positive discrimination in provision which led eventually to de-institutionalization and the introduction of community librarianship (1989, 21-22). Definitions of outreach provide varying emphasis. For example, Bunch defines outreach as the means of providing information or a service to a clientele wider than that usually served by the community information service, either in geographical or sociological terms (1993, 18). In 1982, he articulated more clearly that this aspect of library work could entail both the delivery of book services and material and the introduction of community information services. The former could encompass books collections taken outside the

library to community centres, hospitals and the like; change in book selection policies to accommodate the need for more popular material; arranging library book stock in a more appealing manner; library promotion through the media or by storytelling; special programmes for the disadvantaged, such as adult literacy classes; stimulation of the public to come to the library by arranging films, exhibitions, talks and the like (Bunch: 1982, 11). Clare Lipsman succinctly summarizes outreach or extension services as they are often called in the South African context, as follows:

> Activities or programmes undertaken in addition to or in place of ordinary library services with the intention of reaching a disadvantaged population (1972, 3).

In considering the outreach desiderata for community libraries, Bekker and Lategan (1988: 71) provide a proactive framework within which such activities could take place. This comprises nine key aspects in which a community library should be involved. These they list as follows: literacy programmes, back-up to literacy programmes, coping strategies for assisting with study needs, advice and assistance to the aged and pensioners, development of life-skills programmes, promotion of work-skills programmes, teaching of child-care skills, alternative education programmes, and parental development programmes. An integrated approach to these activities would be important and Bekker and Lategan again stress the need for coordination with community representatives. They paint a vivid picture of an ideal community library:

Physically, therefore, the library should provide far more than an information centre. It should be geared towards becoming the hub of community activities - with facilities available in addition, for meetings, film shows, discussions, educational and literacy classes, children's afternoon and holiday activities and so on (1988, 71).

In order to place the above analysis into perspective, it was deemed important to examine several working community libraries within the Johannesburg environs.

2. Examples of Community Libraries in the PWV Area, Transvaal

2.1 YMCA Orlando Library (Soweto)

2.1.1 History and Background

Based on a needs survey to determine the necessity for a library in the area, the library opened on 29 November 1975 and was situated on the first floor of the YMCA Donaldson Centre in Orlando. Its inception was a cooperative venture in which both AMDA, a local drama group and the United States Information Service (USIS) participated. The well-known poet, Don Mattera was involved as part of the drama group who felt that such a library would assist its actors and musicians. It opened with a stock of 600 books, 500 of which were available for loan purposes, twelve periodical subscriptions, about sixty five films and fifty music tapes. The holdings grew to approximately 1100 books and forty nine periodical subscriptions. (USIS Information Sheet, 1989; Interview: Nkomo). The library was taken over by the Orlando Young Men's Christian Association in 1987.

2.1.2   Library Building and Equipment

The library is housed in one small room. There is a main circulation point, four tables and seating for twenty four people. There is a small photocopying machine but this is not available to the public as servicing is costly. There are also television and video facilities. Audio-visual aids were won in a competition (Interview: Nkomo).

2.1.3   Table 3: Available Statistics

Membership, 1994: 60-70 members (30 of which are paid-up: R8 per member)

2.1.4   Bookstock

Initially the bulk of the bookstock did not address the immediate needs of the community because they were American in orientation. The bookstock was supplemented by a local publisher, Skotaville, a portion of which was given to nearby schools. A generous donation of some 7,000 books was given by the British Council, and the Isongo Project also contributed by supplying study and reading material. USIS continues to supply books and magazines, some of which were given to schools in 1989 in an attempt to set up small libraries. The Canadian and New York branches of the YMCA have also played a role in supplying material.

The stock now comprises African-authored books, both fiction and non-fiction; American books; adult education material; children's books (not

many); journals (which may be circulated after being in the library for six months); audio and video cassettes (not for circulation).

The main subject areas covered include sport, educational works, small business, and careers.

The library however, depends on donations and has no budget for buying books. (Interview: Nkomo)

2.1.5 Community Participation

There is a committee which was formed to coordinate the functions of the library and other activities. The community has a good relationship with the library which they are very willing to use, and this includes parents. School dropouts, in particular make extensive use of the library. Opening times are 11am to 8pm, Mondays to Fridays. (Interview: Nkomo). Bekker and Lategan note that the library clearly enjoys high popularity which is way and above that of other libraries. Films, mainly documentary in nature, are shown in the evenings and are always well attended, irrespective of their subject content or when they were made. The main reason for this good attendance is the perception that the films shown reflect the absence of censorship (Bekker and Lategan: 1988, 70). Educational classes were initiated by the library and by the end of 1994 the aim is to ensure that forty Standard 10 and a similar number of Standard 9 students have passed relevant subjects at the YMCA thus enabling them to enter university or other tertiary level institutions. It is also intended to

hold literacy classes for the elderly (Interview: Nkomo).

2.1.6   General Comment

During the period that the United States Information Service was intimately concerned with this library, critics of American government policies frequently spoke out against the existence of such a foreign government off in Soweto. They claimed that it housed 'revolutionary' type material and that it could engender 'subversive' activities. Over the years USIS encouraged impartial newspaper articles to counteract these statements (USIS Information Sheet, 1989).

Various problems are evident in that the library is very small and does not cater for the disabled. The fact that there is no budget allocation for the library is worrying as the library needs to be further developed and the work load is large. There are a number of thefts, and books are not returned on time although the loan period for material is two weeks and loans can be extended telephonically. (Interview: Nkomo).

2.2   Ipelegeng Community Centre Library (Soweto)

2.2.1   History and Background

This library had as its origins the USIS Soweto reading room mentioned above. There was a clear need for more space to accommodate users and material and USIS moved its main activities to the Ipelegeng Community Centre located in

White City Jabavu, Soweto. The Centre itself came into existence in the late 1960s with a primary focus at that time on career guidance and other academic activities. The modern building was constructed in 1983 with the Evangelische Zentralstelle für Entwicklunghilfe (a German Protestant church organization) funding two-thirds of the total cost. The Centre currently houses both the informal sector and various community services including the USIS Library, which opened on 11 May 1987. (USIS Information Sheet, 1989).

2.2.2   Library Building and Equipment

The library premises were renovated in 1990/91, thereby doubling the amount of seating space and establishing an airconditioned auditorium designed for programme use and with a seating capacity of sixty people. The R200,000 improvement project included an increase in bookstock to 2,500 from 1793 in 1989, and these are housed in the Main Reading Room. There are two offices, one for the librarian and the other for a student counsellor. The latter post is not currently filled and students requiring these services make use of the counsellor at the main USIS office in Johannesburg. Equipment includes a television set, video machine, photocopier, typewriter, fax machine and telephone.

2.2.3   Table 4: Available Statistics

1991:

Collection: 2800 books   48 periodical subscriptions   small video collection
Attendance: An average of 44 per day, mainly students
Membership: 300 currently active members   Students - 60%   Community leaders - 10%   Businessmen - 5%
Circulation: An average of 3 books per day
Staff: 2 librarians who work on a shift basis to keep the library open, especially during the extended opening hours on Tuesdays, Thursdays and Saturdays.

(USIS Information Sheet, 1991)

2.2.4   Bookstock

The stock reflects the USIS mission - to help South Africans become aware of the American understanding of life, with particular emphasis on cultural interaction. The library accordingly houses a collection of books by American authors on politics, economics, science, the arts, humanities, social sciences, and business. A closer analysis would reveal material on small business; study skills and resumes; English language - writing, reading, thinking; teaching mathematics and science; community development and leadership; economics;

business; and teaching methods in general. In addition it comprises a large selection of United States literature, both fiction and non-fiction. Periodicals cover a wide range of interests, as well as newspapers such as the *International Herald Tribune*, the *Washington Post*, the Sunday edition of the *New York Times* and the *Christian Science Monitor*. These are complemented by an extensive reference collection which includes encyclopedias, dictionaries, atlases and indexes. These may not be borrowed but all other books may be checked out for three to four weeks. Journals are not available for circulation (USIS Information Sheet, 1991; Interview: Joshua Kaunda).

2.2.5   Community Participation

The library caters extensively for matriculant and tertiary level students and remains largely a study centre with low circulation figures. Membership, in general however, is derived from residents of Mofolo South, Rockville, White City, and Dube. Video showings for the public take place twice weekly. The library screens the ABC World News, a compendium of the week's news as presented by an independent commercial United States television network and also special thematic programmes. As USIS Ipelegeng operates without a programme budget of its own, mission officers, Fulbright scholars, resident Americans and other visitors are utilized to address the community, arrange art exhibitions, and the like. Other programmes are financed by USIS Johannesburg funds. Information packs, book and poster displays are prepared on each

occasion. Monthly book promotion themes, American art for example, were initiated in April 1992 in an attempt to stimulate use of library material. These promotions combine press releases, video shows, local speakers, and book displays.

The librarian provides frequent library orientation tuition to senior high school students. This is an important task, as for many of the students, it is the first time they have utilized a library for research purposes. In a further attempt to encourage both use of the library and an improvement in community participation, selected groups have permission to use the USIS venue for their own programmes. These activities include youth leadership courses, youth clubs, community theatre, and AIDS workshops (USIS Information Sheet, 1991).

2.2.6   General Comment

There is no library committee to assist the librarian, and particularly in the beginning, the material was not all that relevant to the users. It is the librarian's responsibility to make representation to the head office to remedy lacunae of this nature. In 1991, the head office in Johannesburg requested an additional ten thousand dollars for books to meet the specific needs of the Ipelegeng users - English, study skills, small business and the like (USIS Information Sheet, 1991). Users often exceed the time limit permitted to keep their books, and should three renewal slips elicit no response, defaulters are contacted by

telephone or telegram. Interlibrary loans are effected through the Johannesburg office as the library is not large enough to operate alone in this respect. The library is not disabled-friendly but security is relatively good (Interview: Joshua Kaunda).

2.3 Funda Centre (Soweto)

2.3.1 History and Background

This Centre, located in Diepkloof, was established in response to the political events of the late 1970s as an alternative education centre concentrating on non-formal adult education and teacher development. It came into being as a result of private sector initiative, and represents both a milestone and challenge to the Urban Foundation which was responsible for initiating the project, correlating relevant research, negotiation and implementation. The 1981 report of the Main Committee of the Human Sciences Research Council Investigation into Education under the chairmanship of J.P. de Lange prompted moves to address the severe education problem, while research into the project goes back to the original contributions by the Teachers' Action Committee, the University of the Orange Free State research team which led to the decision to establish a 'multipurpose centre.' Negotiations were lengthy and involved associations, the Department of Education and Training, private projects and potential donors. This led to clarity as to how the land could be acquired and the Centre established and funded (Funda Centre Brochure, undated). Major funding was

obtained from IBM, who continued to support the project until its withdrawal from South Africa in 1987 as part of the sanctions campaign to isolate the Republic until the demise of its apartheid policies. The Centre was thereafter funded by local donors, but is an autonomous body.

The Funda Centre, with its futuristic design and unusual internal colour schemes, was officially opened on 31 March 1984 by Mr Clive Menell, Chairman of the Transvaal Region of the Urban Foundation. He summarized the objectives of the Centre and stated that

> The powerful combination of the different components of Funda provides a potential mechanism for bringing together different approaches to teaching and training and ultimately applying them in the classroom. We believe that this can lead to innovation and change. It must be encouraged and allowed to develop. Funda must be a place where experimentation and innovation are actively pursued (Funda Forum, 1984, 1).

At the same function, Professor Es'kia Mphahlele delivered the keynote address and said that

> Funda is like a physical plant we have all been yearning for... In Funda we can supplement what the school system provides, and also, more to the point, to enrich the learning process, give it relevance as part of community development.

There are four sub-centres within the Funda Centre:

The Teachers-In-Service Training Centre

This Centre is an amalgam of the Black Students Study Project, Mathematics and Science Teachers Association, Science Education Centre, Senior Secondary English Research Project, and the Soweto Saturday School. The Science

Education Centre, which is an educational field unit and resource facility, provides back-up courses to help teachers cope with everyday problems relating to conceptual issues, the design and planning of lessons, experimental skill, and audio-visual presentation methods. Teaching skills are fostered through workshops and special projects.

The Adult Education and Training Resource Centre

The design and development of appropriate adult curricula and methods are the main focus of this Centre. It investigates, improves and undertakes programmes in both the formal and non-formal education of adults. In addition, it applies innovative approaches to training. These objectives are incorporated in the programmes which are undertaken by the Centre's users. The Centre interacts with private training companies and groups to this end, and also takes cognizance of the training needs of the larger adult community.

The Teachers' Centre

This provides an avenue for the exchange of views and the discussion of ideas and problems experienced by teachers in the classroom situation. It attracts a wide spectrum of participants, including those who live and work outside Soweto. Training programmes for teachers working in creches and nursery schools fall within the ambit of this Centre.

<u>Arts Centre</u>

Facilities pertaining to the development of the arts are provided in the form of training programmes for teachers, seminars and conferences, performances, exhibitions, workshops and other activities. It incorporates the African Institute of Art, Madimba Institute of African Music and the Soyikwa Institute of African Theatre (Funda Centre Brochure, undated),

The library was established to support all these activities in terms of relevant material and is the key element in the integration of the various educational activities undertaken at Funda.

2.3.2   Library Building and Equipment

Computers, photocopying machines and a music system are available. The library comprises a reading room, a processing room and a store room. There is a mini library for the blind, the Ezekiel Mphahlele Library for the Blind.

2.3.3   Table 5: Available Statistics

1994:

Staff: 2 qualified full-time librarians 1 para professional staff member 1 secretary 2 part-time post-matric workers for evening and Saturday shifts
Bookstock: Approximately 20,000 vols 40 journal titles 10 newspapers, all local - dailies and weeklies
Membership: 800 registered members

2.3.4   Bookstock

The library has developed its holdings with the constant objective of responding to recognized community needs. For example, one of the user groups, the Council for Black Education and Research undertook a series of public lectures entitled Know your Country: South Africa. The library responded by building up the collection on the areas covered in the series, including works on literature, history and the arts (Funda Forum, 1984, 2). All heads of departments are involved in book selection, but the librarian also participates and is concerned mainly with the purchase of reference materials. The stock comprises mainly works of reference and non-fiction and only a small section of approximately one thousand fiction titles, which is little used. The African Writers Series is well represented as are South African authored (mainly Black) works. Prescribed books from the correspondence university, UNISA, and the

Technikon SA are purchased and there is a collection of audio-visual cassettes and films.

2.3.5 Community Participation

A library committee formerly assisted the librarian but this is no longer in existence. (Interview: Thembi Twala). Previously, the library committee and policy making body comprised representatives of Funda User Group Committees, which were community committees as well as representatives of sponsors and other people outside the community. This ensured a continual and substantial community contribution to library operations (Stilwell: 1991, 324). The library is mainly education orientated. Due to a strong demand from the community it became an open access library so that distant education students had recourse to study material. An analysis of the membership reveals that 60% are UNISA students, 25 % from the Technikon SA, and 10% from the VISTA University. (Interview: Thembi Twala).

2.3.6 General Comment

The Funda Centre is now in a process of transformation into a community college. The long term vision is that of an integrated post-secondary institution responding to the needs of the immediate community and developing a model providing basic education and skills; vocational and technical training, and easing the transfer into academic institutions. These three core components will

enable adults to complete their schooling and develop meaningful skills; the certificated courses in vocational and technical training areas will range from office management and teacher development to the more traditional trades - courses will be relevant to local needs and overseen by committees drawn from employers, employees and academics; the academic transfer programme will lead to an associate degree which will be transferable to a university as credits towards a Bachelors Degree or as the basis for getting a job. The concept will be introduced in three phases, but the Centre believes that location within the community, control by community leadership, association with the South African private sector, and embryonic adult basic education, vocational and technical, and academic transfer programmes will provide an important base from which the community college can be developed (Funda Centre Community College Initiative. Implementation Plan, 1993)

The long term implications for the library are unclear but the library will become much more of a learning resource centre with more emphasis on bibliographic instruction for the users. (Interview: Tembi Twala).

2.4   An Evaluation

In assessing this small sample of community libraries against the criteria and characteristics outlined in the initial discussion covered by this chapter, the following observations can be made.

The three libraries under review all reveal a strong degree of commitment to serving the community. They owe their origins to governmental (the USIS/YMCA Library, the USIS Ipeleleng Library), or non-governmental (YMCA Library, the FUNDA Centre) organizations. The political situation in South Africa influenced the establishment of the FUNDA Centre in particular, and the popularity of the YMCA Library can be traced to the lack of political bias evidenced at the Centre. The credibility of all three libraries was enhanced by the lack of connection to South African governmental agencies.

User needs were met in differing ways. In the YMCA Orlando Library, a library which enjoys high popularity with its clientele, the outreach programme has been particularly successful in its stimulation of residents to participate in its programmes. The bookstock, although initially not relevant, caters for the users' needs in the fields of education, small business and career enhancement. One of the essential elements in ensuring a successful community library is an active library committee, and the committee at the YMCA Library coordinates activities and popularizes the library. The library also satisfies the needs of the marginalized youth of the community, who for political reasons failed to complete their education. Bookstock in the USIS Ipelegeng Library has perforce, a strong American orientation but this is compensated for by the wide subject coverage and the emphasis on reference material. This library fulfils a strong need for a community study venue as evidenced by the low circulation figures and the preponderance of students who use the venue. The intensive

efforts on the part of USIS to engage their clientele in outreach programmes and to encourage users to make use of their facilities is a noteworthy feature. The lack of a working library committee at both the Ipelegeng Library and the Funda Centre is a factor which may perhaps be remedied at a later stage. The Funda Centre is well-known for its excellent resource base and its broad subject field. Its community commitment is evident in the Trustees' accession to a request for open access to all. It too, has an emphasis on service to the student fraternity and the lack of recreational reading is a feature common to the three libraries under review. Access to audio-visual material, films, video tapes and the like is actively promoted and a popular form of instruction. Newspapers, too, are well used.

It is significant to note that the libraries are available for use in hours that suit the community, with the Funda Centre in particular, open in the evenings and on Saturday afternoons. From the above, it can be seen that these libraries play an important role in empowering the communities which they serve, but perhaps tend to lean towards the traditional public library mould with its hierarchical power base. With the exception of the YMCA Library, the community does not play a highly active role in the running of the libraries under review and the process of interaction, as defined by Karelse (1991, 4), whereby the experience of sharing resources with users feeds back into the centre and informs its practices and programmes becomes pertinent to their success in meeting wider community needs. Community acceptance is not

enough to compensate for the lack of community participation at a grass roots level. This issue becomes particularly relevant when new libraries are established (and to make the old more meaningful), as will be seen in the following descriptive account of an attempt to provide a community library to the residents of the Alexandra township.

Map of Alexandra
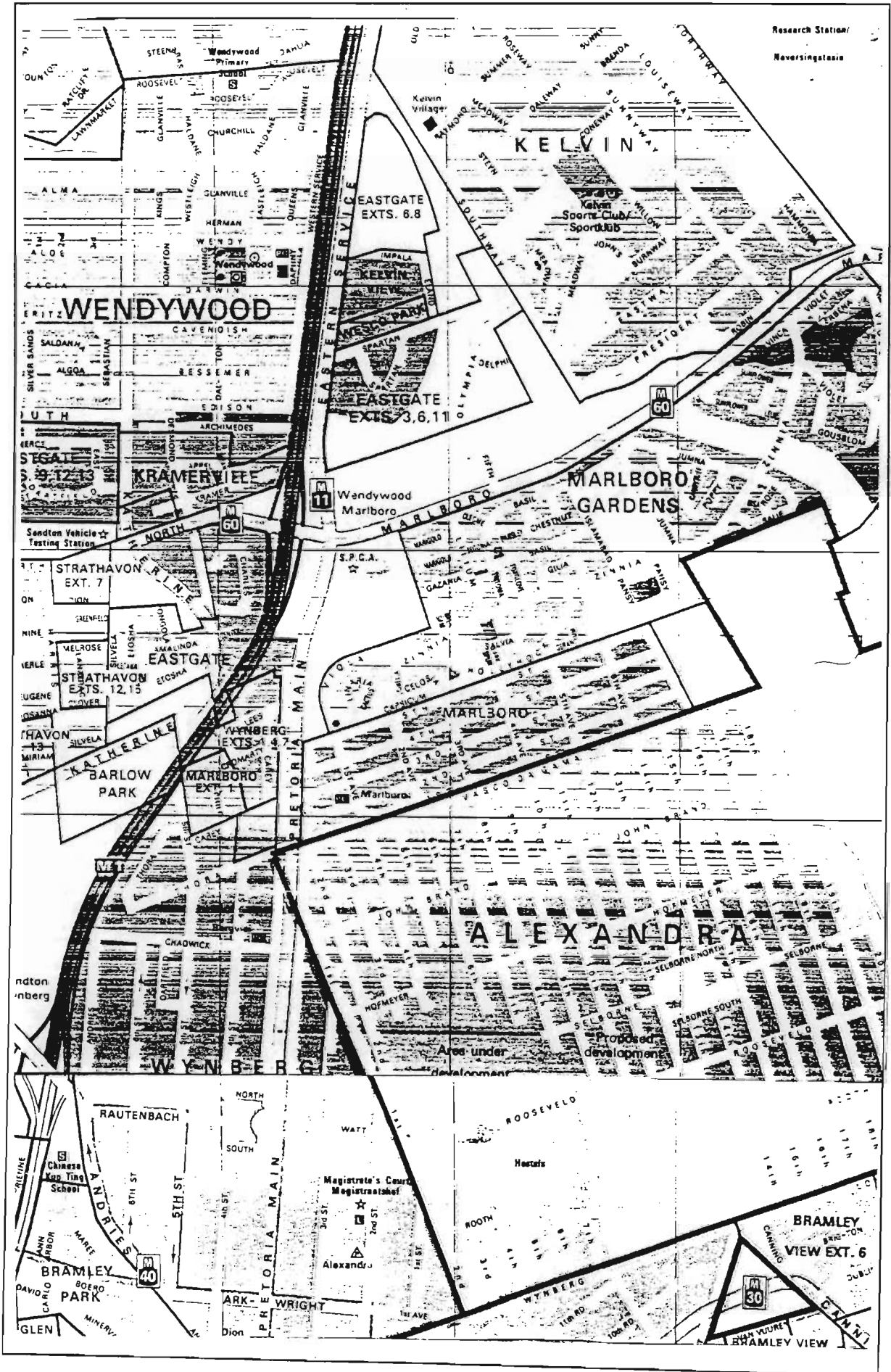
3. Alexandra Township, Transvaal: A Case Study

3.1 Socio-Economic and Historical Background

As indicated on the map, Alexandra lies in the heart of White Johannesburg and abuts the affluent northern municipalities of Sandton and Randburg, as well as the industrial areas of Kew, Wynberg and Marlboro. It is situated equidistantly, some thirteen kilometres, between Johannesburg's Central Business District and to the east, Isando, another highly industrialized area. Residents of the township, therefore, are advantageously placed for employment, a factor which helps account for Alexandra's high density of population. It has twice the density of Soweto, and eighty times that of Sandton; it is in fact the most densely populated of all Black townships as demonstrated by the following table:

Table 6: Township Population Density

	AREA (ha)	POPULATION	POPULATION/ha
Alexandra	360	200,000	555
Soweto	7,994	2,000,000	250
Sandton	14,245	95,000	7
Malboro Gardens	3,510	6,000	170
Daveyton	2,735	189,000	69

Juta's RSC Report: 1991, 6

As at 1993, the population has been estimated at 360,000 with approximately twenty seven people moving into Alexandra daily (Black

Township Annual: 1993, T 11, T 13)

Alexandra is divided into two main sections: the old Alexandra lies to the west of the Jukskei River and comprises the original one square mile of closely packed houses and shacks, while the new section is sited to the east of the river and contains newly developed houses in the middle and upper income range. It is complemented by a large tract of land which is now in the throes of development by the Transvaal Provincial Administration. The latter is called the Far East Bank and is expected to yield a total of 7,000 sites (Black Towns of the PWV: 1992, 9-10).

Alexandra has a long, complex and chequered history; even the origin of its name has been subject to dispute. Some sources attribute it to that of Queen Alexandra, wife of the English King Edward Vll, while others claim it was renamed after the wife of the original farm owner, a Mr. Papenfus, before registering it as a township for resale as a residential area in 1905 (Sarakinsky: 1984, i). The area was transferred, in that year, to the Alexandra Township Company, with the intention that it should be for the exclusive occupation of Whites. There was no demand, however, for the 338 large erven, and in 1912, the Company applied for the conversion of Alexandra into a 'Non-European' or 'Native' Township. Two restrictions were tied to the purchase, sale and transfer of title deeds which provided that that land could only be disposed to persons of colour, and this excluded Indians, who, together with Whites were prevented from trading or involvement in any business whatsoever (Sarakinsky:

1984, i-ii). Freehold erven, totalling some 2500, were sold. Johannesburg refused to administer the area and the Alexandra Health Committee was instituted (Juta's RSC Report, 1991, 7). The Dishwantsho tsa Rona Study Group points out that the acquisition of freehold possession of property, was by the same token a misfortune, in that no one owned it except the standholders, who were too poor to contribute rates sufficient to its maintenance... Moreover, it boasted a degree of self-government, local ratepayers being elected onto the Health Committee, it governing body. The confidence and manner this produced in the attitude of Alexandrians towards provincial and national government is noteworthy and a through account of Alexandra's class structure is to be found in a 1982 Honours Dissertation presented to the University of the Witwatersrand by P.Tourakis entitled: The Political Economy of Alexandra Township, 1905-1958 (Dishwantsho tsa Rona Study Group: 1982, 31).

The failure of the Health Committee to efficiently administer and service Alexandra together with overcrowding and its concomitant social problems led to poverty, underdevelopment and the establishment of ghetto conditions. From 1958 onwards, the administration of Alexandra became the responsibility of the Peri-Urban Areas Health Board with a brief to retain Alexandra as a labour dormitory servicing only Johannesburg's northern suburbs, to purchase properties, to provide services, and to clean up the gangster elements which had become rife. Loans were granted for these purposes (Sarakinsky: 1984, 22). A number of resolutions were taken regarding the redevelopment of Alexandra,

including an attempt to reduce the population to 30,000: at that stage it was an estimated 103,000 (Augustyn and Marais: 1979, 2). By 1963, both the slum clearance strategy coupled with the decision to bring the township more directly under official control, culminated in some 44 700 people being removed to Soweto and Tembisa, many of whom refused to accept compensation moneys which are held in trust to this day (Juta's RSC Report: 1991, 7). Alexandra was to become a hostel-city: this would entail the relocation of all families and the demolishment of Alexandra as a township providing family housing. It was to be replaced by eight hostels designed to accommodate only those single men and women employed in Johannesburg's northern suburbs and Randburg; and the gradual reduction of freehold through the voluntary sale of properties. Alexandra subsequently became known as 'Lost City' Opposition to the plan was vociferous and widespread and there were repeated complaints about conditions in the hostels (the first of which was completed in 1971), including the lack of heating in winter (Sarakinsky: 1984, 37,46-50).

By 1971, the Bantu Affairs Administration Act enabled Bantu Administration Boards to be established in order to replace the local authorities responsible for administering the townships. In 1973, Alexandra became the responsibility of the West Rand Administration Board. Mass removals continued: resistance mounted. The Alex Liaison Committee was established under the chairmanship of the Reverend Sam Buti, a Dutch Reform Church minister and several businessmen. Their aim was to 'save Alex'. The 1976

Soweto uprisings had a mirror effect in Alexandra, and it too, erupted, resulting in some twenty deaths and much destruction. Lack of finance resulted in the significant slowing down of removals and expropriations and calls began to made for the upgrading of the township which entailed repeated representation to the successive Ministers of Bantu Administration and Development. An interim halt was announced in December 1977, and early in May 1979, the situation was permanently reversed with a pronouncement by the then Minister of Plural Relations, Piet Koornhof, that the original plans for Alexandra were cancelled and that Alexandra would be replanned for family housing. (Sarakinsky: 1984, 51-6). The Liaison Committee was officially recognized and an election was organized (Juta's RSC Report: 1991, 7).

The redevelopment plans for Alexandra were unveiled with the publication in 1980 of the Alexandra Masterplan by the Department of Cooperation and Development. It recommended installation of basic infrastructure such as water, sewerage and electricity reticulation systems, and the construction of storm-water drainage and graded, tarred roads. The government rezoned Alexandra for family housing and ninety-nine year leasehold. The masterplan suggested demolishing the township and constructing income-differentiated housing and an elite suburb. Taxable property and the creation of a central business district, planners hoped, would create base for financially self-sufficient local government (Jochelson: 1990, 3). Jochelson notes that the implementation of this plan acted as a catalyst for political

opposition which became increasingly radical during the Eighties.

Municipal status was conferred on Alexandra in 1983, falling as it does within the Randburg Magisterial District. The Save Alexandra Party (previously the Liaison Committee) was elected unopposed to the Town Council in the face of widespread boycotts. Sarakinsky describes in detail the Party's volte face: they supported the West Rand Administration Board by insisting that the remaining 300 shareholders should sell their properties to the Board; illegals were not able to live in Alexandra; evictions took place and, in fact, there was little difference between them and the Community Councils which they purported to reject (1984, 69-75). Sam Buti's development programme was instituted, resulting in a small elite reconstruction, unaffordable by all but the wealthiest Alexandra residents.

Jochelson explores in detail, the residents' opposition and their attempts to delay the implementation of the upgrading plan and illustrates that a 'Six Day War' in February 1986 between youth and police was a turning point in local politics and paved the way for 'people's power'. New political actors, modes of organization and political agendas manifested themselves in a shift in popular mobilization. Major developments are summarized below (1990, 2-11). Mention must be made in this regard to the Alexandra Residents Association which argued that the government and the Council had betrayed Alexandra's workers and criticized the priorities of the development programme. The Alexandra Youth Congress and the Alexandra Civic Association, too, had roles to play.

The former were responsible for educating and organizing the youth constituency and instituting an Anti-Crime Campaign. Political detention deprived the township of these practised activists for a period, and they were replaced by an unruly element known as 'comrade tsotsis' who had to be brought under control on the activists' release. Street committees were considered an alternative to the politically apathetic Alexandra Civic Association and were coordinated into the Alexandra Action Committee. Jochelson explains that this structure was intended to allow residents to participate directly in clarifying their grievances and formulating appropriate strategies.

Local grievances were inextricably intertwined with national politics. At the funeral of Michael Dirading, a nineteen-year old member of the Alexandra High School, who had been shot dead by the security guard of a store in Wynberg, about 13,000 people gathered on 14 February 1986 to pay tribute despite restrictions imposed by the magistrate of Wynberg (Race Relations Survey: 1986, 521). Police used tear gas to disperse mourners and ignited the 'Six Day War', as it became popularly known. It saw the youth pitted in combat against the South African Police, South African Defence Force, councillors and informers. Consumer and rent boycotts, confrontational to the state but fashioned by local grievances followed, and a new wave of radical protest led by youths aligned to the United Democratic Front. The Council's credibility crumbled and councillors were urged to resign; 22 April saw the demise of the Council. The Alexandra Action Committee announced the

triumph of 'people's power', but their stance was speedily undermined by the security forces. The township was cordoned off and activities strictly monitored; the township organization went underground. The Alexandra Action Committee was elected sole representative of Alexandra, with the Youth Congress as sole survivor, serving under its rubric. The 1986 State of Emergency however, marked the end of 'people's power in the township'.

The government did not recognize the Alexandra Action Committee as the legal representative of the township residents and appointed Mr Jacobus Steve Burger to take over the Town Council duties. He was formerly Director of Housing and Community Services of the West Rand Development Board (Race Relations Survey: 1986, 119).

In October 1986, the then Minister of Law and Order, Louis Le Grange, specifically linked socio-economic reform to political stability by stating that security measures needed to be applied in conjunction with social upliftment in the African townships. October saw the institution of a policy restricting local political activists by detaining them while the local mini-Joint Municipal Council supervised socio-economic upgrading of the area. A sum of R 116 million was budgeted for Alexandra, which included the building of 6,000 houses with basic services and the construction of 700 flats. In addition, stormwater drainage, electricity, waterborne sewerage, water supply to houses, street lighting and tarred roads were to be provided throughout the township. Other facilities to be built over a five-year period included a health clinic, post

office, technical training centre and three schools. The attitude of the Alexandra Civic Association was articulated by its vice- chairman, Mack Lekota who claimed it was an attempt to divide the residents and make them forget politics and their rightful demands (Race Relations Survey: 1987/88, 457-8).

Deaths in Alexandra due to political conflict totalled three in 1988, and one in 1989 (Race Relations Survey: 1988/89, 599; 1989/90, 236). Although 1990 proved to be one of the worst years of political violence in South Africa since 1985 with a total of 3 699 deaths, it was not until early in 1992 that violence erupted in Alexandra and civic administration was brought to a virtual halt by the feud between the ANC and the IFP. One theory advanced to explain the violence in the previously peaceful and ethnically integrated township was that the IFP-supporting mayor, Prince Mokoena, had been allowing Inkatha into the township to enhance his own position and that of his Council against the ANC-aligned Alex Civic Organization and (even though his term had expired and Alexandra was without a mayor), the Madala Hostel had become, by violent means, a power base for the IFP (Sunday Star, 5 April 1992, 15)

In April 1992, a twelve-man delegation met with the Minister of Law and Order, Hernus Kriel, to discuss the carnage in Alexandra and to ask the Minister to declare 'Beirut' - the area between First and Sixth Avenues which had been worst affected by the violence as a disaster area, thus qualifying it for relief aid. This was later granted by President F.W.de Klerk, with the proviso that requests be channelled directly and individually through his office. The

condition was rejected by the Alexandra residents on the grounds that it would make the receipt of aid difficult. Statistically, during the period between 7 March 1992 and 12 April 1992, sixty people had died in the area, 585 had been injured and 10,000 displaced from their homes. The end of April witnessed the uncovering by the police of a 'firearms factory' in the Madala Hostel and twelve people were arrested (Race Relations Survey: 1992/93, 460-461).

The Transvaal Provincial Administration in May 1992, appointed the Democratic Party councillor for Sandton, Andre Jacobs, to administer the violence-ridden Alexandra. There was no longer a quorum as so many councillors had resigned (Race Relations Survey: 1992/93, 424). A year earlier, the chairman of the Management Committee for Sandton, Bruce Stewart, announced that the Sandton Town Council was preparing to merge with the neighbouring Alexandra township. He stated that the Transvaal Provincial Administration would assist Sandton to finance the rebuilding of the township's ailing administrative structures and the uplifting of vital areas (Race Relations Survey: 1991/92, 91)

As at November 1993, the Transvaal Provincial Administration, having fired all the councillors of the Alexandra Town Council both for reasons of mismanagement, and, as they were not considered politically legitimate by the Alexandra residents, placed the administration of Alexandra under the jurisdiction of the Randburg Town Council. While any expected amalgamation between Alexandra, Sandton and Randburg has not taken place and while there

is no direct monetary input from the latter, Alexandra benefits from their expertise. Any payments regarding infrastructural repairs and improvements remain the responsibility of the Transvaal Provincial Administration and the Regional Services Councils. The future remains uncertain. The idea of a metropolitan government for the greater Johannesburg area is at present under discussion, although the negotiations for the country's future constitutional dispensation at the World Trade Centre in Kempton Park paid scant attention to the issue of local government. The main initiative lies with two bodies : the Central Witwatersrand Metropolitan Chamber of which Frederik van Zyl Slabbert is the chairman, and the Joint Northern Negotiating Forum. The former is the more important of the two as all the major town councils have representation as well as the civic organizations and ratepayers associations. As well as the political future of the region, issues such as infrastructure, health, road and transport problems are addressed. The Northern Joint Negotiating Forum is more parochial and represents the subregion of the metropolitan area and comprises, among others,the municipalities of Sandton, Randburg and Alexandra as well as the Development Bank and Escom (Interview: D. van Wyk, Public Relations Officer, Sandton Municipality, November 1993).

What of Alexandra's present status regarding living conditions? A journalist's description of Alexandra, current at the time of writing, reads as follows and paints a word-picture against which attempts to lead a 'normal' life must be assessed.

One minute you are rumbling past shackland so dense you could walk faster over the roofs than on the ground. Next minute suburbia, with houses fit to feature in a PR brochure. And then 'Beirut', the devastated area alongside the two vast fortlike hostels. 'Beirut', face to face, is a stomach-wrencher. It looks like a scene from a Hiroshima movie, jagged half-walls rising from the khakibos. But there was no atom bomb here; much sweat and sledgehammer work went into punishing these bricks and tiles, after the 650-odd families who lived there fled from hostel mobs on March 15-16 last year.

Suddenly the calmly informative man on my left, one Moffat, turned sombre. 'That was my house' he said, pointing to two solid pillars amid a pile of rubble. Soon afterwards we pass an intact homestead on the edge of the wreckage and the lady on my right, Sisi, has damp eyes as she says: 'That is my house', a house now in the possession of robbers who simply annexed it. Sisi, like Moffat, is a Displacee. The word is not known to the dictionary but is commonplace in Alex, which invented it. The Displacees are a major fact of local life and a fact so poignant that it is a disgrace that they remain in limbo. Many of the Displacees are old-Alexandra families, third and fourth-generation middle-class people with customs akin to Parkhurst's [a mainly White middle-class Johannesburg suburb]. By rights, they should be spearheading the Black advance into the new age and the formal economy. They camp in church halls and factory stores and wonder why the world ignores them...

Peace has come back to Alex... In nine months there have been at most three 'political' deaths. Inkatha, ANC, police and administration serve in a growing web of joint committees. Reconstruction is the buzzword and all the signs point in the right direction...But Alex has a long way to go. Proclaimed plots sit empty while the rival ratepayers' associations squabble over who should get them. Shackland includes people living on rubbish tips and others perching dangerously within the Jukskei River's highwater zone... But the tide has turned... and now is the time for joint endeavour - not least incorporating a public effort from neighbouring Sandton - to restore the backbone people of Alex to a way of life from which they were wrongly wrenched (The Star, 18 September 1993).

Peace in Alexandra was enforced at the price of a massive police and army presence, daily street-to-street searches for weapons, and a strictly enforced 9 pm-to-4 am curfew. Delegates of the National Peace Accord - sponsored Interim Crisis Committee representing the African National Congress, Inkatha Freedom Party, Democratic Party, churches and relief agencies played a major role in the peace initiatives that brought about a decrease in the violence, but there is not much clarity as to how the fragile peace actually eventuated. Local ANC and IFP leaders, Mandla Maseko and Ewert Mncube claim that it was the funeral of IFP member Maria Mguni (one of Alexandra's oldest residents) in March of 1993, attended by leaders and supporters from both organizations, which brought the residents together. For whatever reason, the barricades and armoured vehicles blocking Roosevelt Street (which divided Beirut from the rest of Alexandra) have been removed. The number of violence-related deaths has dropped from 222 in 1992 to six in 1993, but the daunting task of addressing the problems facing the victims of violence remain (The Star, 21 October 1993).

It is with this background in mind, that an assessment of the library position in Alexandra is attempted.

3.1.2   A Survey of Libraries in Alexandra, 1993

3.1.2.1   Perceptions

Prior to presenting a formal survey of the current status of libraries in Alexandra, it was considered both informative and relevant to collect spontaneous reactions to the provision of facilities in the area. This information was derived from University of the Witwatersrand students:

Joyce Maluleka (Born in Alexandra 1960: Second Year BA Law)
Initially puzzled as to the whereabouts of a public library in Alexandra, she then recalled it was situated near the Madala Hostel, several long blocks from her home and in an area perceived to be unsafe. While at school in Alexandra at the Bovet Community School, she never once had access to library facilities. Her first contact with libraries occurred when she moved schools in Standard Nine to the University Preparation Programme in Braamfontein, after she had worked for 6 years for an electronics manufacturing company. She found library usage difficult at first owing to a lack of background. She observed that during her youth, parents had no interest in books, but the position is now changing. She has very little leisure time for reading fiction; concentrates mainly on law and sociology books.

Aaron Vilakazi (Born in Alexandra in 1964: Second Year BA)
Until he went to the Minerva High School in Standard 9, he had no access to books. Even then, he felt that there were not enough books, especially fiction,

and that the library was understaffed because the librarian was also a teacher. Had no access to books when he was little and spent most of his time playing in the yard. When he is in Alexandra, he now uses the Alex San Kopano Library, mainly for academic books but is of the opinion that there are not enough books. He observed that for his purposes, the Alex San Kopano Library's hours were unsuitable, especially at examination time when it was necessary for him to find somewhere to study. His home is overcrowded and conditions are not conducive for studying there. He concentrates on reading his own books of a socio-political nature during his leisure time, and has little time to explore alternative sources of books. Vilakazi still feels affected by the lack of access to books whilst at a formative stage, although there were a few books at home given to the family by his parents' employers. He also denounced the lack of extra-mural activities which could have assisted him in improving his reading and information skills.

Martin Victor Dolo (Born in Alexandra in 1968: First Year BA)

During his primary school years, Dolo had no access to a library but this changed whilst he was at the Alexandra High School when a library was established after he had been there for a few years. He went to look at it but never used it however, due to a lack of library programmes and instruction. Matriculation, in consequence, was very difficult for him and he only became conversant with books after attending the Alexandra Business College which operates under the auspices of the Institute for Personnel Management, and

thereafter at Khanya College which arranged library familiarization programmes at the University of the Witwatersrand. He has access to a few books at home, interestingly garnered from a donation of American books given to an Old Age Home in Alexandra and subsequently distributed to various people in the community.

3.2   Alexandra Public Library

3.2.1   History and Background

The library in Alexandra was begun in 1981 by Mrs Masuku at the Ekukanyisweni Primary School, which is situated in close proximity to the present library where it moved soon after opening due to political violence. It was the successor to an earlier library in Number Two Square which was burnt down during the 1976 riots. Initially the library stock comprised only donated books, but this changed after it affiliated with the Transvaal Provincial Library Service in 1988/89 (Notes provided by the TPLS).

3.2.2 Table 7: Available Statistics

1993:

Staff: 2
Bookstock: 3322
Membership: Adults - 48 Children - 185

(TPLS Monthly Statistical Form, July 1993)

3.2.3 Library Buildings

The facilities now comprise a new building constructed in 1991 by the Alexandra Town Council and the old library, which will become a branch library. The decision to construct a new library was not well accepted by the community as they were not party to the decision and, furthermore, they did not approve of its location in the Beirut danger zone. The old library is a dilapidated structure with a capacity of some 3,000 books. It is manned by a semi-qualified librarian in the throes of completing her Library and Information Diploma at the RSA Technikon, and a matriculated administrative clerk. They frequently had to flee the premises when the violence was at its height, often without time to secure the premises. It is nevertheless, in a less dangerous area situated some three blocks from the new library which has remained empty since it erection two years ago, but which could accommodate 12,000 books.

It has never been viewed by the Johannesburg Regional Librarian of the Transvaal Library Service. Due to the danger involved she has only once managed to visit the old library, and has never seen the new one. Intensive discussions have been underway with the community and it is hoped that the new library will open early in 1994 (Interview: Jean Conradie: Librarian, Transvaal Provincial Library Services, Johannesburg Region).

3.2.4 Library Stock

3.2.4.1 Afrikaans Fiction

These are very seldom used.

3.2.4.2 English Fiction

These books are used daily by teachers, students, and community members. They read fiction for leisure, especially popular authors such as Jack Higgins.

3.2.4.3 Afrikaans Non-Fiction

They read Afrikaans non-fiction both for grammar and projects.

3.2.4.4 English Non-Fiction

These are used daily by teachers, students and community members for reference and study purposes.

3.2.4.5   Foreign Languages/Vernacular

These are the most used books. You have sent us more vernacular books which is very good for users to be able to find what they want.

3.2.4.6   Juvenile Fiction

These are well-used, especially Walt Disney. I wish that you could send us more of these. Some of the titles are simplified and easy to read, for example we have Jane Eyre both for adults and for juveniles.

3.2.4.7   Juvenile Non-Fiction

These are used daily by teenagers. Relevant books sent include 'Everything You Need to Know About Sex' and the like.

3.2.4.8   Nursery Books

These are used by parents and nursery school teachers for projects and reading stories to their kids. They are very good, especially the colour pictures. The English nursery books are also used by children for reading and project purposes.

3.3   General Comment

The existing library stock is very relevant. Most readers are excited to get what they want, especially those who are studying with the Universities of South

Africa and the Witwatersrand. We exchange books every month and hope they will continue to be relevant. (TPLS Quarterly Report on Public Libraries: Alexandra Public Library, March 1993).

3.4 Department of Education and Training

School libraries in Alexandra fall under the ambit of the Department of Education and Training, the government department responsible for Black education. The sub-directorate responsible , Educational Technology is divided into two sections, namely, Media Centre Services and Audio-Visual Services. The function of the former includes the selection and provision of library books and periodicals to primary, intermediate, and combined schools. Further tasks entail the compilation and distribution of a guide to recommended library books, general guidance in the administration and organization of media centres, and in the use of printed media. These functions are facilitated by means of the Classroom Library Project intended for primary schools; providing book collections, in the form of packages to intermediate and secondary schools; and the compilation and provision of annotated subject bibliographies (Department of Education and Training. Media Centre Services. Information Sheet: 1993, 1).

Books are centrally selected according to the syllabus, processed and thereafter sent to schools in boxes. As indicated in the above cited Information Sheet, new schools receive a basic initial consignment encompassing most

school subjects and complemented by a set of basic reference works. The selection is updated annually. A ratio of twenty five fiction to seventy five non-fiction is followed in order to encourage resource-based learning. Teachers requiring additional material are entitled to make submissions which are then forwarded to Pretoria. The system operated in a satisfactory manner until teachers who formerly taught media education were required to teach examination subjects. Subsequently, few teachers remained at school after 2pm to organize the library and there are reports that the books are not even removed from their boxes to the library shelves. There are obviously exceptions to this, as evidenced by the Alexandra Secondary School. The Department employs media advisers responsible, in designated regions, for library training, and the promotion of both media integration into schools and information skills (Interview: H.Bartlett).

3.5 READ Libraries in Alexandra

READ, the acronym for Read Educate and Develop, was formed in 1979 as an independent educational trust funded entirely by private sectoral grants. Structurally, it straddles the entire country through the services of eleven regional offices. The determination of guiding principles is the responsibility of a Board of Trustees and elected regional committees representing communities in which READ is operational. READ's mission statement is as follows:

READ's vision is that all South African children should be able to read,

write and speak with greater competence so that they can

- cope with the modern world

- improve their chances of meaningful employment

- share the wisdom of the world's great literature

- increase their enjoyment of leisure time

To this end, READ has developed methods and materials focused on the
teaching of learning and communications skills unique to the South African
context. READ has three national service units which support the work of all
READ regions and projects country wide: book selection and distribution;
training and material development; and finance and administration. Of the
ninety three permanent staff members employed by READ, forty three percent
are involved in the training and materials development component, while less
than ten percent work on the administrative side. In essence, training
encompasses three main areas:

- the primary school level which is the main objective of READ's work.
  Pupils are taught basic, retainable language, learning and life skills.
  Supporting material to develop these skills is provided;

- the high school programme includes courses in examination and writing
  skills as well as courses on reading motivation, language competence and
  research skills;

- at the community level, a study of the possibilities of developing these
  libraries has been undertaken.

This study is being directed at companies and their employees. READ is currently servicing community libraries funded by different companies which were established in areas from which the companies draw their work forces (READ Education Trust: Annual Review, 1993).

In Alexandra, READ is involved in twelve primary schools where particular attention is paid to the book-based language programme.. This method takes advantage of traditional storytelling traditions used in combination with especially designed materials and an appropriate supply of books. This programme is complemented by the provision of in-service teacher training. Alexandra obtained two percent of the total expenditure incurred by READ on project and development work in 1992 - 1993. (READ Education Trust: Annual Review 1993, inside front cover, 3).

3.6 Alexsan Resource Centre

A project of the Alexsan Kopano Trust, the Resource Centre was opened in February 1992. In the two years of its operation, the Alexsan Centre, to cite the Chairperson of the Local Peace Committee, Mrs Patience Pashe, has become even more of a home to the community. A place where the people can come and do things by themselves and for themselves in their own time, a place where people have been using initiative (Alexsan Resource Centre. Progress Report, 1993, 1).

The Resource Centre is responsible, together with the community, for devising programmes and courses. The business sector is involved in the Centre, especially those companies in close proximity to Alexandra and who appreciate their role in the reconstruction and development of South African society.

As reported in the above mentioned Progress Report, the Resource Centre is predominantly 'grass roots' and very much part of the day to day life of the community. As articulated by the project coordinator, Holly Luton-Nel:

> One of the main roles we play is as facilitator of community development. Being the only community resource centre [in Alexandra], our networking among groups and organisations is committed to the growth and development of all individuals, groups and organisations in the community (Looking North, 22 June 1994, 5)

This is manifest in various ways, including housing displacees in their overnight facilities. Apart from the educational and training programmes, weddings, funerals, choral competitions, debating, drama, fashion shows and the like are held. The community is supported by the Centre's tenants who provide services ranging from primary health care, Aids counselling, legal advice, business assistance, housing advice, together with the Centre's four main projects and the library. The projects include a Youth Advice Network with its programmes on careers and work preparedness, study groups, sexuality discussions, voter education, drama, debating and community work. The Career Guidance Programme covers information dissemination and distance counselling concerning career choice and available bursaries. Under the aegis of the

Education Project, the continued development of the library and the Maths Teacher Up-Grading Programme for high school mathematics teacher receive priority.

3.6.1   The Read Alexsan Kopano Library

3.6.1.1   History and Background

The library originated as the Alexandra Study Centre, a READ project designated to serve the PROTEC students and the Alexandra community at large. It doubled its membership in 1991, with encouraging reports received regarding its role in improving the study facilities in Alexandra. Various innovative ideas were introduced, such as a book club for primary school children in which pupils were encouraged to share with others books they had read. Story telling was also used to introduce pupils to new books. Audio-visual and computer programmes which had a syllabus-related orientation were available for older pupils. The Study Centre moved to the Alexsan Resource Centre on its opening in order to bring its holdings to a much larger section of the community due to its locality in the heart of Alexandra (READ Annual Report: 1991, 29).

As mentioned above, the Centre is reliant on donor support and the library in particular, benefited from major grants. The Toyota SA Foundation set up the library as a basic study centre with chairs, tables and shelves; the Perm through the Nedcor Chairman's Fund provided a large quantity of books,

equipment and some running costs in order to activate the project and to develop a reference library; and together with 3M tattle tape system for security purposes; as mentioned above, READ brought in their expertise, supervision and books, as well as coordinating the librarian's salary with Otis Elevator, and more recently with Johnson and Johnson for the library assistant's salary. Anglovaal funded the complete set of the Star School Videos which cover mathematics, science, biology and English. The insurance company, Sanlam, have recently become donors (Alex Times, 20 May - 3 June 1994, 3).

3.6.1.2 Table 8: Available Statistics

1993:

Staff: 2 (unqualified)
Membership: 909

3.6.1.3 Library Buildings

The spacious library is part of the Resource Centre complex. It is easily accessible and one enters into a foyer in which the issue desk is strategically placed. To the right of the desk one finds a reading area comprising approximately fifteen tables and around which red, green and blue plastic chairs are placed, thus imparting a cheerful air. The non-fiction section is close by but these works are non-circulating due to problems experienced in ensuring their return. To the left of the issue desk is the fiction and also the junior section

where low tables and chairs mirror the adult arrangement.

3.6.1.4   Library Stock

Bookstock in the library needs building up and large empty spaces are evident, particularly in the non-fiction and reference sections. Many of the books are processed through READ and obtained through financial donations presented to the Centre. Suggestions are made to the librarian and forwarded to READ for purchase. Other material is selected for the library both on the basis of community needs as well as the needs of pupils and students. READ has especially designated bookstock selection staff who utilize their knowledge of the school syllabus and reading levels in the selection process. There is a small selection of magazines, most of which reflect womens' interests and newspapers are purchased daily. (Visit to the library; Interview, V. Barratt).

3.6.1.5   Satisfaction of Needs

The community library at the Centre fulfils the need for a public library in an area where few exist. The library is mostly frequented by secondary and tertiary students, but concerted efforts are being made to increase library membership among younger pupils and adults. To this end, the librarian has introduced a reading programme for young children on Saturday mornings. In addition, meetings with women's organizations have proved fruitful as some parents now frequent the library on Saturdays and borrow books for their children. Some of

the parents have requested a special room where the children will not disturb the other users. A suggestion box is well utilized and there is repeated request for a photocopying machine. The librarian has made the following observations:

> The Centre has become the pride of the Alexandra Community. It has come to my notice that more readers are making use of the library's facilities daily. Books that have been ordered have made their mark on the users and hence the influx to the Centre. The library has gained much popularity (Read Alexsan Community Library: Monthly Report, July 1993).

3.6.1.6   General Comment

Library outreach has become an important aspect of the library's work but needs to be developed which has been difficult given staff restraints. The librarian, nevertheless, has frequently addressed women's syndicates making it patently clear that the library is not only the preserve of the literate but for ordinary people in the street and that it is a place where information is readily and easily obtained. Illiterates are taught basic reading and writing skills per arrangement with the minimum requirement being the presence of ten registered members. School children are encouraged in the reading process by dramatizing stories from their library books and the story telling and reading mentioned previously. Marketing plans include the encouragement of parental involvement, youth clubs and pupils from technical colleges. This assists in identifying basic educational needs. Videos have become of increasing importance and are of great assistance to high school teachers involved in the natural sciences. This aspect of the library's work needs to be developed. The need for discussion

rooms has become increasingly evident (Alexsan Resource Centre Library: Monthly Report, July 1993 ; and Half Yearly Report, 1993).

The aim of further empowering the community by involving them more closely in the development of the collection and in the running of the resource centre as well as imparting information skills, still require additional improvement, 'but in practice we have aimed toward attaining these principles' (Alex Times, 20 May - 3 June 1994, 3).

4.   Project Acorn: An Empirical Case Study

The idea of establishing a community library in Alexandra was conceived to fulfil a dual purpose. Firstly, as demonstrated from the above, the necessity for a working library closely allied to community needs and interests is clearly manifest. The lack of library facilities has had severe ramifications on student progress, and, although this has been somewhat ameliorated, it has contributed towards the disempowerment of the community as a whole. Leisure time in Alexandra is at a premium and life under near battle conditions was indescribably difficult but, nevertheless, access to a source of diversion , enlightenment, entertainment and empowerment should not be withheld for those reasons.

The ideal of contributing, albeit in a small way, to counteracting the scourge of illiteracy was an important consideration, and the visit of a library colleague to Alexandra and her subsequent report-back proved to be the pivotal

spur necessary to implement the project.

The second reason for assisting in the establishment of such a project lay in the necessity of documenting the problems, pitfalls and progress associated with the development of a community library. Was it in fact stepping into the breach caused by the lack of state initiative? Would it be any more acceptable to the community than a provincially based library? What function would it fulfil in the community? What is a community library in the South African sense?

4.1 Diary of a Library's Establishment

Fieldwork in investigating the establishment of a library with a strong community bias has provided the opportunity to document the practicalities and problems associated with such an exercise. It has been decided to present the information in the form of a diary which will reveal the rate of progress achieved, community involvement (or lack thereof), and an assessment of the library's performance. All information cited is based on formal minutes and first-hand experience.

4.1.1 The Idea: May 1991

The idea of establishing a library in Alexandra resulted from a chance discussion in May 1991 with a colleague recently returned from a visit to the township. Her graphic description of housing, schooling and the almost total

dearth of library facilities prompted the idea of community-based participation in starting a library. The backing of the senior staff of the University of the Witwatersrand Library was obtained, and this writer was requested to convene the project. It was code-named Project Acorn in the hope of a large oak tree.

The above-mentioned tour of Alexandra was sponsored by the Institute for a Democratic Alternative for South Africa (IDASA), and the leader, Patrick Banda, a senior member of the IDASA staff was approached for comment and support. As a resident of Alexandra he enthusiastically endorsed the idea and poignantly added the rejoinder... 'I do so need something to read'. Banda undertook to approach the Alexandra Arts Centre, a widely accepted community base, for their opinion and as a possible venue for the library.

The following plan of action was drawn up:-

	SCHEDULE		ACTION
1.	Consultation and co-operation from the community	*	Through the offices of IDASA, its staff member, Patrick Banda, approached the Alex Arts Centre. Idea accepted, space set aside in their building.
2.	Meeting with Patrick Banda and a member of the Alex Arts Centre to be held on 26 June 1991.	*	To discuss implementation of the schedule.
3.	Approach to possible donors for financial contributions, books donations, and professional and technical advice.	* * * *	Letter to Wits Library staff Approach SLIS Committee Liaison with READ regional services Approach to Sandton's Education for Employment Project re staffing

The concept of a library was proposed to the Alex Arts Centre by Patrick Banda, and one month later we were advised that the idea had been unanimously accepted and an area had been set aside for library purposes.

4.1.2   25 June 1991: Alex Arts Centre

The Alex Arts Centre was approached because of their contacts with the community and their apolitical stance which would entail an unbiased service to all sectors given the prevailing political climate. Run by a Steering Committee and a Co-Ordinating Committee, we met with one of the co-ordinators, Mandhla Machinini. He explained that a start had, in fact been initiated by the Centre in collecting books relevant to the subjects taught there- art, music, photography, architecture, draftsmanship, and pottery. The British Council and the Skotaville Press (a local publishing house) had donated a nucleus of some fifty books, which at that time were housed, uncatalogued in an office. The Centre envisaged the enlarged library encompassing public library objectives and serving the entire spectrum of the community.

The room made available in the Centre was approximately four by five metres in size, with bookshelves built-in on the one wall. At the time, the room was utilized as a music room and housed both a piano and a harmonium. However, outside the room lay an enormous foyer, and it was noted that part of this could be enclosed to make a bright new music centre. The estimated cost of the enclosure was two thousand rands. It was decided that until this objective was met, no progress could made in establishing a library.

On the question of staffing, the Centre undertook to try and obtain on-going funding for staff members. With opening hours from 8 a.m. to 8 p.m., they envisaged that the library be manned for the entire period, which

would have necessitated the employment of two staff members. The Centre undertook to make available a member of their own staff as a back-up in case of illness or vacation and it was decided to make an approach to the Sandton Public Library for the training of such a person.

4.1.3   25 June - 10 December 1991: The Campaign

Having secured both institutional support and adequate premises, the next priority was that of ensuring assistance, both professional and financial. A letter was circulated to all members of the University of the Witwatersrand Library staff appealing for help in the form of book and monetary donations as well as the offer of professional expertise in cataloguing and classifying the material received. Over the next six months, the project elicited R500 from the staff, a total of 600 books comprising in the main, children's fiction and non-fiction, adult fiction and a few works of non-fiction and reference material. This was taken into stock on the understanding that further weeding for suitability could take place, accessioned, technically processed by inserting both bookplates and date sheets, while seven members of the Library staff shared in the professional aspects of the exercise. The material was then boxed, clearly labelled and stored.

In the interim, an appeal letter for funding was sent to a number of embassies. At that time, diplomatic representation in South Africa was at its lowest ebb due to the long campaign by the international community to isolate

uth Africa in protest against its apartheid policies. Response from the major

ntries was initially disappointing, except in the case of a generous donation

ten thousand rands from the German Embassy. An account was opened with

Nedbank into which all the monies obtained were immediately deposited.

ntact was established with the Liberty Life Foundation from whom it was

ped to obtain funding for the appointment of a librarian. The project fitted

ll within their ambit but further guarantees of the library's viability in the

ms of definite commitment by the Alex Arts Centre were required. A funding

proach was made to the Special Libraries and Information Services Group

LIS) of the South African Institute for Librarianship and Information Science.

ch year an award is made by SLIS for library development, and in August

91, Project Acorn became the recipient of two thousand five hundred rands

be used for the purchase of reference material.

A list of potential Trustees prominent in both the Alexandra community

l the educational and library worlds was drawn up as the project needed both

dance and credibility. The following people agreed to serve: Patrick Banda

resenting the Alex community and IDASA); Matilda Gcasela (representing

Alex Arts Centre); Jacqueline Kalley and Elna Schoeman (from the

versity of the Witwatersrand Library); Grant Nupen (St Albans College,

oria and their educational outreach programme); Professor Reuben Musiker

eritus Professor of Librarianship and University Librarian, University of the

vatersrand); Professor Peter Vale (Co-Director, Centre for Southern African

Studies, University of the Western Cape); Wally Serote (Poet and Head of the African National Congress' Department of Culture).

4.1.4 January 1992 - February 1993: Frustration

At a meeting on 22 January 1992, over 150 appeal letters were signed and dispatched to both overseas and local prospective donors. A competition had been held at the Alex Arts Centre for the best logo depicting the proposed library, and the winning entry enhanced the letterhead. It was noted that the Canadian Embassy had indicated interest in the project and a meeting was set up with the Development Officer, Jerry Methula, both to see the proposed venue and to be briefed on necessities. The Alex Arts Centre secretary was selected for back-up training at the Sandton Public Library with their consent and expressed wish to assist in promoting library training and facilities to their neighbouring municipality. To this end, a generous donation of children's books was given to the project. A letter to the Sandton Municipality itself, requesting assistance towards staffing costs, however ultimately yielded disappointing results and no funding was obtained.

The proposed library's mission statement was drawn up and after careful consideration read as follows:-

To provide the community of Alexandra with public library facilities.

To enable the student population of the township to have access to reference facilities for their respective areas of study.

To assist in the community's general attempt to eliminate illiteracy by encouraging the people of Alexandra to develop an interest in reading.

Application for a fund raising number and tax exemption status was made to the Receiver of Revenue and receipt of the request was acknowledged. At the time of writing however, some two years later, no number has yet been received.

By 27 February 1992, funds to the sum of thirteen thousand rands had been collected, 650 books catalogued, and a quotation of six thousand rand for the installation of shelving had been obtained. The Alex Arts Centre staff then raised objections to the utilization of the music room as a library, stating that the proposed portion of the foyer would not be sound-proof and they rescinded permission for its use in any form as the space was often required for large functions. It was therefore decided to investigate the purchase of a prefabricated separate structure (a Zozo Hut) which could be erected at the side of the Alex Arts Centre. The library would then have a degree of independence from the Centre, could determine its opening hours and have an asset of its own. It was established that a structure of five by ten meters would be required, installation electricity necessary and costs would total approximately ten thousand rands. As the budget did not provide for this additional expense, it was decided to approach various companies to sponsor this request, and further methods of fund raising were debated.

What the library contingent of the meeting was not told at the 27 February meeting was that the Canadian Embassy had made a grant of fifty thousand rands to the Alex Arts Centre for the implementation of their programmes, of which nineteen thousand, five hundred rands was to be spent on the library. It was specified that this money be administered by the Alex Arts Centre and not placed in a separate account. This donation was only revealed upon telephoning the Canadian Embassy to ascertain their reaction to our appeal. The Alex Arts Centre Co-ordinator was then requested to fax the results to the library working committee. They received only that portion which pertained to the library.

Further problems began to manifest themselves. Objections were made to the library assistant selected for the post with claims that the process had not been democratic. In the meantime, the Centre had failed to adequately advertise the post. They further failed to submit lists of books required in their field by the specified date, in their undertaking to call a meeting to introduce the concept of a library to the community and the German Embassy refused a request to utilize part of their grant for the purchase of a Zozo Hut. The security situation in Alexandra worsened as the political situation deteriorated and it became increasingly difficult to visit the Centre. The Zozo Hut would have become a potential security hazard and it was decided not to proceed with the purchase. The most serious problem however, proved to be monetary. News financial mismanagement at the Centre filtered through to the library working

committee and it was evident that association with the Centre was no longer possible.

At this stage the appeal fund had raised the following:

NAME OF INSTITUTION/TRUST	AMOUNT
Bantu Sports Club Trust	R10,000
Canadian Education Trust	R19,500 (paid directly to Alex Arts Centre)
German Embassy	R10,291.62
Genmin	R2,000
Nestlé	R2,000 (can purchase books to this amount)
Sasol	R1,000
South African Breweries	R7,000
SLIS	R2,500
Various individuals	R1,055

Negotiations to obtain new premises began with the Alexandra Teachers Centre through the good offices of Patrick Banda, and received their enthusiastic approval. Letters dated 4 August 1992 were sent to all Trustees informing them of the change in venue and inviting comment. A similar explanatory letter was sent to Mr Dave Slapobesky as chairperson of the Alex Arts Centre requesting his endorsement of the proposed venue change and his immediate reply. No answer was ever received. It was nevertheless decided to proceed with the project given its substantial assets but pending the attitude of the South African Democratic Teachers Union, which represented community interests. On 11 January 1993 the following letter was received from the chairperson, A. Sepeng:

This letter serves to confirm that we were informed of the activities of the Alexandra Teachers' Centre.

We understand that these activities include the establishment of the library for the teachers and the community of Alexandra.

We are therefore fully supportive of the idea of establishing the library in the Centre as it will advance the educational needs of Alexandra as a whole.

Based on these manifestations of support, the working committee was sufficiently encouraged to call a meeting of Trustees to reactivate the project.

4.1.5 March 1993 - December 1993: More Frustration and Some Slow Progress

As Project Acorn had no formal constitution, it was pointed out that the Trustees should consider themselves Acting Trustees until the position was rectified. Grant Nupen was elected Acting Chairperson at the first meeting held on 25 March 1993. It was noted that this was a preliminary consultative meeting between the Acting Trustees and members of the community. However as no representatives were present at the meeting, it was requested that the minutes be sent to all interested parties.

The Co-ordinator of the Alex Teachers Centre had personally approached various sectors of the community including teachers, youth formations and civic structures, to ascertain viewpoints concerning the proposed library, all of which had been favourable. He stressed the non-political and non-partisan approach to establishing the library. He maintained that the need for a library was great, especially for academic purposes. In responding to a question on the accessibility of the library to all members of the community, he stressed it was

the policy and intention of the Alex Teachers Centre to develop all aspects of the community, including education. It was emphasized by the Acting Chairperson that this project should be run and directed by the community.

As a clear need for a library had been expressed, the Acting Chairperson suggested the following Action Plan , which was endorsed by the Committee:

a) To ensure the correct compilation of the Trust comprised of representatives of the community, the minutes of this meeting plus a letter requesting them to consider the Action Plan and send a representative to a meeting to be held on 5 May 1993.

b) Subject to (a) above to discuss with the Alex Teachers Centre alterations needed to the room designated to be the library.

c) Draw up a budget including:
alterations;
appointment of a librarian (initially on a one year contract, to be renewed);
resources;
fittings and furniture;

d) To action these;

e) Install the catalogued material presently stored for safekeeping

f) Should this plan be implemented, the project should be operative one month after the next meeting (to be held on 5 May 1993)

g) It was reiterated that no further financial transactions could take place until a full Trust is established, and thereafter additional funding should be sought.

At the follow-up meeting, only one community member, representative of the Alexandra Civic Organisation, made the effort to attend. As the aim of

the meeting was to find trustees for the library, it was decided to invite the following to nominate representatives, who would then have to sign the Trust on behalf of their respective organisations: SADTU, Alexandra Civic Organisation, Alexandra Education Coordination Committee, Alexandra Arts Centre Steering Committee, Alexandra Teachers Centre. In addition, the following individuals declared their willingness to serve on the Trust: Patrick Banda, Professor R. Musiker, Grant Nupen and Jacqueline Kalley and Professor Peter Vale were nominated. The Acting Chairperson agreed to the drawing up of a draft constitution, to be tabled at the next meeting for approval by the trustees. It was further resolved that the Action Plan could only be confirmed once the Constitution had been approved by the trustees. The Alex Arts Centre were sent a reminder concerning the donation by the Canadian Embassy to the project.

It became necessary to draw up an alternative proposal as at the following meeting, held on 22 June 1992, none of the community organizations sent representatives. It was proposed that the Co-ordinator approach the Alex Teachers Centre Management Committee with the suggestion that they accept a donation of approximately 600 books, and all moneys collected (R36,926.08 at that time and excluding the grant from the Canadian Embassy). In return the Alexandra Teachers Centre would administer the library for the benefit of the Alexandra community and by allocating and refurbishing a room to be used as a library. The Acting Trustees also recommended the appointment of a qualified

librarian, and requested that one of their committee assist in overseeing the project for the period of one year. This proposal would have to be accepted in writing, and precluded the need to form a legal body of trustees to administer the library.

The letter accepting the proposal demonstrated some confusion as to the library's status, but this was rectified in a letter dated 2 July 1993 and signed by Phiroshaw Camay on behalf of the Alexandra Teachers Centre which stated:

> that the ATC would gladly accept the donation of books and money for the upliftment of the Alexandra community. We would also appreciate the appointment of a qualified librarian and availing the library to the Alexandra community. Thanking you for your faith in ourselves.

The Canadian Embassy faxed an invitation to meet with the working committee in an attempt to resolve the vexed question of their grant to the Alex Arts Centre. The Acting Trustees had, in the interim, faxed the Arts Centre requesting clarification on the issue, but had received no reply. As none of the Acting Trustees could attend the meeting given the short notice period, a fax dated 7 July 1993 was sent to the Development Officer confirming, in writing, a previous telephone call to him indicating that the library project had not received the donation and stating 'that these monies, in our opinion, are still being held by the Alex Arts Centre'. The Acting Trustees indicated their willingness to discuss the issue but required confirmation that representatives of the Alex Arts Centre would be present at the meeting.

They were not present at the meeting which was held at the Canadian

Embassy office in Pretoria on 26 July 1993 and it was left to the Working Committee and the Acting Chairperson to explain the sequence of events that led to the withdrawal of the proposed library from the Alex Arts Centre. It is not possible to describe the stance of the Development Officer as non-partisan and the meeting became progressively more difficult given his inability to accept the library project as separate to the Alex Arts Centre but that they were party, at that time, to its implementation and viability. The fact that the Working Committee had written to express thanks for the donation was construed as their having received the funds. It was agreed that the Acting Trustees would send to the Canadian Embassy a document itemizing, in precise detail, their position in respect of the transaction. This testimony assumed the form of a legal document and was fully substantiated by detailed reference to the Embassy's own stipulation that the money should be administered solely by the Alex Arts Centre, and to all subsequent minutes pertaining to the funding, the relationship between the Working Committee, the Acting Trustees and the Centre. The document concluded with the expressed wish 'that should this matter not be satisfactorily resolved by the Alex Arts Centre, we request that an audit be implemented without delay'. (The funds held in safekeeping by the Acting Trustees were subject to an annual audit as is normal practice). The document was signed by all the Acting Trustees and signature requested from two of the original 'Trustees', one of whom was the former Co-ordinator of the Alex Arts Centre. No signatures were forthcoming. To date, no reply to this

document has been received from the Canadian Embassy, although they have been kept fully appraised, by means of minutes, of all subsequent meetings and progress.

As all further action was contingent upon hearing from the Canadian Embassy, at the next meeting held on 23 September 1993, the specific deadline of a reply by 31 October 1993 was chosen and communicated to the Embassy as thereafter presuming that they supported the idea of a relocation in library venue to the Alex Teachers Centre. Agreements would then be entered into with the Centre's Management Committee with the aim of an operational library by January 1994. An appeal to the Liberty Life Foundation for staffing funds was sanctioned, and permission granted for the obtaining of a shelving and a work station quotation.

The project continued to be beset with problems. What was to be a seminal meeting at the Centre failed to take place as the offices were barred and locked and attempts to locate the Co-ordinator were fruitless for the following three days. When he was finally tracked down at his home, he admitted for the first time that the Centre was in financial difficulties and all activities were temporarily suspended while bridging finance was being sought. He suggested that the Acting Trustees contact the Chairman of the Management Committee, Piroshaw Camay, as well as the Director of the Sagewood Educational Trust, the controlling body of the Alexandra Teachers Centre. Both contacts proved supportive of continuing the Centre and gave the Acting Trustees assurances

that sufficient funding was available to reopen it in 1994. Piroshaw Camay accepted an invitation to attend the next meeting on 29 November 1993 at which it was decided to submit the following proposals to Sagewood:

a) The Acting Trustees propose to donate a collection of some 650 books to the Alexandra Teachers Centre.

b) In addition, the Acting Trustees will install and pay for the library shelving, furniture and the librarian's work station.

c) The Acting Trustees will lodge an amount of approximately R28,000 for the purchase of books, journals and the like.

The contribution from Liberty Life will pay for library staffing whom Sagewood will employ.

d) The staff member(s) will be employed for a period determined by the size of the Liberty Life grant.

e) A library committee is to be formed and should consist of the following: representatives from Sagewood, the Alexandra Teachers Centre, the Acting Trustees, and the community.

Mr Camay undertook to approach Sagewood with the above proposals, to report back to the Acting Trustees, and to advertise for a librarian through the Translis (Transforming our Library and Information Services) network system.

4.1.6   January 1994 - : Progress

The Liberty Life Foundation heralded in the new year on a positive note with the receipt of their letter dated 17 January 1994 stating 'that we are pleased to inform you that an amount of R25,000 has been approved for the ATC Library Project'. As it had been decided that any funds received from Liberty Life would utilized for the librarian's salary, a further landmark in the library's

establishment had been achieved. Only one candidate had submitted an application for the post, a newly qualified librarian who had undergone his training at the Department of Information Studies at the University of Natal in Pietermaritzburg. As indicated by Sam Matsimbi's curriculum vitae, his interests lay in community service, and his out-going personality augured well for the proposed position.

By January 1994, therefore, the position may be summarized as follows: the library had a venue, a quotation for a shelving and a floor-plan, a likely candidate for the post of librarian and at least the major portion of his salary ensured, a nucleus of approximately 650 books and relevant journals, basic stock such as bookplates, date sheets, a catalogue, issue tray and library pockets. Why then was there no progress?

No formal acceptance of the Acting Trustees proposal to Sagewood had been received, Piroshaw Camay in his capacity as the link to Sagewood was unavailable for a seminal meeting at which the resolution of all pertinent issues and candidate interview was scheduled to take place and numerous telephone calls to his office elicited no response. Finally on 27 January, he was available to take a call and explained that, as the rental for the Alexandra Teachers Centre had been radically increased, he had made representation to the landlord for a reduction and had appointments with two corporate organizations in an attempt to meet the shortfall. He intimated that the library would entail additional use of electricity and perhaps a charge should be made for the space

utilized by the proposed library. It was pointed out that the Alexandra Teachers Centre would be receiving a substantial asset, and furthermore, the question of rental had not been an issue in their acceptance in principle of the library. It was agreed that he would report back as soon as possible on his fund-raising attempts, and that in the interim would obtain hands-on experience in public library work at the Sandton Public Library.

By 7 February 1994, Camay had not fulfilled his promise to report on his fund raising attempts and, furthermore, was never available to take calls. In desperation at not hearing anything concrete, John de Jager, Principal of the Sagewood School was contacted. His message was short, and in the circumstances, frustratingly poignant: additional funding has not been forthcoming for the Alexandra Teachers Centre and it will close at the end of February. The search for a new venue began, again...

4.1.7   March 1994: A solution

A chance telephone call to the Transvaal Co-ordinator of READ, Deirdre Caulwell, in connection with eliciting information on the organization's involvement in Alexandra resulted in a satisfactory outcome to Project Acorn. On hearing the difficulties experienced in establishing a library in Alexandra, despite a nucleus of books, a qualified librarian with an assured salary for one year and over R40,000 at its disposal, she suggested an amalgamation of the Project's resources with that of the Alexsan Community Library.

This led to a preliminary visit to the Centre and a discussion with Holly Luton, the Centre's Co-ordinator. Given the Centre's insufficient staff component needed to extend the library's opening hours and to implement the much-needed outreach programmes; its lack of material, particularly for adult users; its need for additional funding to purchase and process books through the READ facilities; and the fact that money would not have been spent in setting up a library infrastructure, it was decided that an amalgamation would be sensible, cost-effective and of the most benefit to the community.

A meeting was held on 10 March 1994 between the Project Acorn's Acting Trustees and Deirdre Caulwell to finalize arrangements which included a letter of undertaking itemizing the financial arrangements and working conditions of the librarian appointed by Project for one year's duration. It was arranged that the nucleus of books immediately be dispatched to the Centre for sorting. This was the main provision governing the donation - that only those books deemed suitable for community use would be taken into stock; a follow-up meeting to determine the goals and objectives to be met by the additional staff member was arranged; and a function for the donors to mark the Project's development was organized at the Centre for a month hence.

The co-operation evident in consolidating the transaction can only benefit the community, especially as a further contract of affiliation was signed early in 1994 between the Alexsan Centre and the Transvaal Provincial Library Service. This agreement entailed an undertaking by the Provincial Service to

supply books on a regular basis to the library, management advice, training, a facilitation of communication with fifteen other libraries in the Johannesburg area, the supply of monthly magazines, displays and artworks, and the overseeing of an outreach programme. Monthly management meetings will ensure the smooth operation of the new plan which is scheduled for implementation after South Africa's first democratic elections in April 1994. In return, READ undertook to guarantee the staff salaries until the end of 1994 and the Alexsan Co-ordinator will negotiate with the local authorities further to this. Any new books supplied by the Province will remain their property, but it now became incumbent upon the library to offer a lending service to all sectors. This assured continuation of the library's existence further reinforced the Project Acorn decision not to attempt the establishment of a separate library.

The Alexsan Library was reopened by the Mayor of Sandton, Bruce Burns, on 18 May 1994.

5.   An Evaluation

5.1   Of Project Acorn

In determining the viability of establishing a community library, it is useful to compare the experience of Project Acorn to that of the Alexsan Resource Centre and the following analysis is based on an interview with the Alexsan Co-ordinator, Holly Luton-Nel and the writer's own experience. The negotiations for Alexsan began as early as 1986 and came to fruition in 1992;

while the idea for Project Acorn originated in 1991 and a solution reached in 1994. The protracted length of time taken in bringing both projects to conclusion differ in detail but have certain common denominators. The Alexsan Centre was conceived by a number of Alexandra and Sandton citizens and businessmen concerned with the concept of social responsibility. A professionally qualified researcher surveyed the community to determine township needs and reported fully on the necessity for additional formal housing as approximately seventy five percent of the population lived in some sort of informal structure. The second most pressing need which emerged was for a multi-purpose community centre, a more economically viable venture for those involved.

Project Acorn was instigated at the behest of a very small group of librarians, concerned at the lack of library facilities in Alexandra and anxious to play a small part in addressing the imbalances of the past. Information was gathered as to this dearth of facilities and the group proceeded with the backing of the senior staff of the University of the Witwatersrand and that of the Institute for a Democratic Alternative for South Africa. This, however, did not include financial support, but being library-orientated could draw upon a corpus of professionally trained librarians for assistance. The project became economically viable as a result of intensive fund raising mainly on a local level. Financially, however, Project Acorn could not compete with Alexsan and the involvement of the corporate sector with concerns in the township such as

Toyota, Nissan, Anglo American and the Kellogg companies. This campaign also elicited enormous support from overseas donors, at a time when the cause of the South African disadvantaged was paramount, and Alexsan is at the present, still three quarters funded in this way. Enough finance was generated to construct an impressive brick building, a contrast to the surrounding shacks but a refuge to the community in more ways than one. In concept, therefore the two projects differed with Acorn concerned to be part of an existing infrastructure and enhancing the community through the appropriate channels. In the Alexsan Resource Centre, the library was envisaged as the main feature but cost recovery continues to play a role with tenants occupying office space and training rooms.

The question of community support and involvement has been perceived as essential to the success of any project in the townships. In the case of Alexsan, the organizers were able to ascertain clearly the needs of the community through the research survey and, more importantly, the involvement of both the leading members as well as a cross section of the community contributed greatly to the success of the project. Initially, problems were experienced in obtaining community acceptance, particularly concerning hostilities between the African National Congress and Inkatha factions, which led to a boycott of the Centre for a period. The sense of commitment now evident to the Centre is further reinforced by the fact that the staff of the Centre and its executive are all citizens of Alexandra and concerned about its

development and contribution to its citizens. In the case of Project Acorn, it was conceived by a group of well-meaning White liberals whose only contact with the community was through one member of its executive who had strong links with Alexandra, although he no longer resided there. Difficulties were experienced, as outlined above, in implementing the library due to attitudinal problems experienced with some of the staff members at the centres concerned. In some cases the library was perceived as a threat to their authority or fund raising targets. Attempts to involve the community on an active basis proved to be difficult and was only achieved through a 'blanket' endorsement by the teachers' union, SADTU.

The location of the library is important to community participation. The Alexsan Centre is situated right in the middle of Alexandra, while both the Alexandra Arts Centre and the Alex Teachers Centre are peripheral to the township and difficulties in access could have been experienced. Extensive publicity would have been necessary to draw the general public to the Arts Centre and the Teachers Centre by the nature of their focus, whereas the Alexsan Centre is multi-faceted in purpose and activity and known to a wide section of the community. The question of management, and executive support for the library are important issues. A well-structured organization, carefully managed and committed to the library and its functions, both internally and in an out-reach capacity are integral to the library's success. In the case of Project Acorn, as documented above, this was not always forthcoming and this factor

contributed to the non-implementation of the library in the centres concerned despite the fact that money, books and staff were available.

The question of future financing is of particular concern to the Alexsan Centre. As democratization occurs in South Africa and the Republic takes its rightful place in the community of nations, interest in supporting the disadvantaged by erstwhile donors will wane. It will be deemed that the South African state should assume responsibility for all its peoples and their basic needs. It has already been observed that grants are decreasing and donors now tend to link their contributions to specific projects. Staff salaries and capital expenditure will become more difficult to secure unless the state and local government play a more direct and meaningful role in providing the population with the services they need.It is gratifying to note that the Provincial authorities have accepted their role in the functioning of centres such as Alexsan, as detailed above. It was strongly felt by the Alexsan Resource Centre, however, that government participation will become essential. At the time of writing, the abutting municipality of Sandton has only contributed R6,000 to the Centre. One should also keep in mind that there are three community centres in Sandton and usage is minimal. Randburg, another adjoining municipality has four such community centres and will, no doubt, contribute financially in due course.

5.2 Of the Community Library Concept in South Africa

With the dawning of democracy, it becomes of paramount importance to assess the role of the community library as a possible player or role model in the provision of library services to a democratic, non-racial South Africa. As has been poignantly revealed in Chapter Four, albeit based on limited sampling, library resources for the Black sectors of society are woefully inadequate and, given the growth in urbanization and the population and the envisaged and vitally necessary improvements in education, there will be a demand for a more equitable recourse to information. Study and educational material, life and career skills information have become essential tools in the empowerment process, as demonstrated in the needs analysis.

The growth in community librarianship has been worldwide. Martin, in his study of the de-institutionalization process in librarianship, makes the assertion that public libraries are among the most institutionalized of social phenomena, given the high degree of identification with a particular type of premises, the formality of the system by which they are organized and the structure of rules and regulations upon which they operate. As in the case of any institution, however, they are subject to phases of social development and change leading to new manifestations of institutionalization in a form determined by environmental factors relevant to particular circumstance (1989, 162). Martin terms community librarianship as 'socially responsive' and notes that it requires its own operational framework, even where this is based on

traditional institutions (1989, 163).

Stilwell's detailed examination of community librarianship cogently argues that this is a highly appropriate vehicle for the equitable spread of resources in the educational restructuring which must take place. She draws up a case for a South African model (1991, 344-362) in which certain salient points are made, or reiterated based on the findings of others interested in the issue. Mathibe, for example, asserts that the public library has not been traditionally used by Black people as an information source (1989, 10), a factor reinforced by the Bekker and Lategan findings (1988, 68) that libraries are almost totally disregarded by the urban Black community except as study centres. Fairer-Wessels (1987, 64) propounds the idea of a nation-wide, but community oriented information network based in public branch libraries. As correctly pointed out by Stilwell (1991, 349) this concept would need amplification due to the preponderance of well established libraries in White areas and the dearth of libraries in the largely unserved Black areas. Karelse argues that there is a complementary relationship between resource organizations and public libraries, a factor which should promote increased cooperation between these sectors with the former contributing to the development of a progressive information policy for the New South Africa (1991, 8).

The trend towards community based librarianship is becoming increasingly evident in South Africa's Black traditional public libraries. The

Vosloorus Library, described in detail in Chapter Three is a good example of ways in which community needs are being addressed. Stilwell (1991, 269-270) also provides information on the Vosloorus Library as does the report of the National Education Policy Investigation Report on Library and Information Services (1992, 26-27). They clearly illustrate that the library is deeply rooted in the community and is engaged in formal and non-formal education projects.

For example, 'study technology' classes are held in the library on Saturday afternoons where students are taught how to overcome barriers to studying. A primary and secondary Supplementary Education Project is held each Saturday morning. Moves are taking place in the Soweto Public Libraries to introduce extensive outreach programmes (Interview: Patience Maisemela). It appears that there is a strong need to incorporate in any future library blueprint, the proactive lessons learned from the establishment of community libraries and resource centres that have developed within the last decade. Granted that these have flourished because of South Africa's political aberrations, they have, nevertheless, developed characteristics particularly relevant to the needs of the South African majority.

CHAPTER SIX
THOUGHTS ON THE FUTURE:
MAJOR LIBRARY POLICY MAKERS
AND SOME RECOMMENDATIONS

This concluding chapter seeks to explore the various contributions made by the major role players in the future of the South African library service with particular emphasis on service to the Black community. The findings of the Final Report on an Investigation for the South African Institute for Librarianship and Information Science (SAILIS) and hereafter referred to as the Zaaiman Report, the National Education Policy Investigation (NEPI) hereafter known as the NEPI LIS Report, LIS, TransLis, further comment by SAILIS, and the policy documents of the African National Congress, as the successor government, pertaining to library development will, among others, form part of this overview. Cognizance will be paid to their recommendations in an attempt to indicate a possible way forward in determining an equitable provision of library resources and information to all South Africans regardless of colour, class or creed.

1.   The Zaaiman Report

1.1   Background and History

Concern was voiced at the 1985 annual conference of the South African Institute for Librarianship and Information Science (SAILIS) as to the role of libraries in development. A resolution was passed enabling the SAILIS Council

to ascertain methods whereby libraries could adapt their programmes in order to play a meaningful role in the advancement of economic and social programmes relevant to the country's development; to consult in this regard with the National Advisory Council on Libraries and Information and other pertinent institutions; and to undertake joint planning with representatives of state and other institutions, and of library authorities in the formulation of policy guidelines. One year later, at the next SAILIS Conference, the University of South Africa (UNISA) was asked to assume this brief through the offices of its Department of Library and Information Science. Funding for the project came from the Anglo American Chairman's Fund (R26,142) and the Sandton Municipality (R1000). The committee, which had an effective five months in which to complete the assignment, comprised three people with Professor R.B.Zaaiman as chairman. A decision was taken to garner new information on the subject rather than in interpreting existing documents (Zaaiman: 1990, 1-3). The team accepted Michael Todaro's (1981, 524) definition of development as their point of departure. It reads as follows:

> Development is the process of improving the quality of all human lives. Three equally important aspects of development are (1) raising people's living levels...; (2) creating conditions conducive to the growth of people's self esteem...; (3) increasing people's freedom to choose by enlarging the range of their choice variables.

The Zaaiman Report proposed what seemed to many to be radical new service orientations (Walker: 1993, 71). The public library in the development of South Africa was the main focus of the study which was targeted at the

country's librarians as the professional group most concerned with adapting their services to the needs of development and, as such would have to be the dynamic force necessary to effect change (Zaaiman: 1990, 5). The summary and conclusions form the substance of Chapter 23 (Zaaiman: 1990, 218-249) and take the form of tactical factors intended to guide the management of libraries in order to achieve an enhanced role in development. This is followed by the recommended strategic factors which the authors feel will contribute to a successful long term plan (1990, 250-257). These last two chapters deal extensively with ways in which traditional librarianship can effectively challenge the negative role of libraries in the development process. Walker (1993, 73) feels that one of the most important points made by the authors concerned the standing of libraries among development agencies. They stated that libraries had not yet gained acceptance, either by the government or by other development agencies, as having a proven record in contributing to development. This situation is disadvantageous to libraries and the need for sophisticated and scientific knowledge about themselves and their target groups becomes imperative (Zaaiman: 1990, 219-221).

For the purposes of this analysis, stress has been laid on pragmatic aspects of the report and have been organized in keeping with the structural format of the work.

1.2 Library Buildings

The Zaaiman Report (1990, 28) clearly articulates the need for libraries to be made more inviting and user-friendly to the Black community. It points out the danger that Blacks may consider their own small libraries as second rate compared to the opulent buildings and facilities often to be found in the White areas. It must be accepted, however, that a library in a shack will differ from one in a well developed urban setting. The locale of the library is important, as more often than not, students have to travel long distances to utilize municipal or university libraries in town and this proves to be an expensive undertaking.

1.3 Library Staff

A severe handicap in the provision of information by librarians was identified by the Zaaiman Report (1990, 254). They, in the main, lack the unique knowledge and skills necessary to satisfy the diverse information needs evinced by South Africa's widely fragmented population. In considering the role of the Black librarians, several significant factors were revealed. Dependency of the Black librarian to authority, often in the form of White administrators, has led to the situation whereby the latter feel demotivated, especially if it is felt that their perception of Black user needs are ignored. Those who have this special knowledge should be encouraged to make a major contribution in promoting the use of their libraries and their professional integrity should not be impaired (1990, 30).

Librarians should play a meaningful role in the promotion of non-formal education by providing the relevant facilities and assuming the part of catalyst by inviting those with the pertinent information to impart their knowledge and skills to the community (1990, 31). The issue of community acceptability of the librarian is important to the viability of the library service.

The need to train semi-qualified library workers becomes important given the needs of the Black community, the sparse geographical location evident in the present system, limited funding and the dearth of professionally trained staff. The term 'barefoot librarian' is discussed in the Zaaiman Report (1990, 31) to this end. The idea of 'library agents' was also suggested in the Report (Zaaiman: 1990, 28-29). This could involve persons from the local community who act as agents for their specific village or community. They would liaise with an appointed resource centre, from which they could obtain information, books and pamphlets based on the defined needs of their community.

1.4 User needs

The observation is made in the Zaaiman Report (1990, 37) that only a member of a community can know the true information needs of the segments of that community. The Report goes on to say that an outsider can at best make vague, general statements about community needs. The enthusiasm of a librarian to contribute to the community's development and the community's acceptance of his leadership will largely determine to what extent the true needs of the

community are identified. He may also have to vary his tactics from one target group to another.

Information needs to be fulfilled, according to the Zaaiman Report (1990, 32-33), are initially focused on basic, economic, and political problems. These encompass, among others, health, personal hygiene, proper sanitation, common diseases, family planning, child care, elementary health care, financial organization of the monthly budget, acquisition of trade licences to stimulate the formation of small businesses, legal rights, agricultural methods to ensure successful harvest, the political issues and choices facing the country. In the rural areas, in particular, the lack of 'coping material' is a serious anomaly which will have to be addressed through whatever agency is available. Should it be financially viable to build more libraries, these will have to be cast in a form which is acceptable to the ordinary rural resident (1990, 35).

On the educational level, there is a dearth of study material in the schools and it will become increasingly incumbent upon public libraries to contribute to formal education. The Zaaiman Report (1990, 33) notes that 95% of children using the public libraries do so for study purposes, and that the user education, which at the moment tends to be more the preserve of public libraries than the hard pressed schools, will continue to be an important component of service to students. The needs of the Black youth are of vital importance to the future development of the country. The calibre of future leadership will be determined by the quality of education and its pivotal complement, the library. The

Zaaiman Report advocates that the library profession should become far more involved in planning and working with the Black youth. They have evidenced a deep concern with the development of their specific communities, and are the section of the Black population with the highest degree of literacy and are thus able to convey information to their elders. The desire for self-improvement is a paramount characteristic among this stratum of the population, and, despite the violence that racked the country, many found ways in which to study, and given adequate facilities, would certainly utilize them. As stated by the Zaaiman Report (1990, 36):

> they are very positive about obtaining information that will increase their preparedness for life. The information they require is at a level which, although high for them, is perhaps not as high as the level acceptable to Whites. They see the type rather than the level of information as placing them on a par with Whites. They are often not aware of finer career differentiations and specialist fields and therefore have a great need for career information.

Attention to the needs of the elderly was also voiced by the Zaaiman Report (1990, 36), and the need for information related to their language ability indicated. Some interesting observations emerged as to their needs. The suggestion was mooted that the librarians should tell them stories, and that they in turn should regale their peers with stories which could be recorded and played to children as part of their cultural heritage.

The Zaaiman Report (1990, 56) identifies four categories of information which developing communities need, and makes the point that they will not require written material to the same extent as the more developed areas.

Obviously needs within any community will differ, with those of the elite being more sophisticated and perhaps being used to further entrench their power. The categories include sensitizing information to promote an awareness of their situation and ways in which it could be transformed; development information in order to generate skills and abilities; legal information pertaining particularly to status of households, community rights and obligations and the like; and cultural information promoting recreation and leisure time activities. Informal education of the type promoted by development information, has become an essential tool in overcoming disparities generated by the inferior education imposed on the majority.

The necessity of analysing information flow processes becomes an important exercise for librarians, who should define their target groups and design and market material according to the real needs of these groups (1990, 37).

1.5   Library Holdings

The need for relevance in library stock becomes the basic tenet upon which the library, in whatever guise, will be of service to its clientele. The Zaaiman Report (1990, 39-40) advocates a complete change in library service from the 'come and get information from us' to the 'we will bring information to you in the form which you have indicated to be the most understandable to you'. Lack of knowledge of the needs and nature of the specific community has resulted in

many cases in libraries being ill-stocked with information either too advanced or irrelevant (1990, 38). The need for non-fiction, given the amount of knowledge which the Black community requires, is greater than the desire for fiction and recreational reading. Books in the vernacular and based on experiences within the ambit of the Black community will have an increasing role to play in the transfer of information. Cognizance must be taken of the community's special cultural interests, such as music and acting (1990, 40-41).

Alternatives to the written word in the transfer of information become all important when dealing with developing communities, and to this end films, videos, audio-cassette tapes, verbal communication, and non-verbal methods such as posters, pamphlets, and comic strips have a pivotal and meaningful role to play.

1.6 Community Participation

In order to render the library truly community based and representative, the Zaaiman Report recommends (1990, 47-48) that community committees be established to advise on relevant library materials, innovative procedures, particular skills required by the library staff and the like. This could be complemented by proactive public relations exercises, the establishment of smaller centres throughout the township to provide for specific local needs and to promote community interaction. The librarian, in shedding the traditional mantle, could play a significant role in bringing the library to the people. The

Report stresses the need for full consultation and cooperation with and involvement of the communities within which the librarians seek to develop services (1990, 224-226).

1.7 Outreach Programmes

Programmes based on an outreach strategy need to be meticulously researched and cater for the expressed needs of the community. In this connection, librarians can play a proactive role in promoting literacy programmes, life- and work -skills programmes, alternative education programmes and many others. In addition, as has been previously discussed, the library can promote more than information by hosting films, plays, and speakers (1990, 51).

1.8 General Comment

In its conclusion, the Zaaiman Report (1990, 222-223), reiterates five needs of developing communities, each of which contributes to the realization of the individual's potential - physiological, security and safety, belonging and love, esteem, and cognitive. In order to become instrumental in improving the quality of life of South Africa's disadvantaged, librarians will have to adopt aims, functions and tasks different to their colleagues working with the more developed sectors of the population. Full community representation and participation become fundamental factors in the provision of a library service to the developing community, one which should be within their physical reach.

It should be noted that the existing libraries with their personnel, information sources, housing and established funding form a valuable infrastructure that can be utilized for the dissemination of information for development. However, this can only be effectively used with community endorsement. The concept of Africanisation becomes increasingly relevant to the debate as the application of overseas models to developing communities is under serious question with respect to local needs and conditions. As stated by the Report (1990, 232), this might well result in library thinking and services that are diametrically opposed to present westernised principles and practice.

In assessing the Zaaiman Report, Peter Lor, Director of the State Library in Pretoria had this to say:

> It helped to wake South African librarians up to the fact that they are living in a Third World country in which the majority of the population lacks ready access to libraries and information services. You could call the Zaaiman Report a unilateral initiative of SAILIS (1994, 3).

This statement is reinforced by Clare Walker's observation that the report came to be used as a basis for planning by many local authorities (Walker: 1993, 72).

2.   State Policy from the 1980s Onwards

2.1   History and Background

This policy is governed by the Education Renewal Strategy (ERS Report) which was released in 1990, as well as the findings of the National Advisory Council

for Libraries and Information (NACLI). The latter was established in 1982 under the auspices of the Minister of National Education, and comprised experts serving in their personal capacities and drawn from the various library sectors. Its objective was to advise the Minister on the South African library and information system and the construction of policy. The NACLI Report was published by the Department of National Education in 1988, after the dissolution of the Council in 1987, and was translated into English in 1991 (National Education Policy Investigation: Library and Information Services: 1992, 48-49)

2.2   The ERS Report

This reflects the attitude that library and information services are not essential to educational provision. The NEPI LIS Report makes certain observations on the ERS Report which are pertinent to this study. The most important of these is the assertion that library and information services thus appear to be auxiliary rather than integral to education. The lack of library coverage is consistent with the findings of the 1980 de Lange Report which also neglected libraries. The report notes that the greater utilization of library and information services is neither planned nor encouraged (National Education Policy Investigation: Library and Information Services: 1992, 48).

2.3 The NACLI Report

This is based on the premise that the interests of the public are not best served by the government control and coordination of library activities and that a free market model regulating the information flow is preferable. This results from the complexity of the existing system and what they term the pervasive nature of information in society at large (National Education Policy Investigation: Library and Information Services: 1992, 49).

According to Boon (1992, 4), NACLI was disbanded because the state did not perceive libraries and information to be its responsibility. This occurred despite the fact that NACLI alerted the government as to its financial and legislative responsibilities, as well as the important coordinating role it was in the position to facilitate.

3 National Education Policy Investigation

3.1 History and Background

The Soweto Parents Crisis Committee (SPCC) was founded in October 1985 in response to the schools crisis in Soweto and the West Rand.The SPCC convened the first national education conference in December 1985 at the University of the Witwatersrand which was attended by 160 concerned groups. They endorsed the approach of the SPCC but that it should be widened with representation from eleven regions, as the National Education Crisis Committee (NECC) (Rensburg: 1986, 8). After the momentous political events of the

1990s which included the unbanning of the African National Congress, the release of Nelson Mandela and 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 education policy development and services for a future South Africa (Walker: 1993, 75). Walker goes on to explain that the library fraternity received a separate mandate only because of the energetic representation of LIWO, the Natal-based Library and Information Workers Organisation. It was originally intended that the section on libraries be incorporated into the 'support services' division and that the findings would not constitute a separate report.

NEPI has attempted to serve three principal functions, which Jakes Gerwel, the Chairperson of the NEPI Executive, outlines in his foreword to the report on library and information services, which is one of thirteen representing the culmination of the investigation. These functions included the provision of information and a focus on the values which undescore specific policies; the stimulation of public debate on education policy in all spheres of society; and the development of capacity for policy analysis. Gerwel further notes that it would be a mistake to view the project as providing anything more than a foundation for building a more legitimate and efficient education system for a democratic and prosperous South Africa (National Education Policy Investigation: Library and Information Services: 1992, vii).

Representatives from the African Library Association, the Library and Information Workers Organisation, the Resource Centre Forums and the South African Institute of Librarianship and Information Services constituted the research group concerned with library and information services (1992, 83). Their brief was to articulate links between library and information services and education policy options; the exploration of policy options which would enable the development of a coherent and coordinated national library and information service for the Republic; and to provide a background for discussion and debate on issues emanating from the research (1992, 1). The Group widened the ambit of research from a focus on educational libraries and justified their decision with the argument that an integrated system of policy provision is a necessity in ensuring quality education and in support of education transformation (1992, 1).

Important to the understanding of the Group's methodology is a description of their goals which were based on NEPI's principles of democracy, unity, non-discrimination and historical redress. Briefly, the goals are as follows:

- integration with the education system;

- equal provision of LIS to all communities and education sectors (such as schools);

- free and equal access to LIS for all South Africans;

- the establishment of a unitary LIS for South Africa;

- democratization of the structures of LIS and of practices in the workplace;

- human resource development (for example, occupational structures and student enrolments) reflecting the demographic realities of the country (1992, 3).

Six subgroups accordingly carried out the research according to the following framework:

- philosophy or conceptualization , which is defined as the principles that underpin the work of LIS and explain its practice

- governance both at micro and macro levels

- provision of service, including location and distribution

- selection of materials both within formal and non-formal structures

- human and occupational structure, including education and training

- resource sharing and networking (1992, 2-3).

3.2   Report Findings: A Summary

The eighty nine page Report comprises five chapters and two appendices. Chapter Two analyzes the status of library and information services in South Africa current at the time of writing. It encompasses a survey of school libraries, national libraries, legal deposit libraries, 'homeland national' libraries, public library services, special libraries, government libraries, university, college and technikon libraries, and resource centres. As public libraries and

resource centres have been the main focus of this study, it is considered pertinent to concentrate on these two aspects in particular. In assessing the governance, structure and funding of public libraries, the Report notes complications in the funding of these libraries due to both second and third tier government involvement, that is on both provincial and municipal levels, although the provision of public library services is deemed to be the primary responsibility of local authorities (1992, 20-21).

3.2.1 Public Libraries

Access to public libraries before the scrapping of the Separate Amenities Act in 1990 had been gradually implemented from the 1970s as has been noted elsewhere in this work. However, after the Act had been repealed , no principle had been made for actualizing the principle of equal access. This is still uneven for various reasons including local town council decisions, insufficient bookspace or stock, or that other race groups have their own libraries in their own areas, illiteracy, security reasons and the like (1992, 21)

The Report (1992, 22) provides comparative data briefly illustrating the provision of public library services. These aspects have been discussed in detail earlier in this study. As noted by the Report the physical location of public libraries and inequality of provision remain problems. Nassimbeni's Table eloquently reinforces this point:

Table 1: Johannesburg/Soweto Public Libraries Comparative Statistics

	Population	Libraries (No.)	Books (No.)	Books per Capita
Johannesburg	1,739,000	37	1,544,435	0,90
Soweto	2,100,000	6	34,500	0,16

SOURCE: *Nassimbeni*: 1991, 3

The Transvaal Provincial Library Service has made a concerted effort to extend its services to disadvantaged groups and areas, also the subject of scrutiny in this work. The Report makes mention of their new policy to evaluate the penetration of the community to be achieved by the envisaged library rather than on the statistics relating to the literate population (1992, 24-25).

White South Africans have been the historical beneficiaries of library provision. The question of space in providing study facilities for Black scholars has frequently been indicated in the work, as well as their paramount tendency to use the library for reference and educational purposes. Many public libraries are now attempting, albeit in a small way, to redress these imbalances by providing relevant study material and outreach programmes designed to support formal education and literacy problems (1992, 25-27).

Selection of material has become an essential factor in ensuring library relevance and the need for community representation is suggested. It was noted that gaps in the vernacular and for the neo-literate as a result of discrimination, either by design or default, will have to be addressed (1992, 27).

In conclusion, the Report (1992, 29) is clear in its assertation that 'by

pursing separatist and divisive cultural policies', the needs of the majority have not been addressed. Educational and developmental factors within the library system require consolidation and redistribution. Disparity in the provision of material to the rural areas is an urgent priority given the illiteracy rate and the authors of the Report suggest that the provincial libraries, with their sound infrastructures, could be utilized in the promotion of regional library development.

3.2.2 Resource Centres

The Report differentiates between three different types of centres which they categorize as community resource centres which serve a residential community and its civic and service organizations; those which perform a resource function within a service organization that has a specific focus; and autonomous centres which perform a function similar to the second option but independently (1992, 31)

Situated predominantly in the Cape Peninsula, only 5.4% of the total number of resource centres serve the rural population countrywide, while 25% serve the Transvaal and Natal respectively. Coverage indicates, that while worthwhile contribution is made to the provision of information, this is at best currently only a partial solution (1992, 32). The Report concludes that their value lies in their organic nature and methodology; their creative approach particularly with regard to community participation has provided valuable

lessons for the development of library services; and that they amply demonstrate the nexus between education and information provision. It is the opinion of the authors that resource centres serve a complementary function to traditional library service but do not offer a viable alternative because of their special nature (1992, 34)

3.2.3 General Comment

Comparative international examples of library and information policies precede the concluding chapter entitled: Towards policy options. The difficulty in formulating a suitable policy in South Africa is highlighted given the diversity and differentiation evident in the current system. Policy issues need further consideration with especial attention to be paid towards the transformation of education. The role of university and research libraries as well as the libraries of training colleges and colleges of education need to be addressed (1992, 80-81). The emerging policy alternatives, in the opinion of the Report, are described as 'individual endeavours which are uncoordinated and do not challenge or fundamentally transform the existing system' (1992, 52).

The policy options put forward by the Report are based on the understanding 'that the most this chapter can do is pose a number of questions focusing on library and information provision to meet broadly defined educational needs' (1992, 67). According to Clare Walker the policy options advocated tend towards polarization, and the research group was specifically

prevented from advocating one option above the other and were to be interpreted within the context of fundamental NEPI principles (Walker: 1993, 79). The questions examine the relationships between educational libraries, public libraries and resource centres, with particular reference to the issues of conceptualisation, governance, provision of service, improvement of education, selection of material, and training.

Several factors from the Report are briefly presented to illustrate the questions referred to above...The need to be more responsive to the material conditions and contexts within which library and information services operate (1992, 68) ...The advantages and disadvantages of a unitary, fragmentary or partnership system of governance (1992, 72) ...Provision of library service could be overall, by rationalization, to areas of the greatest need, or the introduction of user fees perhaps on a stratified basis (1992, 72). ...The role of library services in improving education could take the form of an auxiliary service or integration (1992, 76-78) ...Selection of material and its relevance need to be addressed whether by a centralized or decentralized approach (1992, 78) ...Training of personnel would have to take cognizance of the imbalance in race and gender issues while options for formal education and training could be influenced by the nature of the curriculum . The need for increased provision of skills to both qualified and non-qualified staff was recognized (1992, 79-80). The complexity of devising a creative library strategy beneficial and relevant to all user needs is self-evident and it clearly depends on the effective resolution

of options of the nature indicated above. The value of the Report lies in its articulation of some of the options.

4. International Federation of Library Associations (IFLA)

4.1 History and Background

The idea of sending an IFLA team to South Africa had its origins in a visit to South Africa by the IFLA President in September 1992. It was widely felt that a mission resulting in a report to the IFLA membership would significantly contribute towards understanding the process of change in the Republic. The decision by IFLA to send a fact-finding mission to South Africa in 1993 was justified by the gradual dismantling of the apartheid structures and the resultant review by the international community of its policy to isolate the country. The need to ensure that library and information services would not be marginalised was another important factor in deciding to send a five person team to the Republic comprising representation from countries as diverse as Nigeria, Finland, The Netherlands, Botswana and Northern Ireland. (IFLA Report: 1993, 1 and 7). The mission was charged with the following brief:

> During a two week visit to Johannesburg, Cape Town and Durban the mission will assess the operation of all types of libraries in order to ascertain to what extent library services in the institutions visited are open to all population groups in the community, employ representatives from all these groups and offer relevant materials and services to all sectors of the population. Professional education in the library and information field will be reviewed from the same point of view...The mission will determine what plans and mechanisms for effecting change are operating that will encourage the adoption of non-racial policies and practices in South Africa

(1993, 7).

The Report covered the social context; the access, availability and appropriateness of library and information provision in the New South Africa; education, training, and employment of library and information professionals; professional organizations and cooperative projects; conclusion; and recommendations.

4.2 IFLA Report Findings: A Summary

Based on the conclusion reached by the mission (IFLA Report: 1993, 19), the following salient points are noted. Constitutional change will influence the provision of library service for the better but the legacies of the past will persist in the medium term. Access to libraries is still detrimentally affected by the apartheid past, although attempts are being made to address this problem, but lack of adequate funding is a fundamental problem. The need to improve the appropriateness of material through research into user needs is imperative. Fragmentation of resources needs to be meaningfully addressed.

With respect to training, the following observations were made:
English speaking South Africans have the greatest access to library training as a result of rationalization; continuing professional education should be encouraged; the balance between high-tech education and addressing the needs of the disadvantaged communities is a problem for many Black librarians; the dearth of Black professional librarians is a legacy of apartheid; those working

in the profession tend to be at the lower edge of their organizations. Professional library organizations could complement each other, despite the fact that fusion does not seem possible in the short term. An honest broker could conceivably address this issue.

4.3   General Comment

This revolves around the recommendations made by the mission (1993, 21), several of which advocate the involvement of IFLA in various ways. The basic tenet advocated by the mission is that every South African should have free access to library and information services which are appropriate in content, delivery and location. Research projects investigating current and future needs of all sectors of the population should be encouraged and IFLA should also play a role in facilitating communication between the different library associations.

General recommendations advocate a strategic plan for library and information services set within the context of a national information plan. A legal underpining of library provision should be considered essential. Staff recruitment should take heed of potential and not simply professional qualifications, with staff development programmes and continuing education considered essential. The authors of the Report conclude by suggesting a follow-up mission in 1996 to ascertain progress.

The concern of IFLA in the future structure of library and information services in South Africa is underscored by their assessment of South Africa's

strategic importance in Africa (1993, 21).

5. South African Institute for Librarianship and Information Science (SAILIS)

5.1 History and Background

SAILIS was established in 1930 as the South African Library Association (SALA). Largest of all the library associations, it comprises some 2260 members belonging to twelve categories of membership. Black librarians were excluded from its membership in 1962 but this was rectified in 1980, and of current concern is the amendment of the inequities of the past.

5.2 Future Policy Options

SAILIS has accepted its role as an agent of change in the post-apartheid South Africa and, to this end, five dominant challenges determine its function. These are:

- Extending access to library and information service facilities

- Advancing democracy to create an informed citizenship

- Rethinking library and information science requirements

- Developing and promoting the proactive force of librarians

- Examining SAILIS as an organization

Gwenda Dalton, the SAILIS Public Relations Chairman, with input from various experts, has clearly articulated a SAILIS vision for the future (Dalton: 1994, 5). A salient factor which emerges is the necessity of the library service

to meet the information needs of all sectors of the community. The traditional library, as we have seen, has concentrated on the more advanced members of society whilst the vast majority remains unserved by library and information facilities. Dalton points out, that, while SAILIS has no statutory power to redress the imbalance in access to these facilities, it has a large corpus of expertise based on a well entrenched infrastructure through which change can be both encouraged and effected. Credible and achievable alternatives are necessary goals, and an example of this cited by Dalton, has been the opening up of channels of communication with the wider library system and thus facilitating change in issues that affect the librarian and the workplace. Other initiatives endorsed include the Zaaiman Report, the post-NEPI research as evidenced by the establishment of TransLis and LIDESA, all described more fully in this chapter.

The issue of empowerment through the provision of information to all users is an aim to which SAILIS ascribes. Dalton notes that it is imperative that the profession restructures its services, programmes and management with the needs of the users (1994, 5). The library network, through its educational and informative function, can foster the democratic principle by ensuring fair access to libraries thus ensuring equitable political participation; enabling people to acquire the necessary knowledge to make a contribution to the country's socio-economic conditions; by providing information reflecting a wide spectrum of opinion, understanding and tolerance can be promoted; and by serving as

distribution points, libraries can ply their role in educative and informative campaigns (1994, 5). It is stated that empowerment by access to information is more beneficial than dismantling the existing structure and governance of libraries (1994, 5). SAILIS recognizes that, to achieve this goal, the components of an adequate national library and information system will require funding at all levels (1994, 9).

5.3 General Comment

SAILIS has an important role to play in the training of the adequately trained staff needed to service the information needs of South Africa's majority. If it is able to foster its professionals in becoming a truly proactive force in the democratic process and by helping to ensure untrammelled access to information and stimulating its use, SAILIS can play a pivotal role as catalyst for change.

6. African Library Association of South Africa (ALASA)

6.1 History and Background

This organization has undergone several name changes since its inception in 1964. It has been known as the Central Bantu Library Association, the Bantu Library Association of South Africa and in 1972 assumed its present name. The raison d'etre for establishing this association was to provide a home for Black members who were forced to terminate their membership of SAILIS. (Kuzwayo: 1993, 22). ALASA enjoys the support of Black librarians, both

those professionally qualified and para professional staff, and claims to be non-racial, although the practical effect of this claim could not be ascertained (IFLA Report: 1993, 16). Its major objective is the training of Black librarians for both affirmative action and competitive employment, and one of its major concerns is the dearth of library facilities in the townships (IFLA Report: 1993, 16). It has hosted numerous conferences, many of which addressed the question of literacy. When SAILIS re-opened its membership to its professionally qualified Black colleagues, many still retained their membership of ALASA for its focus on particularly African problems and its concern for redressing the inequities so evident in the provision of library services (Kuzwayo: 1993, 22).

6.2 Future Policy Options

ALASA considers imperative the calling of a conference on libraries, similar to that of the 1928 Carnegie Conference, and aimed at recognizing the primacy of information in development and the centrality of libraries and other information centres in the acquisition, organization and preservation of sources of information and its dissemination. ALASA envisages a network of libraries in all areas to supply the needs of all communities (Kuzwayo: 1993, 22).

In the long term, ALASA believes that the UNESCO national information system, commonly known as the NATIS concept, should be adopted in South Africa. NATIS embraces the idea that the government, whether national, regional or local should maximize the availability of information through

documentation, library and archives services, just as it takes responsibility for the basic education of its citizens. ALASA advocates in particular the adoption of four NATIS objectives. These include the formulation of a national information policy, a national information system coordinated through a central body, passing the necessary relevant legislative underpining of the information system, and that it should be adequately funded to ensure its implementation (Kuzwayo: 1993, 23).

Education and training designed to ensure that professional staff are fully equipped to meet user needs are further concerns of ALASA. The Association advocates the utilization of accredited library schools capable of creating curricula relevant to empowering its students for competitive employment in a variety of library and information centres. (Kuzwayo: 1993, 23)

6.3   General Comments

ALASA is concerned with the future of library and information workers and supports cooperation between the organizations that represent their interests, a demarcation that could eventually be blurred given their commitment to common objectives (Kuzwayo: 1993, 23).

7. Transforming our Library and Information Services (TransLis)

7.1 History and Background

TransLis grew out of the NEPI initiative and its associated groups which decided to carry forward the process of developing national, regional and local policy for all of South Africa's libraries and information services. It was launched by the major South African library and information service associations at a national meeting on 27 March 1993 in Natal (TransLis Coalition: 1993, 2). The coalition comprises ALASA, the Conference of National Librarians of Southern Africa, the Inter Resource Forum (Western Cape), Library Association of Transkei, LIWO, Natal Media Teachers Association, Natal Resource Centre Forum, READ, Sached Trust, School Library Discussion Group, SAILIS, and the Transvaal Resource Centres Forum. (Walker: 1994, 3).

7.2 Future Policy Options

The mission of the TranLis Coalition is as follows:

> To develop a national library and information service policy and programme which directs the process of participatory change and reconstruction of South Africa's libraries and information services, both regionally and nationally. This programme will be in accordance with the principles of democracy, redress of past imbalances, non-sexism, non-racism, and a unitary system.
> It therefore has as its aims to review and build on the NEPI initiated research; the development and recommendation of policy which will lead to a transformed and restructured local, regional and national library and information system that will serve all South Africans; lobby politicians and policy makers with policy recommendations in reconstructing South Africa's library and

information system, encourage grass-roots participation from users of library and information services as well as practitioners in the process of transformation, interface with other reconstruction initiatives so that the transformation of the library and information system forms part of a broader process of development (1993, 3)

Structurally, TransLis is a loose coalition allowing for flexibility. Each member organization is entitled to two representatives and unlimited observers on the National Committee, the activities of the coalition are coordinated by an Executive Committee. Regional Programmes of Action stimulate grass roots participation, while National Working Groups, mainly regionally based, issue working papers and have the portfolios of public relations, round table logistics, and capacity-building (1993, 5).

7.3   General Comment

At the time of writing, the progress of TransLis has come to something of a turning point. In January 1994, it was decided not to hold a national Round Table on policy and, more importantly, the structure of TransLis changed from having a national orientation to that of a regional one. It therefore operates differently in different regions with its headquarters at the READ offices in Johannesburg. The READ Director, Cynthia Hugo, has assumed responsibility for coordinating the regional coordinators.

8. Library and Information Services in Developing South Africa (LIDESA)

Clare Walker (1994, 3) reports that in 1991, a steering committee comprising members of the executive and councils of SAILIS and ALASA came together to organize a conference along the lines of the 1928 Carnegie Conference. This followed a decision taken by a joint meeting of both councils. The conference had as its objective to determine the needs for library and information services in South Africa and bring these to the attention of policy makers and sponsors. It was found that TransLis was planning a similar conference, and a shortlived merger was disbanded due to internal tensions, and the original LIDESA plan was reactivated. The conference is now scheduled for January 1995.

9. African National Congress (ANC)

9.1 History and Background

The Education Department compiled a draft discussion document entitled: A Policy Framework for Education and Training. It was published in January 1994 in order to broaden the debate on the reconstruction of education and training in South Africa and its thorough debate in all the branches and regions of the ANC, the democratic alliance and the general public was encouraged in order to render it more meaningful. Chapter 16 concentrates on library and information services, in which the premise on which these services should be based is outlined as follows:

To provide society with access to educational, informational,

cultural and recreational documents and resources, either in general or for specific users, e.g. children, new literates, students and researchers. Collectively the full range of library and information services must provide for all people, regardless of gender, race , creed, age, language and ability (1994, 78).

9.2   Future Policy Options

Using the parameters of the Interim Constitution with its insistence of individual freedoms and rights, the Discussion Paper envisages a society whose government provides every citizen with free access to information sources and resource-based learning facilities. Each Library and Information Service (LIS) will be democratically developed and managed in cooperation and consultation with its users so that the collections and services are appropriate and relevant to the needs and diversity of its users (1994, 79).

The reconstruction of LIS would accordingly be based on the principles that they are integral to education in its various phases and that quality education is underpinned by resource based learning and a culture of reading and information skills. The role of the state in having responsibility for LIS provision is clearly stated, together with partnerships in civil society. It is an accepted premise that all citizens are entitled to free and equal access to LIS, the national system of which must be unitary, coherent and coordinated, with the democratic management of institutional structures as part of the process. Human resources must reflect demographic realities. The right to collect, store and circulate information is a basic tenet, with optimal use being made of

resources. Rationalization would be necessary to correct the imbalance of the past (1994, 80).

Policy proposals are stratified into the national LIS system falling under the ambit of the Ministry of Education and Training, with a democratic representative input of civil society and the National Education and Training Coordinating Council comprising the LIS Board. This Board will have a meaningful part to play in a policy-making capacity and will be responsible for phasing in and implementing the national LIS reconstruction plan through a LIS Department. Replication of this governance will occur on a provincial level, which will be responsible for the central acquisition of material and coordination services. Local committees will facilitate coordination and cooperation within their specific geographical areas. User committees will assist and guide LIS workers, while information skills will form a core part of the national curriculum in all educational matters (African National Congress. Education Dept: 1994, 80-81).

9.3   General Comment

The policy will have to be implemented in a phased manner, with priority being given to schools, informal settlements and townships. Redress can only take place once all LIS have been identified and neglected areas noted. The envisaged policy is democratically based, with an emphasis on cooperation, the permeation of LIS to all levels of society, with the tuition of information skills

at the core of the curriculum. The disadvantaged, both at the educational and community level are provided for, and the emphasis on staff training is an important aspect. Resources from the state and provinces will be a vital component in implementing this plan (African National Congress. Education Dept.: 1994, 81). This plan provides very little detail, still subject to revision and has to some extent been overtaken by the proposals developed by the LIS Task Force of the CEPD.

10. Centre for Education Policy Development (CEPD)

10.1 History and Background

The CEPD, a research body affiliated to the African National Congress, announced in January 1994, the establishment of a new LIS working group to develop LIS policy. This group is drawn from a representative selection of the LIS community and SAILIS was involved to the extent of being asked to comment on the ANC' Draft Discussion paper referred to above (Walker: 1994, 3).

10.2 Future Policy Options

An interim Implementation Plan for Education and Training, dated 17 May 1994, has been devised and plays close attention to the provisions of the Reconstruction and Development Programme (1994, 55) which calls for an information policy which guarantees active exchange of information and opinion

among all members of society and argues that the free flow of accurate and comprehensive information is essential to the success of the Programme.

The CEPD Plan has significant similarities to the ANC Draft Discussion Paper referred to above. It too, places LIS within the ambit of the Ministry of Education, citing as its reasons the present funding of libraries by the Department of National Education as well as the central role played by libraries and information in all educational sectors (CEPD. LIS Task Team: 1994, 2). The National Council for Library and Information Services (NCLIS), comprising twenty five members will be the policy making body (compared to the proposals for four national councils envisaged by the African National Council: 1994, 17) and will be equal in status to the four councils. It will coordinate, fund, monitor all LIS agencies under the direct jurisdiction of the Ministry of Education and Training, or in proportion to the extent to which the Ministry controls those not directly within its ambit. The detailed functions of NCLIS are set out on pp.4-6 of the proposal and cover aspects, among others, such as the formulation of a national policy, a national reconstruction and development programme in harmony with both the Reconstruction and Development Programme and with the ANC's Policy Framework. It will prioritise those currently not served, e.g. children, women and rural communities. It will be responsible for drafting legislation at the national level, and will evaluate all existing and proposed legislation and advise the Minister accordingly. It will monitor the functions of the State Archives, establish LIS

standards for all sectors of the community, and will determine, disburse and monitor funds. Accountability and transparency of decision-making in recipient agencies will be monitored by this body.

Within the Ministry of Training there will be a permanent unit known as the Office of Library and Information Services (OLIS) which will be responsible for providing professional and administrative support for NCLIS in executing its decisions (1994, 9). Statistical data, surveys and other research projects will fall within its ambit, as well as the development of draft standards,draft funding allocation criteria, maintenance of liaison with LIS agencies in all sectors and the like. The compilation of an annual report on LIS in South Africa will be one of its important monitoring functions.

One National Library for South Africa will be formed by amalgamating 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 Archive of the Government Archives in Pretoria and the National Film Library of the Department of Education into a new National Audio-Visual Library. Its goals, function and structure are presented in detail (1994, 11-17,). New plans too, were advanced for the rationalization of the legal deposit libraries into two instead of the five currently serving the nation. One copy would be presented to the South African Library for preservation purposes, while the other would be utilized for document delivery purposes at the State Library. By implication, the Library of Parliament, the Natal Society Library

and the Bloemfontein Public Library would lose their legal deposit status, an issue strongly contested by Natal in particular (1994, 17).

On the provincial level, Provincial Library and Information Services Boards (PLIS Boards) will determine policy making and coordination within the province but on a level consistent with national LIS policy. Its functions (CEPD. LIS Task Team: 1994, 18-21) mirror those of NCLIS and will be supported administratively by the Provincial Library and Information Service (PLIS) who will also execute the policies and decisions of the Board and report directly to it. District Offices and Committees provide the linkages between PLIS agencies and non-affiliated agencies within the district. All LIS agencies in a District, regardless of funding sources, will be entitled to participate in the District Committee in an effort to broaden democratic participation (1994, 21-24). On an institutional level, Advisory Committees will guide LIS workers in developing appropriate strategies in collection-building and service designed to meet the needs of the community (1994, 25-26).

10.3 General Comment

While the CEPD document has several positive factors to its credit such as the proposal to centralize all LIS legislation and a strongly centralized national structure, cognizance should be paid to its several shortcomings. Firstly, input was confined to a small group of people and there was no major contribution from salient role players such as SAILIS and the universities. This has called

the credibility of the report into question across the entire spectrum of the professional library field. The report involves the grassroots on every level which in theory is a laudable concept in the furtherance of the democratic process, but one, which in practice could prove cumbersome to implement. The complex committee structure too, could prove unwieldy in administrative respect.

11. The National Book Development Council of South Africa (NBDCSA)

11.1 History and Background

National Book Councils have been established in five African states over the last few years and are existent in Cameroon, Ghana, Namibia, Nigeria, and Zimbabwe. The sixth was launched in Cape Town on 26 and 27 May 1994 in the company of many national organizations involved in reading, education and culture. The Council has been defined as 'an organization of members of the book 'family' or 'chain' who work together to stimulate and promote publishing and reading' (NBDC Information Pamphlet: 1994).

On the second day of the conference, the 130 participants broke up into four groups to discuss a programme of action and a constitution was adopted at the meeting. The Executive was elected and given a brief to decide on the Council's future role (Bell: 1994, 7).

11.2 Future Policy Options

Various ideas on the future were put forward for discussion at the meeting. These included the idea of developing a National Book Policy to provide guidelines for the government and NGO book development work. A possible campaign to rid books of the Value Added Tax was suggested as well as a reading promotion campaign on television and radio. The role of the Council in facilitating research and the establishment of pertinent data bases was examined and the idea of a newsletter mooted to improve communication between the various sectors. (Bell: 1994, 7)

11.3 General Comment

Various speeches were made at the opening ceremony and the following points were made relevant to the Council. These include, among others, the importance of fostering a reading culture in South Africa and the necessity for publishing more works in the country's indigenous languages. The need for the Council to remain independent of the state was stressed and the Council's role in coordinating the way in which the market relates to books and reading was noted. The Director of the South African Library in Cape Town, Piet Westra, described the Centre of the Book which had been established there and suggested close cooperation given their shared vision (Bell: 1994, 7).

## 12.	Some Observations

The time has come in South Africa's political, social and educational history for fundamental decisions to be made and implemented on the role of library and information services in the development of all South Africans, with special emphasis on the disadvantaged majority. The awesome task of alleviating the inequities of the past is now of pressing concern, and, whilst it is appreciated that the Reconstruction and Development Programme will entail an enormous infusion of funding, resources, planning and energy, the role of the library, in whatever guise, must not be minimized.

As demonstrated by this study, apartheid policies have contributed towards the dearth of library resources for Black South Africans. Chapter One provides the setting against which the provision of library resources to Blacks must be understood. With the advent in 1948 of National Party rule in South Africa, the segregation policies inherent towards Black South Africans were increasingly formalized to become the cornerstone of a domestic policy which earned the country pariah status and the ire of the international community for over forty years. In order to entrench White Afrikaner domination, the National Party 'set up a bulwark of restrictive racial legislation' (Gilliomee:1979, 115) which governed the social and spatial segregation of the races and reached its apogee in the 1960s when the apartheid legislation was 'further refined, perfected, and - above all - enforced under the premiership of H.F.Verwoerd' (Horowitz: 1991, 11).

The divisive legislation in question however, was mainly passed in the 1950s, covered almost every facet of life and included the following. The Population Registration Act (No. 30 of 1950) racially categorized every South African; the Abolition of Passes and Coordination of Documents Act (No. 67 of 1952) required all Africans to carry identification papers to be produced on demand; the Reservation of Separate Amenities Act (No. 49 of 1953) by which all public facilities were segregated; the Native Laws Amendment Act (No. 54 of 1952) and the Natives Resettlement Act (No. 19 of 1954) which determined limitations on Africans residing in urban areas and, if necessary, authorized their relocation; the Group Areas Act (No. 41 of 1950) which designated the racial composition of each specific locality. The Influx Control Act (No. 67 of 1952) controlled the migration of Blacks to urban areas whilst education was governed by the Bantu Education Act (No. 47 of 1953).

Higher education was also segregated and separate universities were established (Extension of University Education Act, No. 45 of 1959). It was intended that Blacks should become citizens of the eight 'homelands', which came into being as a result of the National States Constitution Act (No.21 of 1971) and which were ultimately destined for 'independence'. All but Whites were removed from the voters roll as evidenced by the Separate Representation of Voters Act (Act No. 46 of 1951).

Economic determinants forced the amelioration of the stringent apartheid polices. By the early 1970s, economic conditions had become more buoyant

drawing more Blacks into the economy and into positions of skilled labour.
These factors raised both political and educational expectations and Attwell
writes

> In such a situation apartheid had actually outlived its usefulness to
> many Whites, and was becoming increasingly difficult to sustain.
> The internal tension between a rigid framework and a dynamic
> economy was beginning to destroy the edifice of apartheid... From
> early in the 1970s when petty apartheid first began to be abolished,
> and continuing through into the mid 1980s, the so-called cosmetic
> changes in apartheid actually marked the start of a process of
> inexorable erosion (1986, 131-132).

Highlights such as the legalization of Black trade unions, changes in the
Pass Laws and the Tricameral Parliament - flawed as it was - marked the
gradual demise of apartheid. This process, marked by bloody conflict and
constant pressure from the outside world, eventually culminated in the 1990
release of Nelson Mandela and the unbanning of the African National Congress.
South Africa's joyful re-entry into the community of nations took place soon
after with the election of its first non-racial democratic government on 27 April
1994. Elaboration of legislation which affected libraries in particular set the
parameters germane to this study.

Spatial division of the races was unable to produce the desired result of
'separate but equal' and instead exacerbated racial inequality. Resources and
opportunities were concentrated in the White areas while the majority of Blacks
lived lives of untold hardship in townships often without basic amenities. What
did this means for libraries? Firstly, libraries were established in predominantly
White areas. As demonstrated by the historical component to Chapter One, the

free access to books ensured by the 1874 Molteno Regulations in the Cape meant that theoretically Blacks were able to consult reference material in public libraries, this was hardly sufficient to foster a reading ethos amongst the Blacks. When the visiting librarians S.A.Pitt and Milton Ferguson wrote their seminal reports on the status of South African libraries in 1928, they noted the inadequacy of White libraries whilst the bookstock for Blacks was so meagre in relation to potential readers that it could hardly be existent. This statement, somewhat amended, could possibly be used to describe the position of Blacks in the dark days of apartheid. They were confined, by law to live in the townships where libraries, if they existed at all, were poorly stocked and unable to service the clientele's needs. These townships were, in the main, located on the outskirts of a town or city, so even when libraries relaxed their admittance laws as the Johannesburg Public Library did in the early 1970s, (which corresponded to the relaxation of the petty apartheid referred to above) users still found access to libraries difficult given the fact that they lived out of town. Even at the time of writing, in 1994, this position has not changed. The apartheid legacy remains. The preponderance of libraries are situated in White areas.

Education of Blacks has been a contentious issues since the introduction of Bantu Education in 1952. The dearth of libraries servicing scholars has in turn, exacerbated the poor education results emanating from the Department of Education and Training. Students, in the main, have proved to be academically

passive, tending to learn the answers without true understanding of the determining factors, and in order to liberate them from the legacies of the past, education must undergo a radical transformation and libraries must be accorded their recognized place in the education system. As correctly noted by Walker, the standing of libraries in the past has been negative (Walker: 1993, 73) and, until this is remedied, it will be difficult for libraries to assume their rightful role. It therefore becomes imperative for the government to give libraries the necessary status and support. To this end, a centralized government LIS policy, such as that advocated by the CEPD (and suitably amended to incorporate a more democratic input and less dogmatic structural detail), becomes imperative.

The necessity for a watershed in South Africa's library history becomes apparent and the idea of holding a conference such as that of 1928, more vital. The lessons learned at the Bloemfontein Conference are still applicable to the South African library scene as it is today. Firstly, it was a representative gathering of all those connected to libraries and which included librarians, government and provincial administration officials, and those form universities, schools, agricultural unions, and archives. To this list one would now add representatives from all the library associations, political parties, non-governmental organizations and both community libraries and specialized resource centres. The idea of free libraries for all was central to the Conference findings and the challenge for a latter-day conference would be to ascertain practical ways of implementing such an ideal within the type of library service

deemed applicable to the changed South Africa. The differences between the various library sectors will have to become submerged in policies designated for the common goal of transforming South Africa's library and information services into a dynamic vehicle of democratization pertinent to the needs and aspirations of all South Africans.

The intertwined themes, therefore, central to this investigation have been apartheid and the development of the public library in whatever guise, whether independent, part of the provincial system or more community orientated. The effect of apartheid has been illustrated by the comparison of services to both the White and Black sectors of the population. This has taken the form of an historical presentation of the material, which has encompassed a factual documentation substantiated by the statistical. The process whereby South African libraries have evolved to their present stage was the subject of Chapter Three in which the developments in all four provinces, the Transvaal, Cape, Natal and the Orange Free State were explored providing a comparative perspective. The parallel services to Blacks in each province were similarly chronicled revealing, by means of statistical tables, differences in membership, book stock, circulation and number of libraries and depots within the racial groups. The increased role of the state, through the provinces, is examined in some detail with special attention paid to the Interdepartmental Committee of Investigation into Library Services for Non-Whites. Its recommendation that the provinces be the official bodies responsible for providing library services to all

racial groups in cooperation with local authorities was formulated in 1963 but was not formally adopted until 1970. This development proved to be pivotal in the entrenchment of library services to Black South Africans with the central government providing the provinces with the financial viability to effect this in a proper manner.

As the Transvaal is the focus of the study, it was deemed necessary to place the province in its historical and geographical perspective. Much attention is paid to both its library history and development, which is traced from the earliest times in and attempt to illustrate the differences in service to both Blacks and Whites. The role of the Germiston (Carnegie) Public Library in responding to the reading needs of the public, and to Blacks in particular is described in some detail as it became a model of its kind and its librarian, Mathew Stirling, a noted figure in the annals of South African library history. The structure, history and role of the Transvaal Provincial Library was thereafter charted, with particular attention paid to the development of service to its Black population. An attempt has been made to outline provincial polices both pre- and post 1990 when a significant change in outlook was discerned. This corresponded both with the differing political climate and the change in the directorate. Its altered philosophy is reported in some detail and methods are outlined whereby their goal of parity in service within the next twenty years is to be achieved. The increasing role of the library in community development is given predominance.

In an effort to quantify the differences in service as determined by the existence of apartheid, six Black Transvaal towns were compared and contrasted to their abutting White towns.It was a distinctive apartheid feature that any fairly large town would have its Black counterpart near its boundaries, as determined by the Group Areas Act, and to provide an adequate labour reserve. Details of the towns' infrastructure are presented and include political and historical background, commercial activities and social amenities reveal significant differences in the Black and White towns. The bar charts contrasting library service - membership, circulation and bookstock - reveal alarming discrepancies between Black and White usage of libraries, while the results of the questionnaire poignantly record the dearth of facilities available to the Black libraries. The role of the municipality has been investigated in some detail revealing a seminal role in library promotion, or otherwise, as there is no formula whereby libraries receive a fixed percentage of the budget. The obvious caveat pertains whereby the more taxes garnered by the municipality, the more funds it has at its disposal but this is still no guarantee as to how much the library will obtain.

As revealed by the detailed policies outlined in the preceding section of this chapter, much time and effort has already been allocated by interested parties and groups to the future role of libraries and information in the New South Africa. The need for coordination becomes the basic tenet upon which any further development rests and, until this becomes a reality, no progress will

be made. The Zaaiman Report has offered an empirical blueprint, to which increased cognizance should be paid. In this Report, the point is made that public libraries are the main vehicle through which change can be effected (1990, 5). Given their infrastructure, resources, location, and networking this is a valid aspect for consideration. To this, however, glaring anomalies have been revealed such as their effective lack of penetration in the hundreds of Black townships countrywide. It is legacies of the past of this ilk and magnitude that make the task of transformation both immediate and enormous. The idea of utilizing schools in this process should be given thought. Despite the enormous discrepancies in the quality of education, types of building and facilities, schools effectively permeate South Africa and could provide a basis for the extension of public library services throughout the land. The linkage between tertiary educational libraries and those of schools should be closely investigated. University libraries, particularly during the long vacations when they are under utilized, could possibly be used by high school pupils. This scheme, properly organized and funded, would lend itself to user education and training programmes which, in turn, would lead to the empowerment of the disadvantaged. Universities, such as the University of the Witwatersrand, have instituted partnership agreements with Black feeder schools. Both library use and tuition have an important role to play in such agreements. As stated by Ron Cater, Convenor of the task group assigned to investigate inter-relationships between the University of the Witwatersrand and its Black feeder schools in the

area of educational development '...it can offer its essential resources, infrastructure, human resources, and its research ethos to high school pupils, teachers and parents' (Link: Wits Misson Implementation Bulletin, 1994, 2).

The role of community libraries within the transformation process has been important as indicated in Chapter Four which also charts problems inherent in establishing such libraries without the active participation of the community. The alternative thinking in procedure and the promotion of democratization has been a vital learning curve in South Africa's history. The NEPI Report accords them much creative credibility but indicates that the community library concept alone, does not constitute the way forward (1992, 34). The important lessons learned in the implementation of community libraries as a viable alternative to the public library in the bleak days of apartheid should be incorporated into any future library planning, which perforce, will have be done on a scale far greater than that achieved by the community libraries and resource centres which have tended to be somewhat individualistic in their approach.

The role of the librarian/information worker in the transformation procedure cannot be underestimated for it is upon the shoulders of these people that the burden of user service with its component parts of tuition, information retrieval, book selection and literacy promotion will fall. It has become clear from the discussion in this thesis, that the days of the traditional librarian are numbered and will be restrained to the sophisticated user. Equally clear from

this thesis, is the fact the majority of users will require a different genre of librarian, one attuned to the needs of the developing world. The establishment of viable training centres will become an urgent imperative. While the existing library schools have made changes relevant to the changes in the country, this will have to be done on a much larger scale given the enormity of the problem, and one can only wonder at the calamitous decision within the rationalization process to close university library schools, such as that at the University of the Witwatersrand. Any major conference devising a blueprint for a future South African library service would have to take cognizance of the type of library training centres needed. It is recommended that especial attention be paid to their curricula and that this be the subject of a a commission of enquiry. Training centres should perhaps be empirically based and numbers of students accepted will have to be much larger that in the traditional class of twenty. The minimum qualifications for the course will have to be reassessed. South Africa can no longer afford the luxury of only a post graduate elite; what is needed is a myriad of library practitioners able to cope with the information needs of the new South Africa. This aspect of librarianship deserves intensive study as it is central to its role in the transformation process.

It becomes increasingly evident that a clear national library policy is needed in South Africa. Libraries have an all-encompassing role to play in society with services ranging from book-based reference and lending services to more community orientated centres which cater for a variety of differing

needs. In the South African case these could vary from a quiet place to study, overcoming the crippling effects of illiteracy or filling the need for self-improvement to cite but a few. Audio-visual aids will become increasingly effective in overcoming the deficiencies of the past and could provide continuity to the oral nature of Black traditional culture. It is suggested that this be the subject of further in-depth investigation. The demand for information particularly for self-improvement has become a fundamental to library service, and in order for books to be provided on an enormous scale, the Government should be constantly petitioned to withdraw VAT and other crippling taxation on books. It is recommended that user needs be carefully assessed in order to provide relevant library service. Given the multicultural nature of South African society, the satisfaction of user needs will be localized for many years until more uniform standards begin to manifest themselves and serve to emphasize the vital role of the library. Book selection and the choice of appropriate audio-visual material therefore becomes a pivotal determinant on which the relevance and success of a national library will depend.

A core-lending service to all, appropriately sited and enhanced by works in the vernacular and audio-visual aids geared specifically to community user needs is an ideal to which the library service should aspire in order to enrich, empower and transform the tens of thousands of lives scarred by apartheid. In the spirit of Albert Lutuli, one of South Africa's great sons and a Nobel Peace Prize winner, the aim should be to make South Africa '...a true democracy and

a true union in form and spirit of all the communities in the land' (Voices of Liberation, vol 1: 1993, 50). The democratic and effective use of libraries can help to make this a reality.

APPENDIX 1

QUESTIONNAIRE ON RESOURCES AND SERVICES IN TRANSVAAL LIBRARIES: 1952-1992

Please answer questionnaire and return to:
J.A. KALLEY
P.O. BOX 31596
BRAAMFONTEIN
2017

1. POPULATION STATISTICS IN YOUR MUNICIPAL AREA

	1952	1962	1972	1982	1992
WHITES					
COL/INDIANS					
BLACKS					

2. LIBRARY MEMBERSHIP

	1952	1962	1972	1982	1992
WHITES					
COL/INDIANS					
BLACKS					

3. LIBRARY FINANCES

	1952	1962	1972	1982	1992
WHITES					
COL/INDIANS					
BLACKS					

4. BUILDINGS PROVIDED FOR LIBRARY SERVICES

(A) WERE ANY BUILDINGS PROVIDED FOR?*

	1952	1962	1972	1982	1992
WHITES					
COL/INDIANS					
BLACKS					

*   Indicate 'Yes' or 'No'

(B) IF YES, GIVE VERY BRIEF PHYSICAL DESCRIPTION AND NUMBER PROVIDED, eg. Reference Rooms; Children's Rooms, etc.

_____

_____

_____

_____

_____

_____

(C) WHAT IS YOUR OPINION OF THE LIBRARY BUILDINGS PROVIDED, eg. Suitability, Attractiveness, Functionality, etc.

_____

_____

_____

_____

5. **STOCK**

(A) **WOULD YOU GIVE YOUR OPINION ON THE SUITABILITY OF THE MATERIAL PROVIDED IN THE PERIOD UNDER REVIEW (1952-1992)**

WHITES: _____

_____

_____

COL/INDIANS: _____

_____

_____

BLACKS: _____

_____

_____

(B) **WERE AN ADEQUATE NUMBER OF BOOKS PROVIDED FOR IN THE PERIOD UNDER REVIEW?**

WHITES: _____

_____

COL/INDIANS: _____

_____

BLACKS: _____

_____

(C) **WERE BOOKS PROVIDED TO MEET THE INFORMATION NEEDS OF THE COMMUNITY?**

WHITES: _____

_____

COL/INDIANS: _____

_____

BLACKS: _____

_____

(D) **WERE THE NEEDS OF CHILDREN AND SCHOLARS PROVIDED FOR?**

WHITES: _____

_____

COL/INDIANS: _____

_____

BLACKS: _____

_____

(E) **WHAT IS YOUR OPINION OF THE FICTION AND NON-FICTION PROVIDED, eg. adequacy of vernacular titles, etc.**

WHITES: _____

_____

COL/INDIANS: _____

_____

BLACKS: _____

_____

6. WERE ANY PERIODICALS PROVIDED FOR YOUR LIBRARY?
    IF SO, DID THEY COVER THE DIVERSE EDUCATIONAL,
    RELOCATIONAL AND INFORMATION NEEDS OF THE
    COMMUNITY?

    WHITES: _____

    _____

    COL/INDIANS: _____

    _____

    BLACKS: _____

    _____

7. WERE ANY AUDIO-VISUAL MATERIALS PROVIDED? PLEASE
    SPECIFY CATEGORY, eg. films, videos, art prints, gramophone
    records, etc.

    _____

    _____

    _____

    _____

    _____

    _____

8. PLEASE GIVE CIRCULATION STATISTICS FOR THE DECADES
    INDICATED.

	1952	1962	1972	1982	1992
WHITES					
COL/INDIANS					
BLACKS					

9. LIBRARY STAFF STATISTICS

	1952			1962			1972			1982			1992		
	W	C/I	B	W	C/I	B	W	C/I	B	W	C/I	B	W	C/I	B
Professional															
Non-Professional															

10. PLEASE GIVE YOUR COMMENTS ON THE POLICIES APPLIED TO THE LIBRARY SERVICES DURING THE PERIOD UNDER REVIEW, eg. the restriction of services to population groups, etc.

_____

_____

_____

_____

_____

_____

11. **PLEASE COMMENT ON THE RESOURCES AND SERVICES PROVIDED BY THE TRANSVAAL PROVINCIAL LIBRARY SERVICE FOR THE PERIOD UNDER REVIEW**

WHITES: _____

_____

COL/INDIANS: _____

_____

BLACKS: _____

_____

12. **GENERAL**

Comments are invited on any aspects of this topic that you feel are relevant to your library, eg. date of library's commencement and any pertinent history would be appreciated; progress made by your library in the 40 years, etc.

_____

_____

_____

_____

_____

_____

_____

_____

_____

APPENDIX 2

QUESTIONNAIRE ON RESOURCES AND SERVICES
IN TRANSVAAL LIBRARIES: 1952-1992

1. Name of Library and Librarian

    _____

    _____

2. What Population Groups did your Library service during the period
    1952 to 1992? Give numbers of readers served if possible.

    1952:   _____

    1962:   _____

    1972:   _____

    1982:   _____

    1992:   _____

3. Do you have any information on the allocation of funds during this
    period? If different population groups were served, can you specify
    how much money was allocated to each group?

    1952:   _____

    1962:   _____

    1972:   _____

    1982:   _____

    1992:   _____

4. Please give a brief outline of the history of your library during this period.

_____

_____

_____

_____

_____

_____

5. Give a physical description of your library, eg. were separate buildings provided for the different population groups and for the different categories of readers, eg. reference and children. Please comment on their suitability and attractiveness.

_____

_____

_____

_____

_____

_____

6. Would you give your own opinion on the suitability of the Bookstock provided for the period under review and were they adequate in number? Did they cater for the community's information needs, for children and scholars, vernacular titles, fiction vs. non-fiction, periodicals, audio-visual materials?

_____

_____

_____

_____

_____

7. Do you have any circulation statistics for this period? If so, please give them.

1952: _____

1962: _____

1972: _____

1982: _____

1992: _____

8. How many library staff do you have and do you have any figures for previous years? Please specify qualifications if possible.

1952: _____

1962: _____

1972: _____

1982: _____

1992: _____

9. Please give your comments on the policies applied in the past to your library, eg. were services restricted in any way by higher authority? Were the resources provided by the Transvaal Provincial Library suitable and adequate? Do you have any comments to make on your library during the last fifty years affecting any aspect of your service?

_____

_____

_____

_____

_____

10. General:

Your comments would be welcome on any aspects of this topic not covered in the above questionnaire including your assessment of library services in the apartheid era.

_____

_____

_____

_____

_____

BIBLIOGRAPHY

AFRICAN NATIONAL CONGRESS
   The Reconstruction and Development Programme: a policy framework.
   Johannesburg: The Congress, 1994.

AFRICAN NATIONAL CONGRESS. Education Dept
   A policy framework for education and training. Johannesburg: The Dept,
   1994.

ALEXSAN RESOURCE CENTRE
   Progress report. Alexandra [Transvaal]: The Centre, 1993.

ALEXSAN RESOURCE CENTRE
   Survey of Alexandra township June 1990: analysis of returns.
   Unpublished paper, 1990.

ALEXSAN RESOURCE CENTRE LIBRARY
   Half Yearly Report
   1993
   [Alexandra]: The Library

ALEXSAN RESOURCE CENTRE LIBRARY
   Monthly Report
   July 1993
   Alexandra [Transvaal]: The Library

ASHER, S.B.
   South African public libraries. South African Libraries, vol.9, no.4,
   April 1942, p.109-123.

ATTWELL, M.
   South Africa: background to the crisis. London: Sidgwick and Jackson,
   1986.

AUGUSTYN, T. and MARAIS, S.
   Preliminary report on a socio-economic survey done in Alexandra.
   Pretoria: University of South Africa, Department of Sociology, 1979.

BANACH, E.
   Symposium on the role of the public library in a changing society. Artes
   Natales, vol.7, no.11, June 1989, p.5-10.

BEKKER, S. and LATEGAN, L.
Libraries in black urban South Africa: an exploratory study. South African Journal of Library and Information Science, vol.56, no.2, June 1988, p.63-72.

BELL, F.
The National Book Development Council of South Africa. LIWOLET, vol.5, no.2, April-June 1994, p.7.

BELL, K.N. and MORRELL, W.P.
Select documents on British colonial policy, 1830-1860. Oxford: Clarendon Press, 1928.

BIRD, W.W.
State of the Cape of Good Hope in 1822. London: J. Murray, 1823.

BLACK towns of the PWV 1992: special report. Durban: Davies, Bristow and Associates, 1992.

BORLAND, E.A.
Rural library service in the Transvaal. South African Libraries, vol.9, no.1, July 1941, p.1-5.

BORLAND, E.A.
Ten years of the Carnegie Non-European Library, Transvaal: 1931-1941. South African Libraries. vol.10, no.1, July 1942, p.1-6.

BRIEF history of the Non-European Library Service, 1931-69.

BLASA Newsletter, vol.5, no.2, April 1970, p.13-15; vol.6, no.2, April 1971, p.11.

BRITISH and Foreign State Papers
vol.72, 75, 102
London: HMSO for the Foreign and Commonwealth Office

BRITTAIN, V.
Testament of friendship: the story of Winifred Holtby. London: Bookclub, 1940 (repr 1980).

BROOKE-NORRIS, S.B.
The Johannesburg Reference Library and the crisis in black education. South African Journal of Library and Information Science, vol.54, no.4, 1986, p.200-202.

BUNCH, A.
> The basics of community information work. 2nd ed. London: Library Association Publishing, 1993.

BUNCH, A.
> Community information services. London: C Bingley, 1982.

CAPE OF GOOD HOPE (South Africa). <u>Provincial Library Service</u>
> Report of the Director
> 1945/46-
> Cape Town: Government Printer
> Names of issuing bodies and title vary

CARNEGIE Non-European Library Conference of Non-European Librarians, 2nd, 26 September 1936: report. <u>South African Outlook</u>, vol.67, December 1936, p.282-284.

CARNEGIE NON-EUROPEAN LIBRARY SERVICE
> Reports
> 1935-1957
> [Transvaal]: The Service

CAPE Town Gazette, 1818, p.1

CENTRE FOR EDUCATION POLICY DEVELOPMENT.
> <u>Library and Information Task Team</u>
> Implementation plan for education and training. Johannesburg: The Centre, 1994.

CHRONOLOGY of public libraries in the Transvaal: 1887-1952.
> <u>South African Libraries</u>, vol.21, no.3, January 1954, p.79-80.

CLEANING up Alex. <u>Wits Review</u>, October 1989, p.5-6.

COLUMBIA Lippincott Gazetter. New York: Columbia University Press, 1961.

COMMONWEALTH EXPERT GROUP
> Beyond apartheid: human resources in a new South Africa. London: J.Currey for the Commonwealth Secretariat, 1991.

COMMUNITY Librarian, vol.3, no.4, May 1986, p.18.

COUZENS, T.
     The new African: a study of the life and work of H.I.E.Dhlomo.
     Johannesburg: Ravan Press, 1985.

DALTON, G.
     What does SAILIS envisage for the future? SAILIS Newsletter, vol.14,
     no.1, January/February 1994, p.3, 5, 9.
     Originally published in: The Cape Librarian, vol.37, no.7, August 1993.

DEMOCRATIC liberalism in South Africa: its history and prospect, edited
     by J.Butler...[et al]. Cape Town: D. Philip, 1987.

DITSHWANTSHO TSA RONA STUDY GROUP
     'They like our hands, not us.' Africa Perspective, no.21, 1982, p.29-43.

DONGES, E.
     [Speech in the House of Assembly]. South Africa. Parliament. House of
     Assembly. Debates, 1950, col. 7453.

DONGES, E.
     [Speech in the House of Assembly]. South Africa. Parliament. House of
     Assembly. Debates, 1953, col. 2148.

DREIJMANIS, John
     The role of the South African government in tertiary education.
     Johannesburg: South African Institute of Race Relations, 1988.

DREYER, L. and KARLSSON, J,
     Ulwazi: for power and courage; a guide to starting a resource centre.
     Durban: Media Resource Centre, 1991.

DUNSTAN, J. and NOERO, J.
     Alexandra: sinner in the suburbs? Indicator South Africa, vol.4, no.4,
     Autumn/Winter 1987, p.55-58.

DURBAN MUNICIPAL LIBRARY
     [The philosophy of libraries for NEPI]. Unpublished paper, 1992.

The EDUCATION crisis in South Africa: an overview. Southern African
     Update: A Bibliographical Survey, vol.2, no.2, October 1987, p.28-43
     [and updated in all subsequent issues]

ELOFF, P.A. and FRYLINCK, J.H.
    The planning of a library service for homelands: practical hints.
    Communica, no.1, January 1978, p.19-20.

ELOFF, P.A. and VINK, C.M.
    A proposed structure for library service in the homelands. Communica,
    no.1, January 1978, p.4-6.

EPSTEIN, D.H.
    Need for Bantu libraries. Forum: South Africa's First National Review,
    vol.3, no.36, 30 November 1940, p.5, 9.

EYRE C.J. and PAKES, C.W.S.
    Non-European library services in Durban. South African Libraries,
    vol.25, no.2, October 1957, p.52-53.

ESTABLISH Black info needs. SAILIS Newsletter, vol.6, no.10,
    October 1986, p.7.

FAIRER-WESSELS, F.A.
    Basic community information needs of urban Black women. Mousaion,
    Series III, vol.5, no.1, 1987, p.54-65.

FERGUSON, M.J.
    Memorandum: libraries in the Union of South Africa, Rhodesia and
    Kenya Colony. New York: Carnegie Corporation of New York, 1929.

FESTENSTEIN, M. and PICKARD-CAMBRIDGE, C.
    Land and race: South Africa's Group Areas and Land Acts.
    Johannesburg: South African Institute of Race Relations, 1987.

FOUCHE, B.
    The role of the library in the social and cultural life of a developing
    community. Mousaion, vol.12, 1982, p.34-39.

FOUCHE, B.
    The role of the library in the social and cultural life of the community.
    Communica, no.1, January 1978, p.4-6.

FREER, P.
    The library movement in South Africa. South African Libraries, vol.1,
    no.1, July 1933, p.35-40.

FRIIS, T.
The public library in South Africa: an evaluative study. Pretoria: University of Pretoria, 1960
Thesis: Ph.D.

FRYLINCK, J.H.
Library services for Africans in the R.S.A. South African Libraries, vol.48, no.2, October 1980, p.53-57.

FUNDA CENTRE
Brochure. Soweto: The Centre, [n.d.].

FUNDA CENTRE
Community college initiative: implementation plan. Unpublished paper, 1993.

Die GESKIEDENIS van Vereeniging Openbare Biblioteek. Vereeniging: The Library, 1992.

GILIOMEE, H.
The growth of Afrikaner identity. IN: ETHNIC power mobilized: can South Africa change? Edited by H.Adam amd H. Giliomee. New Haven: Yale University Press, 1979, p.115.

HAHLO, H.R. and KAHN, E.
The Union of South Africa: the development of its laws and constitution. London: Stevens, 1960.

HANSEN, B.S.
Memorandum on the activities of the Transvaal Provincial Library. Unpublished paper, 1988.

HATTERSLEY, A.F.
An illustrated social history of South Africa. Cape Town: Balkema, 1969.

HESLOP, E.
The Women's Agricultural Union and rural library development in the Transvaal. South African Libraries, vol.13, no.4, April 1946, p.73-76.

HISTORY of library services for Blacks. Bantu, vol.25, no.3, March 1978, p.2-3.

HOROWITZ, D.L.
A democratic South Africa? Constitutional engineering in a divided society. Berkeley: University of California Press, 1991.

HORRELL, M.
Laws affecting race relations in South Africa (to the end of 1976). Johannesburg: South African Institute of Race Relations, 1978.

HORRELL, M.
Race relations as regulated by law in South Africa, 1948 - 1979. Johannesburg: South African Institute of Race Relations, 1982.

HUTTON, J.
The Howard Pim Library College of Fort Hare. South African Libraries, vol.25, no.1, July 1957, p.13-15.

IFLA MISSION TO SOUTH AFRICA
Report. The Hague, 1993.

JEFFREYS, H.J.J.
Information for survival: alternative library and information services. Address to the SAILIS Symposium on Information for Survival: Alternative Library and Information Services, 1991.

JOCHELSON, K.
People's power and state reform in Alexandra. Work in Progress, 56/57, November/December 1988, p.8-17.

JOCHELSON, K.
Reform, repression and resistance in South Africa: a case study of Alexandra Township. Journal of Southern African Studies, vol.16, no.1, March 1990, p.1-32.

JOHANNESBURG (City)
Report of the City Librarian, R.F.Kennedy to the Public Amenities Committee, 1957.

JOHN, M.
Libraries in oral - traditional societies. International Library Review, vol.11, no.3, 1979, p.321-339.

JOHNSON, K.
Non-European libraries in South Africa. Paper presented to the Transvaal Branch of the South African Library Association, 1941.

JOHNSTONE, Y.
Die openbare biblioteek as instrument tot ontwikkeling met verwysing na enkele swart gemeenskape in Natal. Pretoria: University of Pretoria, 1989.
Dissertation: M.Bibl.

JOHNSTONE, Y.
Openbare biblioteek as instrument tot ontwikkeling: swart gemeenskappe in Natal. South African Journal of Library and Information Science, vol.57, no.3, 1989, p.297-304.

JUTA's RSC Report, no.6, March 1991.

KALLEY, J.A.
A chronological and subject analysis of South Africa's multilateral and bilateral treaties 1806-1979. Johannesburg: University of the Witwatersrand, 1985.
Dissertation: M.A.

KALLEY, J.A.
South Africa under apartheid: a select and annotated bibliography. Pietermaritzburg: Shuter and Shooter, 1988.

KARELSE, C-M.
The role of resource centres in building a democratic non-racial and united South Africa. Innovation, no.3, December 1991, p.3-8.

KARLSSON, J.
Resource centres: branding tongs or tapers? Paper presented to the SAILIS Annual Conference, Vereeniging, 1992.

KENNEDY, R.F.
The heart of the city: a history of the Johannesburg Public Library. Cape Town: Juta, 1970.

KENNEDY, R.F.
Library services for Non-Europeans in Johannesburg. South African Libraries, vol.24, no.4,, April 1954, p.99-104.

KOK, C.J.
Biblioteekdienste aan swartes in die Oranje Vrystaat. Pretoria: University of South Africa, 1988.
Dissertation: M.Bibl.

KOTZE, D.A.
    Library services for developing communities. <u>Mousaion</u>, 11, no.9, 1980, p.1-43.

KRITZINGER, S.J.
    Historical survey of the more important libraries in the Union of South Africa: Bloemfontein. <u>South African Libraries</u>, vol.15, no.2, October 1947, p.57-61.

KRITZINGER, S.J.
    Historical survey of the more important libraries in the Union of South Africa: Germiston. <u>South African Libraries</u>, vol.16, no.2, October 1948, p.41-48.

KRUGER, J.A.
    Biblioteekdienste aan die kleurlingbevolking in Suid-Afrika. Johannesburg: Rand Afrikaans University, 1973.
    Dissertation: M.Bibl.

KUZWAYO, A.W.Z.
    ALASA looks to the future. <u>Cape Librarian</u>, August 1993, p.22-23.

LATEGAN, A.
    Collection development: policy. Unpublished paper prepared for the Transvaal Provincial Library, 1993.

LATEGAN, L.
    Developing community resource centres: some ideas for South Africa. Johannesburg: READ Educational Trust, 1989.

LAWRIE, G.
    Native library wanted. <u>The Star</u>, 17 September 1931, p.14.

LEEPILE, T.M.
    Notes on library services in some African countries. <u>Communica</u>, no.3, p.13-16.

LEVY, B.
    Non-European Library Services in the Orange Free State. <u>South African Libraries</u>, vol.25, no.3, January 1958, p.94-96.

LINK: Wits Misson Implementation Bulletin, [October] 1994, p.2.

LIPSMAN, C.
The disadvantaged and library effectiveness. Chicago: American Library Association, 1972, p.3.

LOR, P.J.
African National Congress: National Education and Training Policy Conference, Johannesburg College of Education, 15-17 April 1994 : an interview conducted by Pieter Louw. SAILIS Newsletter, vol.14, no.5, June 1994, p.3, 5-6.

LOR, P.J.
Libraries, librarians and development: address on the occasion of the inaugural meeting of the Bophuthatswana Library Association (21 September 1985). Bophuthatswana Library Association Newsletter, no.1, September 1986, p.1-14.

MABOKO, F.M.
Report: Bantu Library Service 1965. Central Bantu Library Association Newsletter, vol.1, no.1, January 1966, p.7-12.

McNAIR, A.D.
The law of treaties. Oxford: Clarendon Press, 1961.

MALAN, D.F.
[Speech in the House of Assembly]. South Africa. Parliament. House of Assembly. Debates, 1950, cols 7725-7726.

MAKHANYA, E.M.
Library services for non-Europeans. South African Libraries, vol.25, no.2, October 1957, p.43-44, 51-53.

MANAKA, S.P.
Libraries for Blacks in South Africa - past, present and future. ALASA Newsletter vol.12, April 1979, p.39- 44.

MANAKA, S.P.
Library and information services for the Black community. IN: NATIONAL ADVISORY COUNCIL ON LIBRARIES AND INFORMATION. Conference, Pretoria, 1985. Information and society. Pretoria: NACLI, 1985, P.47-52.

MANAKA, S.P.
    Non-White library services in the Transvaal: with special reference to the Pretoria-Witwatersrand-Vereeniging complex. Pretoria: University of South Africa, 1972.
    Dissertation: M.A.

MANAKA, S.P.
    What a library means to a developing people. BLASA Newsletter, vol.2, no.2, April 1967, p.23-24.

MARTIN, W.J.
    Community librarianship: changing the face of public libraries. London: C.Bingley, 1989.

MATHIBE, M.M.
    An alternative approach to librarianship: the barefoot librarian. IN:BANACH, E. Symposium on the role of the public library in a changing society. Artes Natales, vol.7, no.11, 1989, p.5-11.

MBATHA, Madoda
    Black empowerment. Focus (University of Natal), vol.5, no.2, Autumn 1994, p.46.

MEISTER G.W.
    The Native Teachers Library at Pietermaritzburg. South African Libraries, vol.1, no.3, 1934, p.91-92.

METROPOLITIAN PWV, Special Report. Durban: Davies, Bristow, 1991

MOORE, N.
    Measuring the performance of public libraries. IFLA Journal, vol.15, no.1, 1989, p.18-22.

MURRAY, A. V.
    The school in the bush. London: Longmans, Green, 1929.

MUSIKER, R.
    Companion to South African libraries. Johannesburg: Ad Donker, 1986.

NASSIMBENI, M.
    Community resource centres and their contribution to the development of of an alternative public library model in South Africa. Paper presented to the 57th Annual Conference of the International Federation of Library Associations, Moscow, 1991.

NASSIMBENI, M.
Libraries and poverty. <u>South African Journal of Library and Information Science</u>, vol.54, no.2, 1986, p.56-60.

NASSINBENI, M.
The provision of reading materials by public libraries in South Africa: the relationship between selection policies and readding needs. Paper presented to the Symposium on Book Publishing in South Africa for the 1990s, Cape Town, 1990.

NATAL (South Africa). <u>Provincial Library Service</u>
Annual Report of the Director
1954-
Pietermaritzburg
Names of issuing bodies and title vary

NATIONAL BOOK DEVELOPMENT COUNCIL OF SOUTH AFRICA
Information pamphlet. [n.p.]: The Council, 1994.

NATIONAL EDUCATION POLICY INVESTIGATION
Library and information services. Oxford: Oxford University Press, 1992.

NATIONAL PARTY
[Statement of Principles]. [n.p.]: The Party, 1948.

NON-European libraries: challenge and opportunity. <u>South African Libraries</u>, vol.21, no.4, April 1954, p.97-98.

NUTTALL, S.
Reading in the lives and writing of Black South African women. <u>Journal of Southern African Studies</u>, vol.20, no.1, March 1994, p.85-98.

OFFICIAL South African Municipal Yearbook
1952/3, 1962/3, 1971/2,1981/2, 1993
Johannesburg: Gafney Group

ORANGE FREE STATE. <u>Laws, Statutes, etc</u>
Wetboek van den Oranje Vrijstaat 1891. Bloemfontein: Borckenhagen, 1891.

ORANGE FREE STATE (South Africa). <u>Provincial Administration Library and Museum Service Subdirectorate</u>
Annual Statistical Report
1950-
Bloemfontein
Names of issuing bodies and title vary

PAKADE, N.
A view from a resource centre worker. Address delivered to the Library and Information Workers Organisation, Umlazi, 14 July 1990.

PAPERS read at the Symposium for Promoting the Publication and Use of Literature in the African Languages. Pretoria: de Jager-HAUM,1982.

PATON, A.
Ah, but your land is beautiful. Cape Town: D. Philip, 1981.

PENTZ, H.F.
Public libraries in the Transvaal. <u>South African Libraries</u>, vol.10, no.3, January 1943, p.63-65.

PETERS, M.A.
The Bantu Library Service of the North: the story of a library for the Tsonga and Venda people of the Northern Transvaal. <u>South African Libraries</u>, vol.31, no.3, January 1964, p.114-116.

PETERS, M.A.
The contribution of the (Carnegie) Non-European Library Service, Transvaal, to the development of library services for Africans in South Africa. Pretoria: State Library, 1975.

PETERS, M.A.
Non-European library service in Pretoria. <u>South African Libraries</u>, vol.25, no.4, April 1958, p.130-133.

PETERS, M.A.
Non-White library services in the Transvaal. Cape Town: University of Cape Town, 1974.
Dissertation: M.A.

PETERS, M.A.
The reading tastes of the Non-European: some personal experiences. <u>South African Libraries</u>, vol vol.25, no.3, January 1958, p.82-90.

PITT, S.A.
Memorandum: libraries in the Union of South Africa, Rhodesia, and Kenya Colony. New York: Carnegie Corporation of New York, 1929.

PITTS, C.
User fees in Transvaal public libraries. Bookparade, vol.18, no.3, December 1992, p.3-7.

PROJECT ACORN
Minutes, 1991-1994.

PUBLIC libraries aims and objectives. Library Association Record, vol.73, no.12, 1971, p.233-234.

RACE Relations Survey
1986, 1987/88, 1991/92, 1992/93
Johannesburg: South African Institute of Race Relations

READ EDUCATION TRUST
Annual Review 1993
Johannesburg: The Trust

READERS and library users: a study of reading habits and public library use, edited by M.Ward. London: Library Association, 1977.

RECENT library developments at the Cape. South African Libraries, vol.22, no.4, April 1955, p.105-106.

RICH, P.B.
White power and the liberal conscience. Manchester: Manchester University Press, 1984.

ROBINSON, H.M.
Public library services for the Transvaal Bantu: some recollections and reflections. IN: LIBRARIES and people: essays offered to R.F.M. Immelman, edited by J.G.Kesting. Cape Town: Struik, 1970, p.59-67.

ROETS, L.
Die ontwikkeling van openbare biblioteke in die PWV-gebied. Book Parade, vol.16, no.4, March 1991, p.3-7.

ROETS, L.
Quo Vadis. Bookparade, vol.15, no.4, p.3-5.

ROOKE, F.H.
    Non-European libraries in Natal. South African Libraries, vol.17, no.2,
    October 1949, p.83-89.

ROUND the public libraries: a review of some annual reports. South African
    Libraries, vol.2, no.2, October 1954, p.60-62.

S.A.Barometer, 1992, p.177-179.

SARAKINSKY, M.
    From 'freehold township' to 'model township' - a political history of
    Alexandra: 1905 - 1981. Johannesburg: University of the
    Witwatersrand, 1984.
    Dissertation: BA Hons (Development Studies)

SCHAUDER, D.E.
    Librarians and apartheid. International Library Review, vol.10, no.4,
    1978, p.335-344.

SCHUMAN, P.
    Social responsibility: an agenda for the future. Library Journal, vol.101,
    no.1, 1976, p.251.

The SELECTION of books for libraries which serve an African community.
    ALASA Newsletter, vol.12, July-September 1979, p.5-8.

SHEPHERD, R.H.W.
    Lovedale, South Africa: the story of a century 1841-1941. Lovedale:
    Lovedale Press, [1941?].

SHILLINGLAW, N. and THOMAS, W.
    The information society. Johannesburg: Ad Donker, 1988.

SHILLINGLAW, N.
    The public library in South Africa- today and tomorrow. ALASA
    Newsletter, vol.12, 1979, p.1, 4-17.

SHILLINGLAW, N.
    Republic of South Africa: the public library. IN: INTERNATIONAL
    handbook of contemporary developments in librarianship, edited by
    M.Jackson. Westport, Conn: Greenwood Press, 1981, p.83-87.

SHILLINGLAW, N.
Socio-economic determinants of the future of libraries in South Africa. South African Journal of Library and Information Science, vol.58, no.1, 1991, p.108-117.

SHONGWE, N.
Brief history of the Black PWV Regional Library Service of the Transvaal. Book Parade, vol.18, no.3, December 1992, p.28-29.

SMITH, A.H.
R.F.Kennedy librarian: an appreciation. South African Libraries, vol.28, no.1, July 1960, p.9-11.

SMITH, K.
Books and development in Africa: access and role. Library Trends, vol.26, no.4, p.469-488.

SOUTH AFRICA. Interdepartmental Committee on the Libraries of the Union of South Africa
Report. Cape Town: Cape Times, 1937

SOUTH AFRICA (Republic)
Government Gazette
no.12137, 13 October 1989
Pretoria: Government Printer

SOUTH AFRICA (Republic). Central Satistical Service
Census
1946, 1960, 1970, 1980, 1991
Pretoria: Government Printer
Name of issuing body varies

SOUTH AFRICA (Republic). Department of Education and Training. Media Centre Services
Information Sheet. Pretoria: The Centre, 1993

SOUTH AFRICA (Republic). Department of National Education. Division of Library Services
Recommended library structure for library services in the homelands. [n.p.:n.pub, 19--].

SOUTH AFRICA (Republic). Interdepartmental Committee of Investigation into Library Services for Non-Europeans, 1964
Report. Pretoria: Department of Education, Art and Science, 1965.

SOUTH AFRICA. (Republic). President's Council. Science Committee
    Report ...on informal and non-formal education in South Africa. Capet
    Towm: Government Printer, 1984. (P.C. 6/1984).

SOUTH African township annual. Rivonia [Transvaal]: IR Research Surveys,
    1988, 1992.

SPARKS, A.
    Fort Hare bursts its shackles. The Star, 23 October 1991.

STANDARD Encyclopaedia of Southern Africa. Cape Town: Nasionale
    Opvoedkundige Uitgewery, 1970-76.

STILWELL, C.
    The community library as an alternative to the public library in South
    Africa. Pietermaritzburg: University of Natal, 1991.
    Dissertation: M.A. (Department of Information Studies)

STIRLING, M.
    Forty years of progress. South African Libraries, vol.14, no.1, July
    1946, p.15-18.

STIRLING, M.
    The need for rural free library services. South African Libraries, vol.10,
    no.3, January 1943, p.76-77.

SYMPOSIUM on library services for the homelands. Bantu, vol.25, no.3,
    March 1978, p.4-8.

TAYLOR, L. E.
    South African libraries. London: C.Bingley, 1967.

THEMA, S.
    The friendship of books, 27 July 1929.

TRANSLIS COALITION
    Transforming our library and information services. Durban: The
    Coalition, 1993.

TRANSVAAL (South Africa). <u>Directorate of Library and Museum Services</u>
Unpublished papers
- Aankoopbeleid van biblioteekmateriaal, 1993
- Beleidsdokument vir die Geletterheids - en
Ontwikkelingsondersteuningsdiens, undated
- Draft policy: research and management information, undated
- Monthly statistical forms, 1993
- Quarterly report on public libraries: Alexandra, March 1993

TRANSVAAL (South Africa). <u>Provincial Administration</u>
TPA Annual Report
1991-1992
Pretoria

TRANSVAAL (South Africa). <u>Provincial Library Administration Board</u>
Report on the Library Services
1952-1982
Pretoria
Names of issuing bodies and title vary
From 1983 - included in the Transvaal Administration Annual Reports

TRANSVAAL 1961-71. Johannesburg: Voortrekker Press, 1971.

TRANSVAAL Provincial Library Service: report... <u>BLASA Newsletter</u>, vol.
2, no.2, April 1967, p.28-29.

TYRELL-GLYNN, W.H.P.A.
The history of the South African Public Library, Cape Town, 1830-1961.
Stellenbosch: University of Stellenbosch, 1983.
Thesis: Ph.D.

UNTERHALTER, E. et al
Apartheid education and popular struggles. Johannesburg: Ravan Press,
1991.

USIS
Information Sheet
1989, 1991
Johannesburg: USIS

USIS
Press Release
19--?
Johannesburg

USIS IPELEGENG LIBRARY
[Information Sheet]
Soweto: The Library

VAN NIEKERK, S.C.J.
The establishment of provincial libraries for the Bantu.
Bantu Education Journal, vol.13, no.6, August 1967, p.7-8.

VAN OS, M.
Selection policy relevant to development. Book Parade, vol.18, no.4,
April 1993, p.17-19.

VARLEY, D.H.
Cape libraries to-day and to-morrow. South African Libraries, vol.1,
no.1, July 1943, p.1-6.

VARLEY, D.H.
Joachim von Dessin, 1704 - 1761. South African Libraries, vol.29, no.3,
January 1962, p.83-87, 82.

VARLEY, D.H.
Provincial library service at the Cape: the pioneering years 1939-1949.
South African Libraries, vol.24, no.3, January 1957, p.99-107.

VERMEULEN, C.H.
The Natal Provincial Library Service after five years. South African
Libraries, vol.24, no.3, January 1957, p.85-93.

VICKERY, B.C.
Techniques of information retrieval. London: Butterworths, 1970.

VINK, C.M. and FRYLINCK, J.H.
Library services in the Black states of the Republic of South Africa.
South African Libraries, vol.46, no.2, October 1978, p.43, 47-53

WALKER, A.
Urbanization in South Africa. Southern African Update: A
Bibliographical Survey, vol.3, no.2, October 1988, p.13-28 [and updated
in subsequent issues].

WALKER, C.M.
From Carnegie to NEPI: ideals and realities. Mousaion, vol.11, no.2,
1993, p.58-83.

WALKER, C.M.
    Update on LIS in South Africa: LIDESA, TRANSLIS and the CEPD LIS
    Working Group. SAILIS Newsletter, vol.14, no.4, May 1994, p.3.

WEBB, M.
    Library facilities for Non-Europeans in Durban and district. South
    African Libraries, vol.5, no.2, October 1937, p.49-58.

WEBSTER'S Geographical Dictionary: a dictionary of names of places with
    geographical and historical information and pronunciations. Rev. Ed.
    Springfield, Mass.: Merriam, 1969

WELSH, D.
    The cultural dimension of apartheid. African Affairs, vol.71, no.282,
    January 1972, p.35-53.

WHITE, J.M.
    Openbare biblioteekdienste vir die Bantoe in Natal. Libri Natales, vol.3,
    no.3, September 1973, p.11-15.

WILLEMSE, J.
    Library effectiveness - the need for measurement. South African Journal
    of Library and Information Science, vol.57, no.3, 1989, p.261-266.

WOLPE, H. and UNTERHALTER, E.
    Reproduction, reform and transformation: the analysis of education in
    South Africa. IN: UNTERHALTER, E. et al. Apartheid education and
    popular struggles. Johannesburg: Ravan Press, 1991.

ZAAIMAN, R.B.
    An active role for libraries in development. SAILIS Newsletter, vol.6,
    no.10, October 1986, p.2-3.

ZAAIMAN, R.B., et al
    The use of libraries for the development of South Africa: final report on
    an investigation for the South African Institute for Librarianship and
    Information Science, by R.B.Zaaiman, P.J.A.Roux and J.H.Rykheer.
    Pretoria: University of South Africa, Department of Library and
    Information Science, Centre for Library and Information Service, 1988,
    277 p.

NEWSPAPERS

Alex Times, 20 May - 3 June 1994
Argus, 12 July 1965
Beeld, 5 April 1992
Business Day, 6 October 1993
Cape Times, 12 July 1965
The Citizen, 14 July 1992
Looking North (Johannesburg),
  22 June 1994
City Press, 5 April 1992
Independent, 27 October 1993
Natal Witness, 9 February 1993
Natal Witness, 24 June 1993
Natal Witness, 24 February 1994
Saturday Star, 28 March 1992
Sowetan, 24 January 1991
Sowetan, 2 April 1992

Sowetan, 7 April 1992
The Star, 17 September 1931
The Star, 17 October 1990
The Star, 4 November 1990
The Star, 23 October 1991
The Star, 2 June 1992
The Star, 14 June 1992
The Star, 18 August 1993
The Star, 18 September 1993
The Star, 21 October 1993
Sunday Nation, 26 September 1993
Sunday Star, 5 April 1992
Sunday Times Metro, 8 July 1990
The Times, 7 October 1993
Vrye Weekblad, 10-16 April 1992

INTERVIEWS

Barratt, Valerie (READ Book Selector)
Bartlett, H. (Media Adviser, Department of Education and Training)
Bester, Peter (Town Clerk's Office, Sandton)
Conradie, Jean (Johannesburg Regional Librarian, TPLS)
Dolo, Martin Victor (Wits University student)
Kaunda, Joshua (Librarian: USIS Ipelegeng)
Maisemela, Patience (Soweto Public Libraries)
Maluleka, Joyce (Wits University student)
Nkomo, - (Librarian: YMCA Orlando Library)
Twala, Thembi (Librarian: Funda Centre)
Van Wyk, Delene (Public Relations Officer: Sandton Municipality)
Vilakazi, Aaron (Wits University student)