AN ANALYSIS OF STAFF PERCEPTIONS OF THE STRUCTURE OF THE PROVINCIAL LIBRARY SERVICES AND THEIR AFFILIATED PUBLIC LIBRARIES IN THE LIGHT OF SOCIO-POLITICAL CIRCUMSTANCES, 1990 - APRIL 1994

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DECLARATION OF ORIGINALITY

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

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This thesis is dedicated, with love and immense gratitude to my mother, Shirley Riekert, and to the memory of my late father, Neil Riekert.

ABSTRACT

The study was based on the assumption that perceptions articulated by the formally qualified staff of the provincial library services about their services could provide useful information about the organisations' response to changing socio-political circumstances. The period in question commenced with the unbanning of the African National Congress and other restricted organisations in 1990 and ended with the general election of April 1994 when the Government of National Unity came to power.

A study of this sort had not been done in the provincial library services before. Justification for the choice of the formally qualified staff of the four provincial library services as the targeted population was based on the view that they were potentially future managers and had a definite stake in the organisation.

The primary research objectives were firstly, to analyse the perceptions of the staff of the structure of the provincial library services and their affiliated public libraries within the context of changing socio-political circumstances during the period stated, and secondly, to arrive at recommendations for the structure of the system of provincial and affiliated libraries. Structure was seen as functioning integrally with other aspects of the organisation such as strategy, culture, management style, its environment and technology.

Literature reviews in library and information studies as well as in the related areas of organisational behaviour, work motivation, and South African politics and government provided a context for the study. A content analysis of newspaper coverage was used to establish the socio-political circumstances of the period and responses from the public library domain to the events of the time were identified.

The descriptive survey was selected as the primary methodology for its ability to describe the characteristics of the population, estimate proportions in the population, make predictions and test associational relationships. The intention of the study was to use the data generated in this way to identify categories and issues, and hence lay the groundwork for the testing of causal relationships in future studies.

The findings of the study suggested that an area for particular attention was the building of capacity in the provincial library services and their affiliated public libraries through appropriate management of human resources. The need to achieve a participative management approach, not only in interactions with affiliated libraries and their communities, but internally within the organisational structure of the provincial library service was supported. The literature suggested that forms of organisational structure other than bureaucracy, that is more organic forms, were needed in volatile and uncertain environments such as that of the period studied. Relations with local authorities emerged as a crucial area in terms of promoting the role of the library in the development of the whole community.

The study found that in the eyes of the formally qualified staff the process of change in response to the circumstances of the period had not been sufficient and neither was it complete. A great deal needed to be done in terms of system wide restructuring and a radical strategy was called for in terms of astute financial planning and tight cost control, strong leadership, and skilful management particularly with regard to improving communication internally and externally, and maximising human resource potential.

The study was significant in that it developed an instrument to test responses in a little explored but crucial area of South African public librarianship. It identified areas for which action was recommended and established significant categories upon which further studies could build. It demonstrated that the provincial library services, provided certain conditions were met, were an enormous resource which could impact greatly on development in the subregion. A concerted approach to interactions with governance structures on national, provincial and local levels was a prerequisite.

ACKNOWLEDGEMENTS

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LIST OF ABBREVIATIONS

Some of the abbreviations are used in the tables and figures and are not necessarily standard abbreviations or acronyms.

Acq	Acquisitions.
ACTAG	Arts and Culture Task Group.
Affil Lib	Affiliated librarians.
ALASA	African Library Association of South Africa.
ANC	African National Congress.
Assist Dir	Assistant Director.
AUDIS	Advanced University Diploma in Information Studies.
AV	Audio Visual.
BA	Baccalaureus Artium or Bachelor of Arts.
B.BIBL	Baccalaureus Bibliothecologiae or Bachelor's Degree in Library and Information Studies.
Bkselection	Book Selection.
B/PGD	Bachelor's plus Post Graduate Diploma.
CBF	Children's Book Forum.
CD	Community Development.
CEPD	Centre for Education Policy Development.
CIG	Cataloguing Interest Group.
CIS	Community Information Service.
CODESA	Congress for a Democratic South Africa.
COLIS	Community Library Information Service.
CPA	Cape Provincial Administration.
CPALS	Cape Public Access Library System.
CPLS	Cape Provincial Library Service.
Dep	Deputy.
Dev	Development.

DOS	Disk Operating System.
E-mail	Electronic mail.
ERA	Easy Reading for Adults.
FAMSA	Society for Marriage and Family Life.
Fax	Facsimile.
GPS	General Provincial Services.
IDRC	International Development Research Centre.
IFLA	International Federation of Library Associations.
INCH	Institute for Contemporary History.
IPET	Implementation Plan for Education and Training.
ISALLIS	Index to South African Literature on Library and Information Science.
ISAP	Index to South African Periodicals.
ITEC	Independent Teacher Enrichment Centre.
KGA	Kleingroep Aktiwiteite [Quality Circles].
KWAZNAPLIS	KwaZulu Natal Provincial Library Service (as in journal title).
KZN	KwaZulu Natal.
KZNPLS	KwaZulu Natal Provincial Library Service.
LAN	Local Area Network.
LCMARC	Library of Congress Machine Readable Cataloguing.
LIS	Library and Information Services.
LISDESA	Library and Information Services in Developing South Africa.
LIWO	Library and Information Workers' Organisation.
M.BIBL	Magister Bibliothecologiae or Master's Degree in Library and Information Studies.
MEC	Member of the Executive Council.
NACLI	National Advisory Council for Libraries and Information.
NALN	Nasionale Afrikaanse Letterkundige Museum en Navorsingsentrum [National Afrikaans Literary Museum and Research Centre].

NAVO	Navorsingsontwikkeling [Research Development] database.
NBDC	National Book Development Council.
NECC	National Education Co-ordinating Committee.
NEPI	National Education Policy Investigation.
NGO	Non-governmental organisation.
Not ans	Not answered.
NPA	Natal Provincial Administration.
NPLS	Natal Provincial Library Service.
OFS	Orange Free State.
OPAC	On-line Public Access Catalogue.
PALS	Public Access Library System.
PC	Personal computer.
Personnel dev	Personnel development.
Ph.D	Philosopiae Doctor or Doctor of Philosophy.
PLAC	Pretoria Literacy Awareness Committee.
PLS	Provincial Library Service.
PLTC	Pretoria Librarians' Training Circle.
Prin Lib	Principal Librarian.
Prov admin	Provincial administration.
PSA	Public Servants' Association.
PWV	Pretoria Witwatersrand Vereeniging.
RDP	Reconstruction and Development Programme.
READ	Read Educate and Develop.
ROM	Read Only Memory.
RSA	Republic of South Africa.
SA	South Africa.
SABINET	South African Bibliographic and Information Network.
SAILIS	South African Institute for Librarianship and Information Science.
SALA	South African Library Association.
SAMARC	South African Machine Readable Cataloguing.

SAMLA	South African Music Librarians' Association.
SANB	South African National Bibliography.
SEP	Science Education Project.
SUG	SABINET Users' Group.
TOPS	Teacher Opportunity Programmes.
TPA	Transvaal Provincial Administration.
TPLS	Transvaal Provincial Library Service.
TRACI	Tracing Information.
Trans	Transvaal.
TRANSLIS	Transforming our Library and Information Services.
UCTD	Union Catalogue of Theses and Dissertations.
UKMARC	United Kingdom Machine Readable Cataloguing.
UNISA	University of South Africa.
UNISYS	United Information Systems.
VCR	Video Cassette Recorder.
VRP	Vehicle Reserve Park.
WESTAG	Western Cape Arts and Culture Task Group.

CHAPTER ONE

INTRODUCTION TO THE STUDY

On February 2, 1990, President F.W. de Klerk announced the unbanning of the African National Congress (ANC) and other restricted organisations. This marked the beginning of a period of social and political change for South Africa, and for its library and information services sector. Ilze Swart, City Librarian Bellville Public Library, quoted the *Argus* editorial of February 2, 1990 in her response to De Klerk's announcement. The passage quoted captured the essence of the moment and identified some of the challenges of the period addressed by the study:

> President de Klerk, it seems, means to jerk South Africa
> onto the high road. It will not be a comfortable passage.
> For some it will be exhilarating, for others absolutely
> terrifying. But it is a journey which has to be taken (Swart
> 1990:23).

In this introductory section the research problem is elucidated, the objectives of the study are described and the background to the problem outlined. The necessity for the research and the choice of the period are explained; the components of the study clarified; the literature reviewed and key terms defined.

1.1   Description of the research problem

Due to changing socio-political circumstances in South Africa during the period 1990 to April 1994 the structure of the provincial library services and their affiliated public libraries has been severely challenged. Inevitably this has necessitated structural adaptation. On account of the speed at which this change has occurred, and the lack of coherent data on the provincial library services arising from the ongoing debate in the library and information services (LIS) sector, policy makers have had difficulty in determining a structure for the provincial library services in South Africa. This has been manifest in the various structural options which have arisen from the Centre for Education Policy Development and other reports (see sections 2.2.3.6, 2.2.3.8 and

2.2.3.9). One way to determine the nature of the adaptation and the form it will take is to achieve better understanding of the views of key staff working within the provincial library services.

The research investigates this line of approach. In summary, the research problem states that an analysis of the perceptions of the staff of the structure of the provincial library services and their affiliated public libraries during the period 1990 to April 1994 will demonstrate a need for adaptation to changing socio-political circumstances.

1.2   Background to the problem

The 1991 annual report of the State Library set out the centrality of information in a changing South Africa:

> In South Africa of the nineties, access to information and
> information sources is vital for the process of
> democratisation, for solving problems and making
> decisions, for study and research for intellectual
> enrichment (South Africa. State Library. 1991:13).

Access to information and the democratisation of libraries to a large extent hinge on the nature of the service provided to South Africa's public, and that is largely the domain of the public library sector. The majority of public libraries in South Africa barring 10 independent public libraries in the larger municipalities are affiliated to the provincial library services. Five of these independent libraries are semi-autonomous as they receive grants through the provincial library services. The provincial library services have 1 512 libraries, excluding service points such as old age homes but including depots (Comparative library statistics of South Africa. 1995:[1]). The provincial library services and their libraries have well-established and considerable collections of monographs, periodicals and audio-visual materials. With these resources they aim to serve the 40 725 291 inhabitants of the "new South Africa's" nine provinces. Current membership stands at 3 563 786, 8.8% of the total population (Comparative library statistics of South Africa. 1995:[1]).

At the time that the study was conducted the provincial library services of the four former provinces employed 209 formally qualified staff and a total of 721 staff overall (Provincial Library Service: building a nation of readers [1994]:[5-6]). The staff purchased and processed materials centrally for the four provinces and some areas of the former independent and self-governing states, and performed the functions implicit in rendering a public library service. Through a co-operative arrangement with the local authorities they were responsible for providing support and guidance to some 2 944 (full- and part-time) public library staff (Provincial Library Service: building a nation of readers. [1994]:[5-6]).

The four provincial library services were financed through the provincial councils by the central government. The library services administered considerable budgets of which the monograph and audio-visual component in 1994 was R114 184 000 (Provincial Library Service: building a nation of readers. [1994]:[5-6]).

Statistical analysis provided by Lor (1992b:746-7) revealed that the provincial and public libraries in 1988 together held almost three quarters of the national book stock in terms of number of volumes. With regard to monographs expensive duplication of popular titles can be assumed (Lor 1992b:748). The same paper reflected the positions of the school, public and community libraries on the peripheries of South Africa's library and information resource sharing communities. Affiliated public libraries in most provinces had access to the national book stock through their provincial library services but in practice they made little use of it. The school and alternative non-affiliated community libraries were marginalised and this applied not only to inter-lending but to integration generally with the rest of library and information services (Lor 1992b:764-6).

Influential planning documents which emerged from various LIS groups during 1990 to 1994 supported the centrality of the provincial library system in LIS provision in South Africa under reconstruction and development (see section 2.2.3) but documentation emanating from government structures failed to articulate a role for LIS. The transition period generated an extraordinary amount of debate as library and information workers

analysed new ANC and state documents aimed at transformation such as the
Reconstruction and Development Programme (RDP)[1] (ANC 1994) and the draft
Education White Paper (South Africa. Ministry of Education. 1994). The RDP
document made two references to libraries and in both cases in the context of arts and
culture, and the draft Education White paper contained only a few casual references to
libraries. Lor makes these observations and spells out the implications:

> This should serve as a warning to LIS workers that, in
> spite of strenuous efforts in recent years, LIS are well
> down on the list of national priorities. Continuing
> vigilance and lobbying are called for to avoid further
> marginalization (Lor 1994b:134).

In spite of the silence of these major documents on the subject of library provision, the
crucial factor determining the provincial library services' future role in South Africa
would seem to lie in their ability to adjust to changing socio-political circumstances and
to deliver what is required of them. The latter particularly requires analysis and the
literature of South African librarianship offers insights. In reviewing the fundamental
determinants of social change in South Africa, that is demographic, economic and
political factors, with a view to their implications for libraries, Shillinglaw (1990:108-
9) argues:

> The probable effects of fundamental social change are of
> great significance for the future of libraries. Libraries are
> information resources in the service of society. National
> and public libraries serve society directly, so for these
> libraries social and political developments will have
> profound effects... Libraries in the public sector are
> instruments of public policy and cannot avoid the
> influence of momentous social, economic and political
> changes (Shillinglaw 1990:108).

For South Africa's population of the coming decades, that is the predominantly
youthful, predominantly black population of potential library users, existing provision

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[1]The Reconstruction and Development Programme is an "integrated coherent socio-
economic policy framework" which seeks to mobilise "all our people and our country's
resources toward the final eradication of apartheid and the building of a democratic, non-
racial and non-sexist future" (ANC 1994:1).

was clearly inadequate (Shillinglaw 1990:111). Shillinglaw foresaw a need for literacy training and for provision for those with deficient education. A "school for the masses" approach presented an "opportunity of great significance" for LIS workers (Shillinglaw 1990:115). He predicted that if the public library continued to see its future in terms of the classic western formula of educational, informational, cultural and recreational aims it "could be buried in the stampede for scarce public funds". It was unlikely that:

> any future government faced with the desperate problems
> of the growing population, could morally or financially
> support services that do not appear to deal directly with
> the problems of development (Shillinglaw 1990:115).

An area central to this study, the management structures of the provincial library services, was broached by Shillinglaw when he argued that:

> The profession must invest time and money in training its
> professionals for the senior technical and managerial
> positions they will have to occupy. This is a challenge the
> profession has largely failed to recognize; and the failure
> will be evident as the critical leadership posts become
> vacant over the next decades (Shillinglaw 1990:116).

In the same year S.I. Malan (1991:121) argued the case for creative management, particularly participative management in meeting the challenges of changing circumstances. With considerable prescience Shillinglaw suggested that the library in South Africa faced two decades of social change and that libraries would participate in it willingly or unwillingly, by virtue of their role of serving society. They would be "squeezed for resources, and required to reset their goals", and, most significantly for this study, required "perhaps to account for their use of resources according to altered social and political criteria" (Shillinglaw 1990:116). In a crucial paper exploring information policy in a new South Africa, Boon (1992:97) drew on an example from the alternative sector when he quoted *Ulwazi for power and courage:*

> Information allows people to play a constructive role in
> society. Without information we cannot develop our skills,
> overcome our problems, or plan our lives. Information
> and education empower people (Dreyer and Karlsson
> 1991:1).

It was to this nexus between the social commitment of the alternative LIS workers and that of the vast potential of the megastructure of the formal sector, particularly the provincial library system, that research for a Master's degree had taken the researcher in 1991. The thesis "The community library as an alternative to the public library in South Africa" (Stilwell 1991) established the potential of the alternative models but the capacity of the provincial library services remained relatively unexplored. What were the chances of bringing their considerable resources, their funds, staff and infrastructure to bear on democratising public library and information services? The present study explores the potential of the provincial library services, largely on their own terms and within the context of the national LIS exploration of policy and research initiatives. The study assesses the perceptions of the staff of the services' structure and response to the socio-political circumstances of the period 1990 to April 1994. Its rationale is found to some extent in the earlier study and is a logical continuation of its concerns. The present study, however, stands on its own as a product of a time, which although only four years later than the first study, is light years away in terms of intervening events.

The significance of the study lies in the view that perceptions articulated by the formally qualified staff about their service could provide useful information about their perceptions of the organisations' response to changing circumstances. Such a study has not been done with reference to the provincial library services before. The study resembles Thapisa's study (1989) on the perceptions of individual British library assistants of their work, which aimed at achieving better understanding of the significance and meaning of work. The findings of the survey in the present study, together with the results of the literature reviewed, were seen to feed logically into recommendations for the structure of the provincial library services.

The justification for the choice of the formally qualified staff as participants in the survey was based on the view that they were either already in management positions or could be in management in the future. They had a large investment in the organisation and its future. The mission statements, objectives and budgetary allocations of the provincial library services have been reviewed to reflect development and redress of

past imbalances (Karlsson 1993:2) and this suggests awareness of a need to change. The formally qualified staff would be likely to be influential in structuring the sort of response that is made to change, and in supporting and initiating change, hence their perceptions were targeted for survey and analysis.

1.3   Research objectives

There were two primary research objectives: firstly, to analyse the perceptions of the staff of the structure of the provincial library services and their affiliated public libraries within the context of changing socio-political circumstances during the period stated; and secondly, to arrive at recommendations for the structure of the system of provincial services and their affiliated libraries.

1.4   Justification for the study

A review of the literature revealed that very little research had been done on the four provincial library services (see section 1.7). For this reason, coupled with the significance of these services as outlined above, the study was considered necessary.

1.5   Choice of the period 1990-April 1994

In the immediate post February 1990 period, after the unbanning of ANC and other restricted organisations, changes on the statute book by far outstripped attempts to restructure South African society and the problems of addressing inadequacies in areas like education and libraries were debated with a sense of urgency. Documents such as the *Library and Information Services [LIS]: report* (NEPI 1992) provided evidence of the debate and of attempts to create a capacity for policy reformulation in terms of new requirements. Using the National Education Policy Investigation (NEPI) principles of non-sexism, non-racism, redress and democracy in a unitary system, the NEPI LIS Research Group began a process of examining the national LIS structures in terms of their composition and how they stood up to analysis (NEPI 1992). The time constraints involved in the NEPI investigation and the broadness of its scale did not permit

in-depth studies of the national LIS system. Another major handicap was the lack of a basic database of existing research and statistics (Nassimbeni 1994:153).

The limitations of the NEPI LIS report were not addressed to any real extent in the initiatives that followed. The ANC and Government of National Unity initiatives respectively, such as the Reconstruction and Development Programme (ANC 1994) and the Education White Paper (South Africa. Ministry of Education. 1994) failed to address library and information work as a central component of transformation and reconstruction.

This study attempts to build on the research initiated by NEPI, in the context of the other research and policy initiatives, in its examination of a crucially important component of the South African library and information system. It is upon the provincial library services that the nation's public library system depends. A crucial factor in determining the capacity of the provincial library system was assessing the perceptions of formally qualified staff of the provincial library services, its deficiencies and what would be required of it in a future LIS system. The study was intended to provide a base for other research by identifying issues and categories thereby enhancing the bank of knowledge and viewpoints on public librarianship in South Africa. This was seen as prerequisite to the kind of lobbying necessary to the central placing of libraries and information on the agenda of reconstruction and development.

The study commenced in 1992 when, with the new constitutional dispensation in the offing, it had become an imperative. A cut-off date was needed and the end of April 1994 was chosen because South Africa's first democratic election which took place in that month initiated a new social and political dispensation. For the provincial library services this period was a watershed. They collectively brought out the overview, published in the *Cape Librarian* (Dixon 1994a; Pitts 1994; Slater 1994a; Van der Merwe 1994a), of their combined endeavour with the autonomous libraries, seemingly as a summation of the pre-election period and in preparation for what lay ahead.

1.6 Components of the study

The study consisted of a literature survey, the design and implementation of a questionnaire as refined by the pretest, data collection, data analysis and reporting of the research results, interpretation and recommendations.

The literature survey was based on the search strategy described in section 3.3. Its findings are outlined in the review of the related literature. The literature provided the overview of the period and of the provincial library services in chapter two. It was also used to back the methodological section, the interpretation of the results and the conclusions and recommendations. The design and implementation of the instrument, including the pre-test are described under methodology (chapter three), as are the data collection and analysis. The results are reported in chapter four, interpreted in chapter five and conclusions and recommendations made in chapter six.

1.7 Sources of related literature

An initial review of the literature suggested a lack of published research in this subject area and the consequent importance of in-house documentation such as annual reports, minutes of meetings of the Committee of Heads of the Provincial Library Services and the four provincial library journals.

The reference section of the University of Natal Library, Pietermaritzburg provided a core of reference works for clarifying terminology. In cases where the published sources proved deficient, the researcher resorted to personal communication with persons at the provincial library services and other institutions. Dickson's bibliography (1994), "An initial bibliography of changing librarianship in a changing South Africa 1990-April 1994", was useful for its coverage of the exact period of the study and for its focus on change as a key element. It provided an excellent means of identifying core and related literature. Le Roux's bibliography (1968) and that of the Natal Provincial Library Service (NPLS) ([198-]) were not used as the coverage of Le Roux's was too early for this study and that of the NPLS limited in subject coverage.

The research drew on several theses. Gertz's thesis, "A study of the interaction in book selection between provincial library systems and their affiliated public libraries in South Africa" (1981), updated by her many insightful articles in *Cape Librarian*, was useful for establishing context and issues. Kalley's Ph.D thesis, "The effect of apartheid on the provision of public, provincial and community library services in South Africa with particular reference to the Transvaal" (1995), was an invaluable resource on the provincial library services generally and the Transvaal Provincial Library Service in particular. Two likely theses, Walters' (1994) Master's thesis on personnel evaluation in the Cape Provincial Administration and Job's (1993) doctoral thesis on the influence of change on the role and profession of the media teacher, proved peripheral to this study. Master's theses by Moodley (1994) and Raju (1995) provided additional perspectives.

A crucial dimension was added by the published research report of the NEPI LIS Research Group (NEPI 1992), while a useful unpublished report was the Cape study on user fees (CPA... 1992). Other unpublished reports were those described in the overview of research and policy initiatives (section 2.2.3). A strong emphasis was placed in these on policy exploration and formulation.

The journals of the four provincial library services provided a helpful record of issues, concerns and activities. Of particular note was the above mentioned pre-election overview in *Cape Librarian* and the May 1994 issue covering a Cape symposium. Generally articles in these journals are suited to their purpose of alerting affiliated librarians and other staff and users to matters of interest. They are brief and lacking in depth and therefore needed a great deal of careful reference work to support them as research sources. The annual reports were useful in this regard as were the Minutes of Meetings of the Heads of Provincial Library Services.

Promotional pamphlets such as "Provincial Library Services in momentum" (1992) and "Provincial Library Service: building a nation of readers" ([1994]) were invaluable for their record of mission statements and statistics. Information regarding the activities of the Cape Provincial Library Board was accessed through the annual reports and the

journal *Cape Librarian*. The document "Comparative library statistics of South Africa" (1995) was a useful source of statistical data.

Conference and workshop papers such as those by Hansen (1993a), Lor (1992b:1993a) and Lubbe (1994b) were used as well as informally published reports on the various research and policy initiatives (see section 2.2.3). Journal literature by Lor (1994b), Nassimbeni (1994) and Walker (1993;1994b) was consulted for coverage of policy issues.

The well-established texts which cover the provincial library services such as Friis (1962), Kesting (1980), Musiker (1986), and Shillinglaw and Thomas (1988) were especially useful for verifying details.

In terms of organisational behaviour, the papers on the subject edited by Kao, Sinha and Sek-Hong (1995) were noteworthy and offered an alternative perspective. Thapisa's papers (1989;1990;1991) were especially useful as was Calvert's New Zealand study (1994:19) which surveyed perceptions of public library effectiveness. The South African study by Human and Horwitz (1992) offered valuable comparative insights from the business sector.

1.8   Definitions of key terms used in this study

In this section key terms, particularly those used in the title are defined and related terms and ideas are discussed. Other terms are defined in the text as they occur.

1.8.1	Public, community and provincial libraries
1.8.1.1	Public libraries

The public library is a social construct, and one that developed, in the former colonies such as South Africa and New Zealand from western European and north American society in the middle of the nineteenth century. Calvert (1994:17) made the point that the New Zealand libraries were very different from the public libraries of Nazi Germany, for instance. Libraries are:

> a creation of a particular time and place which happen to suit, to some extent, the current needs of society for information storage collection, organisation and dissemination. They exist because society wants them to exist and has taken hard political decisions to continue funding and a certain level of support for them (Calvert 1994:15).

This concept of the library as a social creation leads to other vital realisations, for example, that librarians should give cognisance to the broad dimensions of library service as perceived by all the different communities in society which have vested interests in the creation of an effective library: "Librarians must seek to establish what it is which makes up the political consensus behind the creation and maintenance of librarians" (Calvert 1994:16). Calvert (1994:18) argues that if libraries are a social creation then library effectiveness must be a social construct and the model of organisational effectiveness which is most relevant to this belief is the multiple constituencies model in which stakeholder constituencies help determine the goals of the organisation.

Atton (1993:134) identifies a problem with this approach and that is that thriving libraries depend on a thriving notion of the public good. Like Harris and Hannah (1993) he notes that the notion of the public good is in eclipse, and where it does exist is increasingly at odds with the prevailing market culture (Atton 1993:134-5).

Discussion of a draft report of a British public library review (Turner 1994:612)

revealed that the public believes that public libraries are a "vital support to the education process, that they promote literacy, support the local economic infrastructure and act as a unique support for individual learners of all ages".

In 1988 in South African society, Shillinglaw and Thomas (1988:261-2) suggested that there was broad agreement about the overall aims of the public library. It facilitates lifelong education; supports formal education; supplies items of information on demand; provides resources such as books, audio materials and art prints for cultural purposes; facilitates the cultural development of communities by making lectures, demonstrations, exhibitions and adult education classes available; and enhances the recreational experience by making documents, information, recreational reading, listening and viewing experiences available.

In the late 1980s Shillinglaw and Thomas's definition of the public library would have been likely to express the definition in use in provincial and public libraries. During the period under study the term community library became popular in the discourse of public librarianship in South Africa. The next section explains differences in conception between these two types of library. For the purposes of the study the researcher would like to suggest that, bearing in mind the view that the public library is a social construct, the form that the public library takes in response to the changing circumstances explored in the study, is likely to be different from that of Shillinglaw and Thomas's definition current in the late 1980s. For the purposes of the study the public library can be defined as the library that exists to serve the public, that is, to provide access to information and materials equally to all.

1.8.1.2   Community libraries

Contrary to the tendency to see the public library as synonymous with the community library there are vital respects in which they differ (Stilwell 1991:99-143). Briefly, community librarianship has four distinguishing characteristics: offering different materials to those usually provided by a public library, having a different relationship between librarian and user, relying on close links with other agencies (not those that

caused the user's problems in the first place) and having an overtly political nature (Coleman in Martin 1989:92). A key element would be consultation of the target community. The case for a local form of community librarianship rather than public librarianship has been established (Stilwell 1991) and is useful in terms of this investigation. The literature reviewed for the present study tended to use the terms public and community library interchangeably.

1.8.1.3 Affiliated public libraries

The public library in South Africa is funded from public monies chiefly from the rates revenue of its local authority. The provincial library services supply financial contributions towards capital costs such as buildings, and also supply library materials, and professional advice to the public libraries affiliated to them (Shillinglaw and Thomas 1988:266). The latter would be known as affiliated public libraries.

1.8.1.4 Branch libraries

Libraries, subsidiary to the affiliated public libraries, may be established in particular residential areas to provide for the needs of the locality. These are branch libraries and would be affiliates of the provincial library service in their own right, while their staff would be likely to be under the supervision of the central public library (Gray 1995b).

1.8.1.5 Library depots

Depots are libraries run by an organisation which is not a local authority, for instance, a school, prison or mine (Gray 1995b).

1.8.1.6 Provincial library services

The provincial library services were established in each of the former provinces to form a support structure for library provision to the affiliated libraries (Shillinglaw and Thomas 1988:278). They are described in detail in section 2.3.

1.8.1.7 **Definitions of formally qualified staff and positions/ranks in the provincial library services**

The formally qualified staff would have obtained at least the first professional qualification, that is, a primary degree and post graduate diploma, or the Baccalaureus Bibliothecologiae (B.Bibl.), the Bachelor's Degree in Library and Information Studies.

A Librarian would have professional qualifications and occupy the lowest level of professional post. In some instances a non-professional, or Library Assistant, may occupy a Librarian's post. Senior Librarians are professionals of a certain level of seniority and promotability. The Librarian and Senior Librarian ranks are interchangeable in terms of scale. Principal Librarians are appointed to specific junior management posts on the basis of their seniority as Senior Librarians and their promotability. Section Heads are usually Principal Librarians but Senior Librarians could serve as Section Heads for a short period. It is possible for a Principal Librarian in a research post, for example, not to have the duties of a Section Head.

The next three levels up would be Assistant Director, then Deputy Director, and, in the case of the full Directorates, the Transvaal and the Cape, Director. Posts are generally filled on the basis of rank promotions, however, when appointments are advertised outside the service other criteria could operate. The explication of these posts is based on the situation in Natal (Gray 1995b) and there could well be small regional variations, for example, the Cape tend to refer to Principal Librarians as Chief Librarians.

While the researcher prefers the term library and information worker to librarian, the latter is used in this study for the sake of brevity.

1.8.2   **Changing circumstances**

Change is defined by the *Oxford English Dictionary* (1989 v.3:15), as "the substitution of one thing for another; or succession of one thing in place of another". Circumstance is described as "that which surrounds materially, morally or logically" (1989 v.3:240).

1.8.2.1   **Social change**

Ahrne suggests that social change is not a change of systems

> but shifting of constellations. It is not contradictions
> within societies or systems that are the dynamics of social
> change. It is the interaction and struggles between
> organisations within and across sectors, as well as the
> relations between individuals and organizations, that
> transform these constellations in the social landscape.
> Social change goes on within and between organisations
> and not above them (Ahrne 1990:92).

How does an organisation cope with change? Why does an organisation have to cope with change? What is meant by cope? Does it mean survive or is it about being excellent and benefiting from change? Where does change come from, within the organisation, or from without, or both? Organisations may be adaptive, and survive by responding reactively to change, or they may shape their internal and external environments by conscious strategic initiatives. This is the difference between reform and transformational change, a crucial distinction in terms of this thesis. As the LIS sector demonstrates the debate about change is so intense because the stakes are so high and the ability to cope with change is highly dependent on a positive attitude to change (Human and Horwitz 1992:6,7,58).

1.8.2.2   **Political change**

The term "political" embraces the meanings "of, belonging, or pertaining to the state or body of citizens, its government and policy, especially in civil and secular affairs" (*Oxford English Dictionary* 1989 v22:32). Political change therefore describes changes pertaining to the state, its government and policy.

1.8.3   Perception

Colman (1994:153) defines perception as the "processing and interpretation of sensations". Dodwell (1994:155) suggests that perception is a skill or set of skills, not simply the passive recording of external stimulation. It is a "many-faceted beast, and answers to its many problems need to be sought in different places, and at different levels of function; sensory, organisational, cognitive" (Dodwell 1994:176).

1.8.3.1   Perceptions and value systems

An individual's value system tends to serve as a determinant and indicator of his/her behaviour. The value system channels behaviour in a way that an individual tends to assume consistency between behaviour and values. There is also perceptual screening whereby values influence perceptions which in turn motivate and give rise to certain behaviour (Yih-Heng Jou and Sung 1995:63). The value system that managers possess therefore underpins their managerial behaviour (Yih-Heng Jou and Sung 1995:63).

Komin (1995:140) calls values socio-cultural products, a value system is an "enduring organisation of beliefs concerning preferable modes of conduct". A person's total value system is a "cognitive blueprint". Tripathi (1995:175) points out that although values are stable they do change over time. He refers to social values and work values: while social values feed into the designing of organisations and organisational culture, work values influence the designing of jobs, reward systems and procedures for reliable job performance. The two types of values are interdependent and influence each other (Tripathi 1995:175).

1.8.3.2   Perceptions and organisational climate

Organisations may be defined as:

> Agglomerations of people, as groups of groups, as
> interrelated boxes, as hierarchies of power and authority,
> as information-processing or decision-making systems, or
> as bureaucracies (Levinson 1994:529).

Whatever the view, an organisation needs to be understood as

> an organic system, adaptive and capable of change with a
> life of its own that transcends that of people in it, and
> with the capacity to perpetuate itself (Levinson 1994:529).

Of immense significance to this study is the observation that

> much of an organization's activity is an outgrowth of the
> manner in which its leadership has constructed it, the
> kinds of people who have been attracted to it, and what
> has been done before, particularly its ways of having
> adapted to its unique crises (Levinson 1994:529).

The circumstances of 1990 to 1994 could be construed as unique crises. Organisations have a strong momentum from the past into the present of which organisation members are often unaware but which is both powerful and discoverable (Levinson 1994:529). As Kalley (1995:360) has observed with reference to South Africa, the legacy of the past persists in the medium term in spite of constitutional change. In spite of this, all organisations adapt and adaptation patterns are evolutionary and discernible. Patterns may change because of an infusion of new and different leadership, or new and different organisational membership or with changes in service orientation (Levinson 1994:529).

Organisational climate describes an organisation's characteristics as perceived by its members and is therefore the sum of shared organisational perceptions. Like the personality of an individual it is extremely important but difficult to describe. Organisational climate is related to the schema or cognitive maps individuals use to make sense of their surroundings. The atmosphere or climate of any group can be defined as the shared perceptions of individuals, or to what extent individuals' cognitive maps are like each other. Shared perceptions of the group may determine their behaviour in important ways (Forisha-Kovach 1994:528).

Organisational climate is both a consequence and a determinant of motivation. Climate is a particular set of values espoused by the organisation which can either facilitate or hinder an individual's performance. Organisational climate predisposes the workers'

motivation to work. Motivation and job satisfaction are twin areas in the understanding of morale in organisations (Baron 1994:429).

Measurement of this somewhat intangible quality of organisational climate, has usually involved questionnaires which elicit individual perceptions of organisational characteristics. The latter most frequently include factors such as the degree to which individuals are involved in the decision-making process, whether employees are informed of objectives, whether individual effort is recognised and rewarded, and whether superiors support those who work for them. Other factors include the sense of constraint experienced by workers, the sense of challenge in work assignments, the degree to which conflict is tolerated or resolved, a sense of going forward as an organisation as a whole and a sense of belonging (Forisha-Kovach 1994:528).

Climate is influenced by leadership style, formal systems and structures, administrative procedures and decision making rules and has been known to influence job satisfaction and performance, motivation, and creativity. Resulting climates can be characterised, for example, as participative or directive (Forisha-Kovach 1994:528). Some argue that a participative climate increases productivity; others attribute the latter to the degree of fit between the employees and the climate. Finally and most importantly in terms of the study, climate is based on perceptions (Forisha-Kovach 1994:528).

1.8.3.3   Perceptions and change

The pervasiveness of climate in influencing behaviour is clear. Climate and how one may create climate are increasingly important in the field of organisational behaviour and organisational development (Forisha-Kovach 1994:528). In trying to establish the response of the provincial library services to socio-political circumstances, that is in assessing the climate and capacity to adapt, is was clearly imperative for the study to assess worker perceptions, organisational behaviour and organisational development.

The case for the study is supported by an example from the South African Police in which police psychologists, Nel and Burgers (in Kaunda 1995:7), pointed out the high

percentage of medical boarding due to stress-related disabilities, that is 1 375 in 1994. Further, in 1991, 65 police officers committed suicide, 106 in 1992, 134 in 1993 and 172 in 1994. Nel and Burgers suggested that some of the officials who applied for boarding were communicating their inability to change their perceptions regarding their roles and were acting out their uncertainty regarding the future. Nel and Burgers saw the changes in the country as one of the major causes of the failure to cope:

> The clear role definition applicable in the past, to protect
> the interests of whites from the communist onslaught, gave
> police officials a sense of security. Given the constitution,
> police officials are now expected to protect the rights of
> all ...The new style of policing further demands that
> officials use their discretion. The need is thus for a totally
> different type of recruit (Nel and Burgers in Kaunda
> 1995:7).

While it would be inappropriate to force too close a parallel, the above gives evidence of the change in circumstances the years 1990 to 1994 have brought about. The kind of radical shift of purpose from apartheid service to community service and the perceptions of officers in the social services of these requirements as well as their difficulties in adapting to change, are noted.

1.8.4 Structure

Structure may be defined as the way activities and information are co-ordinated. Structure does not function in isolation from other aspects of the organisation such as strategy, culture, management style, environmental conditions and technology (Human and Horwitz 1992:66).

1.8.5 Development

Development is a multi-faceted process which involves political, economic, social and cultural dimensions at the level of the individual and society. There are many schools of thought concerning development (Chilcote 1992:617,619). Chilcote nevertheless

attempts a synthesis of development:

> Development involves advances in the productive forces of
> society ... and in the drive for egalitarian participation and
> distribution of resources to meet basic needs and
> collectively raise the quality of material life of all people
> (Chilcote 1992:631-2).

1.8.5.1 Development and capacity building

In exploring the relationship between development and capacity building, Brews sees three fundamental challenges within the framework of socio-economic development in South Africa: sustainable economic growth, sustainable improvement in the quality of life and building sustainable capacity (Brews 1994:2). He argues that there is a new context for development: organisations are judged by their developmental impact and their ability to develop people; the sustainability of development is a primary consideration, particularly for funders. In short, the new context demands sustainable capacity for delivery and impact from development organisations. The current emphasis on capacity building is a logical consequence of this shift in development culture (Brews 1994:2-3). Brews makes no attempt to come to a final definition of capacity building but rather explores the broad values and issues that inform the capacity building debate:

> In general it can be said that capacity building is closely
> related to the concept of empowerment. In brief, capacity
> building gives substance to empowerment. If
> empowerment is the value then capacity building is the
> content (Brews 1994:7).

Several aspects of the debate have relevance to the study. Too many of the assumptions about the nature and content of required capacities are conditioned by western cultural experience with the result that people "with remarkable capacities are often treated as if their competencies are impediments to, rather than platforms for, further capacity building" (Brews 1994:10). All people have inherent or latent capacities and these can be identified and strengthened by training processes (Brews 1994:11).

An important recognition is that the effectiveness of capacity building depends on the quality of information available. Brews (1994:10) quotes the National Consultative Forum on Drought which has identified the lack of information as the key source of rural marginalisation:

> Without information it is impossible for rural people to challenge their circumstances... the provision of information regarding relief and development efforts to rural communities is a priority that deserves considerable attention.

Another is that the building of the endogenous or home grown capacities of local people "to decide upon and implement appropriate policies and practices" (Brews 1994:4) depends on the establishing of integrated systems necessary to support the building of endogenous capacities. This requires clarification of the relationship between the local and the support levels of the process (Brews 1994:4).

Fora faced with tackling transition within conditions of unequal power relations, grapple with questions of existing office bearers gaining the capacity to work in a democratic and participatory way. How do planners gain the capacity to understand planning and development as a participative social process and not a technical process? How do community members gain the capacity to understand how local government and other institutions work so that they can participate as equal partners? (Brews 1994;5). This relates particularly to the recognition that methods of local government planning and action are increasingly being replaced with participatory processes. These require different capacities from planners and civil servants as well as an enhanced capacity of communities to understand local and regional government issues (Brews 1994:6).

This understanding of capacity building informs the study and forms the context for references to capacity and the discussion in the conclusion and recommendations.

1.8.6 Library and information work organisations

The three main general LIS organisations are defined in this section.

1.8.6.1   African Library Association of South Africa (ALASA)

Formed in 1964 by black members forced out of SAILIS in 1962, ALASA was originally established to serve black South Africans. It now espouses non-racialism. It is open to qualified and non-qualified library workers and its major focus is training black librarians for competitive employment. It is concerned about library services to townships (IFLA 1993:16).

1.8.6.2   Library and Information Workers' Organisation (LIWO)

LIWO was launched in 1990 in Durban. Active branches operate in Natal and the Western Cape. LIWO is open to library workers and others involved with or interested in library and/or information work. It is deeply committed to freedom of information for individual, community and grassroots empowerment and to democratic procedures and practice in the work place (IFLA 1993:16).

1.8.6.3   South African Institute for Librarianship and Information Science (SAILIS)

SAILIS was established in 1930 as the South African Library Association (SALA). As the largest organisation its 2260 or more members belong to 12 categories of membership. From 1962 to 1980 it excluded black librarians on the basis of race. Since 1990 it has accepted library workers without formal qualifications. The International Federation of Library Associations' (IFLA) report (see section 2.2.3.4) noted the complaints of black librarians concerning the preponderance of Afrikaans as a medium of communication in SAILIS (IFLA 1993:16).

1.9   Summary

This section defined the research problem in context. It justified the intention of the study to investigate perceptions of the formally qualified staff of attempts at structural adaptation by the four former provincial library services and their affiliated public

libraries in response to changing socio-economic circumstances during the period 1990 to April 1994. Changing circumstances, in relation to social change, were defined as the "shifting of constellations" (Ahrne 1990:92). It was suggested that the "interaction and struggles within and across sectors, as well as the relations between individuals and organisations" (Ahrne 1990:92) transform rather than reform social structures such as organisations.

The choice of the formally qualified staff of the provincial library services as the population for the survey was justified in terms of their investment in the structures and their potential to rise to management positions in the provincial library services. Having justified the study, defined its parameters and the key terms, the focus in the next chapter moves to an overview of the period and fleshes out the nature of its changing circumstances.

CHAPTER TWO

BACKGROUND TO THE STUDY

This section outlines the events of the period 1990 to April 1994. It traces responses to the challenges of the period by the public sector and by the public library sector and analyses press coverage of library-related matters. Finally it reviews the major Library and Information work policy and research initiatives of the period. In doing so it establishes the concerns of the period and their relationship to the study. An overview of the provincial library services follows.

2.1   **The period 1990 to April 1994: a socio-political overview**

2.1.1   **Introduction**

On the morning of February 2, 1990, F.W. de Klerk opened his first parliamentary session as president. A reformist statement of some sort had been expected:

> After seven years of racial unrest, there was a clamour for
> political change: international pressures were on the increase,
> the country was under economic and diplomatic siege, the
> black townships were on the boil, living standards for the
> white minority were declining, and there was a general state
> of emergency (Sparks 1994:5).

Reforming apartheid was an extremely difficult thing for South Africa's white minority to contemplate: "it was not simply a matter of abolishing racial segregation and admitting an oppressed minority to the mainstream society, as the United States had done" (Sparks 1994:6). In South Africa's case empowering the black majority meant that this majority would take control of the country and for many this was a daunting prospect.

The new president, in just thirty-five minutes "turned three centuries of his country's

history on its head" (Sparks 1994:7):

> De Klerk unleashed forces that within four years would sweep
> away the old South Africa and establish an altogether new
> and different country in its place. Another country with
> another constitution and another flag and another national
> anthem. And above all, another ethos (Sparks 1994:7).

Sparks describes how De Klerk demolished the conservative Afrikaner vision of a "white South Africa, of a volkstaat that was theirs by divine right and without which they could not survive as a national entity" and ensured that in its stead "a new black-led South Africa would arise" (Sparks 1994:7). De Klerk, on February 2 1990, legalised the whole spectrum of black liberation organisations which had been outlawed for 30 years and more: the African National Congress and its guerilla wing, *Umkhonto we Sizwe* (Spear of the Nation); the Pan-Africanist Congress, and the South African Communist Party. He announced the impending release of Nelson Mandela and hundreds of other political prisoners, and his own readiness to negotiate with them to arrive at a new constitution in which everyone would enjoy equal rights (Sparks 1994:9).

The response abroad was "a sense of wonderment and relief" (Sparks 1994:9), in South Africa, trauma, exhilaration and disbelief were keynotes "as different groups struggled to come to terms with a change so profound" (Sparks 1994:9). For South Africa's neighbours and the wider world community "this transformation of Africa's most highly developed industrial country had more than just symbolic importance": a destructive force that for decades had destabilised and impoverished the whole southern African region had been removed bringing the prospect of peace and recovery to millions of people. A transformed South Africa had the potential to become an important new influence in African affairs (Sparks 1994:10). Sparks (1994:12) saw that a successful new South Africa "embodying as it does all the elements of the global divide" could develop into a model for the gradual solution of the North-South divide. Another factor was the capacity for southern Africa with a liberated South Africa to provide for the 46 to 51 million living below minimum subsistence level in the region (Coetzee 1994:8).

De Klerk did not expect his reforms to lead to black majority rule and the demise of Afrikaner nationalism before the end of the decade as his speeches after February 2 reveal (Sparks 1994:12). In freeing the black leaders and legalising black politics De Klerk had "let the genie out of the bottle":

> South Africa's huge black constituency could now be
> mobilized and bring pressure to bear on the government with
> mass demonstrations and strikes. Suddenly, the white
> government found it could no longer determine the future on
> its own. De Klerk's commitment to negotiation meant that he
> had to begin to make compromises (Sparks 1994:13).

The idea of group rights and group representation gave way to political parties serving as the representatives of groups. The final agreement arrived at in November 1993, was to have a temporary "Government of National Unity". This would be a coalition of all parties that won more than 5% of the vote in the country's first one-person, one vote election in April 1994. The Government of National Unity installed in May 1994 would rule until the next general election, planned for 1999, after which there would be full majority rule (Sparks 1994:13-14).

2.1.2   Brief historical background to the events of February 1990

The ANC launched its first campaign of non-violent defiance in the mid 1950s (Stilwell 1991:26-28). In 1960 a passive resistance campaign against the pass laws which restricted the movements of black people, ended in the massacre of 69 people at the township, Sharpeville, south of Johannesburg. Sparks links this with the banning of the ANC and Pan-Africanist Congress. This in turn led to the ANC's decision to resort to guerilla struggle and to Mandela's arrest and imprisonment (Sparks 1994:23).

Student protest demonstrations in 1976 against the use of Afrikaans as a medium of instruction in the segregated black schools, began in Soweto and provided the impetus for a bigger and more sustained uprising which lasted a year and left more than 600 people

dead (Sparks 1994:23). This was a watershed event in South African history (Human and Horwitz 1992:6).

In September 1984, demonstrations again commenced as activists challenged the security forces in wave after wave of protest action. The rising casualty rate brought increasing international pressure on P.W. Botha's government (Sparks 1994:23). The immediate cause was the 1983 constitution which had created a complicated tricameral Parliament, with separate chambers for white, coloured and Asian legislators only. Each of these had autonomy over its race group's "own affairs" while "general affairs" affecting all South African had to be agreed to by all three chambers (Sparks 1994:96). Sparks identified the flaws in the system:

> Not only was the white chamber by far the largest of the three, the majority party there provided the president who in turn selected his cabinet from the ruling white National Party. Moreover, if either the coloured or Asian chambers refused to pass a "general affairs" bill - a rare event, given the malleability of the "moderate" non-whites who collaborated with the system - it could be referred to a National Party-dominated President's Council for an automatic veto override (Sparks 1994:96).

In the late 1980s policy planners were considering adding to this structure a separate black parliament, indirectly elected from township councils established under the apartheid system (Sparks 1994:97). By 1989 Sparks (1994:48) noted that more than 4 000 people had been killed and 50 000 detained without trial; international sanctions were being applied and the rand currency had crashed. Economic sanctions and campaigns to withdraw investment in South Africa added to the pressure. Namibian independence in October 1989 was significant in showing South Africa that this kind of change need not have catastrophic results (Sparks 1994:98).

On the 11th February 1990 Nelson Mandela was released and in January 1991 he called for an all-party congress to negotiate the route to a constituent assembly. The first phase

of the negotiations took place with a forum called the Congress for a Democratic South Africa (CODESA). A whites only referendum was called by De Klerk in March 1992 to give him a mandate for reform. In May the second phase of negotiations, CODESA 2 commenced but this initiative foundered and a report of failure was tabled before it adjourned, never to reconvene (Sparks 1994:133-6). In June the ANC commenced a campaign of "rolling mass action", a continuous series of strikes, boycotts and street demonstrations. In March 1993 a new Negotiating Council met (Sparks 1994:186-7) and in spite of many setbacks, in November 1993 the last clause of the new constitution was adopted. The general election of April 1994 followed, thus putting the Government of National Unity in place (Sparks 1994:194).

2.2   Challenges of the transition period
2.2.1   The public sector

In August 1990 the Administrator of the Cape, Meiring, stated that the CPA would not tolerate the practice of racial discrimination in the provision of facilities such as hospitals and library services (Diskriminasie kan die einde van Provinsiale subsidies beteken...1990). Shubane asserted in October 1994, that the civil service in South Africa was not representative of the population. The official statistics showed that black people were in the majority in the civil service but this did not apply to the decision making structures. At senior levels the civil service was overwhelmingly white, Afrikaans-speaking and male. The civil service in South Africa has played a key role in sustaining the apartheid system in that the civil service has been politicised. It has been influential in ensuring that the policies of the governing party were implemented (Shubane 1994:87). The provincial library services were not exempt from this influence. The South African civil service has not been responsive to the needs of the majority of the population, as Shubane (1994:88) stated. This applied across the board to all civil servants:

> The civil service was constructed and put into place
> essentially to control rather than to facilitate democratic
> processes and it has demonstrated its ability to control rather
> than provide a forum for democratic participation.

The jobs of current civil servants were protected which meant that they were going to be in powerful positions to determine future policy (Shubane 1994:88). A major problem has been the way that civil servants in South Africa were recruited and trained (Shubane 1994:88) and this was an area targeted for analysis in the study. There has, for example, to be accountability both to the government and to the population as a whole without compromising the independence of the civil service. Part of achieving efficiency and effectiveness in the civil service will be according civil servants the rights of workers generally in the country (Shubane 1994:89). Shubane (1994:89) urged an aggressive policy towards restructuring the civil service to reflect the race and gender profile of the country. In connection with this statement it is important that training in acquiring the necessary skills and competencies is provided (Public Service Commission 1994:7).

2.2.2 The public library sector

This section traces two types of response. The first is that of library and information workers to the socio-political events of the years 1990-April 1994. Articles by non-librarians are referred to when they have appeared in the journal literature of library and information work, thereby becoming part of the discourse of South African librarianship. An attempt is made to identify the common issues and concerns expressed in the literature. The second type of response is press comment on the library and information service issues of the period.

2.2.2.1 Public library responses

The implications for public libraries of the social, political and economic circumstances of the period were addressed (Briers 1991; Breytenbach 1991:2; Roets 1991; I. Swart 1990) and the inevitability of change recognised (Breytenbach 1991; I. Swart 1992b; Vermaak 1991). Breytenbach (1991) saw a new system for public library provision coming into operation before the constitutional change anticipated in 1994. The advent of a new system was indicated by the scrapping of the Separate Amenities Act in 1990 and of the Group

Areas Act in 1991. Another was the gradual but large scale phasing out of the "own affairs" concept which NEPI (see section 2.2.3.3) had criticised for its contribution to the pursuit by public libraries of "separatist and divisive cultural policies, which have not accommodated the aspirations of the majority of people" (NEPI 1992:29).

There was a perception of a breaking of links between apartheid and libraries, effected by the scrapping of the Separate Amenities Act (Adams 1991:35; Breytenbach 1991:2; I. Swart 1990:23). Ilze Swart (1990:23) urged libraries that were not yet open to all races to "take the necessary steps to correct the situation".

The demise of separate local authorities for the various race groups meant the greatest changes could be expected on the local authority level. Areas of jurisdiction would be larger: rapid urbanisation, different community needs, higher priority for black education, less public financing and an emphasis on practical criteria could be anticipated (Breytenbach 1991:2). Breytenbach predicted changes for the public library structure: the advent of new regions, new regional and local authorities such as metropolitan government and larger municipal districts. Briers (1991:6) quoted Swart:

> How we react to these changes will affect our status as
> professionals, our standing in the communities we serve and,
> in fact, our very survival (I. Swart 1990:23).

Certain deficiencies within library and information work needed to be addressed if the public librarian was to play a significant role in social change (Briers 1991:6). Van der Merwe (1992:12) urged public libraries to attend to planning: they should make short, medium and long term plans in response to continual change in society. Planning made the library service more receptive to the needs of changing communities; was important for advertising and communicating the library services' role to the library authority and to the community, and enabled the acquisition of funding.

An increased role for libraries in education generally was anticipated (Adams 1991; Briers 1991; Breytenbach 1991; Glennie 1993; I. Swart 1990:24). Glennie (1993) outlined the kind of support for education that would be required in future, amongst which was support for literacy (Adams 1991; Briers 1991:7; S.A. libraries must adapt or die. 1991).

The role of libraries in development was recognised (Schimper 1993:2; Sempe 1993; Mothuloe 1993:10) and the case for an Afro-centric approach made by Neill, Mchombu and Havard-Williams (1993). A new user public with divergent library, reading and information needs was anticipated (Briers 1991; Breytenbach 1991:2) necessitating decentralised services with systems of core and satellite libraries (Breytenbach 1991:2). Ilze Swart (1990:25) urged libraries to identify future users, become intimately involved in the community they served, set their own standards and prioritise services based on the communities' needs. New users would need training workshops to provide information-using skills (Breytenbach 1991:3).

A link between access to information, particularly access to alternative points of view, and democracy (Glennie 1993:9; Grove 1993:17; Schimper 1993:3-4; I. Swart 1990:23) was seen as necessary for the library to retain relevance as an "instrument for social change that serves all the people" (I. Swart 1990:23). Taking the issue of democracy further, Schimper argued for the application of democratic principles to organisational culture within library structures. The organisational structure should be evaluated and a more participative management approach should come into play. A racially mixed staff reflecting the composition of society would need to be developed (Schimper 1993:2-4).

Greater cooperation with alternative partners so as to provide one complete service was desirable (Briers 1991: Schimper 1993:5; Glennie 1993:10). Glennie argued for the use of distance education supported by a system of educational organisations, non-governmental organisations (NGOs), and the national library system in developing a viable network of community-based study/learning centres (Glennie 1993:10).

A shift away from traditional library resources was anticipated (Breytenbach 1991:3; Briers 1991; Grove 1993) and a need for the provision of information in formats that suited the level of specific users recognised. Libraries would provide a kind of people's archive providing a focus on township documentation and community information, such as queries about pension and benefit funds, school curricula and health matters (Breytenbach 1991:3). Ilze Swart (1990:23) urged librarians that "past political restraints on the selection of library material should fall away".

With regard to "people's culture" and "alternative culture" librarians should "listen, be available, be of service, co-operate, supply venues and material". The library was seen as an ideal link between popular and more traditional culture (I. Swart 1990:23). Schimper (1993:3-4) foresaw less compartmentalisation between resources, for example, traditional recreational literature could be used for educational purposes and drama could be used to impart information.

In addressing the factors that would underpin change, the issue of funding was raised (Breytenbach 1991; Glennie 1993:10; Roets 1991:7; I. Swart 1990:24). Roets (1991:7) pointed out in 1991 that if the necessary service points equipped with basic stock, were provided it would cost an additional R30 000 000 a year. Breytenbach (1991:3), however, stated that library support for schooling, together with the national prioritising of education, suggested the possibility of public libraries' obtaining additional sources of state funding. In spite of this, funding would present problems in that libraries would have considerable competition for public monies. Ilze Swart (1990:24) and Schimper (1993:1-2,5) argued for good relations and positive image building with the local authorities which determined the annual budget of public libraries. Ilze Swart (1990:24) supported a value for money approach, developing a set of efficiency measures against which performance could be measured and regretted a lack of pressure on librarians for accountability.

Adams (1991) foresaw increased pressure on existing facilities and staff, particularly in instances in which the services had been limited by the Separate Amenities Act in the past. He addressed the issue of suitable library staff for local services. A different sort of training for the new types of service points should be considered (Breytenbach 1991:3). Ilze Swart (1990:26) saw a need for librarians to use technology to their advantage. Library school students would need to be selected for their ability to serve as agents of change; training should be suited to practical work and to the circumstances of developing communities, and topics of practical benefit to libraries should be addressed as practising librarians had neither the knowledge or resources for in-depth research. There should be refresher courses for older librarians.

Some insight into influences on the thinking of librarians was offered by Schimper (1993) who, in posing questions about the relevance of the traditional library for post apartheid society, acknowledged indebtedness to an article on NEPI by Stadler (1992:8-9) and to papers by Karelse (1991:3-8), Louw (1991:3-6), and Moulder (1991:6-10) from the journal *Innovation* which is an alternative to the more mainstream South African LIS journals. Coverage of the NEPI LIS and Library and Information Services in Developing South Africa (LISDESA - see section 2.2.3.10) initiatives was published in *Cape Librarian* and the *SAILIS newsletter* (Dalton *et al* 1993:16-18; 1994:3,5,9; Shah 1993:42-43) and Free State Libraries (Venter and Van der Merwe 1994:4-8) and coverage of the Transforming our Library and Information Services (TRANSLIS) Coalition (see section 2.2.3.5) in *Cape Librarian* (Farelo and Syphus 1994:20-22) and *Artes Natales* (Translis 1993:15).

2.2.2.2 Press coverage of library issues during this period

Press coverage of library-related issues during the period addressed by the study revealed that the most commonly mentioned subjects were, in order of frequency: user fees addressed in conjunction with the scrapping of the Separate Amenities Act; library provision for the whole community in terms of directions, issues and new services;

subsidy and funding issues; the reading boom after the opening of libraries to all; rationalisation issues; computerisation; provision by NGOs; reading; book prices and legislation. The most frequently mentioned subjects relate closely to changes in the socio-political patterns of the period.

2.2.3 LIS research and policy initiatives

The period 1990-1994 was characterised by a great deal of activity and debate within library and information work. Library and information workers participated in several national research and policy initiatives which are described in this section. These initiatives were important as responses to the events of the time and reflected recognition of the need to adapt library and information services to a new and democratic society.

The intention of this section is not to critique these reports or to provide a comprehensive review. In most instances evaluation has been provided in the literature and the task of a comprehensive comparative review is beyond the scope of this thesis. The Arts and Culture Task Group's (ACTAG) report (1995) pulls together the common elements of the major policy initiatives noting points of consensus or divergence. Comment considered useful by the researcher in advancing the research problem of the thesis is included.

2.2.3.1 *The use of libraries for the development of South Africa: final report of an investigation for the South African Institute for Librarianship and Information Science* (Zaaiman Report)

A precursor to the initiatives of 1990 to 1994 was the Zaaiman investigation and report (Zaaiman, Roux and Rykheer 1988) which proposed "what seemed to be radical new service orientations" (Walker 1993:71). Although it preceded the commencing date of the study it appears in this overview because it is referred to by the survey respondents as influential in the change process. It recommended adaptations required by librarians if they were to play a greater role in development (Kalley 1995:338; Walker 1993:72; Zaaiman,

Rouw and Rykheer 1988:5). Priority should be given in development action to those sections of the community which were "socially least developed" and "of particular economic value" (Zaaiman, Roux and Rykheer 1988:219), hence prefiguring to some extent the development/equity tensions of the NEPI investigation referred to by Nassimbeni (1994:151).

The Zaaiman report has been evaluated most thoroughly (Kalley 1995:338-48: Lor 1994a:3; Walker 1993:71-75). Lor (1994a:3) suggests that it helped to wake South African librarians to the fact that they were living in a "Third World" country in which the majority of the population lacked access to libraries and information services while Walker (1993:72) observed that the report was intended to be used as a basis for planning by many local authorities.

2.2.3.2   National Advisory Council for Libraries and Information (NACLI) report

The council was formed in 1982 under the auspices of the Minister of National Education. It comprised persons in their individual capacities from the various sectors of LIS. Its purpose was to advise the Minister about the South African library and information system and the construction of information policy. The report was brought out by the Department in 1988, after the dissolution of the council, and translated into English in 1991 (South Africa. Department of National Education. 1992). It was based on the notion that the best interests of the public were not served by government control and co-ordination of library activities and that a free market model regulating information flow was preferable (NEPI 1992:49). NACLI was disbanded because the state did not perceive libraries and information to be its responsibility (Boon 1992:91).

2.2.3.3   National Education Policy Investigation's (NEPI) *Library and Information Services: report*

The research reports of the National Education Policy Investigation formally commissioned by the National Education Co-ordinating Committee (NECC), a major educational organisation which was part of the broad democratic movement, represented a definitive policy contribution in the area of education, until then dominated by the state. It was important for the application of the NEPI principles to LIS provision and for setting the terms of a debate which engaged a wide range of constituencies, and provided researchers and practitioners with an opportunity to co-operate in a "joint enterprise of some magnitude" (Nassimbeni 1994:149). It was especially significant for moving the discourse from that of oppositional critique to a reconstructive mode of analysing and formulating policy options (Nassimbeni 1994:149). Apart from the report (NEPI 1992) and the research papers on which it was based (*Innovation* 6, 1993), the investigation and the role of the Library and Information Services Research Group have been documented and evaluated thoroughly (Lor 1993a:64-5; 1993b; Kalley 1995:350-9; Nassimbeni 1994:149-55; Walker 1993:75-82). This study therefore offers a brief reference to its main achievements which were bringing LIS "closer than we have ever been to a paradigm shift in library and information work" (Lor 1993a:65) and which for students in the future would represent a "major formative event" in South African library and information history (Lor 1993b:52).

The initiative was important for the opportunity it provided for collective research and the training of researchers in the area of policy studies (Nassimbeni 1994:154) and for the incentive it provided for members of LIS organisations to continue to work in productive relationships in, for example, TRANSLIS (IFLA 1993:8; Nassimbeni 1994:154) which aimed to achieve a wider regional representation than was possible in NEPI (Nassimbeni 1994:154). TRANSLIS also demonstrated that LIS workers would not relinquish policy formulation and development "to a small number of state officials and appointed 'experts' without a constituency" (Nassimbeni 1994:154). The inclusion of library and information

services in the investigation itself was a breakthrough as they have been significantly absent from major policy initiatives (Nassimbeni 1994:154) before and since NEPI.

A problem peculiar to the LIS Research Group was the lack of existing basic research and data on which to build (Nassimbeni 1994:153). This thesis is one of the outcomes of this perceived lack, in that it focuses in an exploratory way on the little researched, but major providers of public library services, the provincial library services. A meeting of the Committee of Heads of Provincial Library Services in 1993 noted the progress made by TRANSLIS in the various provinces and resolved that utilisation/exploitation of the provincial library structure should be made available to TRANSLIS with great circumspection ["die benutting van die provinsiale struktuur met groot omsigtigheid aan TRANSLIS beskikbaar gestel word"] (Provincial Library Services. Committee of Heads. 1993:15), thereby giving some insight into the complexity of the problem.

2.2.3.4 Report of the IFLA Mission to South Africa

The visit by the IFLA mission to South Africa in June 1993 had its origins in an earlier visit by the IFLA President. A fact-finding mission to South Africa was considered a significant contribution to understanding prospects for change in the country. The mission assessed the extent to which library services were open to all population groups, employed representatives from all groups and offered relevant services and materials to all sectors of the population. Education and training were reviewed similarly (IFLA 1993:7).

The report noted that political uncertainty existed: nobody was in a position to predict how the country would be governed after the proposed elections; "there is understandable reluctance to make long term plans" (IFLA 1993:9). The structure of local government was expected to change radically and this would have enormous implications for library services. The paucity of available research into user needs was noted as an obstacle to informed planning. Library services were seen as lacking the political muscle to lobby effectively at the highest level (IFLA 1993:10).

With reference to the provincial library services particular problems were noted. That the partnership relationship with local authorities was not always conducive to the provision of an acceptable service to all local people, for instance, the levying of fees for "non-residents". The provincial library services were seen as not well qualified to assess and respond to the local communities' exact needs; there seemed to be very little systematic collection of relevant statistical data to inform management decisions. The centralised selection of books with staff of the affiliated public libraries selecting from pre-selected materials, compromised the responsive provision of relevant and appropriate material to a specific local community (IFLA 1993:11). There was, however, encouraging evidence of initiatives designed to address historical imbalances and greater sensitivity to newly articulated needs (IFLA 1993:11).

Estimates suggested a paucity of black professionals, particularly in the middle and higher ranks. It noted that the provincial library services, as the largest regional employers, had begun to employ black professionals during the previous two years (IFLA 1993:15).

2.2.3.5 Transforming our Library and Information Services (TRANSLIS) policy document

TRANSLIS grew out of the measure of co-operation achieved by the NEPI LIS Research Group and was launched by the LIS constituencies in March 1993 in Natal (TRANSLIS 1993a:1). The coalition comprised ten LIS groupings in 1993 and their mission was to develop a LIS policy and programme which directed the process of participatory change and reconstruction of South Africa's libraries and information services. It espoused the NEPI principles of democracy, redress, non-sexism and non-racism and a unitary system. It sought to address some of the constraints under which NEPI had operated and particularly to lobby politicians and policy makers (TRANSLIS 1993a:3-4). The TRANSLIS Coalition policy discussion document (1993b) can be seen to have influenced the LIS section in the ANC Education Department's *A policy framework for education and Training* (ANC. Education Department. 1994) published in January 1994. In the same

month TRANSLIS took the decision to operate regionally rather than nationally, with Read Educate and Develop (READ) in Johannesburg co-ordinating regional co-ordinators (Kalley 1995:368; Walker 1994a:3).

2.2.3.6   Centre for Education Policy Development's (CEPD) Implementation Plan for Education and Training (IPET)

The CEPD, a research body hired by the ANC, announced the establishment of a new LIS working group to develop LIS policy in January 1994. Its interim and final reports, the Implementation Plan for Education and Training (IPET), (CEPD 1994a/b) became available in 1994 and was similar in some respects to the ANC draft paper (Kalley 1995:373) referred to above. While the report had merit such as the proposal to centralise all LIS legislation and its national governance structures, Kalley (1995:375-6) has observed that input was confined to a small group of individuals and this called its credibility into question. Proposals concerning the rationalisation of legal deposit collections, coming as they did from a group the choice of whom was perceived to be neither transparent nor accountable, caused a great deal of controversy and may ultimately have harmed the real thrust of the initiative which was to place library and information services centrally on the agenda of the new government. The document has proved a valuable resource as the discussion of documents which followed it will show.

2.2.3.7   National Information Management Project of the International Development Research Centre (IDRC) report

The IDRC assists activities related to the provision of information services in developing countries by supporting local and/or indigenous initiatives (Akhtar and Melesse 1994:314). The report of the preparatory mission in South Africa sponsored by the IDRC in consultation with the Information Policy Committee of the Democratic Alliance, was underway simultaneously with the IPET initiative, and the report was made available in May 1994. Its brief was to "develop and propose" the terms of reference for an IDRC

mission to assist in the establishment of a national information policy and strategy for South Africa to support the implementation of the Reconstruction and Development Programme, to promote more transparent government and to facilitate community involvement in the development process (Harfoush and Wild 1994:5-6; [35]). Its remit was thus far wider and more extensive in its scope than library and information services. It recommended the inclusion of TRANSLIS in an advisory group (Harfoush and Wild 1994:29).

2.2.3.8 Guidelines for a proposed policy for Community Library Information Services (COLIS): draft document

COLIS was an initiative of the Transvaal Public Library Strategy Group's Policy Task Group (1994). The third draft was circulated widely in July 1994 thus coming after the cut off point for this study. It is included as a significant attempt to frame policy for the former Transvaal according to regional priorities. The vision expressed is that of the LIS chapter in the ANC's education and training policy framework (Walker 1994b:120).

The COLIS document emphasises important principles: free and equal access for all; relevance to community needs; community participation; equity in respect of distribution and upgrading of services; networking and co-operation, and a service orientation (ACTAG 1995:18).

2.2.3.9 Report of the Strategic Management Team of the Minister of Education and Culture, Free State

Lubbe (1994b:6) reported in 1994 that in the Free State the Minister of Education and Culture, Belot, had appointed a Strategic Management Team for Education and Culture consisting of nine working groups. Of these one was chaired by a non-librarian and consisted of LIS workers and other stakeholders on a grassroots level. It had been instructed to devise a complete new LIS structure as part of a comprehensive education

structure for the province: "with this bottom up approach, consultation on a wide scale" had taken place. The proposals placed library services for the province under under the Chief Directorate Culture, Lifelong Learning and Recreation (Lubbe 1994b:[8]). This October 1994 report (Schimper 1995b) falls outside the period of the study.

2.2.3.10 Library and Information Services in Developing South Africa (LISDESA)

LISDESA supported the provision of library and information services to the total population on a basis of equal opportunity. It sought to make a significant contribution to the promotion of education, productivity and democracy by developing a strategic plan whereby practical solutions and recommendations could be brought to the attention of policy makers and sponsors (LISDESA [199-:1]). In 1992 a steering committee of ALASA and SAILIS members was set up to organise a conference, the objective of which was to determine the needs of library and information services in South Africa (IFLA 1993:18). It was to resemble the Bloemfontein Conference of 1928. The conference was to be a joint venture with TRANSLIS (Kalley 1995:369; Walker 1994a:3), that is an undertaking of all the LIS constituencies but it took place under the aegis of ALASA and SAILIS in January 1995. A contentious issue was whether LIS should be placed with Education or Arts, Culture, Science and Technology. Another was the creation of a unified powerbase by amalgamating ALASA, LIWO and SAILIS (Muller 1995:18-19).

2.2.3.11 Arts and Culture Task Group (ACTAG): Sub-committee on Library and Information Services: discussion document

This document, like the Education White Paper, was made available after April 1994 which is the cut off point for this study. As with other initiatives the documents are referred to here because a discussion of the period would seem incomplete without reference to their existence. The ACTAG document is useful for its drawing together of the reports of other research and policy initiatives. A third draft of the document became

available in February 1995 (ACTAG 1995). Its purpose was to provide a base and a stimulus for discussion within LIS on future options, the structure and funding of LIS in South Africa. The document was discussed at regional workshops in February 1995 after which proposals were submitted to the Minister of Arts, Culture, Science and Technology through the Arts and Culture Task Group.

The LIS sub-committee based the document on an analysis of previous policy reports but noted that these reports had been drafted well before the Interim Constitution was finalised, the respective powers of the central government and the provinces clarified, the names and functions of the various government departments determined and the RDP "emerged as the authoritative document that it is now considered to be" (ACTAG 1995:3,9).

Concerning the provincial level there was consensus that there should be structures analogous to those at the national level (a national LIS council composed of stakeholders, to serve as the main co-ordinating body for all LIS, directly and indirectly funded by the department in which it was located) but with responsibilities restricted to the provincial sphere, and "competence" within the broader national framework provided by national legislation and a national LIS council. There should be a national LIS board and a provincial LIS service with appropriate structures at district and local levels. All these structures would have responsibility for coordinating LIS in their geographic area and would provide channels for consultation and representation at and between the various levels. In order to be responsive to the needs of the clientele, materials selection would be done at institutional or local level, with acquisitions and processing centralised to achieve economy. Collection building should be appropriate in terms of communities' language, level of communication, and media form. A particular need for literacy and post-literacy materials and materials in the vernacular was noted. LIS was advised to cooperate with publishers to stimulate the production of such materials (ACTAG 1995:13,16).

2.2.3.12 Western Cape Arts and Culture Task Group (WESTAG)

The Western Cape formed its own regional Arts and Culture Task group shortly after the formation of ACTAG in October 1994. It has produced a policy document to which responses have been invited and a final version of the report is expected (Ellis 1995).

2.2.4 Summary

What becomes clear is the amount of activity nationwide concerning library and information work issues and the enormous amount of effort put into such initiatives by the LIS community during this time. In spite of this the ACTAG LIS Subcommittee commented:

> Thus far LIS personnel have had little success inserting their sector into the national debate on reconstruction and development. Although LIS personnel devoted much time and energy to working with educationalists, the recent white paper on education (South Africa. Ministry of Education. 1994) shows that the national Department of Education has taken scant notice of LIS. The RDP policy framework (ANC 1994) barely mentions libraries, but offers more hope, since it does explicitly recognise the value of information (ACTAG 1995:4).

Similar observations were made by Walker (1994b:120). The LISDESA conference concluded that LIS did not have the "image or power needed to make an impact on the different levels of government" (Muller 1995:18). Different viewpoints within the profession make concerted action seem unlikely unless the constituencies rally around a mandated coalition of the various organisations such as TRANSLIS. It was during this difficult and frenetic time that the survey was conducted and its results should be seen against the backdrop of this activity. The next section provides an overview of the provincial library services during this period.

2.3	Overview of the provincial library services
2.3.1	Introduction to the provincial library services

This overview of the four provincial library services traces their development from their origins in the 1940s and 50s to April 1994 when the Government of National Unity was voted into power and a new constitution came into effect. The latter would have considerable effect on the provincial library services, particularly as, in terms of the Constitution of the Republic of South Africa Act of 1993, instead of the four provinces and the former homelands, South Africa would constitute nine regions. The regions were decided on by a commission on delimitation of regional boundaries established in May 1993 by the Negotiating Council which met at the World Trade Centre in Johannesburg from March 1993 until the last clause of the new constitution was adopted on November 18, 1994 (Sparks 1994:194). The Cape Province and Transvaal were to be most radically affected by these regional divisions.

This account of the provincial library services is largely drawn from the four provincial library journals and other promotional material issued by the provincial library services. The aim of this section is not to assess these services but to describe them largely on their own terms so as to provide a counterpoint to the section on the results and interpretation of the survey, in which the views of a range of the formally qualified staff are presented and analysed. Comment from the librarians of affiliated public libraries is included where appropriate.

One of the difficulties experienced with this section concerned the discrepancies in the figures given regarding the operation of the provincial library services. Documents originating in the same year differed as regards reporting figures for the same functions. The reason for this could have been rapid developments in the particular services leading to a change in figures, to different combinations of figures being offered, for example including or excluding depots, without elucidation or to inaccurate reporting. The figures supplied by the Orange Free State Provincial Library Service generally did not show these

discrepancies. Figures from the source "Provincial Library Service: building a nation of readers" were used as consistently as possible.

2.3.1.1   Origins and brief history of the provincial library services

The history and development of the provincial library services have been updated recently by Kalley (1995) and are not repeated in this thesis. Instead various points are made which have particular bearing on the years 1990 to April 1994 which are central to this thesis.

After South Africa became a Union in 1910, the Financial Relations Act of 1913 established the relationship between the Union Government and the four provinces (Kalley 1995:47; Thomas 1978:70). The Act established that the provincial administrations were responsible for public libraries within their boundaries. The South African Library in Cape Town and the State Library which were seen to have a national character, were excluded (Thomas 1978:70; Musiker 1986:180-181; Swiegelaar 1992:7). Provincial legislation regarding local authorities permitted, but did not compel, local authorities to provide for library services from their rates base (Thomas 1978:70).

Musiker (1986:181) comments, that despite this legislation, there were no significant developments in public library service for more than thirty years. The 1913 Act required the provinces to administer libraries and it was only in 1949 when the Act was amended to give them the responsibility for establishing, controlling and managing public libraries that the provincial library services were established.

In April 1936 the Interdepartmental Committee on the Libraries of the Union of South Africa (South Africa. Interdepartmental Committee on the Libraries...1937) had examined public library services in South Africa (Hansen 1994:11; Pitts 1994:19). It recommended that the governments of the four provinces should be responsible for directing public library services. It recognised that the participation of the Union Government in financing the scheme was essential for its adoption by the four provinces (Kalley 1995:41; Raju

1995:169; South Africa. Interdepartmental Committee on the Libraries...1937:10). Friis (1962:90) described the difficulties librarians had in persuading the Union Government to implement the recommendations of the committee. Kalley (1995:42), Musiker (1986:181), and Verbeek (in Stilwell 1993:97) argue that this was because the nation's energies were absorbed by the war effort from 1939-1945.

The Corbett Commission Report of the Provincial Financial Resources Committee, covered the financial commitments and general administration of the provinces and clarified financial relations between the Union Government and the provinces in 1944 (Walker 1993:67). The Amendment to the 1913 Financial Relations Act in 1949 as mentioned above, provided for the establishment, control and management of public libraries in each of the four provinces (Friis 1962:91; Kalley 1995:47). Thus a governance and funding base was established for the launching of the provincial library services, in the Transvaal in 1944 (Hansen 1994:11;Friis 1962:91), the Cape in 1945, the Orange Free state in 1948 and Natal in 1951 (Friis 1962:91).

The Interdepartmental Committee had recommended that libraries should play a role in rural areas (Swiegelaar 1992:7), specifically, in uplifting the country's poor whites (Hansen 1994:11). Thus the provincial library services were intended to provide reading materials in smaller towns and rural areas "primarily to whites" (NEPI 1992:20; Pitts 1994:19).

At that stage, the 1940s and 1950s the debate about whether or not to charge user fees had commenced (Pitts 1994:19). Free public libraries had in fact been established in some areas such as Harrismith, in 1908; Potchefstroom, in 1909, and 11 others by 1923. These were financed by building grants from the Carnegie Corporation of New York (Thomas 1978:69). It was thought that the subscription system was responsible for the backlog in service especially to the rural areas (Pitts 1994:19) and the establishment of the provincial library services made a more rapid transition to free public libraries possible (Thomas 1978:70; Raju 1995:154). On the other hand Gertz (1981:2,181) points out that the

centralised purchasing of the new provincial system was regarded as abrogating freedom of choice. Aspects of the new system which allowed the expression of user choices such as special requests were seen as crucial.

Before April 1994 the provincial library services had their headquarters in the provincial capitals of Pretoria, Cape Town, Bloemfontein and Pietermaritzburg. The services provided support to the public libraries of local authorities. This assistance took the form of financial grants, provision of materials and bookstock, and professional and infrastructural support. The public libraries which benefited in this way were called affiliated libraries (NEPI 1992:20; Shillinglaw and Thomas 1988:266).

Ten public libraries were not affiliated to the provincial library services. The libraries concerned were those of Johannesburg, Pretoria, Germiston, Roodepoort, Springs in the former Transvaal, Cape Town, Port Elizabeth, East London in the former Cape, and Durban and Pietermaritzburg in former Natal. Of these the latter five received annual operating subsidies from the respective Provincial Administrations. The Administrator determined a subsidy on the basis of the real expenditure of the library service concerned, within certain provisos. These services were called the independent or autonomous libraries but only the five noted were financially independent (Harmse 1989:15).

In 1993 the four provincial library services were reported as having a network of 46 regional libraries which served 809 affiliated public libraries (Provincial Library Service: building a nation of readers [1994]:[1]). In January 1994 the number of public libraries was reported as 963 with a total of 2 273 service points (Public libraries in South Africa: an overview. 1994:9). Early in 1995, presumably based on the 1994 figures totals for public libraries (including depots but excluding other service points like old age homes) totalled 1,512 (Comparative library statistics of South Africa. 1995:[1]). In 1993/4 a total of 49 926 000 books were taken out on loan by 2 284 125 registered public library users. An additional 1 629 509 other items such as periodicals and audio visual materials were issued (Provincial Library Service: building a nation of readers [1994]:[1]). Early in 1995

circulation (exact nature of materials not specified) was 73 980 966 items to 3 563 786
members, achieving a circulation per member of one point eight items. Total membership
as a proportion of the population was 8.8% (Comparative library statistics of South Africa.
1995:[1]).

Prior to April 1994 the 16 000 000 inhabitants of the homelands were provided for by a
combination of a national library system and services from, for example the Cape
Provincial Library Services (CPLS) in former Transkei, Ciskei and Bophuthatswana, and
at one stage by the Transvaal Provincial Library Services (TPLS) in Venda (Lor
1992c:225-6). Lor commented that:

> Outcomes such as the disappearance of Transkei's existing
> public libraries, however inappropriate they may have been to
> the needs of the local population and the failure to replace
> them with appropriate community library facilities constitutes
> a damning indictment of the homelands policy (Lor
> 1992c:228).

The model of library service employed in the homelands had the effect of insulating
librarians outside the homelands, particularly the leadership of the provincial library
services, from the realities of library service provision in these states (Lor 1992c:228).
Lor (1992c:228) argued that "direct exposure to these realities would have been a valuable
learning experience for the librarians running White-oriented public library services". In
terms of the 1994 constitution these states form part of a unitary South Africa and one of
the greatest challenges to the provincial library system is to achieve redress in these
neglected areas while expanding services to the whole community in the nine provinces.

2.3.1.2   Governance of the provincial library services

Provision of public library services was the primary responsibility of local authorities but
the system of support provided by the provincial library services meant that the
governance and funding of public libraries involved both provincial and municipal

government, that is second-tier and third-tier government structures (Kalley 1995:354; NEPI 1992:20-1).

Provincial ordinances governed the relationships between affiliated libraries and their respective provincial library services. For the Cape Provincial Library Service, for instance, the terms of Ordinance 16 of 1981 spelt out the relative roles, responsibilities and co-operative arrangements between the provincial administration and the local authorities. This ordinance was typical of those which governed similar relationships in the other provinces (NEPI 1992:20). An important difference in the governance of the Cape, OFS and the Transvaal was provision for a Library Advisory Board to advise the Administrator about library services. In Natal it was possible to appoint a committee should one be required (Kalley 1995:46).

In the case of the OFS the provincial library service was governed by the conditions of a wide-ranging ordinance (Dixon 1995; Musiker 1986:172). The library service operated as a division under direct control of the former Provincial Secretary (Kesting 1980:197; Musiker 1986:175). In practical terms, in the post April 1994 situation this means that although placed under a general division of provincial services, the Head enjoyed a direct line to the Deputy Director General and through this office to the Director General of the province (Schimper 1995a). The OFS was unusual in having no independent libraries (Musiker 1986:175).

In terms of the relevant ordinances the province and local authorities in all the former provinces were jointly responsible for the provision of a free public library service. The local authority had to provide an acceptable building and hire and pay staff according to standards which were laid down. Books, periodicals, newspapers and audio visual material were provided by the provincial library service. All aspects of selection and processing of material was centralised. Professional advice and in-service training was also provided to local librarians (NEPI 1992:20).

The literature revealed concern about the perceived status of the public library; was the public library sufficiently proactive, in the context of the local authority and the wider LIS sector (Moran 1991; I. Swart 1992a; Van Niekerk 1992). In 1990, Lubbe, Deputy Director and Head of the OFS Library Service had met with town councillors and town clerks to discuss the role of the public library in the community. Represented at the discussions were the towns of Bohlokong, 42nd Hill, Kgotsing, Mangaung, Maokeng and Thabong. Lubbe explained what a library service was and stressed that its success depended on co-operation between the Provincial Administration and local authority (Library service staff meet town councillors and town clerks. 1990:29).

Van Niekerk, former City Librarian, Kimberley City Library raised the point that in the 1980s, rapidly escalating costs forced municipalities to cut expenditure and give priority to cost-effective and essential services:

> The public library was not, and, in many cases still is not considered an essential municipal service, comparable with the provision of water, lights, and sanitation (Van Niekerk 1992:10).

The library forms an integral part of the municipalities' plan for the achievement of their goals for the general welfare of the communities. In support of this statement Van Niekerk cited the example of two surveys instituted by the Kimberley Municipality and undertaken by the National Productivity Institute to assess the attitude of the public to municipal services. On both occasions the library was rated the most important and most satisfactory service (Van Niekerk 1992:10).

The Chief Librarian, Brackenfell Public Library, Roux (1993:10), urged libraries to formulate clear mission statements which were formally adopted by the local authority. This was to be accompanied by a list of the library's services so as to inform, and obtain the approval of, the local authority. If the governing authority were kept fully and effectively informed about all aspects of the library's service on a regular basis the body

was in a better position to evaluate the library's performance. The library should also have a clear understanding of the functions of the local authority. In this context, Van Niekerk (1992:10) argued for library leadership rather than library management and suggested library managers should be visionary leaders leading in the directions provided by policy and following a course of action determined through strategic planning.

The Director of Libraries, Durban Municipal Libraries, one of the independent public library services, Moran, suggested that in the future libraries would be forced to measure what services they were providing. She queried whether quantitative standards would create the illusion of a good library while the real issues were not addressed (Moran 1991:10). Ilze Swart (1992b:22-23), City Librarian, Bellville Public Library, in motivating for regular user surveys as standard management procedure, argued that although librarians were certain their libraries offered an indispensable service to the public, were they prepared to have the public as taxpayer, evaluate it? She pointed out in 1992 that in the Bellville Public Library user surveys were restricted to users and visitors, rather than the wider public.

The case for a well-nurtured, responsible and loyal relationship with the local authority was argued by Ilze Swart (1992a:15). Part of this was the formulation of a mission that dovetailed with that of the local authority, short and long term planning, good communication and an awareness of the concerns and information needs of local authorities.

2.3.1.3   Funding the provincial library services (See also: Managing the budget 2.3.2.3.1; 2.3.3.3.1; 2.3.4.3.1; 2.3.5.3.1)

The former Provincial Councils of each province were funded by the central government treasury and they in turn financed the provincial library services. The total combined budget for the provincial library services in the financial year 1992 was R100 825 150.

This represented an increase of 19% per annum over the last 20 years (Provincial Library Services in momentum. 1992).

In 1993 the total combined budget for the four services was R114 184 000 (Provincial Library Service: building a nation of readers. [1994]:[5-6]). In 1992 the four provincial library services served a total population of 11 393 925 and calculated that it would have cost an additional R741 000 000 to render a service to those without access to one in 1992 (Provincial Library Services in momentum. 1992).

As stated above, five of the independent public libraries received varying subsidies from the provincial authorities. Van der Merwe (1992:13) outlined the difficulties experienced in the CPLS with regard to funding. Funds for March 1993, for example, had to be requested in February 1991. The provincial financial year ran from 1 April to 31 March whereas that of the local authorities was from July to 30 June making the coordination of planning difficult. State funding was less available in 1992 than in the past as there was a great need to focus on redressive rather than existing services. A cut in funding, rather than an increase had to be expected.

It was difficult to network with other library institutions on national projects because planning based on the determination of needs needed to be done at least 18 months in advance, and therefore could not be jettisoned at short notice (Van der Merwe 1992:13).

2.3.1.4 Mission of the provincial library services

The provincial library services articulated their mission in 1992 as "to render, in collaboration with the local authorities, a library service to identified target groups in order to improve the quality of life of each individual in the Republic of South Africa" (Provincial Library Services in momentum. 1992). A 1994 document (Provincial Library

Service: building a nation of readers. [1994]:[1]) rephrases the mission statement to read:

> The Provincial Library Services will strive to raise the quality
> of life of all the residents of the Republic of South Africa by
> enabling library authorities to provide public library services
> to the various communities.

2.3.1.5   Objectives of the provincial library services

The objectives of the provincial library services comprise four aspects: making library material available; supporting the provision of suitable library facilities; providing professional guidance to the staff of library authorities, and promoting the use of libraries and library material (Provincial Library Service: building a nation of readers. [1994]:[1,3]).

2.3.1.6   Functions of the provincial library services

The provincial library services regard their most important function as rendering a support service. This involves the selecting, purchasing and processing of "needs directed" library material; providing library material and equipment to local authorities and bodies; rendering a central reference and information service; doing research; planning library buildings; training staff and marketing the service (Provincial Libraries Services in momentum. 1992).

Each provincial library service has a network of regional libraries, the staff of which, work directly with the affiliated public libraries on the following: executing policy, determining user needs, applying standards and norms, building and managing stock, promoting lending services, evaluating services and promoting effective channels for communication (Provincial Library Services in momentum. 1992).

One of the purposes of this study was to assess, from the view of the formally qualified staff, the extent to which the provincial library services were achieving these stated functions. Certain aspects of the provincial library services had been identified by the *Library and Information Services: report* (NEPI 1992:26-29) as important in assessing the provincial library services and their response to change. These aspects have been described in this general overview rather than under the four individual services. They are the approach of the provincial library services to literacy promotion and to the selection of materials.

2.3.1.6.1 Supporting literacy

French (1992a:78) noted that a problem with which literacy organisations would have to deal was "the inadequacy and exclusiveness of the provision of books by city and provincial library services". A highly significant observation in terms of this thesis is the noting by the *Library and Information Services: report* (NEPI 1992:26) that the celebration of 1990 as the International Year of Literacy coincided with, or acted catalytically to produce, policy shifts in major public library services both provincial and autonomous. This observed change in focus and subsequent activity was noted independently of the report by Banach (1995), Principal Librarian, Audio Visual section, NPLS.

The CPLS as policy has raised an awareness of the problem and assists local literacy teachers by making available a collection of material for use in the library. Teachers are encouraged by CPLS to select and borrow material on block loan for class use (NEPI 1992:26-7). The CPLS booklet *Literacy contacts* (CPLS 1990) is seen as a valuable national resource to promote networking among literacy organisations and libraries. "Provincial Library Services in momentum" (1992) stresses commitment to literacy and draws attention to direct support of, and participation in, literacy programmes: 83 CPLS-related literacy activities were presented during 1991/2. Meiring (1994:10), former Administrator of the Cape, pointed out that several literacy action projects financed by CPLS were being undertaken in public libraries.

The *Cape Librarian* in 1992 featured articles on the following topics: issues in the South African literacy debate (Cherry 1991); the potential of the Storyteller Group's popular visual literature (Esterhuysen 1992); the Share School adult literacy project in Somerset West (Relly 1992); publishing learner writings (Alkenbrack, Makue and Norton 1992); films and videos about, and for literacy, in the CPLS (Ogterop 1992), and on promoting the Easy Reading for Adults (ERA) publications in public libraries (Clarke and Wagner 1992).

The TPLS committed itself at its "Indaba on the neo-literate reader, book problems and needs" in August 1990 to the promotion of literacy. It was reported as encouraging, supporting and facilitating the production of materials for neo-literates. Library material promoting literacy was being purchased and distributed widely in the region and public librarians were encouraged to promote literacy in the Transvaal (Hansen 1992:4-5). In 1993 Hansen (1993a:535-6) reported that the TPLS had taken a leading role in encouraging local publishers to publish literacy-support material. At least 50 000 copies representing 249 titles had been purchased in this category with additional funding acquired during the financial year 1992/3. She noted a need for more suitable, locally published material in support of literacy. The same report contained the information that the TPLS had established a new section or component for Literacy and Development. Its task was to draw comment from the regions in order to formulate policies to be adopted. In 1993 these policies were reported as being in their final stages and that they would be promoted within the TPLS and its affiliated libraries (Hansen 1993a:536).

The Witwatersrand region reported in 1993 (TPLS 1992/93:7) that

> Much attention was also given to sensitising librarians to the literacy problem and the role that they can play to improve the level of literacy of communities.

This had resulted in the establishment of nine depots to support literacy training in the Carletonville region at two goldmines, namely Western Deep levels and Western Areas.

In 1992 TPLS organised six regional conferences to prepare librarians and local authorities for their responsibility concerning population development of which Roets saw literacy as a central component. From 1989 to 1992 TPLS policy changed to enhance literacy and development in terms of its mission, functions, book reviewing policy, library holdings, purchasing and provision policy. With a view to the further advancement of literacy and development in March 1993, the service set a principal librarian the task of the full-time promotion and co-ordination of literacy and development activities (Roets 1993:11-12).

The Orange Free State Provincial Library Service saw an important part of improving the quality of life of the individual as providing for the needs of the new literate. Material for new literates and books in the black languages, Sesotho, Tswana, Xhosa and Zulu were provided (Dixon 1994a:17).

In 1990 in Natal, Operation Upgrade held a course for librarians from the affiliated public libraries on literacy teaching at the NPLS head office (Literacy course. 1990:14). In the same year NPLS started distributing *Learn with Echo* to all affiliated public libraries to assist them with the provision of suitable literacy materials. This publication is a weekly supplement to the *Natal Witness* (*Learn with Echo* 1990:6). Van der Riet (1991:11) reported in *Artes Natales* on the Indaba on the Neo-Literate and in the same year NPLS held a conference on the reading needs of new literates (S.A. libraries must adapt or die.1991:5-14). Large quantities of material for newly literates have been purchased (Slater 1994a:13).

2.3.1.6.2   Selecting materials

For most public libraries in South Africa the centralised selection of materials by a small group of librarians limits the opportunity for input from many librarians, let alone the users. Affiliated librarians are encouraged to attend selection committee meetings but distances often preclude this (NEPI 1992:27). The Cape's Public Access Library System

(CPALS) should overcome this problem to some extent (see section 2.3.5.3.4). Individual requests from libraries are considered by selection committees.

A survey of the attitudes of black urban residents to public libraries revealed that respondents suggested that community representatives should be involved in the selection of material (Bekker and Lategan 1988:67). The *Library and Information Services: report* (NEPI 1992:28) argues that in a multicultural country, the fair and judicious selection of material is crucial in ensuring that the needs of all communities are met fairly:

> Through their selection policies and practices, librarians can
> be seen as cultural gatekeepers. In this role they can either
> sanction and endorse 'official' cultural values, thus excluding
> large numbers of people, or they can make special efforts to
> contribute towards the production and dissemination of
> literature, written and oral, reflective of the cultural heritage
> of all the people of South Africa (NEPI 1992:28).

In selection policies and practices librarians perform the role of "mediators of text, symbols and discourses, and have the power to allow or deny voices a hearing" (NEPI 1992:4). The report suggests that many public librarians are becoming increasingly conscious of the need to examine their selection practices, which have discriminated deliberately or, by default, against those already disadvantaged by the official language policies of the country. Amongst the areas in question are materials in black languages and materials for newly literate adults. The buying power of the provincial libraries puts them in a strong position to encourage the publication of suitable texts in indigenous languages (French 1992b:251-2; NEPI 1992:28).

In this context two articles by CPLS book selector, Van Gend, are especially significant. "Literature: the struggle and the new dawn" (Van Gend 1991:16-19) draws attention to a cultural debate raging at the time. In "The independent presses in South Africa" (Van Gend 1992:28-31) a vital strand of alternative publishing in South Africa is described.

In co-operation with certain publishers, a total of 35 000 full colour picture books had been specially printed in Xhosa and supplied to libraries in the Cape (Meiring 1994:10). De Roubaix (1993b:51) suggested that 3 500 Xhosa titles would be bought by CPLS for the 1993/4 financial year. Further, publishers were "free to consult with the Provincial Service on selecting suitable titles for translation". Materials in Tswana would be addressed in 1994. Gertz (1993:16) argued that "the constructive role that the buying power of centralised ordering" played in the fostering of good quality Afrikaans children's books from 1957 should be recalled at a time "when that same clout is being used to ensure the publication of quality children's books in Xhosa".

NPLS engaged in a similar venture to the Cape to promote children's colour picture books in Zulu, and this had a forerunner in a similar project in the 1970s. NPLS undertook to purchase sufficient copies to ensure the financial viability of the publications and assists with translations. In 1995 65 new Zulu titles could be expected. The choice of these was based on feedback from affiliated librarians (Gray 1994:11; Gray *et al* 1994:6).

While this sort of initiative was possible, Gertz (1992:15) drew attention to the problem of the libraries' choice being limited by what is published. Gertz (1992:16) acknowledged the contribution of the symposium "Book Publishing in South Africa for the 1990s" held at the South African library in 1989, particularly Nassimbeni's paper (1991) "Libraries and publishers: what will libraries need to serve the future South Africa?" to the debate about relevance, particularly relevance for "the black experience". Hansen voiced concern in April 1993 about moves towards one central system of tenders for books which should be avoided because of regional differences. She also anticipated a problem with the provision of material by local publishers in the future should certain publishing houses be given concessions (Provincial Library Services. Committee of Heads. 1993:13).

An area of perennial debate in the provincial library services was the issue of materials selection. Gertz (1981:2) identified the perceived loss of free choice in the selection of materials as a primary reason for opposition to the institution of the provincial library

services in the 1940s and 1950s. Safeguards were seen to exist in the special request system whereby users were able to obtain items which were not in their libraries. This system was later limited to certain categories of material, for example, in Natal.

In the response to the survey for this study, when personal choices were referred to many respondents assumed the reference was to selection of materials, and books more particularly. Oggel (1991) from CPLS aired the post selection problem of achieving a balance between allocation by the regional staff and a free choice on the part of the public librarians.

2.3.1.7   Summary

NEPI (1992:29) argued that as an instrument of "own affairs", public libraries have been seen to be pursuing "divisive cultural policies, which have not accommodated the aspirations of the majority of people, and operating without community sanction". The apartheid state did not provide positive guidance in this regard. In the absence of clear conceptual positions on LIS the National Advisory Council for Libraries and Information (NACLI) Report (South Africa. Department of National Education. 1992), the "clearest indication of the government's stance on general LIS provision" (NEPI 1992:68), promoted the idea of increased privatization of LIS and decreased governmental responsibility for service provision.

In 1993 Van der Merwe reported on a communication from the Department of National Education concerning a government decision that community libraries (not defined) would be a culture function of regional government. Hansen informed the same meeting that the Department of National Education regarded library services as a centralised function and that a national policy would be formulated by this department (Provincial Library Services. Committee of Heads. 1993:15).

Emphasis on the educational and developmental functions of the library would require the consolidation of recent initiatives in this direction at the expense of a recreational role, and the consequent reordering of priorities and redistribution of priorities and redistribution of resources (NEPI 1992:29). A focus of this sort would seem to be likely under the Government of National Unity in view of the finding that more children and young adults were outside the system than in it: more than 8 million children are reported to be either without schooling or receiving severely curtailed primary or secondary education, of these some 1,2 million have never been to school (NEPI 1992:67).

An approach biased in favour of neglected rural areas and poorer local authorities with a low rates base receiving larger subsidies than well-resourced urban areas is in line with the radical approach outlined by NEPI (1992). The provincial library services have developed sound infrastructures and these could be used as models for regional library development (NEPI 1992:29). In 1993, a year after the NEPI LIS report was published Hansen (1993a:541) was to state:

> we can no longer afford the luxury of bureaucratic power
> bases. All of us in the playing field, academic, special,
> provincial, and public libraries, resource centres, media
> centres and other organisations, should at this stage sit around
> a table and offer our services for empowerment.

A 1994 pamphlet on the provincial library services (Provincial Library Service: building a nation of readers. [1994]:[1]) placed the recreational role on an equal footing with information and education in the objective of providing materials:

> To make available library material that will provide for the
> informational, educational and recreational needs of the
> community.

The same document stated that approximately 33 new services that "comply with national standards" were established annually by the four services. In 1994 there were 105 building projects in hand, the majority of which were subsidised by the provinces, some to the

extent of 100% (Provincial Library Service: building a nation of readers. [1994][:3]). As a result of a backlog, in the form of 165 projects requiring financial assistance, the provincial library services were willing to provide library services in accommodation that did not comply with the prescribed standards. Audio visual equipment such as video machines, television sets, film projectors and music centres were provided as standard equipment by certain of the provincial library services to libraries serving "developing communities".

In terms of the motivation for this study, it is important to note that the provincial library services and their affiliated public libraries are the largest providers of employment in the LIS sector in South Africa. The provincial library services were said to provide work to 736 formally qualified or professional librarians and the affiliated public libraries employed 3186 librarians in 1992 (Provincial Library Services in momentum. 1992). The 1994 pamphlet (Provincial Library Service: building a nation of readers. [1994]:[5-6]) gives this figure as 721 provincial staff which seems to suggest formally qualified and other staff were included which is more in line with the population identified for this study. The affiliated librarians were given as numbering 2 944 by the 1994 pamphlet which is a significant drop compared with the 1992 figure.

In the next section the four provincial library services are described in terms of organisational structure, regional boundaries, functions, and their future. The material is drawn largely from annual reports, minutes of meetings, promotional pamphlets and material published in the in-house journals. The study was guided by the emphases placed by the provincial library services on various aspects of their service. There were areas common to all four but emphases tended to differ from service to service.

2.3.2   Transvaal Provincial Library Service (TPLS)

In 1941 an Advisory Committee on Libraries was convened to review the situation in the Transvaal after which a development plan was drawn up for libraries in cities, towns and

rural areas in the province (Hansen 1994:11; Pitts 1994:19). The Transvaal Provincial Library Service was started in 1944 as stated above with Borland as Head (Hansen 1994:11).

The legal status of the TPLS was consolidated with the passing of Ordinance 16 of 1951. The Transvaal Provincial Library Advisory Board was established to give guidance (Kalley 1995:44-5; Pitts 1994:19). Ordinance 20 of 1982 replaced the original ordinance and clauses such as Section 22 of the 1951 Ordinance "Any facilities provided under the service for non-Europeans shall be separate from those provided for Europeans" were removed (Pitts 1994:19).

Hansen (1993b:2) singled out the periods 1950-55, 1965-1970 and 1990-93 as years of growth and development and the active addressing of new challenges. The background to this change of policy is documented by Roets (1991:3-7), Chief Librarian of the Pretoria/Witwatersrand/Vereeniging (PWV) Regional Office. Kalley (1995:110-4) gives an overview of the influences on this significant shift in direction. Amongst these were Shillinglaw's view (1985:38-44) that it was appropriate in the developing areas of South Africa to reactivate the early enthusiasm of the public library pioneers for mass education. The issuing in 1984 of the report of the President's Council on the nature of informal and nonformal education (South Africa. President's Council...1984) in which certain broad areas of need for developing people was another. Influential in the motivation for the investigation which led to the Zaaiman report (Zaaiman, Roux and Rykheer 1988), another major influence on the direction of the TPLS, was a query by then Minister of National Education, F.W. de Klerk, whether full use was in fact made of the library infrastructure (Kalley 1995:110-4). Hansen saw the first successes of the planning in the previous year in 1992/3. In a strategic planning session in September 1992 the following critical areas of performance were identified and accepted for the year: promoting literacy; providing information to the community; placing greater emphasis on the support of non-formal and formal training; amplifying the informational role of public libraries, and developing stock with the emphasis on the needs of new and anticipated users (Hansen 1993b:2).

2.3.2.1   Organisational structure

In 1944 when the TPLS was established, concern for cost effectiveness dictated that the service comprise a head office and a regional organisation divided into eight regional libraries which provided an administrative focus in each region (Hansen 1994:11). In 1992 the regional libraries of the TPLS had been reduced from 18 to 15 as a result of rationalisation and Pitts (1994:21) reported the existence of 15 regions in 1994. Head Office's function was identified as ancillary to the rendering of a professional support service at regional level. The organisational structure tended to reflect this pattern virtually unchanged until the commission for the delimitation of regional borders recommended in terms of the new constitution, that South Africa be divided into nine regions each with their own regional government. The Transvaal would consist of four such regions (Hansen 1994:11); Gauteng (former PWV), Northern Province, Eastern Transvaal and North-West (Comparative library statistics of South Africa. 1995:[1]).

The TPLS saw the functions of Head Office as formulating policy, developing libraries, supporting libraries, and co-ordinating, evaluating and monitoring regional activities. Supporting libraries involves purchasing and processing material, central reference and information service, maintaining a computer support network, research, training and marketing (Hansen 1992:3-4).

Many of the functions of Head Office were repeated at the regional level. At this level they were: the rendering of advice and guidance on policy and professional matters and procedures; liaison with regions, Head Office and other institutions; execution of policy; determining user needs and developing libraries; research; application of norms and standards; building and managing library stock; development, training and motivation of the staff of library centres and regional libraries; supplying information; promoting outreach programmes; evaluating services; promoting effective communication and co-operation, and marketing library services (Hansen 1992:3-4).

2.3.2.2   Regional boundaries

This study examines the provincial library services between 1990 and April 1994. It notes the introduction of changes brought about by the restructuring of the country in terms of the 1994 constitution. It therefore defines the area of jurisdiction of the TPLS as the former Transvaal with the exception of the cities with independent public libraries: Johannesburg, Pretoria, Germiston, Springs and Roodepoort, and with the exception of the former so-called independent and self-governing states (Hansen 1993a:534).

Service to black people in Transvaal was supplied by a separate regional library service until 1991. This service arose out of recommendations of the 1928 Bloemfontein Conference which followed investigations of Carnegie Commissioners Pitt and Ferguson in 1928 (Kalley 1995:32-3). In 1962 the Executive Committees of the four provinces approved an extension of service to blacks, and by the end of 1965 the Black Service had been established in the Transvaal on an experimental basis. The regions concerned were Carletonville, Germiston, Johannesburg, Pietersburg, Pretoria, Nylstroom and Tzaneen. The Regional Library had been located at Marabastad in the western part of Pretoria in a former prison which was generally unsuitable as accommodation. In 1976 the Library Service for Coloureds and Asians which had been transferred from Germiston to Pretoria in 1966 was housed at the PWV Regional Office and later reincorporated into the Regional Library service for blacks in Pretoria. Various changes were made to the organisational structure of this service during the period 1976-1990. In 1991 there was a total number of 117 service points comprising 64 libraries and 53 depots (Shongwe 1992:28-29).

Separate regional libraries for the different population groups were only abandoned in April 1991 (Hansen 1992:3). The PWV Regional Library Service was disbanded and all its public libraries and depots were rezoned to fall within the geographical boundaries of the Community Development regions in the Transvaal (Kalley 1995:136,140). Shongwe (1992:29) reports that this service "ended the segregational period of Apartheid on a high note" as it resulted in the establishment of the Training and Research Component under a

new division, Development Services at the Directorate of Library and Museum Services. The Witwatersrand region reported in 1993 (TPLS 1992/93:7) that:

> The integration of regions has had the positive effect of making librarians from all population groups more aware of each other's problems, so that they now reach out to each other more readily, and reciprocal communication has improved between public librarians and also between regional and public librarians.

The 1992/93 Review (TPLS 1992/93:6) reported that the Eastern Transvaal region had commenced negotiations with the Ka-Ngwane government service with regard to the restructuring of the library service there, particularly because of its possible reincorporation into the region.

2.3.2.3   Functions

This section describes the various functions carried out by the TPLS, excluding those covered in the general overview at 2.2.

2.3.2.3.1   Managing the budget

The budgetary allocation for the TPLS for 1991/1992 was R54 602 661 of which the state contributed R24 886 000 and the municipalities R29 716 661. This represented a 45,6% increase over the 1989/1990 fiscal year. The joint running cost per member for the same year was R78.97 (Hansen 1992:5).

The *Library and Information Services: report* (NEPI 1992:24) noted that, given the current differentials in distribution and the increase in budget it was clear that particular attention had been given recently to the extension of services to groups and areas previously unserved. The number of main and branch libraries by population group in 1992 was white 161, black 60, Indian 23 and coloured 22. Library development in black residential

areas from March 1989 to March 1992 reflected 16 new libraries with a total floor space of 9560 square metres costing R23 607 904. Planned development included 10 libraries with a floor space of 3 998 at R 5 997 000.

In 1992 the total budget was R27 550 000, an amount which compared unfavourably with the previous two years. An additional amount of R3 000 000 was made available through savings effected in the Transvaal Provincial Administration (TPA). It was used for buying books, especially reference books for formerly "non-standard libraries" and this represented a significant change in policy (Hansen 1993b:2).

Comparable figures for 1992/1993 reflect 40 projects in different stages of planning being handled during the past year. The "widening of the public library's functions" resulted in 23 existing buildings being upgraded and extended. Regional Services Councils financed 13 projects. Library space comprising a total floor space of 27 864 square metres was planned. These areas varied in size from 53-3 590 square metres and were planned to "meet the needs of specific communities". The average area for a public library in this period was 1 100 square metres. Books numbering 640 872 were needed to equip these libraries (TPLS 1992/93:3).

Hansen (1993a:539) reported in 1993 that the TPLS was involved in planning 19 new or upgraded library buildings while nine new libraries were being built. In the past year libraries had been opened in Kwa-Thema, Tsakane, Vosloorus and Daveyton. These libraries were reported as being the first where an assessment could be made of whether a new planning concept for community libraries, especially in "developing" areas was successful in practice. In response to an increase in the need for libraries in communities that were without a library service, halls and prefabricated buildings had been converted in some instances to function temporarily as libraries (Hansen 1993a:540). During 1993 public libraries were established in the Western Transvaal region, in Boitumelong and Tlhabologang, communities that had had no libraries before. A depot was also established at the Rustenburg Prison. An increase in membership of 13.8% was noted and a 16.2%

increase in circulation for the region. Similarly in the Northern Transvaal Region it was reported that "utilisation of library material increased by 12.3%" and this was ascribed to improved provisioning and more purposeful marketing of stock (TPLS 1992/93:5,8).

By 1993 new public libraries funded by private undertakings had been built at Phola and KwaGuqa in the Eastern Transvaal. The stock was supplied by the TPLS (TPLS 1992/93:6).

A formal commitment was made to provide services to informal settlements in 1993. A lack of funding primarily had inhibited the setting up of a pilot project but discussions had been held since 1990 with the informal settlements, Orange Farm and Poortjie, about establishing a public library (Pitts 1994:21). At the request of a community worker library material was provided for an informal settlement at eMjindini in the Eastern Transvaal (TPLS 1992/93:6). Pitts argued that other essential services should be set in place in these areas before attention could be given to libraries, however, "developers in the Witwatersrand areas are being pro-actively sensitised about the possibility of setting up library services in these areas" (Pitts 1994:21).

The Northern Transvaal Region reported in 1993 that five farm schools had been provided with block loan material from TPA depots (TPLS 1992/93:8). The TPLS co-operated with the Rural Foundation in supplying material to farm schools (TPLS 1991/92:6).

Hansen (1992:3,5) outlined policy shifts towards seeing the library as an instrument of social and educational development for the community. The mission of the TPLS was identical to that expressed by the four provincial library services above. In 1993 Hansen stated that "Since 1991 the Transvaal Provincial Library Service has questioned, analysed and adjusted every single aspect of service-rendering policy". She refers to "the aggressive programme of affirmative action to place library services in black residential areas on par with those of white residential areas". An increasing emphasis was placed on the educational and information functions of the public library rather than on its recreational

function (Hansen 1993a:535) as the *Library and Information Services:report* (NEPI 1992) had predicted above.

The policy of some provincial library services in the past had been to calculate the size of the branches in black areas according to statistics relating to the literate population and thus excluding planning for illiterate people. The policy of the TPLS, since 1992, was to evaluate the "penetration of the community to be achieved by the library envisaged". Feasibility studies and community surveys were seen as forming an important base for this policy. According to the affiliation agreements entered into with local authorities, the Director would in future "negotiate the norms and standards to be applied, taking into account the ability of the community to afford the application of the norms and standards" (Hansen 1992:4).

Before the advent of the Regional Services Councils, the province provided about 80% of the funds for library buildings in black and peri-urban areas. Larger libraries received 50% of the funds for a new library building. By January 1994 this function has been transferred to the Regional Services Councils but the Provincial Library Service continued to be actively involved with library planning (Pitts 1994:21). From April 1 1992 no capital grants-in-aid were to be paid to local authorities for the erection of library buildings. The TPA would budget only for a small amount of help to "very needy communities" on an *ad hoc* basis. Since 1990 Regional Services Councils in the Transvaal had played an increasingly important role in the financing of new library buildings. This is attributed to the TPA's inability to cope with demands for grants-in-aid. Priority was given to those communities that had poorly developed or no library facility. The TPLS would continue to supply library materials for "erected library buildings" (Hansen 1992:4). The TPLS also provided materials, advice, training, facilitation of communication with other libraries, and oversaw outreach to established resource centres such as Alexsan Centre in Alexandra (Kalley 1995:334).

In the Pretoria region changes brought about in governance included in May 1992, the implementation of joint administration by the town councils of Bronkhorstspruit and Zithobeni which resulted in greater co-operation between the respective libraries. The administration of Atteridgeville and Mamelodi was taken over by the Pretoria City Council but the provision of library material and rendering of service to these libraries was still be handled by the TPLS (TPLS 1992/93:7).

As a result of what it calls "the challenges of changing user patterns and a vast ignorance of the needs of potential users" the TPLS has placed emphasis on the need for practical research and the training of staff at library centres. It has established a new Development Services Division consisting of Library Buildings Planning, Research and Management Information, Personnel Development and Marketing (Hansen 1992:4;1993a:539).

2.3.2.3.2   Attitude to user fees

With the abolition of the Separate Amenities Act (Act 49 of 1953) in October 1991 all public libraries, by law, became open for use by all residents within municipal boundaries. As some local authorities misused the levying of user fees from non-ratepayers by charging exorbitant fees, the Administrator-in-Executive Committee resolved that "user fees may not exceed the actual running cost incurred by a local authority per member, per year, capital expenditure excluded". The Transvaal Provincial Administration has committed itself to withdrawing its library support in cases where the local authority does not abide by the principle (Hansen 1992:4;1993b:2).

Pitts (1992:3) reported in 1992 on an investigation into whether the institution of fees in the public library has a negative effect on library use. Her study showed that libraries that have charged fees for more than one year reflected a membership drop of 4.24%. The same libraries experienced an increase in circulation by 5.89%. She concluded that it was difficult to draw valid and comparable conclusions regarding the effects of fee charging on library use.

Hansen (1993a:541), however, asks the question "if libraries envisage to empower people truly, should user fees, even expensive inter-library loan charges, be levied?". This questioning was in line with a resolution of the Committee of Heads of Provincial Library Services (Provincial Library Services. Committee of Heads. 1993:5) that the meeting in principle was against the levying of user fees and that the Transvaal should reconsider its policy because of negative effects on development action.

2.3.2.3.3   Staffing

In 1993 the staff establishment comprised eight management posts, 55 qualified staff (giving total of 64 formally qualified but by the time of the survey in 1994 there were 65) and 169 supporting staff, thus yielding a total of 232 staff members. Affiliated libraries in the Transvaal employed 792 full-time and 164 part-time staff (Hansen 1993a:534).

2.3.2.3.3.1   Staff development

In 1992 it was anticipated that staff would be trained by means of non-formal courses and sessions to "reach out to communities". Specially designed educational programmes to encourage the use of public libraries were also to be developed (Hansen 1992:4).

Conferences with the theme "Ready for the future" intended to sensitise political and public decision makers to the changing role of the public library within the TPLS were held in 1992 (Hansen 1993b:2). A conference for regional and Head Office staff took place in November 1992 at which the subject of public or community libraries in the development of the community was addressed. It was emphasised that "the community has the right to formulate demands so that its informational needs can be met". The TPLS committed itself to "adapting its activities to the needs of the community"; "attitudes were [to be] addressed by means of the training programme" and a commitment to participative management was made (Hansen 1993b:2).

A section for personnel development designed to improve staff training (De Barros 1990:30) "has been actively involved in empowering staff, especially in the regions and libraries, to execute their duties more effectively and with greater insight" (Hansen 1993a:538). Hansen reported that many township librarians were struggling to provide an efficient service because they had not had a formal education. It was noted that in the face of diminishing resources librarians should get together to discuss problems and work on projects to improve their services. The Japanese system of quality circles was implemented to enable staff to gather by region to discuss and exchange ideas and give support to each other concerning common problems involving the administration and running of libraries. These were started in 1989 as training circles primarily in black areas: four were established in the East and West Rand, Vaal and Pretoria/Northern Transvaal. For each current year these circles selected a project which drew on user and community input. Prizes were awarded for the projects. The popularity of these circles resulted in further implementation and planning for circles in other areas and they numbered eight in January 1994 (Hansen 1993a:538-9;Pitts 1994:21). In 1993 (TPLS 1992/93:4,7) the first integrated training circle had been established at Blowtokom in the Carletonville area. It was reported that "In this way provision has been made to enable all the librarians of Black communities to join a training circle". Through involving community members in a library-based approach to their hobbies, membership and circulation had been increased.

Another example of flexibility cited by Pitts (1994:21) was a new relationship between the TPLS and its affiliated libraries, manifest in the Forum of City Librarians established at the end of 1992. This forum was a response to a need for an informal line of communication and co-operation and allowed city librarians to make suggestions before final decisions regarding policy were made. The TPLS made a commitment to the Forum not to make one-sided decisions concerning the supportive role of the library (Hansen 1993b:2). The introduction of a newsletter for publicising information, advertisements and ideas amongst librarians in the Transvaal had started by January 1994 (Pitts 1994:21).

Committees were set up by TPLS to look at issues such as literacy and study facilities (Pitts 1994:21). The Personnel Development component maintained an ongoing programme of needs assessment based on input from all staff. Informal lectures and presentations on topics such as how to set up a community information service were held. There were also structured training programmes for staff on staff evaluation and personal computer skills, for instance (Hansen 1993a:539).

The 1992/3 review of the TPLS (TPLS 1992/93:4) reflected the following break down of training sessions: professional library science 50%; community extension programmes 18,18%; administration and planning 17,17% and labour relations 4,55%. The various areas of training reached different constituencies. These were as follows: TPA courses 32 persons; professional training for library services staff 190; and training circles 718. In 1994 it was reported (Provincial Library Service: building a nation of readers. [1994]:[5-6]) that the TPLS had held 24 training courses in that year involving 940 delegates.

2.3.2.3.4 Computerisation

During the financial year 1992/3 conversion to a new in-house computer system Tracing Information (TRACI) commenced and the planning of phase III, that is the computerisation of the regional libraries was started (TPLS 1992/93:5).

2.3.2.3.5 Research

The Research and Management Division was established in February 1992. It undertook research in "developing areas" to enable Management to develop and promote a library service "according to the actual needs expressed by the communities" (Hansen 1992:4;1993a:539). This unit was intended to ensure continuation of the change and momentum of improvements begun to enable the TPLS "to be at the forefront of relevant library and information services in the new South Africa" (Pitts 1994:21). In practical terms it engaged in building up a data bank for management and to providing a resource

for talks and lectures. The following research packages were completed by 1993: the community survey; book losses; questionnaire on reading preferences of the newly literate; and user fees (TPLS 1992/93:4).

Hansen (1993a:539) reported that it was vital "to have staff available to initiate and assist Head Office, regions and the affiliated libraries with research". A needs assessment exercise carried out in the regions in 1992 revealed that most of the problems or queries originating in the regions were the result of inadequate knowledge of the community being served by the library. Community surveys had been designed and distributed.

2.3.2.3.5.1 Membership patterns

The total membership for the public library services affiliated to the TPLS for the year 1991/92 was 691 377 with a circulation of 14 829 941 books at 655 service points (Hansen 1992:5). In 1993 Hansen reported (1993a:535) a total of 601 service points, representing a drop of 54 service points. Pitts (1994:21) recorded over 600 service points in January 1994. The drop in the number of service points applied mainly to the TPA library depots in predominantly rural areas. Service points comprised 196 (one more than in 1991/2) public libraries, 66 (five less that in 1991/2) branch libraries, 133 (eight more than in 1991/2) depots and 206 (60 less than in 1991/2) TPA library depots. Out of a population of approximately 11 million 613 444 were members. Membership was thus 77 933 lower than in 1991/2.

2.3.2.3.5.2 Use patterns

Hansen (1993a:535) recorded in the annual figures for 1992/3 that requests for community information totalled 146 101; reference queries 402 637, use made of study facilities totalled 2 681 065, and photocopies made, 2 856 206. Books purchased numbered 548 402 with a total book stock of 5 825 464 items.

2.3.2.3.6   Collection building

In 1992 the TPLS reported that despite a 100% increase in book purchasing funds in the previous two years it was difficult to meet ever-increasing demands for more extensive services. Hansen (1992:5) explained that because of the enormous backlog in building the collections of "less developed" communities, many existing under-utilised collections would in future be re-directed to potential users in areas where library facilities were underdeveloped. The TPLS had adopted the policy of buying a broad general collection for all communities. Individual communities could build on this at their own expense. Special attention, backed by funds, was given to upgrading library material in developing areas. In 1991/2 financial year 20,000 books were purchased for the promotion of literacy (NEPI 1992:24).

In 1993 Hansen (1993a:535) reported that an additional amount of R3 000 000 had been received during the last financial year bringing the budget for publications including compact disks, newspapers and periodicals to R18 200 000. The additional amount had been used solely to redress imbalances in the book stock. Besides the need for literacy-support materials noted above, books in black languages were in short supply (Hansen 1993a:536). In 1992/3, 43 789 books, representing 292 titles had been purchased in this category representing a 100% increase in the amount spent on black languages. Literacy materials totalled R600 000. Emphasis was placed on providing up to date non fiction relevant to the information needs of users. R3 328 276 was spent on reference works for "developing areas". During the period 1992/3, 23 072 items were offered on approval by dealers. Of these 8 000 items were selected. During this period the price of books increased on average by 25,5%. The Witwatersrand region reported that because of contact established with black librarians during training circles, great emphasis had been laid on affirmative action with regard to public library stock in black communities and this it was thought had had positive consequences: "the greatest effect of affirmative action may be seen in the 9,9% increase in membership and the 54% increase in circulation in the Johannesburg region" (TPLS 1992/93:5,7).

During the same period, 14 690 special requests for library materials were received. Information searches on the South African Bibliographic and Information Network (SABINET) amounted to 3 868 and 84 periodical titles were ordered. Items numbering 9 274 were catalogued and classified (TPLS 1992/93:5).

A written selection policy had been adopted which placed special emphasis on the involvement of local libraries and communities in the selection of material. Examples of periodicals included in stocklists were *Mayibuye, City Press, Upbeat* and *Innovation* (Hansen 1993a:536).

2.3.2.3.7   Provision of study facilities

In 1992 TPLS had commenced providing prescribed study materials for university, technikon and schools. This was done on a limited scale especially "in developing areas". The TPLS in fact had an agreement with Technikon RSA (Republic of South Africa) whereby the TPLS was an agent in the supply of additional study materials to specific enrolled students (Hansen 1992:4;Pitts 1994:19).

In the same year, Pretorius (1992:7) of the newspaper, *Beeld*, reported an increase of 224% in the use of study material in libraries in the Transvaal. The use of reference works rose by 81,4%. By 1993 Hansen (1993a:540) was noting "serious shortages of study facilities" especially in rural areas. In the northern Transvaal pilot projects with schools had begun in which block loans were made to certain schools.

The Pretoria region reported in 1993 (TPLS 1992/93:7-8) that the Pretoria Training Circle in July 1992 had won a prize for a project which involved research as to why black students preferred to use the study areas in the State Library rather than those of township libraries.

By 1994 "the latest planning for new or modified buildings always included provision for study facilities." Areas for group study were also included (Pitts 1994:21). Pitts suggested that this showed that the stringent standards and norms concerning accommodation and the provision of material had become much more flexible and suggested a need to synthesise "Western and African models".

Models identified by Pitts (1994:21) support this sense of greater flexibility. Pitts identified four different models of library operation in the TPLS. In the "Vosloorus model" the librarian was the main facilitator and initiator of projects and activities with the library as the central area of activity. With the "Tsakane model" the librarian played a supportive role to the initiatives of the council's community development department. The librarian was included in all the various development committees and was therefore actively involved in all community activities. The library acted as a community centre in the "Kranzenstein model", providing facilities for free community services such as a committee room, doctor's and dentist's consulting rooms, and a food and clothing distribution centre. The "4-VRP" (Vehicle Reserve Park) model was based on a library depot run by a South African Defence Force Adult Education Centre and functioned as a public library facility and media centre for the staff and the education centre at the base.

2.3.2.3.8   Provision of audio visual services

In 1992 the TPLS as a result of a function evaluation resolved, because of a lack of funds, to stop the supply of audio visual material such as films, videos, compact disks and gramophone records for recreational purposes. This decision was reversed, however, and the TPLS agreed to continue the supply of videos, compact disks and gramophone records on a limited scale for educational purposes. The reason for this was given as the TPLS's "increasing role in the less developed communities". Audio visual equipment such as projectors, compact disk players and turn tables would be budgeted for by local authorities (Hansen 1992:4).

2.3.2.3.9 Provision of Community Information Services (CIS)

Libraries were encouraged by the TPLS to start Community Information Services and to become involved in local development programmes (Hansen 1993a:540). This was one of the key aspects of the 1989 policy changes (Kalley 1995:112).

2.3.2.3.10 **Library promotion**

The Marketing and Publicity Subdivision supported the 196 public libraries by providing 270 000 publicity items. These varied from posters to fridge magnets, and from murals to the in-house journal *Book Parade* (TPLS 1992/93:4).

2.3.2.4 **The future of the provincial library service in the Transvaal**

The 1992/93 review (TPLS 1992/93:6) reported that the Witwatersrand region had been engaged in adaptations to facilitate its placing within the boundaries of the Community Development Branch. Other changes had been the integration of three urban areas, namely Carletonville, Germiston and Johannesburg during September 1991. Librarians had had to spend a great deal of time getting to know the needs of their new service points and building up relationships to foster communication.

In April 1993 Hansen reported that the upgrading of regional libraries had commenced (Provincial Library Services. Committee of Heads. 1993:10). By April 1994 Hansen (1993b:2) anticipated that the handing over of regional libraries to the regional offices of the Community Development Branch would have been completed. Hansen expressed anxiety about this division of authority within a line function and predicted that the regionalisation of the library service as a whole would have to take place to make the service more needs oriented.

2.3.3   **Orange Free State (OFS) Provincial Library Service**

The Provincial Library Service in the Orange Free State owes its existence to a large extent to the initiative of the Free State Women's Agricultural Union which provided a library service in this province from 1941 to 1947. The service attempted to provide for the rural areas of the Free State and by 1947 a total of 56 centres were served. In the same year the Provincial Administration contributed 3 000 books to the service which were added to its stock of 6 345 items. At the same time the Provincial Administration's Executive Committee wanted the service placed on a firm foundation and therefore sought to bring it under the control of the Provincial Administration. Borland, the Transvaal Library Organiser, was seconded to the Free State service to report on library conditions and to recommend a programme of library development for this province. Following Borland's report, and as a result of article 13 of the Financial Relations Act (38 of 1945), the Orange Free State Provincial Administration took on responsibility for the provision of a library service to all inhabitants of the province. A central service was established in Bloemfontein and three regional libraries were set up in Bloemfontein, Kroonstad and Bethlehem. On the 1 February 1948 Pellisier, a retired former Director of Education in the Free State was appointed the first Library Organiser of the Free State (Dixon 1994a:16).

In 1968 the OFS Provincial Library Service commenced service to schools (Musiker 1986:175) and this broadened the scope of provision considerably. Service to provincial museums (Dixon 1995) commenced in 1988 and, in addition, five departmental libraries are provided for (OFS...1992:10).

Services to black people commenced in 1976. Since 1990 approximately 28 public libraries had been established in black communities. Dixon (1994a:17) made the point that existing libraries are too small to serve the whole community; further they were not designed to cater for study needs and are distant from the black townships.

The mission statement of the OFS Provincial Library Service reads: within the framework of the local authority on a continuous basis to make a contribution to the spiritual and physical well-being and development of all the inhabitants of the province through the delivery of a library and information service of good quality that contributes to the realisation of educational, informational, recreational and cultural requirements (Dixon 1994a:16).

In 1994 the service comprised approximately 324 service points and a stock of some 4 349 326 books. There were 109 public libraries, 32 depots and 183 fell into the category "other" (Public libraries in South Africa: an overview. 1994:9; Provincial Library Service: building a nation of readers. [1994]:[5-6]). The Provincial Library Service co-operated with the Rural Foundation in supplying books to farm schools (Provincial Library Services. Committee of Heads. 1993:16).

In an address to the "Literacy Symposium" in Welkom in August 1989, Lubbe (1990) outlined issues and challenges for the public library. The public library's role in support of literacy, education and community development, and the skilling of people for public library use were concerns. Others were the paucity of commercial outlets for books and other reading matter in black areas. He raised the question of a bookselling function for public libraries. He referred to the OFS Provincial Library Services's role in establishing libraries in eight disadvantaged areas, pointing out that library planning should involve and grow out of a particular community. In 1992 Keyser (1992:2) reported that 40 new libraries were in different stages of planning and execution.

In the OFS the Department of Works acts as agent for client departments such as Library Services and a design team of architects, engineers and quantity surveyors work with the Library Service in planning new buildings. Factors such as state expenditure, aesthetic principles, standards, requirements for use and possible limitations are borne in mind (Keyser 1992:1).

2.3.3.1   **Organisational structure**

Since 1948 the service has been split into two sections, namely the central organisation and the regional organisation, more recently called respectively the Central Organisation and the Public Services (Dixon 1994a:16).

All material is selected, bought and processed centrally and taken by panel van to the regional offices. The Central Organisation is responsible for support such as acquisitions and processing, bibliographic services and general administrative underpinning. The regional staff are free to serve the centres by organising and co-ordinating the services in a region, and by providing in-service training and library related guidance and advice (Dixon 1994a:16).

2.3.3.2   **Regional boundaries**

The boundaries of the area served by the OFS Provincial Library Service are those of the Orange Free State. Staff in Bloemfontein service the southern Free State, Kroonstad the north and Bethlehem the eastern Free State (Dixon 1994a:16).

2.3.3.3   **Functions**
2.3.3.3.1   **Managing the budget**

The budget for materials for this service was R6 198 000 in 1994 (Public libraries in South Africa: an overview. 1994:9). Of this 100 000 was spent on audio visual material and the balance on books. The total budget for the service was R15 147 000 in 1994 (Provincial Library Service: building a nation of readers. [1994]:[5-6]).

2.3.3.3.2   Attitude to user fees

Schimper (1993:1), Assistant Director, Specialised Services, argued for resisting user fees and other forms of privatisation. She saw the latter as a means of ensuring that services were provided to the small elite that could afford them.

2.3.3.3.3   Staffing

In 1994 the staff of the OFS Provincial Library Service numbered 100, with 445 staff members employed in the affiliated public libraries (Public libraries in South Africa: an overview. 1994:9).

2.3.3.3.3.1   Staff development

A National Reading Circle Seminar was held in 1987 by the OFS Provincial Administration, in co-operation with the Welkom City Council, booksellers and publishers. Its aim was to promote interest in South African literature and to bring readers, writers and publishers together (Dixon 1994a:17). Another, addressed by Albie Sachs, was held in cooperation with the Welkom City Council in October 1990 (Nasionale Leeskringseminaar. 1990:17).

In 1991 Briers (1991:7) drew attention to the training being done by the OFS Provincial Library Service. This was part of a larger training initiative of the civil service. Needs within a particular vocational group were identified and a training programme developed to meet them. Twenty tree training modules were identified as necessary to equip librarians with skills and knowledge needed for their daily tasks. Of particular concern was a perceived gap in management and communication skills. Briers referred to the importance of skills such as: knowing trends in society that will shape the library's funding climate; anticipating changes in the population that will impact on community growth and development, and recognising problems South African society is facing. She

argued the centrality of these competencies to long range planning in addressing the challenges of the future (Briers 1991:7).

During 1992 seven training courses or workshops were held and attended by 342 people (Dixon 1994a:16) and a seminar called "World Kaleidoscope" drew 350 people in 1993 (Dixon 1994a:17).

Quality circles and strategic planning were implemented in the OFS Provincial Library Service in order to carry the mission forward and to strive further after the goals and objectives of the service (Dixon 1994a:17). In 1994 it was reported that seven training courses had been held (over the past year) again attended by 342 people (Provincial Library Service: building a nation of readers. [1994]:[5-6]).

2.3.3.3.4 Computerisation

Van der Riet, McKay and Dickerson (1990:12) reported briefly on the fact that the OFS Provincial Library Service was computerising its system. The catalogue was not yet computerised in 1990.

2.3.3.3.5 Research

The OFS Provincial Library Service has experimented with user-friendly alternative book arrangement, aimed especially at promoting the use of non-fiction. It introduced user-oriented arrangement in 1982 and since then it has been used successfully in virtually all public libraries in the Free State (Dixon 1994a:16).

2.3.3.3.5.1 Membership patterns

Membership for the OFS Provincial Library Service's 324 service points was 338 627 in 1994 (Public libraries in South Africa: an overview. 1994:9). Of these 167 480 were

adults and 171 147 children (Provincial Library Service: building a nation of readers. [1994]:[5-6]).

2.3.3.3.5.2   Use patterns

In 1992 Pretorius (1992:7), reported on Lubbe's assessment that unlike the Cape and Transvaal, the OFS had not experienced a marked increase in library use by black people since the opening of public libraries to all races. Approximately nine new libraries had been opened annually for blacks and a new project supplying box libraries to farm workers was under way.

Research on in-house use revealed that in 1992 approximately 2 300 000 people visited a library in the Free State (Dixon 1994a:17). Circulation figures reflected an annual circulation of 5 414 804 books (Public libraries in South Africa: an overview. 1994:9); 105 288 magazines and 67 980 audio visual items in 1994 (Provincial Library Service: building a nation of readers. [1994]:[5-6]).

2.3.3.3.6   Collection building

Annual purchases represented 158 460 books and 300 audio visual items (Provincial Library Service: building a nation of readers. [1994]:[5-6]).

2.3.3.3.7   Provision of study facilities

The OFS Provincial Library Service provides a service to Department of Education and Culture school media centres on an agency basis. It serves 178 school media centres and is responsible for the purchase of all library material. It works closely with the educational authorities (Dixon 1994a:17). Service to pre-primary schools on farms is provided (Pretorius 1992:7).

Public libraries situated in black areas have been designed to provide sufficient seating space in the reference area and in the library activities room. Book stock is geared towards appropriate and supplementary study materials (Dixon 1994a:17). *Free State Libraries* in Jan./Mar. 1994 contained several articles promoting the idea of public libraries supporting education. A service was provided to distance education students by public and other libraries (Bekker 1994) and Grobler (1994) outlined the role of three public libraries, Kgotsong, Tswelopele and Matwabeng in supporting secondary and tertiary studies. Smuts (1994) argued that both public and school libraries played an important role in community education and information provision and examined the possibilities for integrating these services.

Since the early 1980s a Careers Information Service had been offered at secondary schools using, for example, some of the Careers Research and Information Centre materials. Schimper (1991:31) reported on the service being made more user friendly and possibly introduced in public libraries in 1992/93.

2.3.3.3.8   Provision of audio visual services

In 1994 the budget for audio visual items was R100 000. Annual purchases totalled 300 items and the total stock of audio visual items was 49 595 (Provincial Library Service: building a nation of readers. [1994]:[5-6]).

2.3.3.3.9   Provision of Community Information Services

Planning for CIS had started in the OFS in 1985 Briers (in Lubbe 1994a:45) and the OFS Provincial Library Service had embarked on a structured community information service. It aimed at a proactive approach to providing any information, book or non-book, required for daily decision making and problem solving, making the library a one-stop clearing house for information. This service was not only for members. In 1991 Aitchison (1991:10-18) had expressed concern about whether these services were local information

services rather than community information services, pointing out vital respects in which they did not conform to the established definition of CIS.

Lubbe (1994a:45) reported in 1994 that the OFS Provincial Library Service had considered various approaches to CIS and had decided that CIS in the Free State differed from traditional reference and information services in the sense that the information for CIS was not necessarily found in books and need not necessarily even be found in the library: "Information for CIS can be available all around the community or even outside the community". CIS in the public library was seen as entailing identifying and collecting relevant sources of information and referring the public to them. In this context the public library did not try to duplicate existing information resources in the community, but acted in a co-ordinating capacity to ensure that all sources in the community were used to their best and fullest potential.

In the OFS CIS comprised four kinds of communication service, namely direct, support, self-help and referral services (Lubbe 1994a:45). Botha and Van den Berg (in Lubbe 1994a:45) pointed out that essential elements in CIS are a well-conducted community survey to determine community needs and sources, a comprehensive and reliable database and an extensive "marketing campaign".

In 1994 CIS has been implemented at 17 public libraries and planning for 34 others was in various stages (Dixon 1994a:17). Head Office worked in close co-operation with staff from the affiliated libraries. Continuous assistance was given in the form of in-service training, professional guidance, support with community surveys, marketing and evaluation. In instances where communities experienced difficulties stationery and equipment are supplied by the OFS Provincial Library Service (Lubbe 1994a:45).

2.3.3.3.10   Library promotion

In 1965 the Executive Committee approved that the regional body for the performing arts should hold play readings at public libraries so as to stimulate intellectual and cultural life of the community and this continued as part of an annual programme. In 1993, for instance, 2503 people attended the programme "Books alive" consisting of dramatised excerpts from books in English and Sesotho at 13 libraries. A literary cabaret "Vampierewiet" attracted 1 800 people at 30 libraries (Dixon 1994a:17).

The in-house journal *Free State Libraries* was published monthly in the 1950s but has become a quarterly means of co-ordinating and promoting library activities (Dixon 1994a:16).

2.3.3.4   The future of the provincial library service in the Orange Free State

The new structure worked out for future LIS provision in the OFS has been described in the section on major research and policy initiatives (2.2.3) and is addressed further in section 2.3.6.

2.3.4   Natal Provincial Library Service (NPLS)

Natal was the last of the four provinces to establish a provincial library service, in 1952. This tardy start was exacerbated by very little progress and by 1972 Natal had only one "standard" public library in Estcourt. In this year the NPLS embarked on a ten-year programme for subsidising the building of standard public libraries and this represented "a real breakthrough in improving service to the people of Natal" (Slater 1994a:13).

In 1994 Natal had 144 public libraries, 57 depots and 49 "other" resulting in a total of 250 service points (Provincial Library Service: building a nation of readers. [1994]:5-6).

2.3.4.1   Organisational structure

NPLS served four regions of former Natal: Midlands, Northern Region, North Coast and South Coast. Regional Library Offices were situated in Pietermaritzburg and Dundee with two offices in Pinetown. In addition NPLS had a co-operative arrangement with KwaZulu Library Services under the auspices of the Joint Executive Authority (see 2.3.4.2).

Natal was unusual in having a large number of Departmental libraries and these are described briefly because of their suggested significance in the NPLS journal and because of their potential significance in supporting a programme of health information in the province. The large Departmental section provided an information service for professional staff within the Natal Provincial Administration (NPA) to assist them in their work. Service ranged from the provision of small collections of technical reference works to comprehensive technical libraries staffed by a librarian. The Head Office staff for Departmental libraries consisted of a Principal Librarian, a Librarian in the Cataloguing section and a Library Assistant (Slater 1994b). Ten other staff members were deployed in libraries in various centres. Departmental service points numbered 48, of these 34 are situated in hospitals throughout the province (Slater 1994a:15).

In the larger hospitals, Addington, R.K. Khan, Wentworth, King Edward VIII, Grey's and Northdale there were established medical libraries run by full time formally qualified staff. These libraries provided clinical information for direct patient care and for updating developments in the field for doctors. Database searches of MEDLINE on CD-ROM were available at NPLS head office and at Addington. NPLS provides literature searches and interlibrary loans free to the users of these libraries (Slater 1994a:15).

Addington Hospital was reported as having the most outstanding hospital library in South Africa by the inspectorate of the South African Medical and Dental Council (Taams and Slater 1993:9). Of the 14 other libraries two, the Town and Regional Planning Library and Works Branch Library are run by formally qualified librarians. The former has a unique

database of journal and newspaper literature pertaining to development and planning in Natal. The latter houses 400 architectural and engineering drawings currently being put on to microfilm (Slater 1994a:15).

2.3.4.2   Regional boundaries

Until the April 1994 election two regional authorities existed in Natal, the Natal Executive Committee and the KwaZulu Cabinet. Gray *et al* (1994:5) reported that NPLS was "effectively precluded from providing a service in KwaZulu". Areas such as Umlazi, Esikhaweni, KwaMashu and Madadeni which under normal circumstances would have qualified for a full library service and building subsidy fell outside of the jurisdiction of the NPA. Any pre-existing depots in these areas such as Umbumbulu, which had been affiliated to NPLS were closed because "there was no infrastructure available to take over the service to these communities" (Gray *et al* 1994:5).

In 1989 it was agreed by the two regional authorities in Natal, the Natal Executive Committee and the KwaZulu Cabinet that library services in Natal should be coordinated under the body that legally allowed for such cooperation, that is the Joint Executive Authority. The infrastructure of the NPLS, the professional expertise, its computerised system and four regional libraries were seen as important resources for developing a library system in KwaZulu as economically as possible (Gray 1993:12).

In a footnote to the article "Children's work in the library" (1991:7) it was noted that NPLS was embarking on a programme to upgrade existing library facilities and establish new libraries in communities under the control of the Department of Community Services. A blueprint for developing both school and public libraries had been drawn up, but implementation would only be possible if additional funds became available.

The NPLS commenced work on a co-operative project with the library service of the KwaZulu Department of Education and Culture under the auspices of the Joint Executive

Authority. The project worked on the acquisition and processing of books for the hundreds of primary schools without library material in the region. The classroom library model developed by READ was used to enable the teacher and children to have direct and immediate access to books. Provision was made for Standards Three, Four and Five (Slater 1994a:15).

2.3.4.3   Functions

2.3.4.3.1   Managing the budget

In 1973 a partnership was established with the local authorities whereby a considerable subsidy was granted for the building of new libraries. Professional advice and training was supplied by NPLS to the staff of affiliated libraries. The local authority undertook to maintain the library building and appoint adequate staff. The NPLS would supply a "suitable bookstock" and other material (Slater 1994a:13).

Initially subsidies amounted to R12,00 per square foot or R129,00 per square metre. This subsidy increased every year to keep pace with inflation until in 1989 the amount of R790,000 per square metre was fixed. This was only altered in 1993 to the amount of R900,00 per square metre (Slater 1994a:13).

The ten-year programme embarked on in 1973 was extended by a further ten years in 1983. Between 1973 and 1993 a total of 92 buildings was erected with the assistance of subsidies and a further 20 were renovated, extended or upgraded (Slater 1994a:13). This building programme had received a tremendous boost when Fourie took up office in 1971. On Fourie's retirement in 1994, Ladbrooke (1994:3) paid tribute to him:

> Of all his achievements relating to libraries in Natal, the
> greatest monument is his building programme. His legacy
> stands in every town in the Province.

Fourie also made a contribution to the establishment of Museum Services in Natal in 1973 and was involved in the Natal Arts Trust (Ladbrooke 1994:4).

Between the years 1978 and 1988 nine libraries for blacks were established by the Bantu Administration Board and served by NPLS. An existing library at Chesterville affiliated to the NPLS and a further eight libraries were renovated, two extended, and four provided with furniture (Ladbrooke 1994:3-4).

In 1993 a new policy for subsidising public libraries was drawn up and approved by the Executive Committee of the Natal Provincial Administration. This policy concentrated on redressing past imbalance in library services to black communities. During the period 1993-7, 45 new public libraries would be built at a cost of approximately R30 000 000 (Omar 1993b:5; Slater 1994a:13). In this year also it was reported that seven new libraries would be built in 1994/95 two of which, at Shayamoya and Sibongile, would be financed by Oil Fund monies (NPLS 1993:[29]). These two libraries were completed in 1994 (Gray et al 1994:5).

Slater (1994a:13) stated that "full consultation with the communities is an ongoing process in the planning and development of these libraries". Local labour was used to build the libraries and this "not only ensures community participation but has the added benefit of providing employment and training to members of the community" (Slater 1994a:13).

The budget for the NPLS was given in 1994 as R22 880 000 of which R5 928 000 was spent on books and R485 000 on audio visual material (Provincial Library Service: building a nation of readers. [1994]:[5-6]).

2.3.4.3.2   Attitude to user fees

NPLS strongly advocated that libraries be free of charge to the community they served and user fees were not charged in Natal. Charges were levied for special services and for

district membership fees (Slater 1994a:13). In October 1990 Omar spoke out against the illegal practice of using fees to bar people of colour from using public library services (MEC for Library Service speaks out. 1990:4). This stand was published in *Artes Natales* in January 1991 (Fourie 1991:4) to the effect that the Administrator-in-Executive Committee, after many years of deliberation about user fees, had decided that public library services to the inhabitants of local authority areas would remain free.

2.3.4.3.3   Staffing

Staff employed by the NPLS in 1994 numbered 153 with a further 382 employed by the public libraries (Provincial Library Service: building a nation of readers. [1994]. [5-6]).

Gray *et al* (1994:6-7) reported that a concerted effort was being made to employ black librarians throughout the service and added that:

> their contribution to the selection process has added to regional and Book Selection expertise in their efforts to purchase more relevant material. They have also helped to highlight needs and solutions in other areas such as user education.

Local authorities were encouraged to recruit staff from local communities. This had proved especially important in black communities in providing a relevant and effective service to the community (Gray *et al* 1994:7).

2.3.4.3.3.1   Staff development

In 1991 NPLS hosted a seminar on the computerisation of the public library which was attended by librarians from all over Natal (Library Service hosts computer seminar. 1991:20). In April of the same year NPLS held a seminar on children's work in the library (Children's work in the library. 1991:5-8).

In 1993 a one-day seminar was held at the University of Zululand on "Public libraries in post-apartheid society" (Johnstone 1994:3), and a "Children, books and libraries conference" was presented by the SAILIS Natal Branch in June (K. Swart 1993:9). NPLS hosted the April 1994 meeting of the Children's Book Forum at which a children's book illustrator spoke (Hart 1994:8).

In 1994 two staff training courses had been held. These were attended by 295 people (Provincial Library Service: building a nation of readers. [1994]:[5-6]). Under the auspices of SAILIS the NPA's Training subdirectorate presented a service skills seminar for librarians at the NPLS head office and in Durban in March 1994 (SAILIS Service Skills Seminar. 1994:2). NPLS co-operated with affiliated librarians in Interest Groups, short courses, and open days to the Central Reference Library. Interest Groups were seen as providing an effective forum for an exchange of ideas, training, problem solving and general communication. In 1994 six groups operated and more were planned. NPLS staff also visited affiliated libraries and offered training as well as other support and guidance to local authorities (Gray *et al* 1994:7; Northern Natal Interest Group. 1994:16).

Teachers for the KwaZulu classroom libraries were trained specifically by READ and KwaZulu librarians.

2.3.4.3.4   Computerisation

Computerisation of the NPLS began in 1978 (Gray 1990:7). Since May 1980 the catalogue of the entire bookstock of the province comprising approximately 290 000 titles and 2 000 000 copies had been available on microfiche to all libraries which had a microfiche reader. Investigation of the replacement of the old United Kingdom Machine Readable Cataloguing (UKMARC) batch computer system by an on-line system had begun. Computerised libraries obtained their barcoded books with catalogue records on disk free of charge from Head Office's computer system. NPLS was a founder member of

SABINET (Slater 1994a:15) hence records were available nationally to other libraries. The regions were computerised in 1990 with positive effects (NPLS 1990:26-27,30).

2.3.4.3.5   Research

Slater (1994a:13) stated that library staff have been studying the needs of "undeveloped communities for several years and are trying to acquire for them all the relevant material that is available from suppliers".

2.3.4.3.5.1   Membership patterns

In 1994 the membership figures for Natal were given as 391 795, of which 245 722 were adults and 146 073 children (Provincial Library Service: building a nation of readers. [1994]:[5-6]).

2.3.4.3.5.2   Use patterns

In 1994 circulation figures revealed that 7 339 322 items had been circulated of which 6 934 081 were books, 223 492 magazines and 181 749 audio visual (Provincial Library Service: building a nation of readers. [1994]:[5-6]).

2.3.4.3.6   Collection building

During the 1993/4 financial year orders for books to the value of R2 500 000 were placed (Slater 1994a:15). The total bookstock is 2 112 483 (Provincial Library Service: building a nation of readers. [1994]:[5-6]).

The Serials department of NPLS handled 3 952 subscriptions to periodicals for public libraries as well as technical journals for departmental libraries. The management of subscriptions is computerised. This section also ordered and distributed copies of the

Government Gazette and legal amendments to Ordinances and Statutes to offices in the Natal Provincial Administration.

The central reference collection comprised 150 000 volumes. These books were available free of charge by special or subject request to any borrower in the province through their public library. The Central Reference Library also acted as a clearing house for inter library loans in cases where the required material was not available in the NPLS system. The cost of interlibrary loans was borne by the province. Block loans on a specific subject could be obtained for promotion and display purposes (Slater 1994a:15).

2.3.4.3.7   Provision of study facilities

In 1990 service to 88 school library service points was terminated as a result of budget constraints following a function evaluation (NPLS 1990:18,25).

School textbooks and dictionaries available for loan were provided in libraries in black areas as well as in larger "multiracial public libraries" early in 1994 (Slater 1994a:13) and NPLS had a co-operative project with Technikon RSA (Republic of South Africa) for the block loans of study material.

2.3.4.3.7.1   Co-operation with KwaZulu in school library provision

The aim of the service provided to KwaZulu schools was to inform, educate and to develop a love of reading books and reading skills. A librarian for the KwaZulu Primary School project was appointed in 1992. She visited schools and advised teachers on the use of books, runs training programmes for schools being included for the first time in the project and monitors feedback about procedures and bookstock (Gray *et al* 1994:7). A wide range of public library material in English, Zulu and Afrikaans had been chosen by the Book Selection unit together with a KwaZulu subject adviser and a school inspector. Each classroom received about 150 books in a brightly coloured portable, lockable box.

Annual packages to update were selected from titles at book selection meetings (Slater 1994a:15).

2.3.4.3.8   Provision of audio visual services

Since the 1970s NPLS had provided audio visual material. Libraries had been stocked with collections of music on compact disk, audio cassette and with video cassettes since the late 1980s. To ensure that each community had the opportunity to borrow stock small collections of audio visual material were moved from library to library. Titles could be requested from a central collection in NPLS headquarters (Slater 1994a:15).

Annual purchases for audio visual material amounted to 6 497 items with a budget of R485 000 in 1994. The total stock was 66 133 items (Provincial Library Service: building a nation of readers. [1994]:[5-6]).

A strong case for the continued provision of audio visual material (and fiction) was made by Gallagher and Banach (1992) in 1992 in the face of threatened budget rationalisation. This stand was further supported by a recent policy decision of NPLS to purchase audio visual equipment as an important component of the furniture allocation for libraries serving predominantly black communities: "this has been in response to the expressed need by these communities to be able to provide a strong audiovisual component to their service" (Gray *et al* 1994:7).

2.3.4.3.9   Provision of Community Information Services

Accounts of visits to the Orange Free State Provincial Library Service reported that one objective was to see the Community Information Service offered by affiliated libraries. The items reported as interesting, however, suggest a local rather than a community information service, for instance, a list of hobbies and talents and the specialities of local

dressmakers (Van der Riet, McKay and Dickerson 1990:12; A visit to the Free State. 1993:14,17).

2.3.4.3.10 Library promotion

NPLS published the in-house journal *Artes Natales* which, since September 1991, has appeared six times a year. Prior to that it was issued monthly (Croeser 1991:4). In 1995 the title of this journal was changed to *KWAZNAPLIS*, an acronym for KwaZulu Natal Provincial Library Service (Hart 1995:2).

2.3.4.4 The future of the provincial library service in Natal

In terms of the policy adopted in June 1993, approximately R46 000 000 would be spent in the following five years on standard library buildings, furniture and equipment in predominantly black areas to "redress past imbalances". Gray *et al* reported in 1994 that libraries had been completed at Nondweni, Shayamoya and Sibongile. Large libraries of 1300 square metres were being built at Clermont, Edendale/Georgetown, Inanda Ohlanga, Kwadabeka and Groutville. Planning had begun for libraries at Steadville, Bethanie and Charlestown. The book budget had doubled "to ensure that relevant materials" were acquired by NPLS to stock these libraries. In terms of the new policy, communities which were able to provide some sort of accommodation could qualify for the provision of standard furniture and library material. Funds were being channelled to "developing communities" and service was made available on a priority basis (Gray *et al* 1994:5-6).

Gray *et al* (1994:7) stressed that one of the more important issues to emerge at that time was the necessity for community consultation with communities in which libraries are to

be established:

> Every effort is made to include all interested parties in this process. This begins at the earliest stage of planning for a new library, and continues throughout the project. Despite the increasing demands that this has made on NPLS staff, it is considered to be vital in ensuring community acceptance of and subsequent involvement in the library.

Naidoo, MEC for libraries, took over from Omar in 1993 (New MEC for Library Services. 1993:4). Omar had become an enthusiastic supporter of library development and his library building programmes and new policy as a form of redress (see above) were part of his endeavour to "librarise" Natal (Omar 1993a).

2.3.5 Cape Provincial Library Service (CPLS)

The mission of the CPLS closely resembled the 1992 mission of the four provinces (see section 2.3.1.4): "The Provincial Library Service strives to improve the quality of life of all inhabitants of the province by enabling library authorities to render library services to the whole community" (CPLS 1993:2). The Director, Van der Merwe (1994a:10) argued that the CPLS, together with library authorities, provided the most comprehensive public library service in South Africa.

The precursors to the CPLS were the Provincial Library Advisory Committee [Provinsiale Adviserende Biblioteekkomitee] and the Organisation of Book Distributors [Vereniging vir Boekverpreiders], both founded in 1939. Books were purchased and dispatched in wooden boxes containing about 50 books each to "libraries". During 1945 when the Cape Provincial Library Service was founded more than 100 libraries received books in this way. At the end of 1945 the decision was that library services in the Cape should be free and the Provincial Administration took over the Union of Book Distributors. Ordinance 10 of 1949 made provision for free public libraries in the Cape. Van der Merwe commented that this Ordinance failed to specify that the public library should be a local institution

created by local initiative, hence Ordinance 4 of 1955 followed. The latter ordinance established that a free public library service was the joint responsibility of the local authority and the province (Van der Merwe 1994a:10) and regulations were promulgated to establish a free provincial library service (Swiegelaar 1992:7).

Although the CPLS was the second provincial library service in South Africa it failed to make headway for its first decade mainly because the Cape Provincial Administration was expected to carry the sole responsibility for financing local libraries (Gertz 1993:14-15). In the Transvaal Borland had devised and implemented a system for the TPLS involving co-operation between the local authority and the Provincial Administration. This model had been followed in the Orange Free State and introduced in Natal by Friis, the then Deputy Director and Head. The Provincial Secretary of the Cape Provincial Administration had come from the Orange Free State Provincial Administration and he initiated revision of the ordinance to bring it into line with practice in the other three provinces (Gertz 1993:15).

Gertz observed that several factors: the new ordinance; Friis as head, and a large funding increase precipitated a period of intensive growth in provincial library development. Early in 1958, 18 regions had been established and stocked to serve the newly affiliated, former subscription libraries. From 43 public libraries and 126 depots in three regions in 1955 the service grew to 207 public libraries and 385 depots in 18 regions by 1963. In 1957 the journal, *Cape Librarian,* was launched. Audio visual material was also being introduced into these public libraries for the first time (Gertz 1991a:2).

In October 1981, after 26 years, a further Library Ordinance, 16 of 1981, stipulated that all libraries in the Cape should be open to all its peoples, while free borrowing facilities would be made available to the inhabitants of a particular area (Van der Merwe 1994a:10). Service to those previously unserved became a high priority. Annually ten new services were established and these complied with established standards. In 1994, 25 libraries were being built, most of which had received a 100% provincial subsidy. Since the implementation of the subsidy project in 1972, R38 700 900 had been spent (Van der

Merwe 1994a:10). As an interim measure and because of the backlog in services, the CPLS was prepared to situate libraries in available but non-standard accommodation (Van der Merwe 1994a:10). An example of such a library was to be found in Khayelitsha where in May 1990 part of a community centre building in Town 1 was converted to a library at a cost of R303 891 (Lawrence 1991:9).

As a result of investigation which had begun in 1989, at the end of 1991, the status of the CPLS within the former Cape Provincial Administration was upgraded from Subdirectorate to a Directorate. This upgrading brought several benefits: two posts were created at management level (Director, Assistant Director), an extra post at senior administrative official level and others in the orders section at headquarters, and a 24th region was created with Milnerton becoming the fifth region within the Peninsula area (Biblioteekdiens nou Direktoraat 1992:2; 'n Nuwe diensstaat 1992:26-27).

Meiring (1994:10) reported that 25 building projects totalling about R17 000 000 were in progress in May 1994. One of these was a third library for Khayelitsha. CPLS had a network of 24 regional libraries which served 472 affiliated public libraries. These libraries, in turn served 305 branch libraries. In total including hospitals, old age homes and prisons 777 service points were provided for (Provincial Library Service: building a nation of readers. [1994]:[5]). Sixty two prison depots with educational programmes were served (Vosloo 1993c:13).

In rural areas rationalisation introduced because of economic factors, had led to smaller libraries being linked to larger libraries as branches. An example was Vredenburg Public Library which had Louwville, Diazville, Saldanha and St Helena Bay as branches. This meant cooperative efforts were made to serve various types of communities (Vosloo 1993a:13).

2.3.5.1   **Organisational structure**

The CPLS comprised, until the recent restructuring, the Central Organisation, which included Auxiliary Services, and the Regional Organisation made up of Country Regions and Western Cape. Country Regions were Central, Eastern and Northern Cape while Western Cape comprised Peninsula and Boland as well as Information and Planning (CPLS 1990:[i];1993:[i]). The Province was divided into 24 regions each with its own central organisational structure (Van der Merwe 1994a:10).

In 1993 the CPLS served four departmental libraries including the Roads Technical Library (CPLS 1993:31-2).

In the Cape the Administrator appointed a Library Advisory Board which advised him about library matters. This Board fulfilled an important monitoring function and made a valuable contribution regarding the provision of a free service as well as with the implementation of a subsidy scheme for the establishing of library facilities in disadvantaged communities (Van der Merwe 1994a:11). Van der Merwe (1994b:14) attributed a very positive role to the Board : "The board has over the years unobtrusively established itself as a watchdog over public library affairs and presently performs an essential moderating function". He cited the implementation of a subsidy scheme for local authorities in 1972 and the CPLS stand on user fees as instances of the Board's positive influence. The eight members of the Board represented in 1994, the Regional Services Council, SAILIS, University of Western Cape, the Municipal Association, LIWO, the Northern Cape and two nominated members. Nominations to fill a vacancy in August 1994 were invited from librarians through the *Cape Librarian*. Candidates were required to be domiciled in the Western Cape and fully conversant with community projects (Van der Merwe 1994b:14).

2.3.5.2   Regional boundaries

The regional boundaries at the time of the study were those of the former Cape Province, that is excluding Bophuthatswana, Ciskei and Transkei. The CPLS, however, continued to provide services in these former "independent" and "self-governing" states although to a dwindling membership (CPLS 1991:15; Lor 1992c:225-226).

Van der Merwe (1994a:11) has argued that the geographic situation of the Cape had a definite influence on service to the public libraries. He pointed out that serving a population of 5 500 000 that is spread out over an area of 644 000 square kilometres exhausted the available resources more than in the case of the other provincial library services, particularly with reference to travel, accommodation costs and travel time. In support of this argument Van der Merwe gave the sizes of the former provinces as proportions of the country: Cape 57.1%; Transvaal 23.6%; Free State 11.2% and Natal 8.1%.

2.3.5.3   Functions

2.3.5.3.1   Managing the budget

The public library services of the cities of Cape Town, East London and Port Elizabeth as independent libraries received an annual grant from the province towards the purchase and processing of materials. In the past year these subsidies, for example, amounted to R4 000 000 for Cape Town, R992 000 for East London and R 1 652 000 for Port Elizabeth (Van der Merwe 1994a:11). The budget in 1994 for materials for the CPLS was R22 292 850 (Public libraries in South Africa: an overview. 1994:9).

2.3.5.3.2   Attitude to user fees

Since its inception the CPLS, in line with the principles of the free flow of information and access to information, had been a strong proponent of a free public library service.

Over the years there had been attempts to change this. Since 1990 there had been pressure to amend the ordinance to allow for the paying of user fees by the inhabitant of local authority areas. The negative impact of such measures, however, had been revealed as the result of comprehensive research undertaken by the CPLS (Cape Provincial Administration. Directorate Library Services 1992). As a result of this research the Administration of the Cape resolved in August 1993 not to change the ordinance as requested by the Municipal Association of the Cape. Thus the principle of free borrowing rights for municipal residents was affirmed (Van der Merwe 1994a:11).

2.3.5.3.3   Staffing

CPLS staff in 1994 numbered 262 with a further 1 685 in the affiliated public libraries (Public libraries in South Africa: an overview. 1994:9).

2.3.5.3.3.1   Staff development

The provision of subject related information to the public librarians of affiliated libraries was one of the prime functions of the CPLS. Much of this was provided during visits by the regional and senior CPLS staff, as well as during in-service training, training courses and continuing education sessions. Annually approximately 15 courses were offered. At these courses practical, actual and simulated situations were dealt with. The CPLS also produced guides and procedure manuals (Van der Merwe 1994a:10). In 1994 it was reported that 303 persons had attended such courses (Provincial Library Service: building a nation of readers. [1994]:[5-6]). Systematic training of CPLS's own staff was a priority (CPLS 1993:18).

2.3.5.3.4   Computerisation

Since 1991 the CPLS had made progress with the computerisation of the public library service and by mid 1994 implementation was to be complete. Early in 1994 various public

libraries were computerised and a further 15 had applied for approval for computerisation. The greatest value of computerisation was seen to be in respect of stock provision. For the first time public libraries could participate in selecting materials to suit their specific requirements (Van der Merwe 1994a:11). Participation was, however, limited as the discussion below indicates.

It was reported in September 1992 that a presentation on CPALS had been given to two other provincial library services, Natal and Transvaal (CPALS introduced to other institutions. 1992:44). The CPLS used Unidata's PALS system which worked on a United Information Systems (UNISYS) 1100 mainframe computer in Cape Town. The CPLS and its regional offices formed a Local Area Network (LAN) with an electronic mail (e-mail) facility (Steenkamp 1991:8). The PALS system had been designed to suit the needs of a consortium of university libraries whose method of selection had been completely different from that of a large public library service like CPLS (De Beer 1992:17). PALS was a Library of Congress Machine Readable Cataloguing (LCMARC) system which had to be adapted to South African Machine Readable Cataloguing (SAMARC). CPLS holdings could be submitted on tape to SABINET (Jakobsen 1993:25). Affiliated public libraries were encouraged by CPLS to become on-line users of CPALS (Clarke 1993:20). For local authorities the benefits of CPALS were the provision of terminals, the creation of an infrastructure such as a LAN and Disk Operating System (DOS) facility and the means of communicating with the central computer services. Payment was made to the central service for the use of the mainframe (Steenkamp 1993:23). CPALS offered a support centre in the form of a Help Desk (De Villiers 1993b:9-11).

Lund identified areas of library operation that could benefit from computerisation. In most cases the same hardware required to run the CPALS system could be used for these functions, provided suitable software programmes were purchased. CPALS could be used by public libraries for community information files, staff files and user profiles. Any graphics programme which provided a large variety of letters, figures and textured backgrounds could be used for making posters, notices, labels, shelf signs, bibliographies

and newsletters. A diary scheduler could be used for bookings for the activities room, staff shifts and leave bookings and community events. The library could be linked to on-line facilities such as Dialog. Through the acquisition of the appropriate software, a personal computer, a printer and a modem public libraries could use CPALS to cut down on an enormous amount of manual and repetitive work thereby saving staff time (Lund 1994:54-55).

In January 1993 a CPALS user group was formed. It comprised the Tokai Public Library and other member institutions, including CPLS staff and libraries intending to join CPALS (CPALS user group. 1993:9).

CPALS enabled the Book Selection section to do a thorough analysis of individual library's holdings, thereby identifying stock deficiencies and effectively building up the collection (Steenkamp 1991:7). The Selections On-line Public Access Catalogue (OPAC) contained records of books under review or already reviewed. Basic bibliographic information, a review, extracts from published reviews when available, information on likely audience, and fiction categories if appropriate, were provided (Steenkamp 1991:7). Public librarians could input into the selection process in response to this data either on-line by e-mail if they had joined CPALS, or through the regional library (Clarke 1993:20). Gertz saw the CPALS system as having the potential to achieve her "greatest library dream", and overcome her major criticism of the CPLS, that was, that it had remained supplier oriented for so long. CPALS would do this by enabling the complete devolution of selection to "the lowest level of a local community, yet keeping all the advantages of networked resources". She saw communities determining their needs and feeding these into CPALS for "amalgamation and ordering" (Gertz 1993:16). De Villiers (1993a:25) endorsed the possibilities for participative selection and a user-oriented stock.

De Beer (1992) referred to the problems and obstacles inherent in the provincial system identified by Gertz (1981) which were still experienced in 1992. She evaluated the potential of CPALS to address these problems such as a supplier-oriented approach,

organisational barriers between those responsible for the selection of materials and the public librarians and public they served, and that the needs of individual libraries were often lost in the generalised needs of the region as a whole. De Beer argued that insufficient use was made of the experienced, qualified public librarians who were "more attuned to the needs of the public than the selectors" were (De Beer 1992:16). This problem was compounded by the

> very real problems of time and distance in a library service
> where public libraries and regional libraries can be up to
> 1 000 kilometres away from Cape Town where the decisions
> are made (De Beer 1992:17).

Added to this was the need to accommodate a "whole new spectrum of library needs of people previously deprived of library services" (De Beer 1992:17).

Like Gertz, De Beer (1992:18) saw CPALS as a vehicle for giving experienced, qualified librarians a direct say in the purchase of books. She points out, however, that the majority of libraries served by CPLS were smaller ones in rural areas staffed by unqualified librarians and that it was unlikely that many of them would join CPALS. These libraries would continue to rely on the regional libraries to channel their needs.

2.3.5.3.5 Research

The main purpose of the CPLS's Research and Library Planning Unit was to conduct and co-ordinate research projects as identified by top management. In 1992 the investigation of user fees in public libraries had received top priority. Research had also been done into the time saved during issuing and returning library materials with the PALS system using data from Tokai Public Library, the first public library in the Cape to go on-line on CPALS. For 1993 an important project was the compilation of a community profile for every library in the service. Statistical data supplied by the regions on a quarterly basis was used to acquire information for management about reading patterns (Carstens 1993:20).

Research into user needs was carried out by the CPLS's research unit or by private bodies for the CPLS. A 1993 project dealt with library and reading needs of the township communities of Langa, Guguletu and Khayelitsha in the Cape Peninsula (Omotoso 1993).

Although public libraries were active in various literacy projects the CPLS had resolved to take a proactive approach in the form of various pilot projects in which the CPLS bore the costs and monitored development (Van der Merwe 1994a:11).

2.3.5.3.5.1   Membership patterns

Of the population of the former Cape Province of 5 515 965, 24,6 % were active members, that is those who borrowed at least two books a month. Membership was 1 349 354 (Public libraries in South Africa: an overview. 1994:9).

2.3.5.3.5.2   Use patterns

The active membership in CPLS, as defined above, comprised 955 000 people. Over the past year 21 000 000 books had been issued plus 1 000 000 other items such as newspapers and audio visual material. In 1994 Van der Merwe identified a positive trend in public library use over the last few years. In 1990 the annual total for library issues rose by 7.2% over the 1989 issues and in 1991 by 8.1% (Van der Merwe 1994a:10-11).

In the Cape in 1991 62% of the books issued were in Afrikaans (Pretorius 1992:6). Wehmeyer (1993:35) reported in 1993 that Afrikaans fiction had proved the category with the highest circulation overall, and in 20 of 24 regions. At 65 public libraries borrowers took out an average of 40 books each during the year. A temporary drop in 1993 was attributed to computerisation and the disruption caused by barcoding the books but this had balanced out by the end of the year (Van der Merwe 1994a:10-11).

In May 1992 Wehmeyer (1992:26) reported a considerable increase in circulation in various libraries, particularly the Afrikaans speaking rural areas. He ascribed this primarily to the scrapping of the Separate Amenities Act, pointing out that in 1990 in 27.8% of the affiliated libraries there had been an increase in circulation of at least 10%. In 1991, in 36.2% of libraries there had been at least a 10% increase. In 12.3% of the affiliated libraries there had been at least a 30% increase, and 15 libraries had had an increase of more than 100%. Hanover had had a 344% increase, de Rust 267% and St Helena Bay 265%. The numbers of books per member had risen by 20% and more. At 66 libraries more than 40 books per member had been circulated (Wehmeyer 1992:26).

Pretorius (1992:6) reported in 1992 that 10 000 more people were using libraries in the former Eastern Cape and Transvaal. In some areas membership had increased by 150 %. This "reading boom" was ascribed to the opening of public libraries to all races in 1990 with the scrapping of the Separate Amenities Act (Reading boom as Cape libraries are open to all races. 1993:8). Wehmeyer reported an increase in membership of 6.9% in 1992 as opposed to a 2.4% increase the previous year. Membership for children increased by 7.8%. The number of books borrowed per member dropped from 1991 to 1992. Wehmeyer argued that the increase in membership could well have been higher if user fees had not been levied by some local authorities. He also pointed out that many libraries had been closed for short periods in the second half of the year for the bar coding project (Wehmeyer 1993:34).

Over the previous year every registered user had borrowed about 24,5 items of library material. Van der Merwe regarded this figure as very satisfactory in view of the "heterogenous nature" of the community served. Further the in-house use of books in the library had not been added. This type of use was considerable especially in "developing" communities (Van der Merwe 1994a:11).

With regard to in-house use in the Khayelitsha library in 1991 it was reported, for example, that no books had left the library mainly due to the fact that three quarters of the

population lived "in total Third World conditions viz. informal houses on basic service sites". No street names, house numbers or postal service existed. Outreach activities for adults included a story hour for pensioners in the hall adjoining the library on mornings when pension payouts were made and a soup kitchen during winter months (Lawrence 1991:9). Harris (1993), Chief Librarian in the eastern Cape, discussed responses to the problems associated with service to street-children, lodgers and shack-dwellers who could use library facilities in-house but were barred from borrowing. The article suggested that virtually all of these problems could be attributed to an absence of contactable addresses. One implication was that service could be provided to a considerably wider community if the issues could be addressed creatively.

Lawrence and Gertz (1993:17) described extension activities at Khayelitsha Public Library "where outreach efforts are aimed mainly at the borrower of tomorrow", that is the young. Lawrence suggested that there were no easy solutions to the problems of providing library services to people in informal settlements but that the upgrading of these settlements would be a step in the right direction:

> Until then, each individual community library will have to do whatever comes to hand. Small as we are we have made a positive contribution to this community (Lawrence and Gertz 1993:18).

The Crossroads Public Library was an example of service to a formerly very disadvantaged community. Crossroads was described by Caroline (1993:2) as "one of the oldest and best known squatter communities, not only in South Africa, but also abroad". Established in 1975, it was recognised as a township in 1979 when water and sewage facilities were provided. Meetings between the Crossroads Town Council and the CPLS commenced in 1989. In spite of violence in the area building plans went ahead and a provincial subsidy of R750 000 was granted towards the construction of a library building of 480 square metres at a cost of R867 000. In March 1991 a decision was taken to go ahead with the project and the library opened in January 1992 (Caroline 1993:2).

Adult literacy classes had been scheduled to start in January 1993 (Caroline 1993:2). Damonse (1993:50) reported that as the project expanded the library hall became overburdened and negotiations were under way in 1993 to accommodate additional classes at local schools. At Crossroads 80% of the community had been unable to read and write and this Damonse (1993:51) reported made the library "inaccessible and meaningless" to the majority.

A method of "getting books to people 'with no strings attached'" was described by Lawrence and Gertz (1993:18-19). In 1992 the management of CPLS decided to widen the distribution of discarded books by giving these to adults and children who could not borrow from a library because they lacked a proper address. Regional librarians could be approached to arrange for the selection of formally discarded books.

Another initiative which commenced with the using of discarded books was the farm depot project of the Ceres Rural Foundation (Vosloo 1993b:40-41). This was one of several areas in which the Rural Foundation has library projects. The Rural Foundation had been established in 1982 with the aim of improving the quality of life of people in rural areas. Many farm workers had four to five years of schooling only and it was argued that the capacity to read and write should be nurtured. The first library depot was established in 1985 in the Grabouw area, with Stellenbosch as the headquarters of the Rural Foundation (Du Plessis and Vosloo 1992:6).

In 1992 the CPLS provided a service to two depots in the Central Cape, Langkloof and Beaufort-West. Contact with the Rural Foundation had commenced in 1989 with the loaning of videos to a community developer in Langkloof. When a regional office was created in Oudtshoorn a request was made for a book service which was met in 1990 (Du Plessis and Vosloo 1992:6). The Langkloof depot served 15 farms and 967 farm workers (Du Plessis and Vosloo 1992:6; Pretorius 1992:6-7).

The Ceres depots, in the Berg-en-Dal region, were opened officially in March 1991 and by 1992 involved 190 farms (Du Plessis and Vosloo 1992:7; Vosloo 1993b:40-41). There were 27 depots in September 1993. Each farm had to sign an affiliation form undertaking to provide a suitable building for the housing of the library materials and to pay for losses or damage. Usually the depot was combined with a pre-primary or aftercare centre. The farm Esperanto offered a good example of this combination. The children's productions were used for displays. A main depot supplied support and guidance in problem solving (Vosloo 1993b:40-41).

In Prince Alfred Hamlet, also in Berg-en-Dal region, the Rural Foundation was situated in the Potato Co-operative Building. The intention was to make this a head depot from which to serve surrounding farms. A short training course had been carried out by CPLS for prospective librarians. Depots were staffed by farm workers. In February 1992, 24 farms had enrolled for the project and there were 450 members (Du Plessis and Vosloo 1992:8).

In the depots generally administrative procedures were kept to a minimum. Workers did not register as borrowers and statistical records were not kept (Du Plessis and Vosloo 1992:6).

2.3.5.3.6   Collection building

The CPLS provided a wide range of library material on loan to public libraries. Books, magazines, newspapers, laser printers, cassettes, art prints, subject literature of various sorts as well as promotional material were made available.

As the provision of informational material had high priority large numbers of reference and study materials, including texts for scholars and material for literacy promotion were provided.

There was a critical shortage of materials in the black languages. As a result the CPLS had worked since 1992 with publishers to promote publication in black languages. As a result in 1993, 35 000 children's books in Xhosa were purchased and would be made available to libraries in 1994. In 1994 this project was extended to children's books in Tswana (Van der Merwe 1994a:10).

The bookstock numbered 9 021 166 items in 1994 (Public libraries in South Africa: an overview. 1994:9). Annual purchases of books amounted to 580 000 items (Provincial Library Service: building a nation of readers. [1994]:[5-6]).

2.3.5.3.7   Provision of study facilities

Savage (1992:16), Librarian at the King William's Town Public Library, identified problems with regard to study requirements:

> Heavy demands made on the resources of the public library for specific information to complement and support the formal education system and informal education, have intensified over the years. This situation has been brought about mainly as a result of the low priority accorded libraries within the black education system. The provision of library services is mostly inadequate or completely lacking at primary and secondary school levels. Where they exist they are deficient in many ways - school libraries are unable to support the varied subjects of the curricula, have restricted access thus curtailing freedom of students to use the service when the need arises, and lack of adequate staffing. Generally university libraries are inadequately funded and cannot always satisfy the demand of a growing student population. Furthermore, the teaching of library skills to scholars and students has not received the attention it deserves.

In Khayelitsha in the Western Cape, for example, there were 26 schools (four of which were high schools) in 1991 and no libraries had been provided by the education authorities (Lawrence 1991:9).

The *Library and Information Services: report* (NEPI 1992:25) noted a shift of attention to direct public library support of formal education: "there has been a discernible shift in many public libraries regarding the provision of study texts and study collections linked to students' curricular and learning needs". There was a new tendency to take a community's students into account when planning libraries (Wehmeyer and Carstens 1992:18).

When the Executive Committee decided in 1988 to give higher priority to the accelerated development of public library services in "developing" communities, the CPLS management decided to expand its contribution by addressing the study needs of scholars. This lead to a massive acquisition of study-directed material for primary and secondary school requirements (De Roubaix 1993a:16).

Information on the location of Department of Education and Training (DET) secondary schools was analysed so that study collections could be provided to these communities first (Gertz in Nepi 1992:26). To address a perceived need for textbooks, large numbers of high school texts were provided as well as study guides (De Roubaix 1993a:16). All the matriculation students who had studied at the Khayelitsha Library during 1992 had passed their examination, many with exemption (Lawrence and Gertz 1993:17). Lawrence argued that the establishment of school libraries that were properly run would remove some of the pressure on public libraries.

At Crossroads a separate study area and activities hall with adequate seating had been provided. Staff had put aside the first two months of every year for orientation at local schools (Caroline 1993:2). Scholars in Crossroads who used the library reported praiseworthy results (De Roubaix 1993a:17).

Technikon RSA supplied texts required for its courses directly to certain libraries on a block loan system for twelve months. In 1992 in the Cape 42 public libraries had these block loans (Harris 1992:11; De Roubaix 1993a:16-17).

Ten study collections for students at post-secondary educational institutions were being located in communities identified as having concentrations of such students. One, for example was placed in King William's Town. This library had organised a courier service with UNISA (Savage 1992:16,18).

After research done by the regional libraries in 1992 a decision was taken to increase the number of ten tertiary study collections to 41 (De Roubaix 1993a:17). In 1992 40 such collections had been distributed (Gertz in Nepi 1992:26).

Most libraries choose to keep these collections in house so as to make them available to a greater number of students. This has necessitated longer opening hours for some libraries. After representations from public librarians CPLS decided at a planning seminar in March 1993 to make more than one copy of basic reference works such a dictionaries available to certain libraries. This would relieve the pressure on the library for such material and to allow for overnight loans (De Roubaix 1993a:17).

The following articles appeared in *Cape Librarian* and hence can be seen as forming part of the CPLS discourse on educational provision. A paper by Glennie (1993:9-11), focused on distance education for a democratic South Africa, argued for the support of library services in providing "learning opportunities to the people who have so long been deprived of them". Bothman (1993:12-15) gave practical guidelines on the need for, and mechanics of, support for students based on her experiences at Belhar. Mzimande (1993:13-14) described the role of the Independent Teacher Enrichment Centre (ITEC) in the former Border/Ciskei. ITEC uses Mobile Resource Units in the East london/Komga rural area, in Duncan Village and Mdantsane. Mzimande whose organisation works closely with Read Educate and Develop (READ), Teacher Opportunity Programmes (TOPS), Community Education Computer Society (CECS) and the Science Education Project (SEP) has stated that NGOs were exploring ways of forging links with the formal LIS sector so that "we may learn from each other and in the process enhance each other's capacity to deliver in our line of work" (Mzimande 1993:15).

2.3.5.3.8   Provision of audio visual services

Audio visual material and equipment had been provided as standard equipment since 1958. Preference was given to the provision of video and television equipment to "developing" communities (Van der Merwe 1994a:10). Annual purchases of audio visual materials in 1994 amounted to 12 000 items (Provincial Library Service: building a nation of readers. [1994]:[5-6]).

In 1991 Gertz (1991a:5) anticipated an increasing use of video for information and instruction for the provision of survival information to those who lack functional literacy:

> If the material they require is not available on video we plan
> to enter the production area and have the videos made, the
> technology is there for doing so at very reasonable costs, and
> many language versions are no problem.

Gertz (1991b:7) made a strong case for the role of audio visual material as vital in "creating the resources, climate and facilities to enable people in the community at whatever level to find the information they need to grow". She cautioned librarians and library educators who continue to distance themselves from these technologies as "innovative and experimental" when society "has embraced these formats as vital and desirable elements of modern life". She drew attention to the negative advent of charges for audio visual materials which, in the CPLS, had been regarded as standard library facilities (Gertz 1991a:2;1991b:7).

2.3.5.3.9   Provision of Community Information Services

In 1992 in an article on reference service strategies, Charlene Malan (1992a:4-5) quoted Aitchison's 1991 article, referring to her comments on the suitability of the public library as a vehicle for the delivery of a CIS service. In a second article in the series, Charlene

Malan (1992b:4) made an appropriate distinction between general and community information.

At the Cape's Information for All National Symposium following Lubbe's paper delegates recommended that:

> the development of dynamic community information services
> is the only way in which the public library can take its
> rightful place as an essential strategic institution in
> communities, thereby making a specific contribution to the
> improvement of the quality of life (Lubbe 1994a:45).

The response of the CPLS to Lubbe's paper on CIS in the OFS (Lubbe 1994a:45) was to appoint a committee to visit public libraries in the Orange Free State with established CISs to investigate thoroughly all practical aspects of rendering such services. The committee would report back on an implementation plan for the establishment of a structured CIS in affiliated public libraries in the Cape Province.

2.3.5.3.10   Library promotion

The CPLS regarded itself as a pioneer in the field of marketing. Promotional material was used annually during National Library Week in libraries beyond the boundaries of the Cape. Posters, brochures, bibliographies, stickers, T-shirts, carry bags, colouring in sheets and educational games were provided.

Campaigns were targeted broadly at communities which had not used public libraries before to enable better understanding of existing services. Opinion-makers and authorities were also included. Most of this material was published in four languages, namely Afrikaans, English, Tswana, and Xhosa. Annual programmes and projects were planned in response to thorough research and input from a wide spectrum of public librarians. The CPLS also published the monthly in-house journal *Cape Librarian* (Van der Merwe 1994a:10-11). The latter was received by 40 libraries in 19 countries in Africa alone

(CPLS 1991:14) and was invited to exhibit at the Weekly Mail and Guardian Book Week in August/September 1993, at the Writer's World stall where a limited number of literary magazines were invited to exhibit (Cape Librarian at Book Week. 1993:6).

Part of the 1993 promotion "Build a nation of readers" included the production of a comic book aimed at young adults, *Haita*, a colloquial greeting from the Cape Flats. The book explained the uses of the library in story form (De Beer 1993:40-41). The CPLS has also experimented with user interest arrangement (Steenkamp 1990:5-6).

2.3.5.4   The future of the provincial library service in the Cape

The CPLS had yet to address the backlog in provision to all communities, it had, however, implemented a plan of action and was tackling the backlog. Van der Merwe (1994a:11) regarded the CPLS as a strong organisation with a good infrastructure and other advantages such as the free provision of library services, the large stock and appropriate staff. In support of the above objectives a strategic planning exercise had been commenced in 1992. This included in-depth assessment of the relevance of the current mission, objectives and functions. These would be tested against the changing demands of the times, taking into account the effects of computerisation and strong input from staff at grassroots levels. In 1993 management held a series of planning meetings at which objectives were stated, categorised and prioritised, and an action plan finalised (CPLS 1993:7).

Van der Merwe reported in April 1993 that the Cape had commenced restructuring so as to be ready for regional government (Provincial Library Services. Committee of Heads. 1993:9). In terms of these changes the former Cape consists of Western Cape, Eastern Cape and Northern Cape (Comparative library statistics of South Africa. 1995:[1]). In addition a regional library and seven public libraries were handed over to North-West (Van der Merwe 1995:10). The Provincial Library Service of the Western Cape would continue to provide for the Northern and Eastern Cape services on an agency basis for the

foreseeable future. Functions would include purchasing and processing materials and providing publications such as *Cape Librarian* and other promotional material. Other functions such as information, research and administrative services would be supplied by each individual library service. It had already been decided that a special committee of Western Cape, Eastern and Northern Cape Provincial Library Services should be created to promote co-operation (Van der Merwe 1995:12).

2.3.6 Summary

This overview of the four former provincial library services identifies their commonalities and differences. The two former full directorates, in the Transvaal and the Cape, have experienced radical restructuring in terms of their provincial boundaries and this has presented them with particular problems and challenges. In Natal, the addition to its regional boundaries of former KwaZulu has meant that, in a region in which library membership had reached 25% of the population, it had become 5.6% with a backlog of 500 libraries (CEPD 1994a:Appendix A, Table 3). KwaZulu Natal is the only former province to have no research unit. This is a particular disadvantage at this time of change and scarce resources. The Orange Free State, renamed the Free State, has been largely unaffected as a geographic entity and has other particular advantages, such as its well developed agency service to Department of Education and Culture schools, and its ready access to the Director General. The study suggests other commonalities and differences based on the material generated by the survey.

CHAPTER THREE

RESEARCH METHODOLOGY USED IN THE STUDY

The distinctive nature of the social sciences as a research domain poses great challenges to the methodological ingenuity of the researcher: "The fact that human beings are being investigated in the social sciences creates problems not encountered in the physical sciences" (Mouton and Marais 1990:75). This library and information study is clearly placed within the discipline of the social sciences. As with other social science research, more than one type of methodology was used in the study.

The primary methodology was the survey. Literature surveys in library and information work as well as in related literatures of political studies, sociology and psychology were undertaken and the search strategy is described in section 3.3. A literature review, including a content analysis of newspaper coverage, was used to establish the socio-political circumstances of the period and responses from the public library domain to the events of the period were identified. The overview of the provincial library services, the interpretation of the results and the conclusions drew on the literature review. In some instances when clarity was sought on a point not covered in the literature or the survey, personal communication with the staff of one of the provincial library services, particularly the Natal Provincial Library Service was used to provide an example, for instance, of the number of black professional staff employed. The case in point was not necessarily representative of all the provinces but provided a guide.

The primary methodology, the survey, is discussed with reference to choice of methodology and the subjects, instruments, design and procedure used in the study.

3.1   Choice of methodology

To survey is to "look at or see over or beyond, or in other words to observe" (Powell 1991:53). Survey research is a strategy in which one collects data from all or part of a

population to assess the relative incidence, distribution, and interrelations of naturally occurring variables (Powell 1991:47). A key strength of survey research is that, if properly done, it allows one to generalise from a smaller group to a larger group from which the subgroup has been selected (Powell 1991:53). In this study the whole population was surveyed.

While survey research does not allow manipulation of the independent variable it is well-suited to studying geographically dispersed cases, as in this study. It is also considered appropriate for the study of personal factors and for the exploratory analysis of relationships (Powell 1991:84), both of which are features in this study.

The descriptive survey was used. Its basic purposes are usually to describe the characteristics of the population studied, estimate proportions in the population, make specific predictions, and test relationships (Powell 1991:56), and therefore this type of survey was considered appropriate to the study. While descriptive surveys cannot test causal relationships, they can test associational relationships (Powell 1991:56). Powell (1991:60) suggests that these associational or correlational relationships do not demonstrate causation. On the other hand correlation is necessary for causation so the evidence of a strong correlation between two variables would strengthen or build the case for causation. This suited the intention of this study which was to lay the groundwork, in the form of identifying categories, so that causal relationships could be assessed in future studies.

3.2   Scope of the study

The study was designed to include all four former provinces. The inclusion of all four provinces was seen as desirable for obtaining comparative data. The study concentrated on the public library and information function of the provincial library services. Material concerning their departmental library and museum functions was introduced where it had bearing on the main focus of the study. It was not the intention of the study to cover the departmental or museum function *per se*. The same situation applied to the school library provision, for example, in the OFS. While informing the study the

schools provision was not a primary focus. An in-depth study of the dual school/public provision of the OFS is desirable but beyond the parameters of this research.

The formally qualified staff were those staff who were fully fledged professional staff, thus eligible for promotion within the structure to its highest leadership positions. For this reason the staff without formal Library and Information Studies qualifications were excluded. The survey did not address the affiliated librarians on the basis that they were employees of the local authority rather than the provincial library services. Where necessary their views were used to enhance understanding of the context. Future research on both of these excluded groups is desirable.

The study concentrated on material published and semi-published from the period reflected in the title, the years 1990 to April 1994. In a few instances material that pre- or post-dated this period was cited because it was necessary for understanding aspects of the study. At the same time it was not considered appropriate to enlarge the scope of the period covered, as that chosen constituted a cohesive core in terms of the research problem.

3.3 Search strategy

The subject librarian for Information Studies, at the University of Natal Library, Pietermaritzburg assisted in devising a search strategy. Core foci for the topic were seen as research methods; socio-political and organisational change during the period stated; developments in public libraries in response to change, particularly in South Africa; the provincial library system, and perception.

Optimum coverage was achieved by a search of the NAVO (Navorsingsontwikkeling [Research development]) database on current and completed research in South Africa, followed by an Index to South African Literature on Library and Information Science (ISALLIS) search for access to materials on South African library and information studies in journals, monographs, research reports, conference proceedings, theses and dissertations, newspaper clippings and pamphlets.

The period for which the literature was searched was to be as close as possible to that identified in the title of the study. For the searches variations on the keywords PROVINCIAL LIBRARY SERVICES, PROVINCIAL LIBRARY SYSTEM, PROVINCIAL LIBRARIES AND AFFILIATED LIBRARIES and their Afrikaans equivalents were used. Variations of these were also used in combination with the keyword CHANGE.

A Institute for Contemporary History (INCH) search of selected South African newspapers provided in-depth coverage of local press reports. A range of newspapers in each province was targeted for searching. Relevant entries were scanned for appropriateness to the research problem.

The Union Catalogue of Theses and Dissertations (UCTD), the Index to South African Periodical Literature (ISAP) and *South African National Bibliography* (SANB) were searched on SABINET. *Library Literature* was searched on Compact Disk Read Only Memory (CD ROM) and *Library and Information Science Abstracts* (LISA) manually in the University of Natal Library, Pietermaritzburg. The latter search was particularly productive.

Regular scrutiny of *Current Contents: Social and Behaviourial Sciences*, the local Natal Contents of Library Science Journals and the Selection Dissemination of Information service provided by the Subject Librarian for Information Studies provided on-going coverage of the topic of the study.

Searches in the related literatures of organisational behaviour, perception, work motivation and South African politics and government were done in various databases such as *Psychological Literature* and *Social Science Index* on CDROM (at the University of Natal Durban), and on OPAC, University of Natal, Pietermaritzburg. Since 1993 the latter has reflected Legal Deposit and reference acquisitions of the Natal Society Library. The appropriate Subject Librarians at the University of Natal, Pietermaritzburg were consulted and they identified relevant material. This avenue and searches of *Social Science Index* and OPAC were very productive, enabling the

researcher to identify a selection of current readings.

The reference sections of the University of Natal Library, Pietermaritzburg, the Natal Provincial Library Services and the Legal Deposit collection of the Natal Society Library were used to obtain materials. Annual reports were obtained through all three libraries and access to the minutes of meetings of the Committee of Heads of the Provincial Library Services and the Sub-Committee on Research obtained from the Natal Provincial Library Services. These in-house documents were examined for the period 1990 to April 1994. In some instances the latest material, for example, the 1994 annual reports, were not yet available.

Appropriate texts on research methodology were identified on databases in SABINET, in the University of Natal, Pietermaritzburg and in the personal collections of staff of the Department of Information Studies.

3.4 Subjects
3.4.1 Definition and description of the population

Powell (1991:61) defines population as "the total of all the cases that conform to a prespecified criterion or set of criteria". The population should be clearly defined, specifically delimited and carefully chosen (Powell 1991:53). The population surveyed in this study was the formally qualified or "professional" staff, that is library staff with at least a B.Bibl. Degree or a post graduate diploma in library and information work, or their equivalent and above in the four provincial library services.

The perceptions of the formally qualified staff of the provincial library services were surveyed rather than those of other professional librarians because the researcher wanted to capture the insider's view of the structures. This group had the potential to rise to management positions within the organisation and potentially to determine its future direction. The views of other professionals were noted where they related to the study, for example, views expressed in conference papers, articles in journals and collaborative efforts in research initiatives.

The population targeted was seen as fulfilling Gay's criteria for subjects (1981:160), as having the desired information and being likely to give it. The population was an appropriate size in terms of costs, time and money (Powell 1991:61).

The elements in the survey were the individual members or units of the population (Powell 1991:62). Leedy (1993:213) cautions against bias, suggesting that data in descriptive survey research are particularly susceptible to distortion through the introduction of a bias into the research design. Particular attention should be given to safeguarding the data from the influence of bias. Bias is defined as

> any influence, condition, or set of conditions, that, singly
> or together, distort the data from what may have been
> obtained under conditions of pure chance (Leedy
> 1993:213).

Bias can be introduced during sampling and data collection activities, for instance. Bias is difficult to avoid completely (Powell 1991:57). As the study addressed the whole population bias was a concern, not in sampling, but in data collection. Each element, however, in the population had an equal chance of being included in the survey (Powell 1991:65) and the pre-test was used as a further device to minimise bias.

3.4.2   Size of the population and major characteristics

The population targeted was the formally qualified staff of the four provincial library services as constituted at the time of the survey. The researcher worked through a liaison person in each provincial library service. To some extent the determination of the actual recipients of the questionnaire was done at the discretion of the liaison person. In some cases in Natal and the Transvaal, for example, the respondents occupied the post of a formally trained librarian but did not have, or were still studying for, such qualifications.

The number of departmental or special librarians within the population varied from province to province. In the Transvaal there was one departmental librarian at this time with others in the offing (Lategan 1994). In the OFS there were eleven, some of whom

were part-time (Dixon 1994b). In Natal there were eleven but two, located at Head Office, received questionnaires (Slater 1994b). In the Cape there were four all of whom were included in the survey (Ellis 1994). An assessment was made of the responses of the librarians placed in the departmental libraries. One had suggested that s/he was not in a position to answer all the questions in the questionnaire. It was observed that this did not apply generally to the departmental librarians in the provincial library services, and therefore their responses were not excluded.

In Natal an additional three very new members of staff were not given the questionnaire. Hence for this province there was a total population of 50, of whom 38 were sent questionnaires.

The population of formally qualified librarians, as constituted at the time of the survey, was sent questionnaires with the exception of those noted. The response rate was 59, of 197, that is 29.94%. Using observations presented by Gay (1981:98) on acceptable return percentages, the response was considered adequate for a survey in the social sciences.

3.5   The data gathering instrument

As no suitable instrument existed an instrument was designed to gather the required data.

3.5.1   Designing the instrument

Self-report research was chosen as the method of research. All the members of the population were asked the same questions so as to obtain comparable data. The questionnaire was preferred as a data gathering instrument because the advantages of using this method were seen to outweigh the disadvantages (see section 3.6.2.5). As the population was dispersed through the head and regional offices of the four provincial library services and contacted through a liaison person located in Cape Town, Bloemfontein, Johannesburg and Pietermaritzburg, four geographically

dispersed cities, a mailed questionnaire was chosen. This represented a gain in terms of significant time and money saving, but the advantage of establishing rapport with respondents was sacrificed.

One advantage of the mail questionnaire is that they tend to encourage frank answers. Powell (1991:84-85) suggests that the reason for this lies in it being easier for the researcher to guarantee the anonymity[1] of the respondent. The respondent could complete the questionnaire without the researcher being present which made it an effective method of measuring perceptions. The style of verbal presentation could not influence a response as in an interview situation. Of course the questions could still be stated in a biased manner and this is discussed below. The questionnaire was also relatively cheap to administer.

A pertinent disadvantage of the mail questionnaire was that persons who are highly opinionated regarding the subject of the questionnaire are more likely to be motivated to complete and return it (Powell 1991:85). This could lead to under-representation of the less opinionated members of the population and the characteristics they could have in common which could lead to a biased return. The indication is that in this survey there was a limit to the degree to which the respondents were opinionated as suggested by the number of questions which were not answered and for which respondents were unable to express a view.

Powell (1991:85) points to an apparent resistance to mail questionnaires. The findings in relation to this factor are discussed in the interpretation of the results.

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[1]Powell (1991:102) distinguishes between confidentiality and anonymity. Confidentiality assures the respondent that her/his replies and name will not be associated publicly. Anonymity requires the use of techniques that make it impossible for anyone including the researcher to link the respondent with his/her answers. The latter is much more difficult to achieve. Although in the pre-test at least one respondent queried the anonymity of the responses, in the survey proper, many respondents identified themselves.

3.6	Procedures
3.6.1	Liaison with the target group

A senior member of staff at each of the provincial library services was approached, in person or in a telephone interview to discuss the idea of the study and its possible benefit to the institution. A formal letter was then sent by the researcher and the head of department outlining the study and requesting co-operation (see Appendix 2). The contact person in the case of the CPLS stated that this formality was not required.

A contact person in each organisation was identified who would distribute the questionnaires. In the case of the Transvaal and the OFS these persons were nominated by the Head. In Natal and the Cape, persons approached by the researcher as the original contact acted as the liaison person. Each questionnaire was accompanied by an individual prepaid addressed envelope to facilitate return and confidentiality.

3.6.2	Construction of the questionnaire

The content and format of the questionnaire were planned carefully. Structured items were included, as well as semi-structured pre-grouped items with an "other" category to cater for responses not anticipated by the researcher. Unstructured items in which the respondent had complete freedom of response, were included to permit a greater depth of response and possible insight into the reasons for responses. The disadvantages of unstructured responses were that they could provide information extraneous to the study; responses were difficult to score and analyse and subjects might be unhappy with an instrument that requires a written response (Gay 1981:160). The research was done in an area in which little literature existed, and too narrow an approach, as in a completely structured instrument was considered undesirable. The subjects were also all professional people with a degree, who it seemed, would cope with unstructured questions.

The structured and unstructured items were derived from the literature reviewed, consultation with some staff at the NPLS, the researcher's own experience at the NPLS

in the 1970s, research questions encountered in her Master's study (Stilwell 1992) and from her participation in library and information services initiatives such as NEPI LIS. The items were pre-tested for relevance.

3.6.2.1	Types of question according to form
3.6.2.1.1	Open-ended or unstructured questions

The open-ended or unstructured questions were used to permit free responses from the respondents. Of the reasons indicated (Powell 1991:87) for selecting this type of question the following were pertinent to this study: they are called for when the issue is complex, when the relevant dimensions are not known or when the researcher is interested in the individual's formulation of an issue. The paucity of in-depth research on the subject of the study supported the second reason above.

3.6.2.1.2   **Structured questions**

The structured questions limited the responses of the participant to stated alternatives making coding easier. The inclusion of the other category mitigated against forcing the respondent to make inappropriate and inaccurate answers (Powell 1991:88). Having the "other" category does not alleviate the problem in instances in which respondents limit their answers to the categories provided rather than using the "other" option. In this study there is a high degree of use of the other category. Powell (1991:89) suggests that a combination of structured and unstructured questions can be most efficient.

3.6.2.1.3   **Scaled responses**

Rank-orders or comparative rating scales were used in some questions. In these the respondent was asked to rank in order of importance a number of items, with one, for instance being most important, and five least important. Ranking questions can become difficult for the respondent to deal with (Powell 1991:92) particularly when there is a large number of items listed. A case in point was Question 14 in this study. In the results the motivation for the form of this question is given.

3.6.2.2   Content and selection of questions

With regard to question selection and content Powell (1991:96) suggests that the researcher should ask her/himself whether the respondent can be expected to have the information needed to provide an answer. In this study the questions ranged from those most likely to be known by senior management to those likely to be known by all levels of staff. The researcher debated designing separate questionnaires for the various levels but decided against this on the basis of the difficulty of administering such a complicated series of questionnaires long distance. It was perceived too that the data most likely to be furnished by top management was not exclusively their preserve, particularly as the target group were graduates and professionals. They all had professional qualifications and were potentially able to rise to management levels. At the same time Powell's *caveat* (1991:97) that "the researcher must avoid making too many assumptions about the respondent's knowledge" was noted.

3.6.2.2.1   Question wording

Ambiguities with regard to question wording were tested in the pre-test. The wording of some questions was changed in two respects; to achieve greater clarity; and to achieve a more neutral stance. The pre-test had revealed that respondents indicated some questions were ambiguous and, in a small percentage of cases, an emotional response was elicited, in particular to the asking of questions re participation in two library initiatives which were construed as "political".

3.6.2.2.2   Sequencing of questionnaire items

The sequence of questions was amended after the pre-test as it was found in at least one instance that a question was influenced by the context of the preceding question. Stone and Harris (1984:15) caution the researcher about the potential effect of one question on another which follows in the sequence. In spite of this amendment the question on selection was construed as referring to book selection in some cases.

Although the questions were arranged in broad categories related to socio-demographic factors, mission, management, governance, legislation, leadership, staffing and staff perceptions of larger socio-political issues, the categories were not given on the questionnaire.

The sequence tended to follow the order of leading from the neutral and easy to answer to the more difficult. Sensitive questions tended to be placed near the end of the questionnaire. This was because they were more likely to get answered at this point because of the respondents' investment in the questionnaire (Powell 1991:99).

Cross checking of data was achieved by asking related questions, for instance, about the degree to which management style was perceived to be top down and the degree to which the respondents experienced autonomy. There was also a pattern of returning to an issue but at a greater depth later in the questionnaire, for instance, the sequence of questions about the staff perceptions of their involvement in various activities.

3.6.2.3 Time as a factor

The questionnaires were answered by the majority of respondents before the end of April 1994, that is by 40, or 67.79%. Most of the remaining questionnaires were received by May 8. As the respondents were likely to answer the questionnaire on the basis of their experience of the organisation in the past and recent past, the receipt of a few questionnaires after end of the time frame for the main focus of the study was not construed as problematic. The general election which brought the Government of National Unity to power took place at the end of April 1994 and this should be considered as a factor, both in terms of tensions within the society as a whole (see section 2.1), within the provincial library services concerning the future, and in terms of the extra work regionalisation placed on certain services. There is still a lack of clarity, in May 1995, concerning governance structures and lines of command.

3.6.2.4   **Evaluating the questionnaire**

Before the pre-test the questionnaire was evaluated by two colleagues experienced in research methodology, one of whom was also familiar with the subject content of the questionnaire, that is with the provincial library services. Various changes were made to content and wording.

3.6.2.5   **The pre-test**

After the informal evaluation of the questionnaire it was pre-tested in November/December 1993. The pre-test was considered important in view of the criticism of the questionnaire as a data gathering instrument, namely that many carelessly and incompetently conducted questionnaires have been administered (Gay 1981:159). The pre-test was intended to give the researcher the opportunity to identify questionnaire items that tended to be misunderstood by the participants, or that did not elicit the information that was needed (Powell 1991:99).

The pre-test included open-ended questions as recommended by Powell (1991:99) so that the respondents had ample opportunity to point out problem questions, poor instructions, unnecessary and missing questions, and to give their general reactions to the instrument.

The questionnaire was tried out in a field test at the Natal Provincial Library Service. A limitation of the pre-test was that it was confined to one provincial library service. Three levels of staff were surveyed: an Assistant Director, two Principal Librarians, one Regional and one from Head Office and a Librarian from a region. There were four subjects in all. The pre-test subjects were encouraged in a covering letter to make comments and suggestions about the questionnaire to establish whether the questionnaire was comprehensible to staff at these levels. A poor response to the first letter and questionnaire resulted in the sending of a follow up letter and further copy of the questionnaire. Two responses were received in 1994, in January and March.

The results of the pre-test suggested that certain changes be made, to terminology and sequencing, for instance. The survey suggested that some of the questions were perceived to be emotionally charged. For instance, in response to the question about involvement in LISDESA, a respondent replied "I do not believe that libraries should be used as a political football", in response to the question on TRANSLIS "To further inflate the ego's (sic) of a few people such as those who run these politically charged organisations".

The research topic, given in a written request for access to NPLS, had not been circulated amongst staff by the Head and the precise title was not stated on the pre-test questionnaire. One pre-test response was "Most questions require answers by top management only - other ranks will reply on a basis of assumptions and prejudice" and the "survey questions appear to be designed to support existing theories on apparently unrelated areas, and not, as expected, from the covering letter, in-depth examination of each provincial service".

The views of these two respondents prompted the researcher to enlist the aid of a colleague, experienced in research methodology, in eliminating what seemed to be construed as emotional cues. Language was examined for emotive content and clarity generally, and adjusted. The decision was taken to retain the controversial questions on LISDESA and TRANSLIS, as these two initiatives together represented, not a faction of the LIS community, but all the constituencies across the spectrum. Objections to the age and gender questions were noted but the questions retained for their relevance which the study demonstrates. Other comment was used, for example, for re-sequencing. No responses to the survey proper were received from the section headed by one of the respondents to the pre-test.

Apart from these problems the results indicated that the instrument was likely to produce meaningful data. Extremely useful comment was received and implemented where appropriate. An ambiguous question was re-evaluated and eliminated. A concern of the researcher's had been that the respondents should be engaged and challenged by the survey. Responses to the pre-test suggested this was likely to be the case.

3.6.2.6   **Final editing and distribution of the mail questionnaire**

Following the pre-test the instrument was edited in accordance with problems raised. It was accompanied by a self-addressed, stamped return envelope and a cover letter (see Appendix 3) which were posted to the liaison person at each provincial library service. Respondents were asked to mail the questionnaire back directly within approximately two weeks.

A follow up letter was subsequently sent through the contact persons to thank those who had responded and to suggest that there was still time for a response from those who had not. In a few cases respondents did telephone or make contact to say that they would be responding shortly. The reminder was not accompanied by another copy of the questionnaire but respondents were asked to telephone for another copy. In a few instances this was done. Five additional questionnaires were sent out in Natal in response to requests. Eight responses from Natal and one from the Cape were received after the reminder of 9 May. The indication is that these were stimulated by the reminder. The survey was conducted overall from March to the end of July 1994.

The researcher was not able to trace respondents directly as the initial contact had been through the liaison person. This arrangement was maintained in the interest of confidentiality. Powell (1991:104) suggests that this can be important for the validity of responses and in a study of this sort where the integrity of the responses were crucially important the researcher placed value on confidentiality.

3.6.3   **Analysis of data**

Analysis involved in the first instance placing each item of data in appropriate categories, coding the responses, tabulating the data and performing appropriate statistical computations. Different approaches were used for the data generated by the different types of questions in the survey.

3.6.3.1   **Analysis of responses to structured items and scaled responses**

The data was coded and reduced to frequencies. Descriptive statistics were used. Quattro Pro 4.00, a spreadsheet program with numerical functions, such as the facility to generate percentages, was used. Advice was sought from a statistician who specialises in the manipulation of categorical data in the Department of Statistics at the University of Natal, Pietermaritzburg, concerning the type of manipulation that was possible and desirable. Procedures suited to the manipulation of categorical data were selected. The data files were imported into Statgraphics 5.00 which was used for its facility to manipulate the data and to generate some of the desired graphic output. Training in the use of Quattro Pro and Statgraphics was available on the Pietermaritzburg campus and ready access to the programmes was a factor.

3.6.3.2   **Analysis of responses to unstructured items**

Several open-ended questions were used. The task of categorising and analysing responses to these unstructured questions was difficult, because, as is the case with such data, there is almost no limit to the number of possible responses (Powell 1991:87).

This data was subjected to content analysis. The structure of these questions was a response to the paucity of data on the four provincial library services and the difficulty of obtaining the data that does exist (Kalley 1995:144-6). While the provincial library services responded, in most cases, to requests for specific items, some responded positively but failed to send the items. Only the Cape and Natal offered helpful documents of their own accord. The researcher was not able to establish reasons for this. Part of the explanation might lie in the pressure on these services at the time of the study and that fact that they had been subjected to several major research investigations. As Nassimbeni (1994:153) points out, a handicap on the NEPI research was the lack of a comprehensive database of information about local services. The experience of the researcher confirmed this observation.

The open-ended questions used in sections of the questionnaire were intended to gather, for the first time, information that could be used in the creation of categories, thus forming the basis for further study in the future. It is in this light that the researcher has exercised caution and restraint in analysing the responses to the questions concerned. The fact that the responses to these questions were wide suggests a high degree of artificiality in the creation of the categories. The data contained was not susceptible to the kind of analysis used in the closed questions. They are, however, used for discussion and the generation of lines of inquiry.

The answers to these questions required in-depth content analysis, that is "systematic, objective, quantitative analysis of the occurrence of words, phrases, concepts..." (Powell 1991:49) so as to analyse the expressed content of the communication. Gay (1981:170) suggests that content analysis can be quite simple, involving primarily frequency counts or very sophisticated and complex involving the existence of bias or prejudice, for example, in a textbook. The approach used in this study was placed in between these two poles.

Nassimbeni (1988:245-8) offers a thorough explication of content analysis which informed this study. Content analysis is a technique for making inferences by objectively and systematically identifying specified characteristics of messages. Central to content analysis are inference, unitising and categorising data. Unitising is defining information bearing units, separating them along their boundaries and identifying them for subsequent analysis (Krippendorff 1980:57). Categorising is the process by means of which the unitised data is organised into categories which should provide descriptive or inferential information about the context or setting from which the units were derived (Lincoln and Guba 1985:203).

The specific process used in this study is explained with reference to Question 7, where, for example, responses were examined for common themes which were identified as keywords and their synonyms and antonyms. An initial grouping around these conceptual pegs was achieved. The latter were then re-examined and linkages between them established where possible to achieve discernable categories. Powell

(1991:59) expresses concern over whether the relevant characteristics were measured accurately. The researcher checked the content analysis categories and scrutinised the characteristics and their measurement to ensure consistency and accuracy. These categories were also scrutinised by both of the researcher's thesis supervisors.

This difficult process was made more so by the complexity and richness of the respondents' offerings, for instance, a respondent would thoughtfully present the pros and cons of a situation. Where possible a particular contribution was kept together but categorisation did necessitate separating out elements for grouping. One result was the large number of elements generated by the responses to a question. In other words the elements add up to more than one response for each of the 59 respondents.

A further difficulty was presented by language and the need to be sensitive to semantics. Some respondents answered in Afrikaans. These responses had to be translated carefully into English and related to the answers in English. A standard bilingual dictionary (Bosman, Van der Merwe and Hiemstra 1984) was used, as well as the guidance of an Afrikaans first language subject specialist for meanings that were not easily gleaned from the more formal source, the dictionary. Translations into Afrikaans generally in the study are not literal but are rather guided by semantic and syntactic concerns.

3.6.4   Evaluation of the research methodology

The study was based on the literature and the survey. Visits were not made to the services apart from the Natal Provincial Library Services. The primary reason for this was financial as the research was not supported by a grant. Despite this the methodology was such that relevant data could be collected adequately through the mail questionnaire.

The research methodology employed enabled the summarisation of data in elucidation of the research problem (Powell 1991:149). The research instrument was appropriate in that it generated the data required for descriptive statistical analysis. To a limited extent

inferential statistics were used to test the significance of relationships between the variables, for example, in cross tabulations of educational attainment and rank. The software package, Statgraphics, was unable to perform measures of central tendency for categorical data, hence means, medians and modes could not be calculated. This, however, was not a drawback in that the statistical analyses which were performed were seen as appropriate and adequate for the study.

Structured interviews would have provided instant feedback and assisted in the further refinement of analysis. It was not the intention of the study, however, to go beyond the creation of categories which would permit testing causal relationships in the next stage of study. Such interviews would also have implications for anonymity which the researcher, in addition to confidentiality, had valued highly in establishing the methodology.

It was argued that the open-ended nature of these questions in this little researched field allowed the researcher the freedom necessary to create the categories reported in the results and that these are in themselves a research finding. Categories, however, describe generalities and in doing so the researcher engages in activities common to determining a scheme of classification, that is make judgements in drawing certain categories of data into relationships and excluding others. Cross tabulation was required to achieve interaction and precision. For this reason cross tabulations were used where the nature of the data permitted such manipulation.

In some instances the instrument was not sufficiently sensitive to probe underlying causes for the responses, for example, see the interpretation of Question 31.

Staff trained at technikons were not included. This represented a very small percentage of the staff overall, for instance in Natal, only one staff member was technikon trained.

It was assumed that as all formally trained library and information workers had at least a degree plus one additional year of professional training that they would be able to access the contents of the mail questionnaire. The high incidence of questions not

answered, however, called this assumption into question. The factors concerning this finding are discussed in the interpretation of the results.

In spite of the care taken to eliminate emotive cues, a respondent to the survey proper noted "This questionnaire was very emotive and my answers depended on how angry I felt with the system when I completed specific questions". Part of the explanation for this response may lie in the following observation:

> it is all too common for staff to become locked into an
> atmosphere of politeness in which true feelings and honest
> opinions can only be guessed at. This affects everyone -
> but what at senior levels has become a way of life, at
> junior levels may well be a potent source of frustration
> and insecurity (Line and Robertson 1989:167).

Many respondents offered not only what seemed to be carefully considered, lengthy and frank comment, but also a great deal of additional comment in passing. Perceived deficiencies on the researcher's part such as the omission of library assistants from the target group and the length of the questionnaire as well as more general observations about a need for unity within LIS, for instance, received comment. A measure of unexpected interaction was achieved in this way with many of the respondents who expressed interest in the research. As the respondents remained anonymous, unless they chose to identify themselves, the researcher was unable to respond to questions or comments individually. Some respondents did in fact identify themselves, thus suggesting a lack of concern for anonymity. Others stressed that their responses were confidential. Overall it would seem as if the value placed on confidentiality had a positive effect.

CHAPTER FOUR

RESULTS OF THE SURVEY

This section presents the results of the survey. The purpose of each question is explained in relation to the research problem and the findings are presented. Interpretations of the findings are explored in chapter five. Where considered appropriate certain categories are analysed in considerable depth. In presenting the results the order of the questions in the survey is followed but questions are grouped under headings to facilitate reading.

4.1   **Socio-demographic factors**

4.1.1   **Geographic location**

Respondents were asked in Question 1 to name the provincial library service in which they worked. This was important for ascertaining the respondent's home base, for establishing the geographic distribution of the population over the four former provinces and for the possible identification of regional differences. Response rates for each province are shown in Table 1. Natal's responses are the highest with 23 from a population of 38, resulting in 60.53%. The overall response rate is 59 of 197, or 29.95%.

TABLE 1: RESPONSE RATE BY PROVINCE

PLS	CAPE	NATAL	OFS	TRANS	TOTAL
RESPONSE	12	23	14	10	59
TOTAL POPULATION	54	38	40	65	197
% TOTAL POPULATION	22.22	60.53	35.00	15.38	29.95

Two respondents, 3.39%, from the OFS and Natal respectively did not answer this question. In their case the postage stamp on the envelope containing their responses was used to ascertain their geographic location, and hence their provincial home base.

4.1.2   **Unit and position**

The respondents were asked in Question 2 to identify the unit in which they worked. The latter had bearing on various findings, for example, a high percentage of the respondents work in the Regional Library Services and their situation reflects particular difficulties. This question is unusual in that it achieves 100% response.

Categories were difficult to establish. Senior staff are found in each category, for example, but junior staff tend not to be part of management. In addition, while there are basic common categories the nature and composition of the units vary from one provincial library service to the next. In some the Acquisitions/Book Selection functions are placed together, in others Cataloguing and Reference are combined under Documentation. Some provincial library services do not have a separate unit for the Research function. The descriptions of specific subsections or units as given by the respondents are used. Section 2.3 provides an overview of the four provincial library services.

The highest number of respondents work in the Regional Library Services, that is 21, or 35.6% (35.59%) as Figure 1 reflects. The second highest scoring units are Cataloguing and Acquisitions/Book selection with eight responses, 13.6% (13.56%), each. Promotions and Management are next highest with five, 8.5% (8.47%), of the responses. Special or Departmental libraries achieve the next highest score with four, or 6.8% (6.78%) of the population. Responses from Reference total three, 5.1% (5.08)%, with one response each from the Transvaal, OFS and the Cape. There are no responses from the Reference section in Natal (see pre-test in section 3.6.2.5).

Research and Personnel Development, which are not represented in each provincial library service, scored two each, 3.4% (3.39%). Research responses come from the Transvaal and the Cape, while Personnel Development responses are from the Transvaal and represent 20% of that province's total responses. Planning has one response, 1.7% (1.69%), from the Transvaal.

FIGURE 1:UNITS

management (8.5%)

planning (1.7%)

personnel dev (3.4%)

research (3.4%)

departmentals (6.8%)

promotions (8.5%)

reference (5.1%)

acq/bkselection (13.6%)

regions (35.6%)

cataloguing (13.6%)
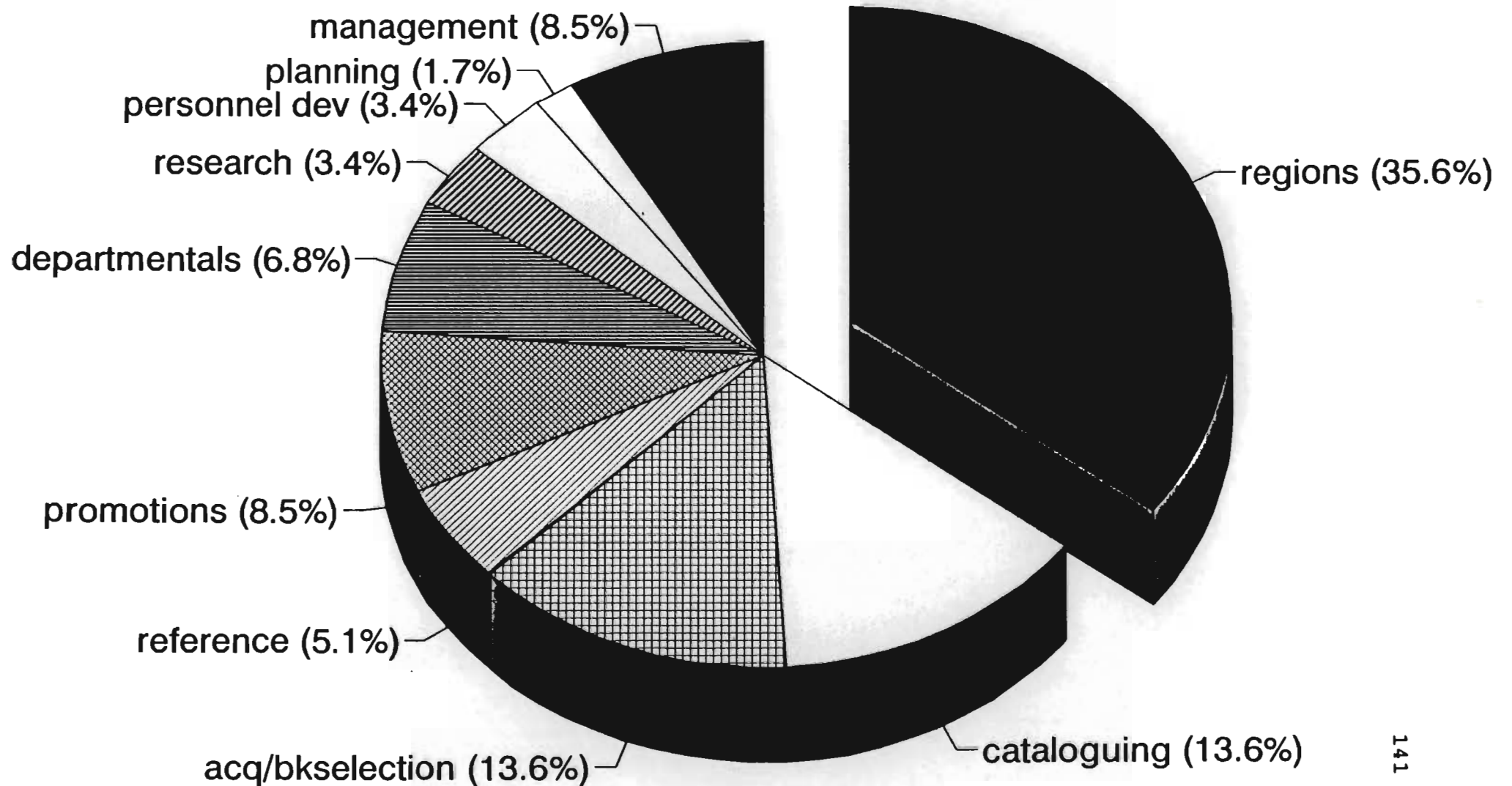
The position or rank of the respondent (see Figure 2) was important for analysing responses which concerned issues such as participation in work-related organisations, hence the respondents were asked in Question 3 to identify their position. Only one respondent, 1.69%, from Natal did not answer this question. Senior Librarians score highest with 27, or 45.76%. Representation from this rank in the Cape is especially strong with nine, or 75% of that province's responses.

Librarians are next with 14, or 23.72% of the responses. Transvaal responses are concentrated in this rank with four, or 40% of its total responses for this question. The next highest group overall are the Principal Librarians who score 10, or 16.95%. Natal has a strong showing with five or 21.74%, and the OFS with three, or 21.42% of the responses for those provinces respectively.

The responses from Senior Librarians, added to that of Librarians, form a very solid 41, or 69.49% of the total responses. Combine this total with the score for Principal Librarians and the result is 51, or 86.44%. A significant finding is therefore the very strong response from Junior Management, Senior Librarian and Librarian ranks as Figure 2 shows.

Assistant Directors represent four, or 6.78% of the responses. There are no responses from OFS Assistant Directors. Deputy Director's score one, or 1.69%, with the single response from the Transvaal. The same pattern is observed at Director level with one response, 1.69%, again from the Transvaal.

The OFS and Natal are Subdirectorates headed by Deputy Director's, hence no response from Directors was possible in the case of these two provinces. Natal was headed at the time by an Acting Deputy Director drawn from the ranks of the Assistant Directors, hence no Deputy Director response was possible in Natal. There is a response from the Acting Deputy Director in Natal. Significantly there are no Deputy Director, or Assistant Director responses from the OFS. The highest rank to respond is that of Principal Librarian.

FIGURE 2:POSITION HELD
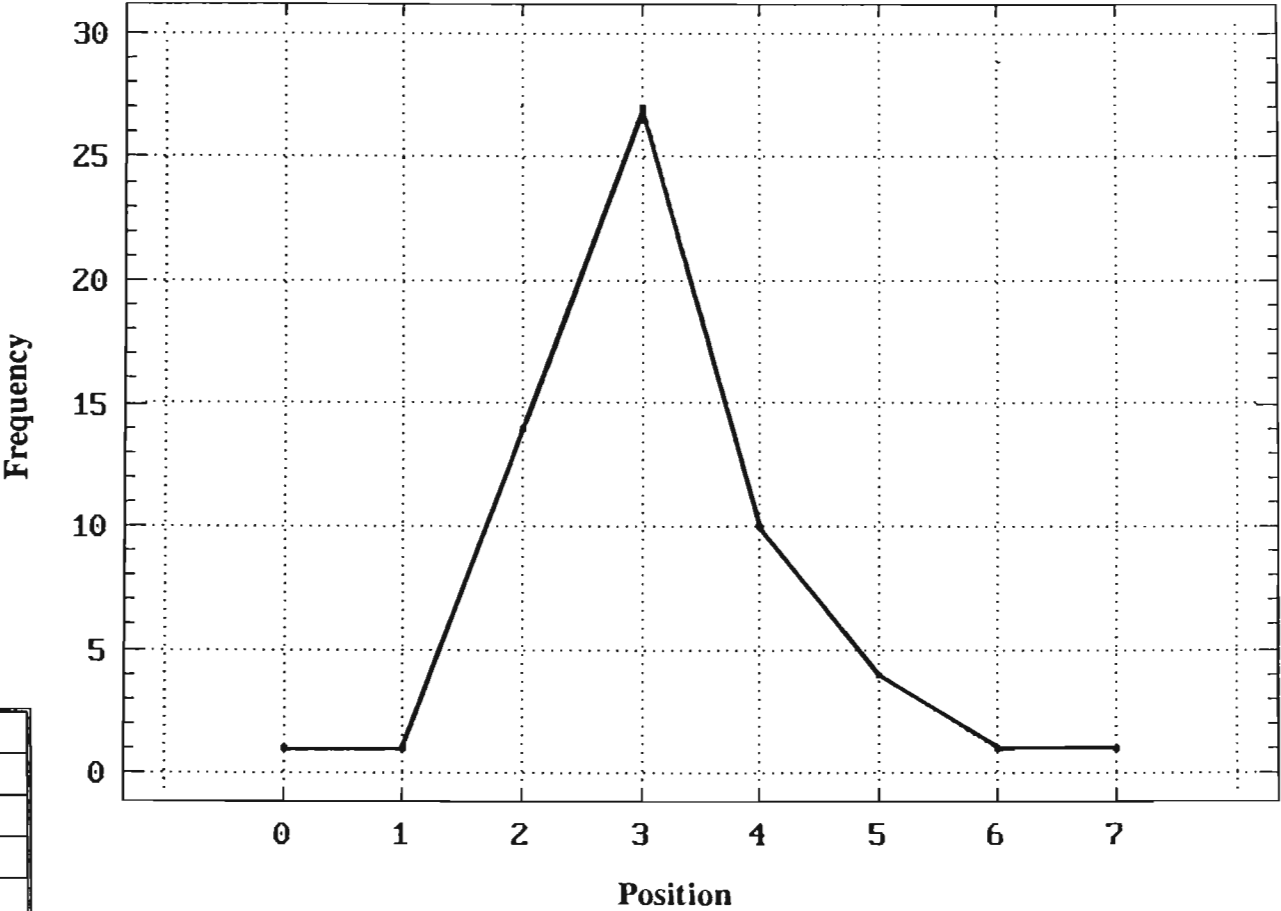
0	Not answered
1	Library Assistant
2	Librarian
3	Senior Librarian
4	Principal Librarian
5	Assistant Director
6	Deputy Director
7	Director

In the Cape there are no responses from Director or Deputy Director level, the highest rank to respond is an Assistant Director and only one responded. This poor response from Senior Management in the OFS and Cape is contrasted with the response from the Acting Deputy Director in Natal and with responses from both the Director and Deputy Director in the Transvaal.

4.1.3 Educational attainment

To gather data about the education and training backgrounds of the respondents they were asked in Question 4 to list their post matriculation educational qualifications, the year the qualification was obtained and the institution through which it was obtained. Of particular importance for the study were factors such as the highest professional qualification obtained and the year it was obtained. The first part of the question provided data on the highest professional qualification, as well as other qualifications held. This part of the question was answered by all the respondents.

The highest scoring response is for the primary degree and post-graduate diploma, with 28, or 47.46%. With regard to the B.Bibl. degree, ten, or 16.95% of the respondents have this qualification as their highest. The B.Bibl. degree rates third as the highest professional qualification obtained. These two qualifications, as first professional qualifications are equivalent. They are held by 38, or 64.41% of the respondents as highest qualifications.

The B.Bibl. Honour's obtains the second highest rating, 13, or 22.03%, as highest professional qualification. The OFS holds six, 42.86% of that province's respondents, the Cape three, or 25%, Natal three, or 13.04% and the Transvaal one, or 10%. A Master's Degree in Library and Information Studies is the highest degree obtained by three, or 5.08% of the responses. While no respondents in the Transvaal, or the OFS have this qualification, in Natal two, 8.7% of that province's respondents, and one, or 8.33% of the Cape's respondents hold it. There are no respondents with a doctorate. The implications of the findings in Table 2, the cross tabulation of highest professional qualification and

position, are discussed in the interpretation of the results.

TABLE 2: HIGHEST PROFESSIONAL QUALIFICATION BY POSITION HELD

Position / Highest Qualification	0 Not Ans	1 Library Assistant	2 Librarian	3 Senior Librarian	4 Principal Librarian	5 Assistant Director	6 Deputy Director	7 Director	Row Total
1 B/PGD	1 / 100.0	0 / .0	7 / 50.0	12 / 44.4	3 / 30.0	4 / 100.0	0 / .0	1 / 100.0	28 / 47.5
2 B.BIBL.	0 / .0	0 / .0	5 / 35.7	3 / 11.1	1 / 10.0	0 / .0	1 / 100.0	0 / .0	10 / 16.9
3 Honours	0 / .0	0 / .0	1 / 7.1	8 / 29.6	4 / 40.0	0 / .0	0 / .0	0 / .0	13 / 22.0
4 Masters	0 / .0	0 / .0	0 / .0	1 / 3.7	2 / 20.0	0 / .0	0 / .0	0 / .0	3 / 5.1
6 Other	0 / .0	1 / 100.0	1 / 7.1	3 / 11.1	0 / .0	0 / .0	0 / .0	0 / .0	5 / 8.5
Column Total	1 / 1.7	1 / 1.7	14 / 23.7	27 / 45.8	10 / 16.9	4 / 6.8	1 / 1.7	1 / 1.7	59 / 100.0

Five, or 8.47% of the respondents have a qualification other than a professional one as their highest. In the Transvaal one, or 10% of that province's respondents are studying towards a B.Bibl. In the OFS two, or 14.29% hold a Bachelor of Arts (BA) Honour's (English) and a BA Higher Diploma in Education respectively. One, 4.35% (Natal) has a BA Honour's (Art History) and one, 8.33% (Cape) has a BA as highest qualification.

With regard to the other, that is non-library and information specific qualifications of the respondents, 32, or 54.24% have BA degrees. An Honour's degree rates as the next highest category with ten, or 16.95%. Five, or 8.47%, have Bachelor of Social Science degrees and the next most common qualification is the post graduate diploma in Education, held by four, or 6.78%. Two, or 3.39% have Bachelor of Music degrees. The Bachelor of Science degree, the post graduate diploma in Museum Science and a group of other diplomas all rate one, or 1.69%.

With regard to the year the first professional qualification was obtained 15, 25.42%, did not answer this part of the question. Similarly 15, 25.42%, obtained this qualification between 1981 and 1990. The next highest figure is for the period 1971 to 1980 when 14, or 23.72%, obtained this qualification. Hence from 1971-1990 almost half, 29, 49.15%, obtained their first professional qualification. The brief period 1991 to 1994 scores eight, 13.56%. Aggregated with the score for the period 1971 to 1990 the total rises to 37, 62.71%. The remaining responses, two, 3.39%, are from the period 1961 to 1970.

TABLE 3: YEAR OF FIRST PROFESSIONAL QUALIFICATION BY AGE

Age Year Qualified	0 Not Ans	1 21-30	2 31-40	3 41-50	4 51-60	Row Total
0 Not Ans	2 100.0	4 20.0	6 33.3	1 6.7	2 50.0	15 25.4
1 1961-1970	0 .0	0 .0	0 .0	2 13.3	0 .0	2 3.38
2 1971-80	0 .0	0 .0	5 27.8	9 60.0	0 .0	14 23.7
3 1981-90	0 .0	6 30.0	6 33.3	2 13.3	1 25.0	15 25.4
4 1991-94	0 .0	7 35.0	0 .0	1 6.7	0 .0	8 13.6
5 Other	0 .0	3 15.0	1 5.6	0 .0	1 25.0	5 8.5
Column Total	2 3.4	20 33.9	18 30.5	15 25.4	4 6.8	59 100.0

The cross tabulation of year of first professional qualification with age in Table 3 reveals the patterns for period qualified and age. At least one mature age 1991-1994 graduate is revealed in the 41-50 group. It cannot be assumed categorically, as the table shows, that older respondents necessarily qualified earlier. The Library and Information Studies departments emerged in responses to Question 46 as a strong influence on the work situation, and respondents from each age category had graduated from such institutions as recently as 1981-1990.

Assessment of the educational institutions responsible for education and training in relation to the provincial library service where the respondents were employed reveals that nine, 15.25%, of the respondents trained in the Transvaal, at the Universities of Pretoria (five) and Potchefstroom (four). Five (8.47%) are employed in the Transvaal, that is 55.55% of those trained in the province. In the case of the OFS seven, 11.86% trained at the University of the Orange Free State, and five (8.47%) are employed in the OFS, that is 71.43% of those trained in that province. In the case of Natal, all nine (15.25%), trained at the University of Natal are employed in the province, that is to say, 100% of those trained in the province. There are no respondents with professional qualifications from the University of Zululand. Of the respondents, 11, 18.64%, were trained in the Cape, at the Universities of Cape Town (eight) and Stellenbosch (three). Of these four (6.78%) worked in the Cape, that is 36.36%. Another two, 3.39%, of the respondents are University of South Africa (UNISA) trained, one each from Natal and the Cape. As UNISA provides distance education students generally remain in the environment where they are domiciled while training.

Significant findings are the high incidence of respondents with the primary degree and post graduate diploma, rather than the B.Bibl., as their first professional qualification; the paucity of degrees at Master's and Doctor of Philosophy (Ph.D) level in Library and Information Studies and the concentration of higher degrees in this discipline in the Junior Management and Senior Librarian ranks. The potential for influence of local educational institutions on locally employed provincial library service staff is also noteworthy.

4.1.4   Gender and age

To assess the prevalence of gender-based trends in employment in library and information work, particularly in the higher ranks of management, Question 5 asked the respondents their gender. Two, or 3.39%, did not answer. Female respondents number 49, or 83.05% and male respondents eight, or 13.56%. Cross tabulation of gender and position in Table 4 shows that seniority is biased towards women but the poor response at the upper levels

suggests that this finding should be interpreted with caution.

TABLE 4: GENDER BY POSITION

Position Gender	0 Not Ans	1 Library Assistant	2 Librarian	3 Senior Librarian	4 Principal Librarian	5 Assistant Director	6 Deputy Director	7 Director	Row Total
0 Not Ans	0 .0	0 .0	1 7.1	0 .0	0 .0	1 25.0	0 .0	0 .0	2 3.4
1 Female	1 100.0	1 100.0	10 71.4	23 85.2	9 90.0	3 75.0	1 100.0	1 100.0	49 83.1
2 Male	0 .0	0 .0	3 21.4	4 14.8	1 10.0	0 .0	0 .0	0 .0	8 13.6
Column Total	1 1.7	1 1.7	14 23.7	27 45.8	10 16.9	4 6.8	1 1.7	1 1.7	59 100.0

Question 6 solicited information about the respondents' age which was needed to explore a potential relationship between age cohorts and response to socio-political events (see discussion of Question 51). Deciles covering age groups which emerged in the data analysis facilitated comparison with, for example, position or rank, as in Table 5. There are no respondents younger than 21 or older than 60.

This question was not answered by two, or 3.39% of the respondents. Of the respondents, 20 or 33.89% are between the ages of 21 and 30. The OFS, with six respondents from this group, has the highest percentage of this youngest group per province, that is, 42.86%. The next highest range is those between the ages of 31 and 40; these total 18, or 30.5%. Again the OFS has the highest percentage with five, 35.71%. If the total for the first two groups are combined, the number of respondents between 21 and 40 is 38, or 64.41%. That is to say that 64.41% of the respondents are under the age of 41.

A third large group comprises the 41 to 50 year olds with 15, or 25.42%. The Cape has the highest percentage per province of this group with five or 41.67%. The balance fall into the 51 to 60 group with four, or 6.78%; one respondent from each province.

TABLE 5: AGE BY POSITION

Position / Age	1 Not Ans	1 Library Assistant	2 Librarian	3 Senior Librarian	4 Principal Librarian	5 Assistant Director	6 Deputy Director	7 Director	Row Total
0 Not Ans	0 .0	0 .0	1 7.1	0 .0	0 .0	1 25.0	0 .0	0 .0	2 3.4
1 21-30	0 .0	0 .0	12 85.7	7 25.9	1 10.0	0 .0	0 .0	0 .0	20 33.9
2 31-40	1 100.0	1 100.0	0 .0	10 37.0	6 60.0	0 .0	0 .0	0 .0	18 30.5
3 41-50	0 .0	0 .0	1 7.1	7 25.9	3 30.0	3 75.0	1 100.0	0 .0	15 25.4
4 51-60	0 .0	0 .0	0 .0	3 11.1	0 .0	0 .0	0 .0	1 100.0	4 6.8
Column Total	1 1.7	1 1.7	14 23.7	27 45.8	10 16.9	4 6.8	1 1.7	1 1.7	59 100.0

Cross tabulation of year qualified and age (Table 3) suggests that recent graduates are not necessarily from the youngest group. In the cross tabulation of age and position in Table 5 the predominance of the 21-30 and 31-40 year olds conforms with the strong Junior Management and Senior Librarian response.

4.1.5 Work motivation and value listings

The respondents were asked in Question 7 why they had become librarians. This was to ascertain, in retrospect, the respondents' expectations of LIS as a vocation on commencing work. More than one response per respondent was possible. The findings are related to Question 8, why they continued working as librarians, which tried to establish whether expectations had been met; whether adjustments to expectations had been made and whether motivation to continue work as a librarian had been sustained. These factors bear on the respondents' capacity and ability to adjust to changing demands within the work organisation.

TABLE 6: REASONS FOR BECOMING LIBRARIANS

QUALITIES/FACTORS	No.	%
Document/information/media-relatedness	33	55.93
People-relatedness/service aspects	17	28.81
Previous experience, interest, aptitude	9	15.25
Employability	9	15.25
Second choice, chance, did not know what else to do	7	11.86
Diversity of interests, tasks, subjects in LIS work	5	8.47
Career change - alternative to teaching/social work	4	6.78
Positive image of libraries/example of person	3	5.08
Other - good career for women/had LIS bursary	2	3.39
Political motive - keep ahead of ANC/Communists	1	1.69

Table 6 shows that the highest scoring group of reasons for becoming a librarian, 33, or 55.93% relates to perceptions of the work as broadly document-, information- and media-related. The next highest with 17, or 28.81 is the observation that the work is people-related with service aspects. Two rather more functional considerations score nine, 15.25%, firstly that the respondent had previous library and information work experience, interest and/or an aptitude for this work, and secondly, by a perception of the respondent's employability if thus trained.

The next group of factors with seven, or 11.86%, relate to library and information work being a second choice, a vocation entered into by chance, or because the respondent did not know what else to do. At five, or 8.47% is a perception of the work as appealing because of its diversity of interests, tasks and subject range.

Career change motivations, such as an alternative to teaching or social work scores four, with 6.78%. This group is distinguished from the second choice category above because, in this instance, a positive impulse to make a career change is discernable. Three, or 5.08%, had a positive image of libraries or of a particular librarian.

The Other group comes next with two, 3.39%, containing references to library and

information work being "a good vocation for a woman", and being motivated by obtaining a LIS bursary. Scoring one, or 1.69%, is a political motivation that this work enables the respondent to keep ahead of the ANC/Communists who are regarded as synonymous.

TABLE 7: REASONS FOR CONTINUING TO WORK AS LIBRARIANS

FACTORS	No.	%
Experience fulfilment - matching material/needs	34	57.63
Dynamic field - development/education/reconstruction	19	32.20
Diversity/variety of work	16	27.12
Enjoy books/information and people combination	8	13.56
Other - chosen path/work hours suit/avoid retraining	4	6.78
Lack experience to answer	2	3.39
Interest in subject area of job/management/staff	2	3.39
Enjoy precision/logic/attention to detail/busyness	1	1.69
No bluffing/selling/hard reality/unrealistic demands	1	1.69

In response to Question 8, why the respondent continues working as a librarian, Table 7 shows that first with 34, or 57.63%, is the response that the respondents continue working as librarians because they experience fulfilment, for instance, in matching material to needs. Second with 19, or 32.2% are perceptions of the library as dynamic with potential for development work, education and reconstruction. Next is a grouping that emerged in the previous table, that is the diversity and variety of the work, with 16, or 27.12%. A cluster follows which combines the two top scoring categories of the previous table to comprise enjoyment of the combination of working with books, information and people, at eight, or 13.56%.

At four, 6.78%, are a grouping of utilitarian notions of sticking with one's chosen path, suitable work hours, avoiding retraining and having "a job". The next relates to lacking the experience to answer which scores two, or 3.39%. At the same level is interest in the subject materials of the job, in management and the staff. The last two groupings score one, or 1.69% with enjoyment of the precision, logic, attention to detail, busyness of the work, and secondly there being no "bluffing", selling, hard reality or unrealistic demands.

A significant finding is that the highest scoring motivations are the combination of document/information/media and people and the expression of job fulfilment as a reason for continuing as a librarian.

Question 9 asked what sort of qualities people needed to work successfully in the provincial library services. It provided a context and a foil to Questions 7 and 8 without prejudicing the responses to these by being placed before them. It elicited an insider's assessment of challenges, or lack thereof, of working in the provincial library services. Most importantly it provides insight into what employees consider the fundamentals of their vocation.

TABLE 8: PERCEPTIONS OF QUALITIES REQUIRED TO WORK SUCCESSFULLY IN THE PROVINCIAL LIBRARY SERVICES

QUALITIES/FACTORS	No.	%
Caring service attitude/commitment to community	38	64.41
Variety of interpersonal/communication skills	32	54.24
Other - stamina/integrity/motivation/accept low pay	25	42.37
Patience/tolerance/perseverance/staying power	21	35.59
Managerial/organisational/administrative skills	19	32.20
Belief in value of reading/libraries	13	22.03
General/subject/storage/retrieval knowledge/skills	11	18.64
Creativity/initiative/awareness/vision re needs	8	13.56
Progressive outlook generally	6	10.17
Energy/enthusiasm	6	10.17
Flexibility generally/re change	5	8.47
Able to work/achieve in authoritarian bureaucracy	4	6.78
Hardworking	4	6.78
Exact/precise/methodical	4	6.78

Table 8 shows that rated first with a very high 38, or 64.41% is a combination of a caring service attitude and commitment to the community. Rated second with 32, or 54.24% is a variety of interpersonal and communication skills. Third with 25, or 42.37% is an assemblage of various separate elements, such as motivation and preparedness to accept low pay. Placed next is a related grouping at 21, or 35.59%, containing endurance-related qualities such as patience, tolerance, perseverance and staying power. Managerial,

organisational and administrative skills rate 19, with 32.2%. Belief in the value of reading and libraries are placed next with 13, 22.03%.

Factors such as general and subject knowledge, and storage and retrieval skills score 11, or 18.64%. Creativity, initiative, awareness and vision about needs are next with eight, or 13.56%. A progressive outlook in general rates six, with 10.17%, thereby achieving the same score as energy and enthusiasm. Flexibility, generally, and with regard to change is rated at five, or 8.47%. Lastly, all with four, or 6.78%, is being able to work and/or achieve in a bureaucracy; being hard working, exact, precise and methodical.

The top scoring elements are significantly a caring service attitude and commitment to the community. While some of the groupings are useful, the range suggests limited cohesion in perceptions of requirements.

4.1.6   Organisational affiliation

Question 10 probed the respondents' involvement in work-related structures. Respondents were asked whether they were active in an organisation, to name the organisation/s if they were involved and to state the period of time they had been involved. Participation in a work-related organisation was seen as having the potential to influence perceptions of socio-political change and non-participation would suggest a line for further inquiry. The term "active" may have been problematic in that while some respondents construed it to mean membership at least, others were possibly deterred from answering in the affirmative. At least one respondent, who identified herself on her questionnaire and was known to be a LIWO member replied in the negative. In such instances the researcher preferred the respondent's actual answer to her own construction of the truth.

TABLE 9: ORGANISATIONS IN WHICH RESPONDENTS WERE
INVOLVED SHOWING PERIOD OF INVOLVEMENT

TIME	NOT GIVEN	1-5yrs	6-10yrs	11+yrs
ORG				
ALASA	1			
CBF	1	2		
CIG			1	
FAMSA	1			
KGA		1		
LIWO	3	5		
NBDC	1			
PLAC	1			
PLTC	1			
PSA			1	
SAILIS	7	3	3	4
SAMLA		1	1	
SUG			1	
TRANSLIS		3		
OTHER	2			
TOTAL	18	15	7	4
%		25.42	11.86	6.78

More than one response per respondent was possible, in cases of dual or multiple membership, for instance, of LIWO and SAILIS and/or one of the other structures listed in Table 9. Subsidiaries of main organisations are included in their totals, such as the Public Libraries Division of SAILIS which is included under SAILIS. Only one respondent, or 1.69%, did not answer this question. Figure 3 shows organisational involvement but gives the first named organisation only, hence percentages differ from those in the next section which describe involvement as a whole for each organisation.

Regarding involvement as a whole for each organisation a very high 28, 47.46% of the respondents state that they are not involved in a work-related structure. Non-involvement is highest in Natal with 12, or 52.17% of the province's responses. Next is the OFS with seven, and the Cape with six, scoring 50% each. The Transvaal was last with three, or 30%. Two (3.39%) respondents from the Transvaal indicate that they are involved but do not name the structure.

FIGURE 3:FIRST NAMED ORGANISATIONS OF RESPONDENTS

other (8.5%) — not answered (1.7%)

yes/unspecified (3.4%)

SAILIS (28.8%) —

none (47.5%)

LIWO (8.5%) — ALASA (1.7%)
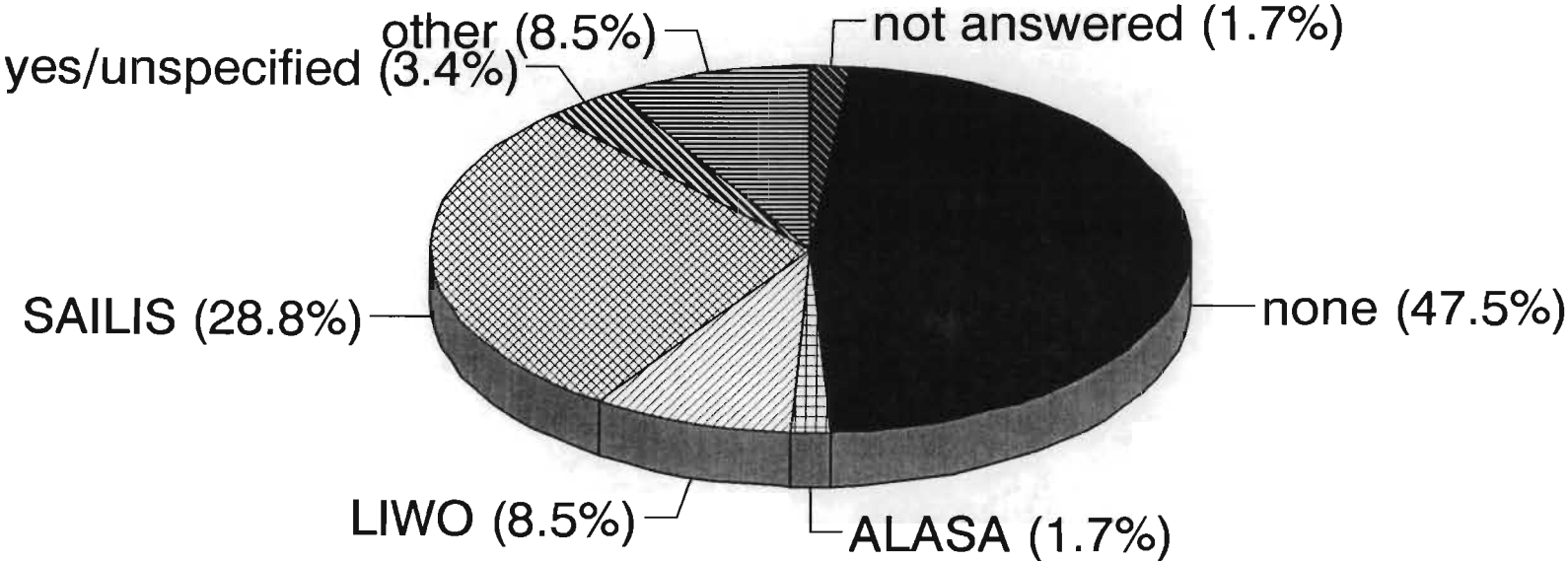
Of the main general LIS associations and organisations most respondents, 18, or 30.5%, belong to SAILIS. The highest level of involvement in SAILIS per province is in the Transvaal with four, or 40% of respondents from that province involved. The OFS is next with five, or 35.71%, the Cape a close third with four, or 33.33% and Natal last with four, or 17.39%.

LIWO has the next highest involvement with eight, or 13.56%. Involvement in LIWO is highest in Natal at six, or 26.09%, with two, or 16.67% involved in the Cape. There is no involvement in LIWO among Transvaal and OFS respondents. ALASA scores one, or 1.69% in the Transvaal.

The Other category responses number 14, or 23.72% and are given in Table 9, together with the period of time the respondents have been involved. The main general LIS structures are also featured in relation to the time respondents have been involved with them.

The highest total, 18 or 30.5%, is for those who named a structure but do not specify how long they have been involved. Fifteen, or 25.42% have been involved for a period of one to five years. In the six to ten year span, were seven or 11.86%, with four, or 6.78% involved for 11 years or more.

A significant finding is the high proportion of respondents not involved in a work-related organisation. This is particularly apparent in the Librarian to Principal Librarian ranks as Table 10, a cross tabulation of organisational involvement and position or rank shows.

TABLE 10: ORGANIZATIONAL INVOLVEMENT BY POSITION

Position / Organisation	1 Not Ans	1 Library Assistant	2 Librarian	3 Senior Librarian	4 Principal Librarian	5 Assistant Director	6 Deputy Director	7 Director	Row Total
0 Not Ans	0 / .0	0 / .0	0 / .0	1 / 3.7	0 / .0	0 / .0	0 / .0	0 / .0	1 / 1.7
1 None	1 / 100.0	0 / .0	8 / 57.1	17 / 63.0	2 / 20.0	0 / .0	0 / .0	0 / .0	28 / 47.5
2 Yes, not specified	0 / .0	0 / .0	0 / .0	0 / .0	0 / .0	1 / 25.0	0 / .0	0 / 100.0	2 / 3.4
3 ALASA	0 / .0	1 / 100.0	0 / .0	0 / .0	0 / .0	0 / .0	0 / .0	0 / .0	1 / 1.7
4 LIWO	0 / .0	0 / .0	1 / 7.1	2 / 7.4	2 / 20.0	0 / .0	0 / .0	0 / .0	5 / 8.5
5 SAILIS	0 / .0	0 / .0	5 / 35.7	4 / 14.8	5 / 50.0	2 / 50.0	1 / 100.0	0 / .0	17 / 28.8
6 OTHER	0 / .0	0 / .0	0 / .0	3 / 11.1	1 / 10.0	1 / 25.0	0 / .0	0 / .0	5 / 8.5
Column Total	1 / 1.7	1 / 1.7	14 / 23.7	27 / 45.8	10 / 16.9	4 / 6.8	1 / 1.7	1 / 1.7	59 / 100.0

In Question 11 respondents were asked whether they were office bearers in a work-related organisation. Holding office was seen as an indicator of the depth of involvement in work-related structures. Twenty-one, or 35.59% of the respondents did not answer. It seems unlikely that respondents who are office bearers would fail to declare it, hence this score could be added to the "No" response of 23, or 38.98% to form a tentative total of 44, or 74.58% who are not office bearers in a work-related structure. Of these combined totals, percentages of the negative responses per province can be calculated. For the OFS these are highest with 13, or 92.86%; the percentage for the Cape is next with nine, or 75%. The Transvaal is third with seven, or 70%, and Natal last with 15, or 65.22%.

Office bearers in work-related structures number five, or 8.47%. Another ten respondents, or 16.95% name the structures in which they are office bearers. These two totals combine to form 15, or 25.42%. Of the respondents in each province who are office bearers the score for Natal is highest with eight, or 34.78%, followed by the Transvaal three, 30%, Cape three, 25%, and OFS one, 7.14%. The Transvaal has two office bearers in unspecified organisations and one in the South African Music Librarians' Association (SAMLA); the OFS has one office bearer (organisation not identified); Natal has an office bearer in an unspecified organisation, two in the Children's Book Forum (Midlands), three in LIWO and two in SAILIS, and the Cape had one office bearer, organisation unspecified, plus two who bear office in three structures, the National Book Development Council, SAILIS and TRANSLIS.

TABLE 11: ORGANISATIONAL OFFICE BY POSITION

Position Office	1 Not Ans	1 Library Assistant	2 Librarian	3 Senior Librarian	4 Principal Librarian	5 Assistant Director	6 Deputy Director	7 Director	Row Total
0 Not Ans	1 100.0	0 .0	4 28.6	14 51.9	2 20.0	0 .0	0 .0	0 .0	21 35.6
1 No	0 .0	0 .0	9 64.3	9 33.3	3 30.0	1 25.0	0 .0	1 100.0	23 39.0
2 Yes	0 .0	1 100.0	1 7.1	1 3.7	1 100.0	0 .0	1 100.0	0 .0	5 8.5
3 Yes, specified	0 .0	0 .0	0 .0	3 11.1	4 40.0	3 75.0	0 .0	0 .0	10 16.9
Column Total	1 1.7	1 1.7	14 23.7	27 45.8	10 16.9	4 6.8	1 1.7	1 1.7	59 100.0

The high percentage of respondents who do not hold office in a work-related organisation parallels the findings of high non-involvement in work-related organisations generally. Cross tabulation of organisational office bearing with position in Table 11 reveals that office bearers are found at all but Director levels. Again the poor response to the survey from senior ranks is a factor.

4.2   **Implementing the mission**

4.2.1   **Perceptions of the mission**

Question 12 solicited information about what the respondents understood the mission or aim of their service to be rather than what the mission was. This question should be viewed in conjunction with Question 13 in which respondents were asked to rate their service's success in achieving the mission as they understood it. This question was answered by all but one (1.69%) respondent and the responses of another two (3.39%) suggest that they did not understand the question ("yes" and "the reason for our existence").

TABLE 12: ASPECTS OF THE MISSION NOTED BY RESPONDENTS

ASPECTS	No	%
Improve quality of life	57	96.61
Render a library service	29	49.15
Meet educational/information/culture/leisure needs	23	38.98
Of individuals/communities/groups/many as possible	21	35.59
Provision:infrastructure/support/facilities/materials	21	35.59
Cooperate with public libraries/local authorities	9	15.25
Serve disadvantaged/most needy/otherwise unserved	5	8.47
Promote literacy	3	5.08
NALN serves researchers	2	3.39
Question not understood	2	3.39
Evaluation - accept criticism "from all sides"	1	1.69
Gave NPA mission	1	1.69
Question not answered	1	1.69

A very high 57, or 96.61%, of the responses refer to improving quality of life. Another 29, or 49.15%, name rendering a library service. Meeting educational, informational, cultural and leisure needs is given by 23, or 38.98%. Twenty-one, or 35.59% link these needs to individuals, communities, target groups, and "as many as possible". The same total is achieved by provision of an infrastructure, support, facilities and material. Co-operation with public libraries and/or local authorities is noted in nine responses, or

15.25%. The balance of the responses are shown in Table 12. The close relationship between the elements described and those in the official mission in provincial library service documentation referred to in section 2.3 should be noted.

Question 13 required the respondents' estimates of their service's success, or lack thereof, in achieving the mission as they understood it. The question was not answered by three respondents, or 5.08%.

The highest score, calculated in quartiles is for the 51-75% group with 19, or 32.2%. Second is the 76-100% group with 18, or 30.5%. Together these two groups comprise 37, or 62.71% of the responses. The highest percentage of responses for the province in the 51-75% quartile comes from the Cape with five, or 41.67% of the province's responses. Second is the OFS with five, or 35.71%, third Natal with seven or 30.43% and last the Transvaal with two, or 20%. The Transvaal and the Cape score five, and seven respectively (50% each) in the 76-100% quartile; Natal four, or 17.39% and the Cape two, or 16.67%.

In the third highest quartile, 26-50%, Natal scores eight, or 34.78%, Transvaal three, or 30%, the Cape three, or 25% and the OFS one, or 17.14%. Only Natal has results recorded for the 1-25% quartile, three or 13.04%. The findings show that well over half the respondents rate success in achieving the mission at 51% plus.

4.2.2   Ranking of services in relation to the mission

Question 14 gauged perceptions of priorities with regard to provision. These services were seen by the researcher as the "nuts and bolts" level of implementing the mission and a ranking of the services as one group of entities was considered useful in providing insight into perceptions of priorities. To achieve this objective, different types of service were drawn into proximity, for instance, the provision of study space listed with supplying adult fiction. The purpose of the question was to achieve a fresh perspective concerning the

various types of provision usually/or potentially supplied by various disparate units, or even departments in organisations, and to have a bird's eye view of them all, thus opening up assessment and bringing it into line with the practical realities involved in prioritising functions in a service.

Four or 6.78% did not answer. Scores for each service were rated on a scale of 1-19, with one being considered most important and 19 least important. The lower the score the more highly the service was regarded. Percentages for not answering the question and other are calculated as percentages of the number of respondents.

TABLE 13: RANKING OF SERVICES

RANKING	SERVICE	TOTAL	%
1	Reference	237	21.14
2	Local/community information	265	23.64
3	Literacy materials	321	28.64
4	Adult non-fiction	345	30.78
5	Textbooks	362	32.29
6	Children's literature	375	33.45
7	Youth literature	388	34.61
8	Study space	391	34.88
9	Literacy material for tutors	424	37.82
10	Adult fiction	494	44.07
11	Rural provision	513	45.76
12	Audio-visual materials/study	553	49.33
13	Computers, photocopiers, VCRs	621	55.40
14	Videos	684	61.02
15	Provision for workers	687	61.28
16	Provision for women	748	66.73
17	Recorded music	753	67.17
18	Art prints	778	69.40

Table 13 lists the services as ranked by the respondents together with the scores and percentages obtained, while Tables A to D in Appendix 1, show the individual provincial ratings. There are no scores lower than 237, or 21.14% and none higher than 778, or 69.4%. All the scores thus fall within the range of deciles 21-70%, suggesting some

cohesion and consensus in scoring particularly in the lower to slightly higher than middle scores.

Between 21 and 30% in order of ranking are reference services, local and community information services, literacy materials, and adult non-fiction. In the range 31 to 40% are children's literature, youth literature, the provision of study space, and the provision of literacy materials for tutors.

The next group of services are rated between 41 and 50%: adult fiction; provision to rural areas, and audio visual materials for study. The groups discussed thus far fall below a score of 50%. There is only one score in the 51 to 60 group and this is for personal computers, photocopiers and video cassette recorders (VCRs).

The last grouping falls within 61 to 70%. There are five categories of provision: videos; provision for workers; provision for women; recorded music, and the provision of art prints. Thirteen Other category suggestions are library buildings (Transvaal); buildings and furniture (Natal); administrative departments (Natal), and properly trained staff (Transvaal). Inter-library loans (Natal), special requests for study, information and general purposes (Cape), clippings and photocopies for projects, and periodicals (both Natal) are others. Health services to rural clinics (Natal), outreach to non-users in townships and informal settlements (Transvaal) are suggested as well as services to children such as holiday programmes (Transvaal). Enhancing cultural life and providing a venue for cultural activities (both Cape) are others. There are no other suggestions from the OFS.

Significant findings overall are the measure of consensus between the provinces and the high rating of broadly educational and community information-related services.

4.2.3   **Prioritising research for strategic planning**

Question 15 elicited perceptions of the actual research priorities of the services which were

considered important by the researcher for strategic planning. Question 16 asks the related question, what the actual research priorities of the service should be. Table 14 shows that the question was not answered by seven, or 11.86% of the respondents.

The highest total overall, 18, or 30.51% do not know of any research priorities. Another six, or 10.17% state there are none in practice or no clear priorities. These two scores combined form 24, or 40.68%, who do not know of any research priorities, or say there are none in practice, or that there are no clear priorities. A case can be made for adding to these the total of questions which were not answered on the basis that respondents would have been likely to answer had they known their service's research priorities. The respondents who do not know of any or state there are none in practice total 31, or 52.54%.

The balance of the responses, just less than half, 28, or 47.46% are divided among a range of responses identifying research priorities. The top scores are for research about literacy needs, literacy materials and formats with nine, or 15.25%, which is half of the highest score. Next are three areas of research, each with eight, or 13.56%: community profiling; study facilities, particularly in-house use; community needs (as opposed to community information needs at six or 10.17), stock gaps and the suitability of provision. The balance of the responses can be seen in Table 14.

TABLE 14: RESPONDENTS' PERCEPTIONS OF RESEARCH PRIORITIES

RESEARCH PRIORITIES	No	%
Do not know of any	18	30.51
Literacy needs/materials/formats	9	15.25
Community profiling-what is available/needed for RDP	8	13.56
Study facilities/in-house use	8	13.56
Community needs/stock gaps/suitability of provision	8	13.56
Buildings/provision to unserved communities	7	11.86
Question not answered	7	11.86
None in practice/no clear priorities	6	10.17
Community information needs	6	10.17
Library staffing/training needs	2	3.39
Crisis management-coping with needs of moment	1	1.69

Question 16 sought information about the research priorities which the respondents considered essential for feeding the strategic planning process and thereby assisting in fulfiling the mission. Respondents were asked what they thought the research priorities of the service should be. The question relates to Questions 12 and 13 about the mission and to ranking services (Question 14). Answers might have been expected to focus on the identification of needs and the principles and framework for the provision behind the services.

TABLE 15: PERCEPTIONS OF WHAT RESEARCH PRIORITIES SHOULD BE

PRIORITIES SHOULD BE	No	%
Community profiles-what provided/needed-rural/township	31	52.54
Literacy materials/promotion/role of libraries	13	22.03
Suitability of provision/service/materials	10	16.95
Information/small business/informal sector needs	9	15.25
Education/study/schools provision	7	11.86
Question not answered	7	11.86
Localised services/siting of libraries	3	5.08
Communicate/cooperate with other PLSs/NGOs	3	5.08
Training needs of affiliated librarians	2	3.39
Effective mobile/box libraries	2	3.39
Do not know/not sure	2	3.39
Did not understand the question	2	3.39
Other-need prompt research results/situations change	2	3.39
In-house use of materials	1	1.69
Use of technology	1	1.69
User fees/race-based restrictions to access	1	1.69

Table 15 reflects that the question was not answered by seven, or 11.86%. A further two, or 3.39% did not know or were not sure, and another two, or 3.39% did not seem to understand the question stating "research" and "high", thus giving a combined total of 11, or 18.64% who could not, or did not, provide a view on required priorities for research.

The highest score is for community profiling, particularly in rural and township areas, with a significantly high 31, or 52.54%. Less than half of this score, 13, or 22.03% is obtained by the next cluster of items, which comprise literacy materials, literacy promotion and their relationship to the role of libraries. Rated at ten, with 16.95% is the

suitability of provision, services and materials and at nine, or 15.25%, is information for small business and informal sector needs.

Placed at seven, with 11.86%, is education, study and schools provision, and at three, or 5.08%, are two groups, localised services and the siting of libraries, and communication and co-operation with other provincial library services and NGOs.

The balance of the responses can be seen in Table 15. Over half the respondents are unable to offer a view about actual priorities. There is a measure of connectivity between what they think the priorities are and what they think they should be but the order of priority varies, for example, the response to Question 16 about community profiling, has moved to first place.

4.2.4   Selecting materials

In soliciting an insider's view of the appropriateness of current selection in the light of comment in the *Library and Information Services: report* (NEPI 1992), the respondents were asked how appropriate the library service's materials selection was to the needs of communities it aimed to serve. Question 17 is linked to the three questions that follow, which pick up on prerequisites for selection such as the recognising the necessity for needs assessment, methods used and the potential role of community representation.

TABLE 16: RESPONDENTS' ASSESSMENT OF MATERIALS SELECTION

ASSESSMENT OF MATERIALS SELECTION	No	%
Generally appropriate	22	37.29
Very appropriate for last three years	12	20.34
Lack community feedback/promotion of changed stock	11	18.64
Publishing/local/black language material short supply	8	13.56
Funding 100% a problem. Need double available funds	7	11.86
Fairly appropriate	5	8.47
Need research on black communities/specific materials	4	6.78
Need material accessible to new literates	2	3.39
Need AV for literacy/general development purposes	2	3.39
Need more study material	2	3.39
Question not answered	2	3.39
Uncertain/not sure	2	3.39
Insufficient information re needs	1	1.69

Table 16 shows that the question was not answered by two, or 3.39%. Another two, or 3.39%, were uncertain or not sure, and one, or 1.69%, had insufficient information concerning needs. Hence five, or 8.47% were unable to provide a view.

The highest scoring cluster is the view that materials selection is generally appropriate with 22, or 37.29%. Another 12, or 20.34% state that it has been very appropriate more recently, that is over the last three years. These two scores together form 34, or 57.63% who rate selection as generally or very appropriate at present. At five with 8.47% is a rating of fairly appropriate which could be aggregated with the total above to achieve an estimate of the appropriateness of selection at 39, or 66.1%. Only these three groups of responses give assessments of the appropriateness of selection.

The comment "fairly appropriate" raises the question of reservations as to why the selection might be other than suitable and it is this question that the remaining groups of responses address. There is a range of suggestions about what is lacking and needed to improve materials selection. In third place with 11, or 18.64%, is a lack of community feedback and a lack of promotion of the now "changed" (more appropriate) stock. Both perceptions of deficiencies relate in the main to the affiliated librarians.

With eight, or 13.56%, the view is that local publishing, particularly material in the black languages is in short supply and therefore more appropriate selection is hampered. Funding is regarded as a problem by seven, or 11.86, who argue it is 100% a problem or that the services need double the available funds. At four, with 6.78%, is a need for research on the specific materials required by black communities. The balance of the responses can be seen in Table 16.

Perceptions of the general appropriateness of selection, particularly over the last three years, emerges as a finding.

4.2.5   **Establishing needs**

The literature (Hansen 1993a:5; Lubbe 1990:13-18; Slater 1994a:13) has suggested that various forms of input about needs and consultation are used by the provincial library services. Question 18 gathers data about the methods used and their adequacy in the respondents' view. Table 17 shows that this question was not answered by four, or 6.78% and two, or 3.39% did not know, thus making a total of six, or 10.17% who did not or could not answer. Another four, 6.78% of the responses are so general as to be vague: these are "personal contact" (unspecified) at two, 3.38% and at one, 1.69%, "public demand" and "communication with Assistant Directors".

TABLE 17: PERCEPTIONS OF METHODS USED TO ASSESS NEEDS

METHODS	No	%
Research-surveys/community profiles/some informal	25	42.37
User/librarian/civic structure/community(slight) input	23	38.98
Regional library/library contact (limited by time)	20	33.90
Special requests-good but not sufficient method	14	23.73
Visits to libraries/stock assessment	10	16.95
Selection meetings-public library input(limited)/CPALS	9	15.25
Stock evaluation reports/requests	6	10.17
Question not answered	4	6.78
Fora and interest groups for public librarians	4	6.78
Analysis of circulation statistics for trends	3	5.08
Guessing/passive acceptance of few vocal users'input	2	3.39
Do not know	2	3.39
Personal contact (unspecified)	2	3.39
Public demand	1	1.69
Communication with Assistant Directors	1	1.69
Source guides for special libraries	1	1.69

The balance of the responses refer to various methods and some evaluate their efficacy. First at 25, or 42.37%, is a reference to surveys and community profiling. A second slightly lower total of 23, or 38.98%, refers to a range of sources from which input is garnered: users, affiliated librarians, civic structures, and to a lesser extent, communities themselves. Contact specifically between the affiliated librarians and regional library staff is referred to by 20, or 33.9%, although this is considered limited by time constraints.

Related to this but not specifically linked to the regional staff exclusively are visits to libraries and stock assessment placed at ten, with 16.95%. At 14, or 23.73% are special requests which are considered a good but "not sufficient method". Another reference is made to stock assessment at six, or 10.17, from the affiliated librarians' perspective of stock evaluation reports and requests.

Selection meetings score nine, with 15.25% although the public library input at these is considered limited. The latter deficiency is to be addressed in the Cape by CPALS. At four with 6.78% are fora or interest group meetings for public librarians as a method of gathering information about needs. At three, with 5.08%, is the analysis of circulation statistics for use patterns. At two, or 3.39 is "guessing" or the passive acceptance of a few vocal users' input.

Fairly high percentages are accorded to methods such as survey and community profiling, even if these methods are used informally in some cases. A range of methods is put forward within a critical perspective of their limitations.

Question 19 asked respondents to assess the extent of the involvement of community representatives in needs determination. Table 18 reflects that the question was not answered by three, or 5.08%. Another seven, or 11.86% did not know to what extent community representatives were involved, which resulted in ten, or 16.95% who did not or could not answer.

TABLE 18: PERCEPTIONS OF INVOLVEMENT OF COMMUNITY REPRESENTATIVES

INVOLVEMENT OF COMMUNITY REPRESENTATIVES	No	%
Minimal/not formalised/improving/use black staff input	14	23.73
Through public librarians/library committees	12	20.34
Very much-in selection/also consult civic structures	9	15.25
Some-consult community groups/more re new libraries	7	11.86
Do not know	7	11.86
Representatives not involved at all	4	6.78
Question not answered	3	5.08
Other/special requests used/has become important	2	3.39
Political situation a deterrent	1	1.69

The view that community representatives are not involved at all scores four, or 6.78%, and the opinion that the political situation is a deterrent, one, or 1.69%. Thus a total of five, or 8.47%, respond in such a way as to suggest that community representatives are not involved.

At 14, with 23.73% is a group who see the involvement of community representatives as minimal, not formalised, although improving and who note that to some extent the input of black staff is being used. If this group is aggregated with the group above who reply in the negative, or do not/cannot answer, or say they are not involved, or who say they are involved to a minimal informal extent although the situation is improving, a total of 29, or 49.15% is obtained.

Opposed to this view at nine, with 15.25%, is the suggestion that community representatives are very much involved in selection and through consultation of civic structures. At seven, with 11.86%, is a related assessment that they are involved to some extent through consultation of community groups although this tends to be more in respect of new libraries than existing services. At 12, with the second highest total, 20.34%, is the suggestion that they are involved through public librarians and library committees. These three more positive opinions about the involvement of community representatives add up to 28, 47.46%. Other comment is grouped at two, 3.39%.

Responses concerning the involvement and non-involvement of community representatives are split with slightly more negative responses as well as suggestions about the need for more consultation about existing, as well as prospective, services.

The findings in the above three questions confirm the need to probe, in Question 20, for unequivocal commitment to needs assessment. The question was not answered by 14, or 23.73%. If the response of "not sure" (one, 1.69%) is added 15, or 25.42%, could not or did not answer.

Only one, 1.69%, replied in the negative. A respondent from the Transvaal sees the question as not applicable, that is that his/her service is trying to establish needs. Similarly two Natal respondents state that their service is trying to establish needs. Another, however, also from Natal argues that "more effort was needed".

A very solid 39, or 66.1%, of the respondents answer in the affirmative that if their services are not trying to establish needs they should try to.

4.3   **Management in the provincial library services**

4.3.1   **Management style**

To assess the management style of the services from the qualified staff's point of view respondents were asked in Question 21 to estimate the degree to which the management style was top down. The question was not answered by three, or 5.08%, of the respondents. Other category responses revealed that another three (two Natal, one Cape), or 5.08%, did not know how to answer. Another two (Natal and Cape), 3.39%, did not understand the question. The aggregated total for those who did not or could not answer was eight, or 13.56%. Three respondents (all Natal), stated that the management style varied in different units and at different levels.

TABLE 19: DEGREE TO WHICH MANAGEMENT STYLE SEEN AS TOP DOWN

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
NOT ANS	0	1	2	0	3	5.08
1-25%	0	0	0	3	3	5.08
26-50%	2	2	3	3	10	16.95
51-75%	1	6	2	4	13	22.03
76-100%	7	8	7	0	22	37.29
OTHER	2	6	0	0	8	13.56

Table 19 reveals that 22, or 37.29%, of the respondents believe that their service is 76-100% top down in management style. Thirteen, or 22.03% consider it 51-75% top down. These two scores combined give 35, or 59.32%, a clear majority estimating the

management style as 50-100% top down. Ten, or 16.94%, estimate the style at 26 to 50% top down. The aggregated scores, therefore, for those who estimate the management style to be at least 26-100% top down is 45, or 76.27%.

While aware that the provincial library services are part of the public service, in other words of a large bureaucratic system, the researcher considered it important to establish whether the system could, or did accommodate, the professional competence of the formally qualified staff. Question 22 therefore asked the respondents to estimate the degree to which professional competence was accommodated. The results are set out in Table 20. Related Question 21 assesses management style and Question 23 communication methods, for example, do the latter offer scope for feedback and questioning?

TABLE 20: DEGREE TO WHICH PROFESSIONAL COMPETENCE IS PERCEIVED TO BE ACCOMMODATED

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
NOT ANS	0	0	2	2	4	6.78
1-25%	3	4	1	2	10	16.95
26-50%	4	5	3	2	14	23.73
51-75%	2	5	3	0	10	16.95
76-100%	1	3	4	3	11	18.64
OTHER	2	6	1	1	10	16.95

The question was not answered by four, or 6.78%. Two respondents (Transvaal and Natal), 3.39%, did not understand the question while another three (two Natal and one Cape), 5.08%, did not know how to answer. These totals comprise nine, or 15.25%, who did not or could not answer.

The highest score of 14, or 23.73%, assesses accommodation of professional competence at 26-50%. Eleven, or 18.64%, provide an estimate of 76-100%, while the third and first quartiles score ten, or 16.95% each. The lowest quartile, 1-25% can be seen to be boosted slightly by comment from Natal and the Cape (two, or 3.39%) from the Other responses that the professional competence of the librarian is accommodated very little.

The results show a great range in distribution which is carried through into the high number and range of Other responses. Comment from two (3.39%) respondents (OFS and Natal) suggests that the degree to which the professional competence of the librarian is accommodated depends on the level of the post. A Natal respondent sees more flexibility after 1990.

4.3.2   Communicating with staff

The size of the staff complement of the provincial library services, the wide geographic distribution of the regional offices, and the distance of some of the latter from Head Offices suggested that adequate communication was more crucial than is usually the case in an organisation. Question 23 solicited information on the nature of communications methods used to convey administrative decisions to the staff (see Tables 21 and 22). More than one response per respondent was possible. Table 21 reflects that the question was not answered by seven, or 11.86%.

TABLE 21: PERCEPTIONS OF COMMUNICATION METHODS

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
MEDIUM						
NOT ANS	1	0	4	2	7	11.86
LETTER/CIRCULAR/MEMO	8	9	5	6	28	47.46
MEETING/SEMINAR	6	11	4	5	26	44.07
WORD OF MOUTH	3	4	1	2	10	16.95
OTHER	9	17	7	4	37	62.71

Written or impersonal methods of communication, with no immediate opportunity for feedback, such as the letter, circular or memo score with 28, or 47.46%. The aggregated score for the more personal methods with opportunity for immediate feedback such as meetings, seminars (26, or 44.07%) and word of mouth (ten, or 16.95%) is 36, or 61.02%.

TABLE 22: OTHER RESPONSES RE COMMUNICATION METHODS

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
RESPONSE						
Section heads/supervisor	0	5	2	1	8	13.56
Inadequate/find out by chance	0	5	0	0	5	8.47
Telephone	3	1	0	0	4	6.78
Middle management	0	2	0	1	3	5.08
Journal	2	1	0	0	3	5.08
Newsletter	0	0	2	0	2	3.39
Verbal	2	0	0	0	2	3.39
Well	0	0	2	0	2	3.39
Forum	0	0	0	1	1	1.69
Tearoom	0	0	0	1	1	1.69
Fax	0	1	0	0	1	1.69
Directly	0	1	0	0	1	1.69
Information given if affects worker directly	0	0	1	0	1	1.69
Higher ranks often forget to pass on information	1	0	0	0	1	1.69
Grapevine	0	1	0	0	1	1.69
Tendency to make decisions without consulting	1	0	0	0	1	1.69
TOTAL	9	17	7	4	37	62.71

The large Other category in Table 22 lists item which could, if more specifically described, fall into one of the categories above, for instance "middle management" who could communicate directly in person or using a memo. Section heads and supervisors, it would seem would be more likely to communicate directly and personally, because of their immediate proximity to the staff in their units. The forum and the tearoom suggest personal communication, as does the telephone. Directly and "verbal" suggest personal communication. Newsletter, fax, and journal suggest impersonal communication, and, in the case of the latter, infrequent communication.

The response, "well" comes from OFS respondents is offset somewhat by the comment that information is given if it affected the worker directly. This more negative trend is picked up in the "grapevine", that is informal, by chance, communication; in "inadequate,

find out by chance", "higher ranks often forget to pass on information", and "tendency to make decisions without consulting".

More personal methods with opportunities for immediate feedback scored highest with a range of methods being used. Responses in the Other category suggest some negative perceptions concerning communication efficacy.

4.3.3   Decision making

Question 24 sought to establish perceptions of the factors which influence management decisions. The question links into Questions 12 and 13 about the mission of the organisation and probes the decision making processes behind policy. Related questions 25 and 26 investigate subjectivity in decision making and attempts to check it.

TABLE 23: FACTORS PERCEIVED TO INFLUENCE MANAGEMENT DECISIONS

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
FACTOR						
NOT ANS	1	2	2	0	5	8.47
FUNDS	4	7	8	3	22	37.29
STAFF	3	3	1	2	9	15.25
COMMUNITY	3	4	2	6	15	25.42
OTHER	14	19	6	8	47	79.66

The findings are reflected in Tables 23 and 24. More than one response per respondent is possible. The question was not answered by five, or 8.47%. Another 11, 18.64% answered that they did not know under Other. A further three, 5.08%, did not understand the question. Added together these totals suggest that 19, or 32.2% could not or did not answer the question.

A slightly higher total, 22, 37.29%, see funds as one of the most important factors affecting management decisions. Another 15, or 25.42% of the responses name community factors as influential. Staff factors are given by nine, or 15.25%. A range of broadly

management-related factors score 11, 18.64% under Other but the clearly defined staff factors have been separated out for inclusion in Table 23 because they form a distinct entity.

TABLE 24: OTHER RESPONSES RE FACTORS INFLUENCING MANAGEMENT DECISIONS

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
RESPONSE						
Other management-related factors	7	3	1	0	11	18.64
Do not know	3	5	2	1	11	18.64
Political factors	1	3	1	4	9	15.25
More professionally-driven factors	3	3	1	0	7	11.86
Legislative factors	0	2	0	1	3	5.08
Organisational factors	0	2	0	1	3	5.08
Question not understood	0	1	1	1	3	5.08
TOTAL	14	19	6	8	47	79.66

The Other category represents a range of responses some of which have been discussed above. In the Cape these number two more than the number of respondents. Clearly there is more than one "Other" response per respondent in some cases.

The other management-related issues score 11, or 18.64%: communication with lower level of staff (OFS); "Top Management decisions seem very erratic" and "Middle Management decisions seem very balanced" (two, Natal); deviation from the norm, usual, or previous policy, and issues such as has the policy worked in CPLS prior to 1970 (Natal). Others from the Cape, are consequences for the image of the service with trade unions, the public and the CPA authorities (three), ivory tower building, internal politics, and "crisis management" in which situations a response "was unavoidable" (two).

Political factors, nine, or 15.25%, emerge in responses from the Transvaal (three), from the OFS "Influence of the government of the day", from Natal (two), and possibly in "Outside pressures" from the Cape. Other related factors are the security situation (Transvaal), and crisis management caused by political factors and socio-political pressures (Natal).

More purely professional driven, as opposed to more management-related issues total seven, 11.86%: time as a factor (OFS); the efficacy of a carefully worded well-timed proposal by senior staff members, depending on the mood of the Director; the need to solve a problem and the need to improve services and develop a plan of action (Natal); the professional opinion of Librarians as a factor (two) and justifying the continued existence of the service (Cape).

Legislative factors are mentioned only twice in the context of access to KwaZulu for Natal. These factors are possibly hinted at in "organisational change" from the Transvaal. Organisational factors total three, or 5.08%: bureaucracy (Transvaal); instructions to the Director by superiors, and "Work Study stifles forward planning" (Natal).

The percentages allocated to the three highest scoring factors, funds, staff and community factors were tabulated in quartiles, to facilitate the identification of patterns. The result did not clarify factors influencing management decisions to any great extent and have therefore not been presented.

As explained above Question 25 probed staff perceptions of possible subjectivity in decision making. If the management style is seen to be predominantly top down, as has been established, and, in addition, there is scant provision for monitoring and control, unchecked subjectivity could have serious implications for the service, hence the need for this question and the one that follows.

TABLE 25: DEGREE TO WHICH SUBJECTIVE PERSONAL CHOICES WERE SEEN
TO OPERATE

ESTIMATED DEGREE	No	%
High/very high/to a great extent	12	20.34
Limited extent/use allocations tables/formulae	11	18.64
Reasonable degree/try to be objective and consult	11	18.64
Question not answered	8	13.56
Not sure	6	10.17
Not at all	5	8.47
Not clearly noticeable/hopefully none	3	5.08
Difficult to say/to be completely objective	2	3.39
Departmentals allocate according to need	1	1.69

Table 25 presents the findings. Few percentages are given and generally they are combined with comment. They are therefore integrated into the text, taking 50% and higher roughly as high, for example. The question was not answered by eight, or 13.56%. Another six, or 10.17% were not sure. Two, or 3.39%, said it was difficult to say or to be completely objective, and another three, 5.08%, said such factors were not clearly noticeable, "hopefully there were none". The aggregated total for those who did not or could not give a clear response is 19, or 32.2%.

The top three scores are very close, the highest, 12, or 20.34%, is for a group which estimate the occurrence of subjective personal choices as high, very high, and as operating to a great extent, 50-69%, and 70-79%. Next, both with 11, or 18.64%, are "to a limited extent", we "use allocations tables and formulae", to a "reasonable degree", 35%, and we "try to be objective and consult". The aggregated score indicating the operation to some extent of subjective personal choices is 34, or 57.63%. Hence support for the operating of subjective personal choices is established.

A total of five, 8.47%, respond that subjective personal choices do not operate at all, 0%; and one, or 1.69% state that departmental libraries allocate according to need.

TABLE 26: PERCEPTIONS OF ATTEMPTS TO CHECK SUBJECTIVE PERSONAL
CHOICES IN DECISION MAKING

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
ATTEMPTS						
NOT ANS	2	2	9	2	15	25.42
CONSULTATION/	3	1	2	2	8	13.56
LIBRARIANS/						
COMMUNITY						
STAFF	1	8	0	1	10	16.95
MEETINGS						
ALLOCATION	3	1	0	0	4	6.78
TABLES						
OTHER	10	13	3	7	33	55.93

The rationale behind Question 26 which concerned attempts to check subjective personal
choices in decision making, has been discussed above (see Tables 26 and 27). More than
one response was possible per respondent. Table 26 reveals that the highest percentage of
respondents, apart from responses in the Other category, did not answer the question, that
is 15, or 25.42% of the respondents. Another seven, 11.86% did not know and another
one, 1.69, was not sure as Table 27 reflects. The totals therefore for those who did not or
could not answer are 23, 38.98%.

The highest scores for those who answered is for staff meetings with ten, 16.95%;
secondly for consultation with librarians and the community eight, 13.56%, and lastly for
allocation tables with four, 6.78%. The combined total for these three scores is 22, or
37.29%.

TABLE 27: OTHER RESPONSES RE ATTEMPTS TO CHECK SUBJECTIVE PERSONAL
CHOICES IN DECISION MAKING

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
RESPONSE						
Responses indicating	3	5	0	2	10	16.95
problems re bias						
Attempts by various	3	5	0	3	8	13.56
management levels						
Do not know	0	3	3	1	7	11.86
More professionally-	3	0	0	0	4	6.78
driven factors						
Not necessary	0	0	0	1	1	1.69
Not sure	1	0	0	0	1	1.69
TOTAL	10	13	3	7	33	55.93

The Other responses in Table 27 reflect a range. Controls exercised by various levels of
management are supervision, or control visits (two, Transvaal); visits by supervisors
(Cape); report back sessions on strategic goals every three months (Transvaal); the
Executive Committee of the province, and the former member of this committee, Omar, in
particular, scrutinised policy decisions; the input of section heads and staff (four, Natal),
and the existence and consultation of the Management Committee (two, Cape). All these
management-related controls total eight, 13.56%.

The Cape in addition has two, 3.39%, more professionally-related issues concerning
materials selection in particular, these are that book selection is done by a panel
representing different language groups and that the use of material is assessed twice a
year.

A response from the Transvaal states that such controls are not necessary. The total for
these Other scores added to the three methods of control tabled in Table 26 give a total of
33, 55.93% for those who either suggest that subjectivity is not a problem or that controls
are used.

The balance of other responses suggest a perceived problem with the control of subjective

personal choices. From the Transvaal there are two, "Not much" and "not always effective"; from Natal three responses to the effect that there are very few, informal attempts" and two "none to my knowledge". The Cape makes three statements: that the "Management team do not serve the best interests of the public"; that there should be more checks by senior management; and that nothing is done to the respondent's knowledge. These negative responses total ten or 16.95%. Added to the total for those who did not or could not answer the total is 33 or 55.93%, exactly the same as the totals for the more positive responses concerning checks.

4.3.4 Planning and staff participation

Question 27 establishes whether the formally qualified staff are involved in strategic planning. It relates to Questions 21 and 22, in that it teases out the implications of accommodating the professional competence of the formally qualified staff. Table 28 shows that the question was not answered by seven, or 11.86%.

TABLE 28: PERCEPTIONS OF EXTENT OF INVOLVEMENT IN LONG-TERM STRATEGIC PLANNING

EXTENT OF INVOLVEMENT	No	%
Very little	32	54.24
Extent of involvement not made clear by respondents	8	13.56
Question not answered	7	11.86
Very/quite involved	6	10.17
Involved at level of post/budget/new libraries/staff	6	10.17

The extent of involvement of eight, or 13.56% of the respondents is not clear with comments such as "evaluated annually". The highest score is obtained by the response that the respondents have very little to do with strategic planning, with 32, or 54.24%. The total for those who do not or cannot answer with clarity is 40, or 67.8% which suggests a high degree of support for there being very little participation in strategic planning.

The remaining responses comprise two groups: those that are very or quite involved at six with 10.17%; and those with the same score who are involved at the level of their post

such as planning the budget, new libraries or staff.

4.4   **Governance**

4.4.1   **Access to funding and the re-allocating of resources**

4.4.1.1   **Funding**

Question 28 returns to the crucial subject of funding in asking the respondents the degree
to which the service receives sufficient funding to carry out its mission. It is therefore
related to Question 24. Questions 29 and 30 probe the level at which the problem occurs,
if there is one, and whether resources can be re-allocated as priorities shift in response to
change.

TABLE 29: DEGREE TO WHICH FUNDING SEEN AS ADEQUATE TO MISSION

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
NOT ANS	1	0	3	2	6	10.17
1-25%	0	2	1	0	3	5.08
26-50%	0	5	2	1	8	13.56
51-75%	5	6	5	4	20	33.90
76-100%	5	1	1	0	7	11.86
OTHER	1	9	2	3	15	25.42

Tables 29 and 30 display the findings in response to Question 28. The question was not
answered by six, or 10.17%. Another 13, 22.03%, in the Other category (Table 30) did
not know the answer. Thus 19, or 32.2% did not or could not answer the question.

TABLE 30: OTHER RESPONSES RE ADEQUACY OF FUNDING FOR MISSION

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
RESPONSE						
Do not know	1	8	2	2	13	22.03
Depends on target group	0	1	0	1	2	3.39
TOTAL	1	9	2	3	15	25.42

The remaining two, 3.39%, other responses suggest that the sufficiency of funding varies
depending on the target group identified in the mission. From the Transvaal comes the
response that it is 3% sufficient for the total population, 50% sufficient for present users

and 30% for potential and present users. A Natal response suggests that it is 70% sufficient for present services as set out in the mission statement. If the mission were to state specifically that services should be established in all/every centre in Natal then the figure for the adequacy of the funding should be reduced to 30%.

The highest number of responses is in the 51-75% quartile with 20, or 33.9% which is considerably higher than the nearest score of eight, or 13.56% in the second quartile. The third highest score is slightly lower, in the fourth quartile with seven, or 11.86%. The first quartile, 1-25%, obtains the lowest score of three, or 5.08%. This suggests that funding is a problem but not to the extent that could be expected. The highest range of scores is supported by only seven, 11.86% and rated third. The range of responses and comment in the Other category suggest, however, this finding should be interpreted cautiously in the context of the mission.

If funding were found to be inadequate it would be necessary to establish at what level of governance the problem occurred, in other words, at which level was the perceived value of library and information work deficient? Question 29 sought clarity on this issue. The question was not answered by eight, or 13.56%. Other responses were that six, 10.17% did not know the answer. Thus a total of 14, 23.72% did not or could not answer. Another three, 5.08%, state that the question is not applicable, in that funding is adequate.

The highest score is achieved by central government level with 30, 50.85%. Just over half this number of responses, 18, or 30.5%, goes to provincial government level.

4.4.1.2   Re-allocating resources

Question 30 was intended to test the potential of the resource allocation to accommodate adjusting priorities in response to, for example, a change in mission. Respondents were asked to what degree this was possible. Table 31 shows that the question was not answered by 13, 22.03%. Those who did not know the answer were a sufficiently

significant number, eight, or 13.56%, to require a dedicated category. Under Other (see Table 32), only one, 1.69%, of the responses was related to not understanding the question. The total of those who did not, or could not, answer was 22, or 37.29%.

TABLE 31: ESTIMATES OF DEGREE TO WHICH RESOURCES COULD BE RE-ALLOCAT

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
ESTIMATE						
NOT ANS	2	1	7	3	13	22.03
DO NOT KNOW	1	2	5	0	8	13.56
RIGID	1	6	0	3	10	16.95
SOME FLEXIBILITY	4	7	0	1	12	20.34
GREAT FLEXIBILITY	3	2	1	2	8	13.56
OTHER	1	5	1	1	8	13.56

The highest score is achieved by those who see some flexibility in resource re-allocation, 12, 20.34%. The second highest is scored by those who see the system as rigid, ten, or 16.95%. Great flexibility in the system has the lowest score with eight, or 13.56%. The Other category contains a range of responses which are reflected in Table 32.

TABLE 32: OTHER RESPONSES RE RESOURCE RE-ALLOCATION

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
RESPONSE						
CPALS should facilitate reallocation	1	0	0	0	1	1.69
Adjusting catalogue is the problem	0	1	0	0	1	1.69
New Financial Management should facilitate	0	1	0	0	1	1.69
Divisions in budget decided each year	0	1	0	0	1	1.69
Adjustment made to buy textbooks	0	1	0	0	1	1.69
Special requests/ inter-regional lending	0	0	1	0	1	1.69
Cannot re-allocate staff	0	1	0	0	1	1.69
Do not understand	0	0	0	1	1	1.69
TOTAL	1	5	1	1	8	13.56

4.4.2   **Placing in governance structures**

4.4.2.1   **Provincial placing**

Question 31 is the first of three relating to the governance of the provincial library services. The question elicited assessment of the appropriateness of the services' placing in the provincial structures. The next question, Question 32 gathered comment on the appropriateness of placing at the national level. These questions were a response to debates within NEPI (1992) about the correct placing for LIS. The issues have been addressed subsequently by CEPD (1994a/b), Lor (1994b) and by ACTAG (1995), for example, and bear on crucial matters such as access to funds, infrastructural support and co-ordination with vital functions such as education. Question 33 related to an historical sense in that library services in South Africa in the past have been dependent on proper legislative underpinning and the access to government funds that it can ensure (see section 2:3.1.1). Resolutions by professionals *per se* have not sufficed.

TABLE 33: PERCEPTIONS OF PLACING AT PROVINCIAL LEVEL

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
PLACING						
NOT ANS	2	2	6	2	12	20.34
GENERAL	5	6	3	1	15	25.42
PROVINCIAL SERVICES						
COMMUNITY	0	0	0	3	3	5.08
DEVELOPMENT						
ALTERNATIVE	2	2	0	2	6	10.17
GIVEN						
OTHER	3	17	5	2	27	45.76

More than one response per respondent was possible. Table 33 reflects that the question was not answered by 12, or 20.34%. The Other category (see Table 35) shows that 14, or 23.72%, did not know the answer to the question. The total for those who did not or could not answer is 26, or 44.07%, which is just 5.93% short of half the respondents. A response from 15, or 25.42% stated that they are correctly placed in General Provincial Services (GPS). In the case of a respondent from the Transvaal this is erroneous. Another two, 3.39%, from the OFS estimate the correctness of their service's placing (quite

correctly as requested) at 60% and 80%. These two scores can be added to the 15 above to achieve, 17, or 28.81%.

For the TPLS which is in fact placed under Community Development, three, or 5.08%, state that they are correctly placed. Alternative placing suggested by two Natal responses is with Community Development, as is one from the Cape, thus totalling three, 5.08%, for Community Development. Another suggestion from Natal under Other argues for placing with Community Development because of potential co-operation with development agencies. These responses bring the aggregated total for placing in Community Development as correct to seven, or 11.86%. Six (10.17%) respondents suggest alternative placings and these are shown in Table 34.

TABLE 34: ALTERNATIVE PLACINGS AT PROVINCIAL LEVEL

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
ALTERNATIVE						
Community Development	1	2	0	0	3	5.08
Education/Arts	1	0	0	0	1	1.69
Local Government	0	0	0	1	1	1.69
Own department	0	0	0	1	1	1.69
TOTAL	1	2	0	2	6	10.17

The Other category, (Table 35) besides the "do not knows" discussed above, contains a range of comment. Recurring comment relates to the need for higher status for libraries and the provincial library services from five, or 8.47%. Other comment from the Transvaal concerns a lack of clarity in a changing situation.

TABLE 35: OTHER RESPONSES RE PLACING AT PROVINCIAL LEVEL

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
RESPONSE						
Do not know	2	10	2	0	14	23.73
Libraries need higher status	1	1	1	1	4	6.78
GPS/Auxiliary Services inadequate for mission	0	4	0	0	4	6.78
General Provincial Services correct	0	0	2	0	2	3.39
Community development correct/co-operate with development agencies	0	1	0	0	1	1.69
Regional placing before 1994 ensured support	0	1	0	0	1	1.69
No clarity/changing situation	0	0	0	1	1	1.69
TOTAL	3	17	5	2	27	45.76

4.4.2.2 National placing

In Question 32 respondents were asked to assess various ministries at the national level as a preferred placement for LIS. The options are discussed above under the rationale for the governance questions. Table 36 reflects significantly that only four, or 6.78% of the respondents did not answer. More than one response per respondent was possible. Under Other two, 3.39%, did not know and these two totals make six, or 10.17% who did not or could not answer.

TABLE 36: PREFERENCES FOR PLACING AT NATIONAL LEVEL

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
MINISTRY						
NOT ANS	1	0	3	0	4	6.78
EDUCATION	2	3	1	1	7	11.86
EDUCATION	9	19	7	7	42	71.19
AND CULTURE						
ARTS	1	2	2	0	5	8.47
AND CULTURE						
OTHER	1	3	2	2	8	13.56

An extremely high 42, or 71.19%, argue for placing in Education and Culture. The breakdown of the responses as percentages of the individual province's total are highest in Natal with 19, or 82.61%; second in the Cape with nine, or 75%; third in the Transvaal with seven, or 70% and last in the OFS with seven, or 50%.

The next highest overall total is for Education, that is seven, or 11.86%, and lowest for Arts and Culture with five, or 8.47%. Under Other (see Table 37) there are five suggestions for various ministries.

TABLE 37: OTHER RESPONSES RE PLACING AT NATIONAL LEVEL

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
RESPONSE						
Do not know	0	1	1	0	2	3.39
Library and Information Ministry	1	1	0	0	2	3.39
Library Services Ministry	0	0	1	0	1	1.69
Information Services Ministry	0	0	0	1	1	1.69
Local Government	0	0	0	1	1	1.69
Integrate with Health/ Agriculture/Environment	0	1	0	0	1	1.69
TOTAL	1	3	2	2	8	13.56

4.4.3   **Legislative provision**

The rationale for Question 33, which asked the respondents whether they regarded legislative provision for LIS at central and provincial levels as important, was explained with the governance questions above. The question was not answered by six, or 10.17%. Three, or 5.08%, did not know the answer; two, 3.39%, were not sure, and one, 1.69%, did not understand. This totals 12, 20.34% who did not or could not answer the question.

Responses, in favour of legislative underpinning total 42, or 71.19%. Those against it are three, or 5.08%. Other suggestions, two, 3.39%, from Natal are that legislation can be positive or negative.

4.5   **Leadership in the provincial library services**

4.5.1   **Staff aspirations, autonomy and expertise**

Question 34 picks up on Questions 21, 22, 23 and 27 which investigated the involvement

of the formally qualified staff in various activities in the organisation. This question took the investigation a step further by asking the respondents to assess the level at which they had influence in the organisation. Question 35 asked the respondent to identify the issues over which s/he had autonomy.

TABLE 38: LEVEL AT WHICH RESPONDENTS PERCEIVED THEMSELVES TO HAVE INFLUENC

LEVEL	No	%
Top/senior level	15	25.42
At own immediate level	15	25.42
Question not answered	6	10.17
Junior management/section head level	6	10.17
Low/very low level	5	8.47
Other/exclamation mark/depends on problem/question	4	6.78
At all levels excluding local authorities	3	5.08
At no level/have no influence	3	5.08
Provincial level	2	3.39
Provincial/local government level	1	1.69
In community of public librarians-not Library Service	1	1.69

Table 38 shows that the question was not answered by six, or 10.17%, of the respondents and in the other category another two, 3.39%, answered with an exclamation mark. Two others, 3.39%, stated very generally that it depended on the problem or question. Thus the total for those who did not or could not answer was 10, 16.95%.

The balance of the responses are divided into two main groupings: those who see themselves as exercising considerable influence at various levels, within and/or outside the service, and those who state that they have limited, little or no influence.

Within the first more positive grouping the first and highest score is 15, or 25.42%. This group indicate that they have influence at the senior level. The second category within the positive grouping is placed at three, 5.08% and comprise those who state they have influence at all, excluding local authority levels. The last two categories in the positive grouping state they have influence at provincial level (two, 3.39%) and at provincial and

local government level (one, 1.69%). The scores for those who state that they have considerable influence total 21, 35.59%.

As with the first grouping, the top score for those who state they exercise limited influence is 15, or 25.42%. This group suggest that they have influence at their own immediate level. The latter can be high or low, but it seems likely that if high the response would be more positive as in those for the first positive grouping. Those who have influence at a high level tend to have it at the lower levels as well.

Next was six, or 10.17%, with "at Junior Management" or "Section Head level", which is close to the response, at the respondent's own immediate level. The influence exists but is limited to a specific level in Junior Management. Of the respondents five, or 8.47% state that their level of influence is low or very low. Another three, 5.08% state that they have influence at no level, in fact no influence at all. A final response, one, 1.69%, is that the respondent has influence outside the organisation, not in structures linked to the provincial administration, or those of local authorities, but in the wider community of public librarians. The totals for those with limited or no influence add up to 30, or 50.85%, just slightly more than half of those who did respond, thus supporting the finding that the majority of formally qualified staff perceive themselves to have limited or no influence in the structure.

The rationale for Question 35 concerning the issues over which the respondents have autonomy, is referred to above. In an organisational structure the autonomy of individuals would be subjected to checks and balances. The challenge in this question is to establish where the cut off points are for this group of formally qualified staff. Table 39 reflects the findings. The question was not answered by seven, or 11.86% of the respondents, and another two, or 3.39% find it "difficult to say", thereby making the total for those who did not, or could not answer nine, or 15.25%.

TABLE 39: ISSUES OVER WHICH RESPONDENTS PERCEIVED THEMSELVES TO HAVE AUTONOMY

ISSUES	No	%
Within immediate region/section	17	28.81
None	12	20.34
Question not answered	7	11.86
Book selection/fiction selection	4	6.78
Own daily routine	2	3.39
Work as a team	2	3.39
Difficult to say	2	3.39
All but financial/provisioning/staffing regulations	1	1.69
Provisioning/procurement to some extent	1	1.69
Research/publications/administrative issues/ consult senior management	1	1.69
Arranging library visits	1	1.69
Library planning of new/older services in Transvaal	1	1.69
Dealing with affiliated librarians to large extent	1	1.69
Budget/staff	1	1.69
Professional services offered by certain departments- information/standards	1	1.69
Decision making/implementing new ideas	1	1.69
Music buying in consultation/by recommendation	1	1.69
Collection building of reference library collection	1	1.69
Orientation of new employees	1	1.69
Handling special requests/providing information	1	1.69

The highest score is for 17, or 28.81%, who state that they have autonomy within their immediate region or section. At four, 6.78% autonomy in book selection and, in particular, fiction selection is mentioned. Two scores of two, 3.39% state that they have

autonomy over their own daily routine and another that they "work as a team" which suggests a kind of shared autonomy.

A range of autonomy is expressed by 13 responses each rated one, or 1.69% which can be seen in Table 39. A total of 12, or 20.34% state that they had no autonomy. A finding of limited autonomy followed closely by no autonomy is supported.

4.5.2   **Preferred competencies and qualities; their location in the structure**

Question 36 attempted to discover, from the formally qualified librarian's point of view, which competencies were most important in senior management. Respondents were asked to rank various skills and qualities. It is related to Questions 37 to 39, in which the respondents were asked to rate a range of office bearers re the vision required to lead the service and with regard to the reason for the service's existence. These lead into Question 39 which tried to establish who is influential in the formulation of library policy. Question 39 related to the earlier question about the mission of the service, Question 12, and tried to probe the capacity of the organisation for formulating and re-formulating policy in response to socio-political circumstances. Percentages for the number of questions not answered and other responses are calculated on the number of respondents.

Table 40 reveals that seven or 11.86% did not answer the question. Another one, or 1.69% under Other, from Natal did not know the answer. Thus the total for those who did not or could not answer was eight, or 13.56%. The rating worked in such a way that the lower the score the higher the importance assigned to the competency.

TABLE 40: SKILLS/QUALITIES PRIORITISED IN SENIOR MANAGEMENT STYLE

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
SKILLS/QUALITIES						
NOT ANS	4	1	1	1	7	11.86
ADMINISTRATION	33	66	38	32	169	57.29
COMMUNICATION	27	46	30	20	123	41.69
VISION	20	37	19	13	89	30.17
DETERMINATION	35	63	40	26	164	55.59
OTHER	5	8	0	3	16	27.12

Clear vision of the way forward is rated highest with 89, or 30.17%. It is rated most important in each province. Rated next most important are communication skills with 123, or 41.69%. This competency is rated second most important by each province. Third is determination with 164, or 55.59%, and last administrative skills with 169, or 57.29%.

The Other category reveals a range of competencies (see Table 41). The finding is a high value accorded to vision, followed by communication skills and determination.

TABLE 41: OTHER RESPONSES RE SKILLS/QUALITIES PRIORITISED IN SENIOR MANAGEMENT

PLS RESPONSE	CAPE	NATAL	OFS	TRANS	TOTAL	%
Love/enthusiasm for work	0	1	0	1	2	3.39
Library experience	0	1	0	0	1	1.69
Public library experience	1	0	0	0	1	1.69
Knowledge/skills	0	0	0	1	1	1.69
Professional qualifications	1	0	0	0	1	1.69
Management skills	0	1	0	0	1	1.69
Interpersonal skills	0	1	0	0	1	1.69
Racial/ethnic tolerance	0	1	0	0	1	1.69
Commitment to serving public	1	0	0	0	1	1.69
Strength of character	0	1	0	0	1	1.69
Being consistent	0	0	0	1	1	1.69
Respected image	0	1	0	0	1	1.69
Extreme caution	1	0	0	0	1	1.69
Patience	1	0	0	0	1	1.69
Do not know	0	1	0	0	1	1.69
TOTAL	5	8	0	3	16	27.12

The rationale behind Question 37 is referred to above. It attempts to identify the specific level of office bearer where vision and consequently the capacity to respond to change could be located. Respondents were asked to rank various office bearers for the vision required to lead the service. The lower the score the higher the rating of the office bearer. Percentages for the questions not answered and other responses are calculated on the number of respondents. Table 42 shows that only four, or 6.78% did not answer.

TABLE 42: RATING OF OFFICE BEARERS RE VISION

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
OFFICE BEARER						
NOT ANS	1	0	2	1	4	6.78
MEC	56	122	46	42	266	64.41
HEAD GPS/CD	48	107	36	36	227	54.96
HEAD PLS	20	68	17	10	115	27.85
DEP/ASSIST DIR	27	51	36	32	146	35.35
PRIN LIBRARIAN	29	61	58	36	184	44.55
LIBRARIAN	36	92	68	45	241	58.35
NONE	65	145	84	56	350	84.75
OTHER	0	1	0	0	1	1.69

The most favourable rating is achieved by the Head of the provincial library service with 115, or 27.85%. This category of office bearer achieves the most favourable scores in all provinces barring Natal where the best rating goes to the Deputy Director/Assistant Director level, with Principal Librarians and Section Heads second and the Head of the provincial library services third.

For the other provinces the second most favourable score overall is scored by Middle Management or the Deputy Director/Assistant Director level with 146, or 35.35%. This pattern is consistently true of the individual provinces, except that the group achieves the same score in the OFS as the Head, General Provincial Services. In third position is Junior Management or the Principal Librarians and Section Heads with 184, or 44.55%. This group are rated third in the Cape and in the Transvaal where they achieve the same score as the Head of Community Development. In the OFS they are rated fifth after the MEC.

In fourth position overall is the Head, General Provincial Services or Community Development with 227, or 54.96%. This level is not rated fourth in the individual provinces but second in the OFS, third in the Transvaal and fifth in Natal and the Cape. In fifth place are the other formally qualified librarians with 241, or 58.35%. This group are rated fourth in Natal and the Cape and sixth in the Transvaal and the OFS. Sixth

overall are the MECs with 266, or 64.41%. This level is rated fourth in the OFS, fifth in the Transvaal and sixth in Natal and the Cape. The Other category contains only one response, from Natal, that some office bearers in each category had the vision but that it should be the Head who had it.

Significant findings are the favourable but expected rating of the Head of the provincial library services except in Natal. Others are the more favourable ratings of provincial administration officials in the OFS and the Transvaal and of other formally qualified librarians in the Cape and Natal.

The rationale for Question 38 has partly been explained above. The intention was to test from the point of view of the formally qualified librarians where the conviction behind the mission statement was located, if anywhere. Respondents were asked to rank various office bearers for the clarity of their view of the reason for the existence of the service. The lower the score the higher the rating. Percentages for questions not answered and other responses were calculated on the number of respondents. The question was not answered by eight, or 13.56% of the respondents.

The most favourable rating goes to the Head, provincial library service, who scores 103, or 24.94%. This office bearer is rated most favourably within the provinces except for Natal where s/he is rated second.

Second most favourably rated overall are the Deputy Directors and Assistant Directors with 133, or 32.2%. This rating carries through to the individual provinces, except for Natal where they are rated first and the OFS where they are rated third. The third most favourable rating goes to the Principal Librarians and Section Heads who score 166, or 40.19%. This group are rated third in each province except for the OFS who rates them fourth.

In fourth place is the Head, General Provincial Services, or Community Development with

223, or 54%. The individual provincial ratings for this office bearer are different in each province. The rating is second in the OFS, fourth in the Transvaal, fifth in the Cape, and sixth in Natal.

Fifth are the other formally qualified librarians with 232, or 56.17%. This group are rated fourth in Natal and the Cape, and sixth in the Transvaal and the OFS. In sixth place are the Members of the Executive Councils with 246, 59.56%. They are rated fourth by the OFS, fifth by the Transvaal and Natal and sixth by the Cape.

There are a range of other suggestions about those who have a clear view of the provincial library services' reason for existence: other provincial and government departments; user testimony in funding and taxes; affiliated librarians; librarians from other institutions and departments; non-professional staff; library authorities (not specified); Parliament; municipal officials, and town clerks. From the Cape is the comment that one cannot generalise while another Cape respondent states that only one or two persons in the organisation know why it exists.

The findings confirm the pattern established in the previous question. The Head, provincial library service is best rated, except in Natal; the more favourable attitude to the provincial administration in the OFS particularly and Transvaal, and the higher regard for other formally qualified librarians in the Cape and Natal.

The rationale for Question 39 was discussed above. Respondents were asked who they believed was influential in their library service regarding the formulation of policy. More than one answer per respondent was possible. Table 43 shows that the question was not answered by six, or 10.17%. Within the Other category (see Table 44) four, or 6.78%, of the respondents replied that they did not know how to answer the question. The score for those who could not or did not answer the question was 10, or 16.95%.

TABLE 43: OFFICE BEARER PERCEIVED AS INFLUENTIAL RE POLICY

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
OFFICE BEARER						
NOT ANS	1	1	2	2	6	10.17
HEAD PLS	5	15	10	4	34	57.63
DEP/ASSIST DIR	2	10	5	3	20	33.90
PRIN LIBRARIAN	1	7	3	1	12	20.34
LIBRARIAN	1	4	2	0	7	11.86
AFFIL LIBRARIAN	1	2	0	1	4	6.78
OTHER	10	8	2	5	25	42.37

The highest score is achieved by the Heads of the provincial library services, with 34, or 57.63%. Within the individual provinces this office bearer scores the highest as well. The second highest score is obtained by the Deputy Directors and Assistant Directors with 20, or 33.9%. Again the same placing is repeated for each of the individual provinces.

Third are the Principal Librarians or Section Heads with 12, or 20.34%. This placing is achieved within each of the individual provinces. The fourth overall placing goes to other formally qualified librarians with seven, or 11.86%. This group are rated third in the Cape, fourth in the OFS and Natal, and fifth in the Transvaal. The last placed group overall, the affiliated librarians, score four, or 6.78%. They are rated third in the Transvaal and the Cape, and fifth in the OFS and Natal.

TABLE 44: OTHER RESPONSES RE INFLUENCES ON POLICY

PLS RESPONSE	CAPE	NATAL	OFS	TRANS	TOTAL	%
Do not know	1	3	0	0	4	6.78
Head,GPS/senior provincial staff	2	0	1	0	3	5.08
Users	1	0	0	2	3	5.08
Community	0	0	0	2	2	3.39
Central government/ Government	1	0	1	0	2	3.39
Town clerks/council	0	1	0	1	2	3.39
MEC	1	1	0	0	2	3.39
Chief Librarians	1	0	0	0	1	1.69
Politicians	1	0	0	0	1	1.69
Education	1	0	0	0	1	1.69
Journalists	0	1	0	0	1	1.69
Ideals	0	1	0	0	1	1.69
Nobody	0	1	0	0	1	1.69
Management team's influence less likely now with RDP	1	0	0	0	1	1.69
TOTAL	10	8	2	5	25	42.37

Within the Other category various groups are put forward as influential in policy formulation: the community (two); users (three); town clerks (two) and councils; the central government and the government; the Head of General Provincial Services (three); senior provincial staff; MECs (two); journalists; ideals; politicians; trends in education, and "nobody". The Cape adds that management are likely to have less influence now with the RDP in place. Chief or Principal Librarians' input is sometimes accepted.

The findings in this question support earlier ratings of the Head, provincial library service. This office bearer is seen to lead policy formulation. Natal unusually falls in with this pattern and this is discussed in the interpretation of the results.

4.5.3   Relationship with local authorities

Question 40 explored the relationship between the service and the local authorities' representatives, the town clerks in the context of fulfiling the mission of the provincial library services. Respondents were asked to assess the influence of town clerks on the achieving of the mission. Five, or 8.47%, did not answer and another four, 6.78%, did not know. Together these total nine, or 15.25%, who could not or did not answer the question.

The highest scoring response is that one cannot generalise with 33, or 55.93%. Of the remaining scores, those who see the clerks as retarding the achievement of the mission score higher with ten, or 16.95 as opposed to seven, or 11.86% who see them as advancing the mission. The overall finding is that the respondents cannot generalise about the role of town clerks. There is slightly more support for their retarding the achievement of the mission than for advancing it which suggests that town clerks need to be convinced of the important role the public library could play in assisting communities.

4.6   **Staff and the provincial library services**

4.6.1   **Staff selection**

An important factor influencing organisational response to changing circumstances is likely to be the capacity of the staff. Question 41 elicited perceptions of staff selection criteria. More than one response was possible per respondent. Table 45 reflects that the question was not answered by nine, or 15.25%; three, or 5.08%, did not know, and thus 12, or 20.34% could not or did not answer.

TABLE 45: FACTORS PERCEIVED TO INFLUENCE STAFF SELECTION

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
FACTOR						
NOT ANS	1	2	4	2	9	15.25
QUALIFICATIONS	4	7	5	4	20	33.90
AFFIRMATIVE	1	6	0	0	7	11.86
ACTION						
EXPERIENCE	4	3	2	1	10	16.95
OTHER	14	25	11	6	56	94.92

Qualifications score highest with 20, or 33.9%. Second, but with half the score of qualifications, is experience with ten, or 16.95%. Third is affirmative action with seven, or 11.86%; with six, or 26.09% of Natal's responses; one, or 8.33% of the Cape's, and no responses in the Transvaal and the OFS.

TABLE 46: OTHER RESPONSES RE FACTORS INFLUENCING STAFF SELECTION

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
RESPONSE						
Suitability for post	2	2	2	0	6	10.17
Personality	2	1	1	1	5	8.47
Willingness to work hard	2	2	0	0	4	6.78
Communication/Interpersonal communication skills	0	1	2	1	4	6.78
Depends on the post	0	1	1	1	3	5.08
Compatibility with region/section	0	3	0	0	3	5.08
Do not know	0	3	0	0	3	5.08
Willingness to accept low salary	0	2	0	0	2	3.39
Bilingualism	1	0	0	1	2	3.39
Enthusiasm/energy	1	1	0	0	2	3.39
Drivers' licence	0	0	0	1	1	1.69
Efficiency in job	0	0	0	1	1	1.69
Perseverance	0	0	1	0	1	1.69
Dedication	0	1	0	0	1	1.69
Service attitude	0	1	0	0	1	1.69
Positive attitude to libraries	0	1	0	0	1	1.69
Motivation	0	0	1	0	1	1.69
Initiative	1	0	0	0	1	1.69
Vision	1	0	0	0	1	1.69
Intelligence	1	0	0	0	1	1.69
Organisational ability	1	0	0	0	1	1.69
Aptitude for team work	1	0	0	0	1	1.69
Subject knowledge	0	0	1	0	1	1.69
Social adeptness	0	0	1	0	1	1.69
Culturally knowledgeable	0	0	1	0	1	1.69
Knowledge of SA communities	0	1	0	0	1	1.69
Physical fitness	0	1	0	0	1	1.69
Availability	0	1	0	0	1	1.69
Promotions/transfers within NPA	0	1	0	0	1	1.69
Delection seems haphazard	0	1	0	0	1	1.69
They know the person	0	1	0	0	1	1.69
Not threatening to establishment	1	0	0	0	1	1.69
TOTAL	14	25	11	6	56	94.92

The extensive range of other comment (Table 46) suggests a lack of cohesion in the responses. Among the higher scoring other factors are: suitability for the requirements of the post (six); personality (five); willingness to work hard (four); depends on the post (three); compatibility with the section or region (three); communication skills and interpersonal communication skills (four); willingness to work for a low salary (two); bilingualism (two) and the requirement of having a black language, in particular. A range of other factors can be seen in Table 46.

4.6.2 Freedom of expression and the librarian/civil servant duality

Question 42 addressed whether the formally qualified librarians felt free to express their views in the organisation and in public. It relates to feeling "empowered" and having a "voice" which are significant in articulating a response to change. The question about articulating viewpoints within the organisation was not answered by seven, or 11.86% and there were no responses for categorising as other.

An analysis of the data in quartiles shows that 24, or 40.68% of the respondents estimate their feeling free to express their views on general issues within their organisation at between 76 and 100%. Considerably lower is the second highest score in the 26-50% range with 14, or 23.72%. Just less than this is 12, or 20.34%, for the range 51-75%. The low score of two, or 3.39% is recorded for the first quartile, suggesting that a considerable majority, 50, or 84.75%, rate their feeling free to express views on general issues within the organisation at 26% plus.

The second part of the question relates to expressing views publically. A much higher percentage of the respondents did not answer the question, 12, or 20.34%.

A Cape respondent rates feeling free to express him/herself in public at 0% while a Natal respondent has not explored this possibility. Presented in quartiles the findings are as follows: the highest score is for 76-100%, with 18, or 30.5%. In second place is the

51-75% range with 14, of 23.72%, third the scores for 26-50% with seven, or 11.86 and last six, or 10.17%. The score distribution follows a linear progression from the highest to the lowest supporting a finding of 39, or 66.1% feeling 26% plus free to express views on general issues in public.

Question 43 probed the dual loyalties of being a formally qualified librarian and a civil servant. Respondents were asked whether they regarded themselves first and foremost as a librarian, a civil servant, both equally (or other). Depending on the situation a shift of balance either way could have implications for responses to changing circumstances. All the respondents answered the question.

The majority regard themselves firstly as librarians, 43, or 72.88%. The second highest score is for those who answer "both equally", eight, 13.56%, and last are those who respond "civil servant" with four, or 6.78%.

Other responses are a preference for seeing oneself as a librarian/community developer, community advancer or information consultant in the Transvaal. Comment from two Natal respondents that administrative tasks undermine the librarian's role relate to comment from a Cape respondent that s/he is first an administrative co-ordinator, second a librarian and third a civil servant. A Natal respondent is "very aware of being a civil servant in a negative sense". There are no other responses for the OFS. The overall finding is thus strongly for an identity as a librarian with some negativity about the role as civil servant.

4.6.3   Perceptions of the workplace

Question 44 gathered respondents' impressions of the work environment on joining the service compared with opinions of the workplace at the time of the survey. More than one response per respondent was possible. Table 47 sets out initial impressions showing that the question was not answered by seven, or 11.86%. Another one, 1.69% could not

remember and another put an exclamation mark only. Thus the total for those who could not, or did not answer, was nine, or 15.25%.

TABLE 47: RESPONDENTS' FIRST IMPRESSIONS OF THE WORKPLACE

IMPRESSION	No	%
Very favourable-well run/served community	15	25.42
Great potential but rigid bureaucracy/apartheid	10	16.95
Senior management not impressive/staff demotivated	9	15.25
Eurocentric/conservative Afrikaners dominate/dreary	8	13.56
Question not answered	7	11.86
High salary/professionalism	4	6.78
Massive organisation/communication fragmented	2	3.39
Excellent	1	1.69
Quiet uneventful place	1	1.69
Some staff reluctant to help newcomers	1	1.69
Low status	1	1.69
Too much manual labour in regions	1	1.69
Work here if no other options exist	1	1.69
Cannot remember	1	1.69
Exclamation mark	1	1.69

The responses roughly divide into more positive and more negative perceptions with at least one mixed response. The highest score 15, 25.42%, from just over a quarter of the respondents, is for a cluster of responses noting the first impression was very favourable and that the organisation was well run and served the community. A high salary and professionalism was the impression of another four, or 6.78%, and one, or 1.69% responded with "excellent". Aggregated positive responses total 20, or 33.9%.

The two mixed responses totalling 12 or 20.34%, commence with the second highest response ten, 16.95%, that the organisation had great potential but was characterised by rigid bureaucracy and apartheid and that it was a massive organisation but that communication was fragmented, at two, or 3.39%.

The more negative initial responses commence at nine, with 15.25%, with not being impressed by senior management and stating that the staff were demotivated. At eight,

13.56% it is noted that the organisation was Eurocentric, dominated by conservative "Afrikaners" and "dreary". The balance of the comment is linked to five scores of one, 1.69% which can be seen in Table 47. The aggregated negative comments total 22, or 37.29%, thus being marginally higher than the more positive responses.

TABLE 48: RESPONDENTS' OPINIONS OF THE WORKPLACE

OPINION	No	%
Favourable but problems with management/Head Office	15	25.42
More potential-view of bureaucracy varied among staff	11	18.64
Senior management-views differ/some see new openess	9	15.25
Question not answered	9	15.25
Conservative-more levelling among staff/focus more apt	8	13.56
Professionalism of library improved	2	3.39
Size positive?funds/legislation/communication problems	2	3.39
Meagre salary/less professional status	1	1.69
Still excellent	1	1.69
No longer quiet/dynamic- far-reaching capacity for good	1	1.69
Staff more supportive generally/depends on individual	1	1.69
Status improved-consulted on some mutual concerns	1	1.69
Changes taking place-Library Services on track	1	1.69

Table 48 reflects respondents' impressions at the time of the survey. Where possible, links with the initial response are explored. There are a greater number of mixed responses and a greater number of more positive comments. The question was not answered by nine, or 15.25% which is the same as the effective total for those who did not or could not answer the first part of the question.

Positive responses are two, 3.39%: that the professionalism of the library has improved and five scores of one, 1.69%, responses suggest that the impression is still excellent; that the organisation is no longer quiet, but dynamic and far-reaching with a capacity for good; staff are more supportive generally but this depends on the individual; the status has improved, staff are now consulted about some mutual concerns, and that changes are taking place and the provincial library service is "on track". The aggregated total for these positive comment is seven, 11.86%.

Four of the groupings of mixed responses are among the highest scoring groups: at 15, or 25.42% the impression is more favourable than before but that there are problems with management and/or Head Office. At 11, 18.64%, is a perception of more potential than before with respondents' views on the state of bureaucracy varying. At nine, 15.25%, views of Senior Management are mixed, some see a new openness. At eight, or 13.56% is the suggestion that the organisation is still conservative but that there is more levelling among the staff and the focus is more apt. At two, 3.39% there is a mixed response to the size as positive. Funding, legislative and communication problems are noted. These mixed comments total 45, or 76.27%.

There is only one, 1.69%, negative comment and this is to the effect that the salaries are meagre and that there is less professional status than before. The mixed responses in the second part of the question are by far the majority. The findings support a perception of change within the organisation and the noting of crucial problem areas.

4.6.4   Updating and influences on work practice

Question 45 established ratings for various methods of keeping in touch with developments in the LIS field. Respondents were asked to rate various potential avenues. The question relates to Question 10 about organisational involvement. The lower the score the more favourable the rating. Percentages for the question not answered and other responses are calculated on the number of respondents.

TABLE 49: METHODS USED TO UPDATE RE WORK

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
METHOD						
NOT ANS	1	0	1	1	3	5.08
ORGANISATIONAL	35	89	40	36	200	56.50
MEMBER						
ORGANISATIONAL	47	61	42	26	176	49.72
NON-MEMBER						
LITERATURE	24	71	24	20	139	39.27
NETWORKING	27	49	30	19	125	35.31
PROV ADMIN	37	107	42	35	221	62.43
CONTINUING						
EDUCATION						
OTHER	2	1	1	0	4	6.78

Table 49 reflects that the best rating is achieved by informal networking with those who share the same interests, with 125, 35.31%. Second is the literature with 139, or 39.27%. In third place is attendance as a non-member at meetings/workshops of work-related organisations/associations with 176 or 49.72%. Fourth is membership of a work-related organisation with 200, or 56.5%. Placed last is the provincial administrations' continuing education/training sessions. Other responses are UNISA studies (OFS), discussions with staff (Natal), journals such as the *Financial Mail* and that there is no work-related organisation active in the area (both Cape).

Informal networking emerges as a favoured method of keeping in touch, with low ratings for organisational involvement and the provincial administrations' education and training sessions.

TABLE 50: FACTORS PERCEIVED TO BE INFLUENCES ON WORK

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
INLUENCE						
NOT ANS	1	1	1	1	4	6.78
PROV ADMIN	36	83	36	23	178	60.34
TRAINING						
PLS TRAINING	22	55	22	19	118	40.00
ORGANISATIONAL	39	56	38	36	169	57.29
ETHOS						
UNIVERSITY	29	43	33	19	124	42.03
EDUCATION/TRAINING						
OTHER	3	2	0	3	8	13.56

Question 46 investigated work-related influences on the formally qualified librarians. The respondents were asked to rate various influences. In Questions 47 to 49 in-service training by the provincial library services and continuing education are addressed. The lower the score the more positive the rating. Percentages for the question not answered and other responses are calculated on the number of respondents. Table 50 shows that only four, or 6.78% did not answer the question. The most favourable rating is achieved by the provincial library services' in-service training with 118, or 40% and university education and training with 124, or 42.03%. Third is the ethos of the work-related organisation/association with 169, or 57.29%. The provincial administration's training is rated last with 178, or 60.34%. Other category responses suggested public library experience (Transvaal and Cape), other library experience (Cape), own ethics (Transvaal), own and mentor's vision (Cape), daily occurrences in South Africa (Transvaal), university education and library literature (both Natal). There are no other responses from the OFS.

Significant findings are the emergence of the provincial library services' in-service training and university education and training influences.

The rationale for Question 47 has been referred to above. This question asked respondents to assess the degree to which staff training in the organisation equipped formally qualified staff for the specific tasks they had to perform. Added to those who did not answer, four

or 6.7%, are two, 3.39% (Natal and Cape) other responses who did not or could not answer.

TABLE 51: DEGREE TO WHICH STAFF TRAINING WAS PERCEIVED TO EQUIP STAFF FOR SPECIFIC TASKS

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
NOT ANS	1	0	1	2	4	6.78
1-25%	0	2	1	0	3	5.08
26-50%	3	5	0	1	9	15.25
51-75%	4	9	5	1	19	32.20
76-100%	3	6	7	6	22	37.29
OTHER	1	1	0	0	2	3.39

The quartile breakdown of the results in Table 51 reveals a linear progression from the top scores, namely 76-100 with 22 or 37.29%, and 51-75, with 19, or 32.2% to less than half the second score at 26-50% with nine, or 15.25% and three, or 5.08% for the 1-25% range. Forty-one respondents, or 69.49%, rate the in-service training of the provincial library services at 50% plus thus supporting the finding in Question 49 that this form of training is valued and influential.

The rationale for Question 48 was referred to above. The question asks the respondents to identify particular in-service training deficiencies. The related Question 49 refers specifically to continuing education and training sessions, not necessarily offered by the province. More than one response per respondent was possible. Table 52 shows that the question was not answered by 15, or 25.42%, just over a quarter of the respondents. Added to this are three, or 5.08%, who did not know the answer. This totals 18, or 30.5% who did not or could not answer.

The responses roughly divide into specific subject areas for attention and limitations such as "not sufficiently specific", or "there is not enough time". Practical management skills are suggested by six, or 10.17%; communication, human relations, negotiation and consultation by five, or 8.47%. At three, or 5.08% is service to users with little or no contact with libraries. Human resource development in a professional context rates two, or

3.39%. At one, 1.69% there are eight suggestions which can be seen in Table 52. The aggregated areas for attention total 22, or 37.29%.

Limitations are "lack of time because of workload"; "no formal training for specifics, have to observe and try out" at five, or 8.47%: staff rotation could assist training if time allowed at five, 8.47%; and not sufficiently specific at two, 3.39%. Five problems are spelt out at one, or 1.69% in Table 52. These shortcomings totalled 17, or 28.81%.

TABLE 52: PERCEIVED DEFICIENCIES IN STAFF TRAINING

PERCEIVED DEFICIENCY	No	%
Question not answered	15	25.42
Practical management skills	6	10.17
Lack of time because of workload	5	8.47
No formal training for specifics/ observe/try out	5	8.47
Staff rotation could assist training if time allowed	5	8.47
Communication/human relations/ negotiation/consultation	5	8.47
Service to users with little/ no contact with libraries	3	5.08
Do not know	3	5.08
Human resource development/ professional context	2	3.39
Not sufficiently specific	2	3.39
Budgeting	1	1.69
Leadership	1	1.69
Conflict management	1	1.69
Regional work	1	1.69
Organisation	1	1.69
Updating talks generally	1	1.69
Computer training	1	1.69
Driving skills	1	1.69
Problem that manuals, circulars are 70% in Afrikaans	1	1.69
Too infrequent	1	1.69
Too short-lack practical sessions	1	1.69
Lack of experience	1	1.69
Lack of funds for equipment	1	1.69
The human factor	1	1.69
Deficient at University level	1	1.69
Not applicable	1	1.69

The last two general responses can be seen in the third and second to last row of Table 52. The findings suggest specific areas for improvement for this valued form of training.

As described above answers to Question 49 identified specific areas of need around continuing education and training, not necessarily offered by the province. More than one response per respondent was possible. Respondents were specifically asked to skip the question if they thought such sessions were not needed. Surprisingly but possibly for this reason the question was not answered by 27, or 45.76% as Table 53 reveals.

TABLE 53: PERCEIVED AREAS OF NEED FOR CONTINUING EDUCATION AND TRAINING

AREAS OF NEED	No	%
Question not answered/sessions not needed	27	45.76
Management-change/conflict/staff/planning/ public administration	9	15.25
Broader purpose/functions of library in Africa	9	15.25
Info tech/database design/software package training	6	10.17
All areas/general education/updating	5	8.47
User/community profiling	4	6.78
Communication skills	3	5.08
Comparative librarianship	2	3.39
Literature/greater exposure to book reviews	2	3.39
Language-Southern Sotho/Xhosa	2	3.39
Bibliographic services in South Africa	1	1.69
Book selection issues eg demand versus value	1	1.69
Cataloguing principles/why rather than how	1	1.69
Classification/more intricate classes/music/ literature	1	1.69
Consultation	1	1.69
Community information service implementation	1	1.69
Fund raising for affiliated librarians	1	1.69
Literacy training	1	1.69
Children's library needs	1	1.69
Study needs	1	1.69
Workshop skills	1	1.69

A range of topics is suggested: at nine, or 15.25%, change and/or conflict management, management of staff, planning and public administration as well as the broader purpose and functions of the library in Africa; at six, 10.17%, information technology specifically database design, and training in various software packages, and at five, 8.47% training in all areas, general education and updating. User and community profiling scores four, or 6.78%; communication skills, three, or 5.08%; comparative librarianship, literature and greater exposure to book reviews, and languages such as Southern Sotho and Xhosa, two, 3.39%. These suggestions total 38, or 64.41%.

At one, or 1.69% are 11 miscellaneous suggestions totalling 18.64%. The responses reveal broad areas of need which suggest starting points for discussions on continuing education offerings.

Question 50 which investigated methods used by respondents to keep in touch with current events, asked the respondents to rank various methods. Keeping in touch with current events was construed as potentially important in influencing perceptions of socio-political circumstances. The lower the score the more positive the rating. Percentages for the question not answered and other responses are calculated on the number of respondents. The question was not answered by three, or 5.08% of the respondents.

Newspapers are rated most favourably with 121, or 29.3%; television second with 166, or 40.19%; radio third with 185, or 44.79%, and talking to other people 199, or 48.18%. Books rate fifth with 233, or 56.42% and participating in civil or political structures sixth, with 318, or 77%. Seven other responses refer to periodicals and a respondent in the Transvaal notes the TPLS/TPA Current Awareness Services. There are no other responses from the OFS.

Reading books and participating in organisations emerge as poorly rated. The latter confirms a trend of non-involvement in organisational activity.

4.7   **Staff perceptions and change**

4.7.1   **The role of the provincial library services in the "new South Africa"**

This question elicited responses to specific major political events as possible stimuli for change. Respondents were asked to rank the responses for impact on changing their views of the role of the library service. The justification for these particular dates can be found in section 2.1.2. Question 52 follows up on how the respondents' views of the role of the service might have changed. The lower the score the higher the rating. Percentages for the question not answered and other responses are calculated on the number of respondents. Table 54 reflects that the question was not answered by only three, or 5.08% of the respondents and another one under Other (see Table 55) said that s/he could not comment, totalling four, or 6.78%.

TABLE 54: RANKING OF WATERSHED EVENTS

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
DATES						
NOT ANS	2	1	0	0	3	5.08
1976	34	44	36	17	131	55.51
1984	27	40	26	15	108	45.76
1990	18	22	14	6	60	25.42
OTHER	3	14	1	5	23	38.98

The most recent events, those of 1990, are rated most favourably with 60, or 25.42%; second is the new constitution of 1984 with 108, or 45.76%, and last the student revolts of 1976 with 131 with 55.51%. The responses follow a linear progression from the most favourably rated recent to the least favourably rated earliest events.

TABLE 55: OTHER RESPONSES RE WATERSHED EVENTS

PLS RESPONSE	CAPE	NATAL	OFS	TRANS	TOTAL	%
Not at PLS then	0	5	0	2	7	1.25
None of these	0	2	1	1	4	6.78
Zaaiman report	1	1	0	0	2	3.39
Formation of LIWO	1	1	0	0	2	3.39
Repeal of Group Areas Act, 1990/ libraries open to all races	1	1	0	0	2	3.39
Opportunity to change, 1994	0	1	0	0	1	1.69
Literacy year, 1990	0	1	0	0	1	1.69
Appointment as Director, 1989	0	0	0	1	1	1.69
Aware of alternative public library model, 1987	0	1	0	0	1	1.69
TPLS pro-ANC	0	0	0	1	1	1.69
Cannot comment	0	1	0	0	1	1.69
TOTAL	3	14	1	5	23	38.98

Within the range of other response are four suggesting that none of these events had an influence: it is rather 1994 and the opportunity for change that has had an impact on a Natal respondent. Responses from seven respondents revealed that they were not employed by the provincial library services at the time of the two earliest events and were unaware of the provincial library services then. The Zaaiman report (see section 2.2.3.1), the formation of LIWO (see section 1.10.6.2), and the repeal of the Group Areas Act in 1990 and the opening of access to all public libraries (see section 2.2.2.1) are noted by two respondents each.

Other comment is from the Transvaal, from the Director who rates 1989 as a watershed year, the year she was appointed Director of TPLS. Another from the Transvaal notes that the TPLS was pro-ANC. From Natal comes a response about literacy year and the year 1987 in which the respondent became aware of an alternative public library model. The

more recent events are seen as most influential. Comment suggests a range of perceptions of other significant events. Some respondents report being unaffected by the events.

TABLE 56: EXTENT TO WHICH VIEWS HAD CHANGED

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
NOT ANS	3	10	8	5	26	44.07
NOT CHANGED	1	0	1	0	2	3.39
CHANGED	8	13	5	5	31	52.54

Question 52 probed a crucial area of the study: if views about the role of the service had changed how had they changed? Table 56 shows that the question was not answered by 26, or 44.07% of the respondents. In terms of the wording of the question a proportion of the non responses could be construed as the respondents' views not having changed. A further two, or 3.39% stated specifically that their views had not changed. The aggregated total 28, or 47.46%, just short of half the respondents, comprises those who had not changed their views or did not answer the question. Not answering for the reasons given above strongly suggests that they had not changed their views.

Just over half of the respondents, 31, or 52.54% state that their views have changed. The breakdown by province for those whose views have changed is: first the Cape with eight, or 66.67% of the Cape responses; second Natal with 13, or 56.52%; third the Transvaal with five, or 50%, and last the OFS with five, or 35.71%. The scores are very significant as an index of change within the provinces unless one assumes that the respondents, prior to these events, already held views compatible with the demands that would be made on them and their services by changing socio-political circumstances. If this were the case this survey should give evidence in other categories of this vision.

TABLE 57: RESPONSES CONCERNING WAYS IN WHICH VIEWS HAD CHANGED

PLS RESPONSE	CAPE	NATAL	OFS	TRANS	TOTAL	%
General policy-related issues	6	8	2	4	20	33.90
Changes related to perceptions of policy shift	0	8	1	3	12	20.34
Education-related issues	1	1	1	1	4	6.78
Literacy-related issues	0	2	1	0	3	5.08
Change slight	0	1	1	0	2	3.39
Education/literacy-related issues	1	1	0	0	2	3.39
TOTAL	8	21	6	8	43	72.88

Details about how their views have changed are given in Table 57. More than one example is given by those who have changed their views. The responses fall into four main groupings: a first broad general policy-related category of responses; secondly, responses relating specifically to the changes this broad shift implies; thirdly, responses relating to a more educational focus, and fourth, responses relating specifically to literacy provision.

The first general grouping contains comments from the Transvaal that the vision is broader and that a more bottom-up, negotiated service is required. A critical reaction to what is seen as the TPLS's direction comes from one respondent who states that TPLS's redress is unbridled, pro-ANC discrimination and that the TPLS favours black communities at the expense of whites.

From the OFS comes the view from two respondents that library services are for everyone. From Natal are the responses of "new South Africa" (unelaborated) and the need for libraries to play a greater role. An interesting response which relates to a similar response under Other in Question 51, is that the respondent has been liberated from the Anglo-American model by exposure to the CIS concept and community environmental projects. The respondent now sees the poor and disadvantaged as receptive and capable.

Other responses are re-appreciating the old concept of the multi-function library; being critical of neutrality and now seeing the socio-political position of LIS workers differently. Another reports finding NPLS obedience to the state very frustrating. S/he has longed for NPLS to work for freedom of information. S/he now sees the latter as vital but literacy and education are priorities. Another responds that the views of aims and the relative importance of the aims have changed. The appointment of black librarians is given as evidence of change (in the organisation).

From the Cape within the first broad category comes the response that changes in South Africa from 1990 onwards suggest that CPLS should have made changes earlier and faster:"top management has missed the boat when compared with the TPLS which talked to the ANC and tried to really make the service relevant". Another comment is that the "CPLS is more keen to impress senior CPA officials than provide an efficient service to the public". A respondent states that his/her view of the role of the CPLS had broadened and become more liberal. S/he is aware of the problem of illiteracy and the lack of services to blacks. Another two respondents see the difference as providing more for the needs of developing communities.

Within the second category relating to the implications of the policy changes from the Transvaal comes the observation that they no longer cater to the "mainly white, Afrikaans female"; that there is now an integrated service and that the "Bantudiens" [Bantu service] spine labels have gone, and that all librarians are now invited to meetings. The OFS observes that opening to all means a different clientele. An observation from three Natal respondents is to the effect that services are to be extended to "disadvantaged communities". Others are "recognising possible service to communities and cultures other than white"; seeing and trying to close the gap in black/white provision; being dissatisfied with progress and needing a more "radical approach"; feeling strongly about addressing the "imbalance", and being excited by the demise of apartheid, literature being unbanned and the new building programmes in black areas.

Two respondents (OFS and Natal) state that their views have not changed much. The OFS respondent adds that his/her views are much the same but that s/he has become aware that the provincial library service desires a more equal service and wishes to meet the needs of black communities.

The third group of responses relates to the more educational focus required and in some instances describes actual changes: the leisure/study - 70%/30% ration has been inverted (Transvaal); library services are not only for leisure (OFS), and the freedom to purchase textbooks is seen as significant (Natal). In the Cape a shift is noted from supplying recreational reading mainly to extra study materials, literacy materials and the provision of study facilities. Another respondent sees the educational role of the library as central to its survival at a time of such pressure for resources.

Before describing the literacy-related responses a group which straddle the education focus/literacy focus require comment. Further reference to information provision is noted and in Natal a respondent sees a education/literacy/CIS role for the library and states that the NPLS has bought materials to support this role. From the Cape is a shift in view of the service as information/recreation to information/education/recreation.

Within the fourth grouping with regard to the literacy focus, from the OFS comes the point that service to rural areas and literacy have to increase. From Natal is the perception that the needs are more complicated than literacy and education and another comment lacks literacy support.

The fine text of these responses gives evidence of a range of cohering perceptions of actual and required change within the provincial library services.

Question 53 asked respondents to define the cliche "new South Africa" which was likely to familiar. Respondents were asked to give a definition and to apply it to the service to finish further data about the services' capacity to respond to changing circumstances.

58: RESPONDENTS' DEFINITIONS OF THE NEW SOUTH AFRICA

DEFINITION	No	%
ESS of past imbalances/free,equal services for all	14	23.73
DEMOCRATIC, nonracial, nonsexist SA	13	22.03
RTUNITIES for all-rural/urban		
overnment, new attitudes		
onstitution		
unities for reconciliation/affirmation of		
on humanity		
of greater URGENCY RE LITERACY AND EDUCATION	6	10.17
inition given	6	10.17
on not answered	5	8.47
REEDOMS to cross barriers/FREE FLOW OF	5	8.47
MATION to all groups		
ng standards/CHAOS. Same as old SA but more	4	6.78
e- less control of it under new constitution		
on reading CULTURE influencing common cultural	2	3.39
buying literacy/reference/nonfiction materials		
, new name/SUPPOSEDLY DEMOCRATIC	2	3.39
allowed to do as they please	2	3.39
ommunism dominated		

eflects the result of the content analysis. The question was not answered by five,

In some instances a percentage is assigned without a definition being given.

ses are recorded as "no definition given" at six, or 10.17%. The remaining

be divided roughly into those expressing a positive outlook about the new

d those expressing a more negative one.

ve grouping of responses is also the highest response with 14, or

quarter of the total responses. This includes the keyword "redress'

of past imbalances" and "free", "equal service" "for all". Second with

just less than a quarter of the respondents, is a range of meanings

ords, "democratic" and "opportunity": free, democratic, nonracial,

opportunities for all, rural and urban; new government, new

on; opportunities for reconciliation and affirmation of a common

ιt six, with 10.17%, is a key phrase "urgency re literacy and education". At five, 8.47% ι the keyword "freedoms" linked to: "new freedoms to cross barriers" and the "free flow ιf information" to all groups. Still within the positive responses, at two, with 3.39% is the ιeyword "culture" linked to: common reading culture influencing common cultural needs; ιuying literacy, reference, nonfiction materials. The aggregated total for this positive ιrouping is 40, or 67.8%.

Γhe more negative responses commence at four, or 6.78%, with the keyword "chaos" ιnked to: dropping standards; same as old, but more violence, less control of it under new ιonstitution. At two, or 3.39, is "supposedly democratic" with: "old SA [South Africa], ιew name". At two in addition are the phrases: "blacks allowed to do as they please" and "ANC/Communism dominated". The responses in this group total eight, or 13.56%.

The negative responses are in the minority and analysis of the positive responses suggests ιwareness of the implications of changing circumstances. Analysis of the percentages ιssigned in terms of the second part of the question, estimating the service's ιpropriateness to serving the library and information needs of the new South Africa as ιfined, reveals that nearly a quarter of the total, 13, or 22.03%, respondents fail to ιnish a percentage. The highest score goes to the estimate 26-50% with 15, or 25.42%, ι over a quarter of the responses. The second highest score is for the 51-75% estimate ι 14, or 23.73%. Third is 76-100% with 13, or 22.03%. Last and considerably lower ι 1-25% estimate with three, or 5.08%.

sed within each individual province the estimates reveal the following patterns. The ιores the highest in the 76-100% range with six, or 42.86% of the respondents, with d grouping of three, or 21.43% in the 51-75% range. There are no scores lower s for the OFS, although a high percentage five, or 35.71% did not answer this part ιestion.

ιvaal's highest score is second in the 76-100% range with four, or 40% of its

respondents rating its appropriateness within this range. The balance of its responses were split evenly between 51-75% and 26-50% with two, or 20% each. The Cape appears a great deal less confident with two, or 16.67% in the highest quartile, its highest score being four, or 33.33% in the range 26-50% and the remaining quarter or three, or 25% in 51-75%.

Natal scores lowest in the highest quartile with one, or 4.34%. Natal's highest score is in the second quartile with nine, or 39.13%; six, or 26.09% in the third quartile, and three, or 13.04% in the 1-25% quartile where Natal has the only score. The Other range contains one, 1.69% from Natal, to the effect that the percentage was estimated to be low. While individual provinces reveal a degree of confidence the overall assessment suggests less than 50% appropriateness overall.

Having established in Question 37 which office bearers were rated highly for having the vision required to lead the service, Question 54 gathered information about the office bearers responsible for initiating change. Respondents are asked to rank a range of office bearers. The question is also related to Question 38 concerning the reasons for the service's existence and Question 21 which assesses the extent to which the management style is seen as top down.

TABLE 59: PERCEPTIONS OF PERSONS INFLUENTIAL REGARDING CHANGE

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
OFFICE BEARER						
NOT ANS	4	6	7	2	19	32.20
MEC	40	84	19	38	181	38.35
HEAD GPS/CD	36	95	18	29	178	37.71
HEAD PLS	18	79	11	9	117	24.79
DEP/ASSIST DIR	26	56	22	23	127	26.91
PRIN LIBRARIAN	22	42	29	28	121	25.64
LIBRARIAN	27	56	35	42	160	33.90
AFFIL LIBRARIAN	28	94	38	41	201	42.58
OTHER	1	4	0	1	6	10.17

Table 59 sets out the findings. The lower the score the more positive the rating. Percentages for the question not answered and other responses are calculated on the

number of respondents. The question was not answered by 19, or 32.2%. As the question is phrased, these responses can be interpreted as responses in support of their being no evidence of change. Under Other (see Table 60) a Cape response states categorically that there is no change, while from the Transvaal came the view that there was change but that it is difficult to indicate.

The most favourably rated office bearer overall is the Head of the provincial library service with 117, or 24.79%, just over a quarter of the responses. Within the individual province's this office bearer is rated most favourably as well, except in the case of Natal in which the rating was fourth.

Rated second overall, with a very close 121, or 25.64% are the Principal Librarians or Section Heads. This group is rated first in Natal, second in the Cape, third in the Transvaal and fifth in the OFS. In a close third placing with 127, or 26.91%, are the Deputy Directors and Assistant Directors. Within the provinces this group are rated second in the Transvaal and Natal, third in the Cape and fourth in the OFS.

In fourth place are the formally qualified librarians with 160, or 33.9%. Within the provinces the rating for this group is second in Natal, fourth in the Cape, sixth in the OFS and seventh in the Transvaal. The Head, General Provincial Services and Community Development are placed fifth with 178, or 37.71%. Within the provinces their placing is second in the OFS, fourth in the Transvaal, sixth in the Cape, and seventh in Natal.

In a very close sixth place are the MECs with 181, with 38.35%. Within the province's this group are rated third in the OFS, fifth in both the Transvaal and Natal, and seventh in the Cape. In seventh and last place are the Affiliated Librarians with 201, or 42.58%. Within the provinces the placing is fifth for the Cape, sixth for the Transvaal and Natal and seventh for the OFS.

TABLE 60: OTHER RESPONSES RE INFLUENCES ON CHANGE

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
RESPONSE						
MEC initiated change/	0	2	0	0	2	3.39
new MEC does not						
Pressure from communities/	0	1	0	0	1	1.69
resisted by NPLS						
Historical circumstance/	0	1	0	0	1	1.69
Natal Society Library						
opening to all races						
There is change/hard to show	0	0	0	1	1	1.69
No change	1	0	0	0	1	1.69
TOTAL	1	4	0	1	6	10.17

Under Other, viewed as influential in initiating change in Natal is the example of the Natal Society Library in opening access to all races in the early 1980s. This library in fact opened to all races in 1975 (McKenzie 1995). This response suggests an historical factor was influential. Another respondent identifies pressure from communities as a factor; progress, however, was slow because of "resistance from NPLS staff". Two respondents note the example of the former MEC in charge of libraries, Omar who initiated change. Libraries gained in importance and a new policy (see section 2.3.4.3.1) was formulated. The next MEC, however, is reported as being ineffectual as regards libraries.

Question 55 relates to the capacity of the formally qualified librarians to respond to and articulate change by requesting that they identify priorities within their own service for change. More than one response per respondent was possible. Table 61 shows that the question was not answered by 11, or 18.64% of the respondents. Upper case letters are used by the researcher to identify key elements in the content analysis.

TABLE 61: PERCEPTIONS OF REQUIRED CHANGES TO THE LIBRARY SERVICE

ACTION	No	%
Upgrade STATUS of Library Services-Increase funds to	12	20.34
serve whole community/More staff posts/market-related		
salaries to attract best staff/More professional		
autonomy in dealings with Provincial Administration.		
Question not answered.	11	18.64
Change HEAD, LIBRARY SERVICES.Need Head with vision/	10	16.95
sensitive to socio-political context/committed to		
relevant provision for all/more forward-looking/less		
autocratic but strong on direction/leadership.Avoid		
Provincial Administration "yesmen".Promote black		
staff(men and women) to higher posts so that		
management represents all races. Employ staff with		
non-discriminatory values aware of change in SA.		
Prioritise service to RURAL/DISADVANTAGED AREAS/	8	13.56
serve maximum number possible/Concentrate on basics		
and spend less on luxuries eg Library Week.		
Revise policy re LOCAL AUTHORITIES-achieve	5	8.47
effective use of resources by appointing qualified		
librarians to community information/education/		
literacy centres with salary to match.Introduce		
book mobiles on local level/Set higher standards re		
appointment of public librarians/Provide training		

Highest scoring at 12, 20.34% is comment relating to the status of the provincial library service: funds should be increased to enable service to the whole community; staff posts increased, and market-related salaries offered to attract the best staff. There should be more professional autonomy in dealings with the provincial administration.

Second is a grouping, with 11, or 18.64%, devoted to a change in the Headship of the provincial library services: a Director "with vision", sensitive to the socio-political context and committed to providing a "relevant service" to all was needed. This person should be "more forward looking", "less autocratic" but strong on "direction and leadership". Provincial administration "yesmen" should be avoided. Black staff (men and women) should be appointed to higher posts so that management represents all races and staff with non-discriminatory values, aware of change in South Africa should be employed.

Prioritising service to rural and disadvantaged areas is third with eight, or 13.56%. The maximum number of people should be served by a service concentrating on basics and spending less on "luxuries such as Library Week". A related suggestion is that more training should be provided for librarians in rural and developing communities at one, with 1.69%.

Three groupings are placed at five, or 8.47%. Firstly respondents think the policy relating to local authorities should be revised. Effective use of resources should be achieved by appointing qualified librarians to staff community/education/literacy centres with an appropriate salary. Book mobiles should be introduced on the local level. Higher standards should be set for the appointment of public librarians and training should be provided in conjunction with other agencies to upgrade the skills of these librarians. Intensive retraining of librarians re the new South Africa is suggested as well as the need for greater commitment, efficiency and promotion of the library by public librarians.

The second grouping scoring five, or 8.47%, suggest that a policy should be researched that included all forms of learning, recreation and culture. This policy should open access

to all, including institutions like education, industry and NGOs. This approach should be widely advertised as a concept and a debate and market research should commence about the viability of changing what was on offer by the provincial library service. Finding out "what people know, want, require and demand" of Library and Information Services should be a first step. The responses should be analysed in practical terms. Policy should be taken "out of the hands of bureaucrats". Existing research reports and policy proposals such as those of NEPI, TRANSLIS, CEPD and the RDP (see sections 1.3; 2.2.3.3; 2.2.3.5; 2.2.3.6) should be used as a base from which to negotiate with stakeholders in the province concerning a programme for transformation. A development plan with short, medium and long term goals could then be brought out. Transparency and accountability should be built into the system.

The third grouping at five, or 8.47% urged that more concern be shown to all ranks of staff and giving them more say. Communication between senior management and other staff, head office and the regions should be improved. Staff should be motivated by regular feedback sessions (see discussion of Question 23). Administrative and computer problems should be sorted out. Related to this group of responses at four, 6.78% are suggestions that all qualified staff should be sent on awareness courses. Continuing education, motivation and management courses should be held for all staff with ongoing updates to diminish the "don't care" attitude about certain jobs. Staff participation at all levels should be increased. These suggestions link closely to Questions 21, 22, 27, 34, and 35 relating to the capacity of the organisation to accommodate staff participation in various activities and Questions 47, 48, and 49 on staff education and training issues.

Placed at three, with 5.08% were issues relating to communication and co-operation. A range of the remaining responses can be seen in Table 61, amongst which are the answer at four, or 6.77%, that the respondents would change nothing. Status, the headship and prioritising services to disadvantaged areas emerge strongly as areas to address.

4.7.2   Staff perceptions of national library and information services policy and research initiatives

TABLE 62: PERCEPTIONS OF THE NEPI LIS REPORT

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
RESPONSE						
NOT ANS	2	4	6	0	12	20.34
NOT HEARD OF IT	1	1	0	1	3	5.08
NOT READ	2	7	0	1	10	16.95
GENERALLY NEGATIVE	0	2	1	5	8	13.56
GENERALLY POSITIVE	5	8	7	3	23	38.98
OTHER	2	1	0	0	3	5.08

The NEPI (1992) *Library and Information Service: report* is discussed in section 2.2.3.3. Irrespective of individual opinion about its merits it does represent a major South African research document (Lor 1993a; Pettman 1993). Respondents were asked in Question 56 what they thought of the report and responses revealed various levels of awareness. More than one comment per respondent was made. Table 62 shows that the question was not answered by 12, or 20.34%, just over a fifth, of the respondents. Of those who did respond three, or 5.08% said they had not heard of it; and another ten, or 16.95% had not read it. These total 25, or 42.37%, a little short of half the respondents who did not answer, or had not heard of, or read the report. Examination of the year the respondents graduated, to ascertain whether their ignorance of NEPI was caused by their not being employed in the provincial library services or at all, at the time of the NEPI investigation excluded this as a factor of any great significance. Of the seven respondents who graduated in 1992 to 1994 with various levels of professional qualification five were aware of NEPI, possibly through their Information Studies departments as was to be expected.

TABLE 63: NEGATIVE COMMENT RE NEPI LIS REPORT

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
RESPONSE						
Needed more regional input for true representation	0	0	1	0	1	1.69
Insufficient research	0	0	1	0	1	1.69
Incorrect statistics	0	0	0	1	1	1.69
Superficial	0	1	0	0	1	1.69
Insensitive to stakeholders	0	0	0	1	1	1.69
Top down approach	0	0	0	1	1	1.69
Does not consider whole community	0	0	0	1	1	1.69
School library-oriented	0	0	0	1	1	1.69
Underrates public libraries	0	0	0	1	1	1.69
Not up to standard	0	0	0	1	1	1.69
Very short-sighted	0	0	0	1	1	1.69
A bit political	0	1	0	0	1	1.69
Do not agree with some proposals	0	1	0	0	1	1.69
Nothing	0	0	0	1	1	1.69
TOTAL	0	3	2	9	14	23.73

There is a range of generally negative comment totalling eight, or 13.56% (see Table 63). The details of the negative comment total more than one point per negative response. The OFS comments on a need for more regional input to achieve true representation (the OFS was omitted from the research initiative).

TABLE 64: POSITIVE COMMENT RE NEPI LIS REPORT

PLS RESPONSE	CAPE	NATAL	OFS	TRANS	TOTAL	%
A beginning to work from towards restructuring	2	1	1	1	5	8.47
Very valuable resource for libraries in new SA	2	1	7	1	11	18.64
Disturbingly clear reflection but needs can now be tackled	0	2	0	0	2	3.39
Watershed concept/hope of alternative renewed.Impact/ freshness remarkable	0	1	0	0	1	1.69
Admired leadership and commitment of researchers	0	1	0	0	1	1.69
Good but political	0	0	0	1	1	1.69
Insofar as it could- a fairly accurate view of LIS needs	0	1	0	0	1	1.69
Could be more comprehensive	0	1	0	0	1.	1.69
Useful, some inaccuracies/ lacks recommendations	0	1	0	0	1	1.69
Bodes well if implemented	1	0	0	0	1	1.69
Some aspects hard to apply in specific situations	0	0	1	0	1	1.69
Superficial in part/came a bit late	0	1	0	0	1	1.69
TOTAL	5	10	9	3	27	45.76

Generally positive comment comes from 23, or 38.98% of the respondents (see Table 64). There is more than one comment per positive response. Evaluation centres on the report being a beginning to work from towards reconstruction. A solid core of responses concentrate on its being a "very good" report that "should be heeded". Other are more lavish with their praise: it represents a "watershed concept"; renews hope of an alternative, and its impact and freshness are remarkable. Some of the positive comment has negative qualifiers such as "good but political"; "worth noting but some aspects hard to apply in specific situations". Other responses are "reading it now" (Natal), "not studied in detail yet" (Cape) and "want to see it realised" (Cape). There are no other responses from the OFS. The majority comment is positive and notes the potential of the report as a contribution to change.

LISDESA and TRANSLIS are described in sections 2.2.3.5 and 2.2.3.10. Whatever one's organisational allegiances, they represent significant initiatives in the development of library and information services in South Africa. Question 57 gauged the respondents' awareness of these initiatives and tried to assess their involvement in one and/or other of them. Related questions are Questions 10 and 11 about being active, or an office bearer in work-related organisations.

The question regarding LISDESA was not answered by 22, or 37.29%, well over a third of the respondents. All those who answer have heard of LISDESA but 26, or 44.07, almost half, the respondents are not involved. Ten (16.95%) are involved and levels of involvement vary: convening and co-chairing a meeting; attending a meeting (two), attending meetings and attending all meetings, being involved "to a lesser extent", being "supportive not active" and a "member".

Within the individual provinces the percentages for involvement in LISDESA are highest in the Transvaal with three, or 30%; five, or 21.74% for Natal, and two, 16.67% for the Cape. There are no respondents involved in LISDESA in the OFS. Other comment from the Transvaal is that LISDESA is "ANC inspired".

Responses to the part of the question concerning TRANSLIS, set out in Table 65 show that 16, or 27.12%, just over a quarter of the respondents, did not answer. Of those who have heard of TRANSLIS, 19, or 32.2%, nearly a third, are not involved. Twenty two, or 37.28%, over a third, are involved and Table 66 gives details of their involvement.

TABLE 65: EXTENT OF INVOLVEMENT IN TRANSLIS

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
NOT ANS	2	4	9	1	16	27.12
NOT HEARD OF IT	0	0	0	0	0	0.00
NOT INVOLVED	3	10	5	1	19	32.20
INVOLVED	6	9	0	7	22	37.29
OTHER	1	0	0	1	2	3.39

TABLE 66: RESPONSES RE NATURE OF INVOLVEMENT IN TRANSLIS

PLS	CAPE	NATAL	OFS	TRANS	TOTAL	%
RESPONSE						
Attend meetings	4	4	0	3	11	18.64
Involved-steering	1	3	0	2	6	10.17
committee/convenor/						
/minutes/notices						
Minimal involvment-	1	2	0	1	4	6.78
on mailing list						
TOTAL	6	9	0	6	21	35.59

One respondent did not give particulars hence the discrepancy in totals between the "Involved" responses (Table 65) and the details of how they are involved (Table 66). Attending meetings scores 11, or 18.64%. One respondent states that lower ranks have not been permitted to attend by the NPLS and no longer attend. Another six, or 10.17%, are "more involved": on the Pretoria steering committee, do notices, minutes, help with mailing lists and research lists; convened northern Natal meetings; act as secretary of the regional branch in the Cape. They help "where necessary", and are involved "to a greater extent". Another group are: involved in *ad hoc* way, minimally or peripherally (time a problem) or are on the mailing list. There are two other comments; that TRANSLIS is ANC-driven (Transvaal) and that the respondent is very keen on TRANSLIS but there is no northern Cape branch (Cape). There are no other OFS and Natal responses.

The aggregated totals for this question reveal that half the respondents are not involved in LISDESA and a third are not involved in TRANSLIS. This finding suggests limitations in terms of exposure to changing LIS circumstances. Cross tabulation of TRANSLIS involvement with position in Table 67 reflects a high rate of involvement in TRANSLIS at senior levels of management which decreases at Senior Librarian and Librarian levels.

TABLE 67: INVOLVEMENT IN TRANSLIS BY POSITION

Position / Involvement	1 Not Ans	1 Library Assistant	2 Librarian	3 Senior Librarian	4 Principal Librarian	5 Assistant Director	6 Deputy Director	7 Director	Row Total
0 Not Ans	1 100.0	1 100.0	4 28.6	7 25.9	3 30.0	0 .0	0 .0	0 .0	16 27.1
1 Not involved	0 .0	0 .0	5 35.7	12 44.4	2 20.0	0 .0	0 .0	0 .0	19 32.2
2 Involved	0 .0	0 .0	4 28.6	7 25.9	5 50.0	4 100.0	1 100.0	1 100.0	22 37.3
3 Other	0 .0	0 .0	1 7.1	1 3.7	0 .0	0 .0	0 .0	0 .0	2 3.4
Column Total	1 1.7	1 1.7	14 23.7	27 45.8	10 16.9	4 6.8	1 1.7	1 1.7	59 100.0

4.8   Summary

This section has presented the results of the survey. Findings have been grouped but the order of the questions in the instrument has been followed. In the next chapter these findings are interpreted in relation to the research problem and the related literature. The interpretation of the findings is presented in such a way as to facilitate discussion and exploration of their significance. Statistically significant results, those that seem to have high probability to impact on the study and its conclusions, are identified and discussed in context.

CHAPTER FIVE

INTERPRETATION OF THE RESULTS

In this section the statistically significant results are interpreted in terms of the purpose of the study, the research problem, and with reference to other studies conducted in the same subject area. Guidelines set out by Gay (1981:349-51) are used.

The research problem stated that an analysis of the staff perceptions of the structure of the provincial library service and their affiliated public libraries during the period 1990 to 1994 would demonstrate a need for adaptation to changing socio-political circumstances. Objectives were therefore to analyse staff perceptions of the provincial library services and their affiliated public libraries within the context of changing socio-political circumstances during the period stated; and to arrive at recommendations concerning the system of provincial library services and their affiliated libraries.

5.1   Socio-demographic characteristics and organisational identity of the respondents

The characteristics of the respondents with regard to socio-demographic characteristics such as gender, age, geographic location, type of work situation, position or rank, and educational attainment are discussed in this section.

5.1.1   Gender and age

Well over three quarters of the respondents were women thus confirming the trend observed in the *Library and Information Services: report* (1992:34-5) that there is a preponderance of women in the professional ranks of library and information services generally. Cross tabulation of gender and position contradicted the report's finding that seniority of employment is biased towards men. This could possibly be explained by the

poor response to the survey by senior staff. No Middle or Senior Management men answered the questionnaire. Two current (and one former) Heads are male.

There were no respondents younger than 21 or older than 60. Just over a third of the respondents were between the ages of 21 and 30. Just under two thirds of the respondents were under the age of 41. This conforms with the strong Junior Management, Senior Librarian and Librarian response to the survey. The finding that a third of the respondents were in the 21-30 age range had implications for the discussion of responses to watershed political events dating back to 1976.

5.1.2   Geographic location

The highest percentage of respondents worked in Natal, that is 23, or 60.53% of the population of the provincial library service. It was almost double that of the next best responding province, the OFS, with 14, or 35% of the province's population. The researcher lives, and works in the Department of Information Studies, in the same city as the Head Office of the Natal Provincial Library Service. The indication is that this had a positive effect on the response rate.

5.1.3   Unit and position

Just over a third of the respondents, 21, or 35.59%, worked in the Regional Library Services. In Natal, for instance, the regional staff comprised, at the time of the survey, approximately 42.1% of the total staff (Gray 1995a) hence this result was not surprising. There were no responses from Senior Management in the OFS and the Cape. Senior Management overall comprised one, or 1.69% of the responses. Middle Management responses were poor with Assistant Directors representing four, or 6.78% of the total, and Deputy Directors one, or 1.69%. The survey was strongly based, therefore, on the lower ranks of professional staff. This is a satisfactory situation in terms of the study as these ranks have a great deal invested in the long-term future of the services.

5.1.4   **Educational attainment**

The highest professional qualifications of 38, or 64.41% of the formally qualified staff was the primary degree/post graduate diploma combination (28, or 47.46%) and its equivalent, the B.Bibl. (ten or 16.95%). Of the respondents, nearly a quarter, 13, or 22.03% had a B.Bibl. Honour's degree. Only three, or 5.08% of the respondents had a Master's degree as their highest professional qualification and there were no doctoral graduates amongst the respondents.

There was no apparent positive correlation between level of professional educational attainment and rank or position above Principal Librarian level. Cross tabulation of the position of the respondents and his/her highest LIS qualification shows that the highest qualification obtained by Assistant Director to Director level was the first professional qualification. Of the Principal Librarians two, 20% had Master's degrees in LIS and one, or 3.7% of the Senior Librarians held a Master's degree.

At Principal Librarians' level, four or 40% had Honour's degrees in LIS and this degree was held by eight, or 29.6% of the Senior Librarians. Hence the best professionally qualified staff were at Junior Management and Senior Librarian levels. Although staff recruitment should take heed of potential as well as professional qualifications, presupposing staff development and continuing education programmes (IFLA 1993:21), these findings raise questions about the discrepancy between the professional educational attainment of Senior and Middle Management and that of Junior Management and the other formally qualified staff.

Questions about the implications of this situation are: can senior staff interact with better qualified juniors without feeling threatened; what incentives exist, for example, for further study if such endeavour does not appear to be a requisite for advancement and what does discouraging further study mean in terms of influences for future responses to change? Question 46 revealed that university education and training was perceived to be an

influential factor in the work environment. What is the comparative status of the senior provincial library staff when interacting with other departments? Comment made in Question 55 suggested that Senior Management needed to stand up to officials in the Provincial Administration. Would their level of professional qualification hinder them in such efforts?

Just over a quarter of the sample had obtained their first professional qualifications between 1981 and 1990. This finding, related to the discussion of the age range above, had implications in terms of the impact of various watershed events on the attitudes of the respondents and is taken up in the discussion of these events.

With reference to the education and training institution attended, with the exception of the Cape, well over half the respondents in each province library service had trained in the province in which the service was located. As university education and training was rated the second most important influence on the work of the respondents, it would seem that university education and training as an avenue of influence in the provincial library services would be well worth investigating further.

5.2 Perceptions of governance and related aspects of the provincial library services

5.2.1 Governance

This section addresses perceptions of governance issues such as the placing of the service at central and provincial government level and explores views on legislation that underpins financial and administrative provision.

5.2.1.1 National governance

There was overwhelming support for housing LIS under Education and Culture, a combination not provided at national level. The provincial scores for this option were

significant, Natal 19, or 82.61%, the Cape nine, 75%, Transvaal seven, 70%, and OFS seven, or 50%.

Both the ANC's policy framework for education and training (ANC. Education Department. 1994:80-1) and the CEPD's LIS Task Team (CEPD 1994b:2) recommended placing under Education. This option scored only seven, or 11.86% and Arts and Culture five, or 8.47%. The instrument was insufficiently sensitive to provide the rationale behind these choices. This is, however, an area for further investigation especially in view of doubts expressed about Education's response to LIS in the ACTAG document (1995).

5.2.1.2   Provincial governance

Over half the respondents, 26, or 44.07% could not or did not answer this question. Over a quarter of the respondents, 17, or 28.81% confirmed that their placing in General Provincial Services was correct. The TPLS was formerly situated in General Provincial Services but in keeping with its change of focus in 1989 to a more development oriented perspective moved to the Community Development branch of the TPA (Kalley 1995:136). Responses totalling three, or 5.08 concluded that this placing was correct. Support from Natal and the Cape combined with this score meant that overall support for Community Development as a provincial home was seven, or 11.86%, just over a tenth. Alternative placings, other than Community Development, were suggested by another six or 10.17%. These were Local Government, a LIS "own department", and Education and Arts.

There was support for higher status generally for the provincial library services. A respondent commented that there was a lack of clarity in a changing situation.

5.2.2   Legislative underpinning

Approximately a fifth, 12, or 20.34% did not or could not answer the question about legislative underpinning. The positive responses were high as was to be expected with 42,

71.19%. Kalley (1995:30;98-9;368) offers at least three instances from South African history in which the point was made that adequate legislation was essential: Ferguson's recommendations (1929:26); the implementation of those of the De Waal Interdepartmental Committee of Investigation into Library Services for Non-Europeans (South Africa. Interdepartmental Committee of Investigation...1964) and those of the IFLA report (1993:21). For those like Kalley (1995) and Walker (1993:63;67) with a sense of South Africa's library past and the crucial role played by appropriate legislation, it is likely to be surprising that the positive response to this question was not 100%.

5.2.3   Funding

5.2.3.1   The extent to which the service received sufficient funding to fulfil its mission

Funding emerged as the strongest factor influencing management decisions. Related factors were the level at which the funding problem potentially occurred and to what extent resources could be re-allocated within the provincial library services. The responses suggested that funding was a slightly higher than middle of the range problem. This finding should be related to the nature of the mission, as responses under Other suggested. The adequacy of the budget depends on the nature of the mission and the extent of the targeted population.

Recent estimates of the cost involved in providing services to currently unserved areas bear this out. In the Transvaal an average of 77 service points per annum would be required for the next 20 years, and an overall budget, estimated in 1992, was R813 960 000 to provide services to those currently unserved in all four former provinces (Nassimbeni 1994:152; NEPI 1992:43-44). Roets' estimates (1991:7) for the Transvaal are in fact higher. In 1993 the four Heads of the services resolved to communicate individually their dissatisfaction with a proposed funding formula to the Department of National Education early in 1994 on the basis that it did not accommodate development action and did not take into account the needs of redress; it was rigid and did not allow for

timeous adjustment; it was oriented to the civil service and did not consider the function of the library service; furthermore the formula was not being paid out in full and there was no guarantee of full payment. At the same meeting the OFS reported that as a result of the creation of a great number of new libraries the OFS was experiencing a severe shortage of reserve book stock and requested a strategic planning session to determine how stock could be best used inter-provincially. The meeting observed that all provinces were experiencing shortages (Provincial Library Services. Committee of Heads. 1993:7-8;11). Hence the findings of the survey suggest a tendency on the part of the respondents to underestimate the inadequacies of current budget provision. Awareness of this problem is, however, reflected in the Natal deliberations concerning the book stock crisis (KZNPLS 1994:1; 1995[n.p.]; Rowan 1995:1).

5.2.3.2　　　The level at which the problem of access to funds occurred

If funding were found to be inadequate, where in the governance structure did the perceived lack of value and under funding of libraries occur? The funding of affiliated public libraries is complicated (Kalley 1995:354; NEPI 1992:20-1) as it includes second and third tier government. Of those who answered the question, and almost a quarter could not or did not, just over half, perceived the problem as residing at central government level. There is support for this observation from Boon's comments (1992:92) on the NACLI report to the effect that the state at that time did not perceive libraries and information as its responsibility. The perception of the respondents can be linked to responses about the appropriate ministry for library and information services and debates about whether LIS would benefit from ties with a high priority ministry such as Education in spite of the succession of education based reports which neglect library and information services such as De Lange Report, the Education Renewal Strategy (NEPI 1992:48) and the Education White Paper (South Africa. Ministry of Education. 1994).

5.2.3.3   The extent to which resources could be re-allocated within the
                 service

Testing perceptions of the capacity of resource re-allocation in response to changing
priorities was a crucial issue. Even in times of austerity it is possible to reduce costs,
increase productivity, and at the same time improve the quality of work life for all
employees (Thapisa 1990:97). The very high total of 22, or 37.29% of the respondents did
not or could not answer the question about resource re-allocation. Those who saw some
flexibility comprised a fifth, 12, 20.34%. Another ten, or 16.95% saw the system as rigid,
while eight, or 13.56% saw "great flexibility". Other noteworthy comment was that a new
Financial Management System in Natal might facilitate re-allocation, as would the CPALS
system in the Cape.

5.3   Perceptions of the provincial library services' mission

This section explores perceptions of the mission and the extent to which it was seen to be
achieved. Qualities required in senior management with regard to the implementation of
the mission were also addressed. A very high 57, or 96.61% referred to improving quality
of life as an element in the mission. Another 29, or 49.15%, nearly half the respondents,
named rendering a library service. Over a third noted meeting educational, informational,
cultural and leisure needs. Another 21, or 35.59%, again over a third, linked these to
individuals, communities, target groups, and as many as possible. In terms of the mission
as given by the respondents, nearly a third, rated its success at 51 to 75%, and another,
just under a third, at 76 to 100%. Support for the fulfilment of the mission as understood
by the respondents can be construed.

Discussion of this question should be in the context of whether or not the mission, as
understood by the respondents was appropriate to the requirements of the people of the
province. The need to research and reformulate a mission emerged directly in responses
such as "research a mission statement" and indirectly in the discussion of re-focusing on

priorities for service.

Vision in senior management was rated most favourably, communication skills second and determination third. This is a favourable finding in terms of the problem statement in that vision and an apposite response to change are potentially linked. Successful managers operating in a turbulent environment have, amongst the other the characteristics which contribute to their being able to face a dynamic, complex and uncertain environment, vision and the ability to communicate that vision successfully (Munandar 1995:321).

Management style is related to the rating of office bearers for vision and for being influential in policy. The highest scoring quality in this question, having vision, was used as a yardstick with which to rate a range of office bearers. These issues related to questions about who was influential in the formulation of policy.

With reference to the level of office bearer at which the capacity to change could be located, responses revealed that the most favourably rated office bearer overall was the highest ranking formally qualified librarian, rather than an office bearer from the Provincial Administration. The rating moved down the scalar chain of formally qualified staff. Exceptions were found in the individual provincial ratings and these deserve comment.

Head of the provincial library service was rated most favourably overall, except for Natal where the Assistant Directors scored highest, with Principal Librarians/Section Heads in second place and the Head of the provincial library service placed third. The second most favourable score overall went to the Deputy Director/Assistant Directors. In the OFS this group tied with the Head, General Provincial Services, indicating a favourable evaluation of this office bearer. Third were the Principal Librarians/Section Heads, who tied with the Head, Community Development in the Transvaal. In Natal, as stated, they were second and in the OFS fifth. A finding is thus that significant regional differences cut across the overall patterns of evaluation. In the OFS the direct line to the Deputy Director General

and through this office to the Director General (Schimper 1995a) could have had a positive influence on the relationship between the library service and the Provincial Administration. Other reasons for the variations between provinces can be speculated on and the character and performance of a particular office bearer is one likely reason. In Natal, with reference to rating the MEC, specific mention was made of current and previous incumbents and of differences in their effectiveness.

With regard to the locus of the conviction behind the mission, the respondents rated the Head, provincial library service, most favourably, except in Natal where s/he was rated second. An interesting finding in terms of Natal was that the Head did as well as regards being perceived to be the locus of conviction behind the mission as s/he did. When rated for vision the Head was placed third only. It could be interpreted that the Head lacked vision in the eyes of the respondents, but did have a reasonable sense of the reason for the existence of the service even if that sense was not supported by the respondents. What is relevant is who the Head was perceived to be by the staff and this is more significant than who an organogram of the organisation depicts as Head.

It is noteworthy that the nominal Head was perceived to be the actual Head in most cases. The top manager is head of the professionals in the organisation and of the organisational line. S/he, even in a participative management structure, is the most frequent initiator of decisions (Kavcic 1995:291) hence the overall perception of the Head as the power behind the mission was not surprising. Top managers are generally considered more powerful than any other person by worker assessment, and their actual power is quite different from their formally attributed power. The basis for their power is derived from their personal expertise, control of the information system in the organisation and their position in the hierarchical organisation of work. The actual distribution of power, however, differs from organisation to organisation (Kavcic 1995:292) and the top manager is not necessarily the most powerful office bearer in all organisations. In the case of Natal while the top manager was seen as strong on the reasons for the existence of the service, staff perceptions of his/her role as a person of vision were not foremost and other role players

had come to prominence. The rating for all four provinces tended to work down the line of command of the professional staff hierarchy, then moved to the Provincial Administration staff and to the rank and file provincial library service Librarians.

The impetus and capacity for transformation of the policy was most likely to come from the Head, provincial library service. This was unanimously the case, even in Natal, and the rating moved down the scalar chain. The affiliated librarians were placed last, except in the Cape and Transvaal. Articles cited in the background to the period on the response of librarians to socio-political events from 1990-1994 (section 2.2.2) suggest that there were eminent affiliated librarians in the Cape (I. Swart 1990; 1992a: Van Niekerk 1992) who had led discussion of responses to change.

As stated in the overview of the provincial library services (section 2.3), the latter operate on a partnership basis with the local authority. The compliance of the town clerk as the representative of the local authority is essential to achieving the mission. Over half of the respondents, 33, or 55.93%, replied that they could not generalise about the role of town clerks. A slightly larger group of the respondents saw the clerks as retarding rather than advancing the mission. Some municipalities play a central role in library promotion but there is no formula or guarantee whereby libraries receive a fixed percentage of the local authority budget (Kalley 1995:385). Keeping the local authority informed and supportive of the mission is the task of the affiliated librarian (I. Swart 1990:24). Moodley (1994) has investigated the latters' ability to market themselves in Natal and found that they failed to do this adequately. This finding relates to the questions concerning provincial library service relationships with local authorities and particularly to education and training for affiliated librarians which emerged in suggestions about what respondents would change.

5.4   Perceptions of various functions

5.4.1   Managing - management style and decision making

This section explores aspects of the organisational climate by examining perceptions of management style and factors affecting and exercising control over management decisions.

Well over a third of the respondents, 22, or 37.29%, stated that their service was 76 to 100% top down in management style. Almost a quarter, 13, 22.03%, suggested that the management style was 51 to 75% top down. Hence there was a clear majority of 35, 59.32% indicating that the management style was 50 to 100% top down. This factor and the respondents' emphasis on vision in management suggests that the burden of policy formulation was placed on senior management. While it is generally accepted that the civil service is bureaucratic (Komin 1995:157) the question to be asked is whether this top down management style is appropriate in a library service staffed by professionally qualified staff. Are there structures guaranteeing the expression of professional competence and professional autonomy? Thapisa (1989) has argued for the exercising of similar factors in the work situations of library assistants, hence a strong case exists for their recognition in this professional context. Line and Robertson (1989:161) argue that good staff management is an even greater need in the public service than in the private sector, which can give rewards and incentives unavailable to most of the public sector:

> In their absence, job satisfaction assumes greater importance: potentially it is the most tangible reward staff can get from their work. If work is not enjoyable, challenging and even at times fun, it is sad for people and for the organisation (Line and Robertson 1989:161).

The TPA has committed itself to participative management (Kalley 1995:136) and the TPLS has confirmed it as a principle (Hansen 1993b:2). There is evidence of consultation with fora; the extent to which it has been implemented in the TPLS staff structure is not entirely clear. In the OFS Schimper (1993:2-4) has articulated a need for a participative management approach, while in the Cape the 1992 annual report refers to the introduction

of a new management system "which provides for inputs, even from lowest staff levels" (CPLS 1992:13). Evidence of the application of these approaches was not apparent in the responses and the area of the implementation of participative management is suggested as a vital area for further investigation.

The highest scoring factor in decision making was funds and to a much lesser extent staff and community factors. Funding could be expected to be a primary influence in decision making. Given a situation in which funding were sufficient, staff and community factors would be likely to come into play more strongly. There were many suggestions about additional factors such as political, legislative, organisational, management and more professionally driven factors. Some negative comment emerged under management issues particularly, such as "top management decisions seem very erratic" and "middle management decisions seem very balanced", "ivory tower building" and "crisis management in situations in which a response was unavoidable" which reinforces findings about negative attitudes to senior management.

The study addressed the control of bias; a particular concern if co-existent with a predominantly top down management style. Almost a third of the respondents, 19, or 32.2%, did not, or could not, give a clear response. The top three scores stated that the occurrence of subjective personal choices was high, very high and operated to a great extent. The score indicating that subjective personal choices operated to some extent totalled 34, or 57.63%. Participative decision making is accepted universally (Tripathi 1995:179) and a critical factor in bringing about any kind of organisational change is involving employees in decision making (Tripathi 1995:189). Participative management is also part and parcel of the changing organisational climate of the years 1990-1994 in which NEPI, for instance, spelt out the need for democracy in the work place. The finding in the view of the respondents, that subjective personal choices operated to a high degree, coupled with perceptions of top down management, are significant in terms of the study.

The non responses and negative responses concerning bias are exactly equal to the

responses suggesting types of control which operate. Well over a third, 23, or 38.98% could not or did not answer. Negative responses were "not always effective", that there were "very few informal attempts" and "none to my knowledge". Examples of control mechanisms on the other hand were staff meetings (ten, or 16.95%), consultation with librarians and the community (eight, or 13.56%) and the use of allocation tables (four, or 6.78%). Other examples were control visits and scrutiny by the Executive Committee of the Provincial Administration. Both consultation with librarians and the community, by the respondents' own admissions, were limited by insufficient response or by more effort being needed.

5.4.2   Communication

Written or more impersonal forms of communication such as the letter, circular, or memo scored highest, almost half the number of respondents with 28, or 47.46%. These more formal and structured forms of communication have the advantages of standardisation but can fall short in creating an impact (Kao, Sek-Hong and Kwan 1995:105-6). The more personal methods with opportunity for immediate feedback such as meetings, seminars, word of mouth scored nearly two thirds, with 36, or 61.02%. Section heads as communicators were mentioned by eight, or 13.56%, and by five in Natal. Word of mouth or informal verbal communication gains strength from the personal bond and persuasive ability but is open to personalised bias (Kao, Sek-Hong and Kwan 1994:105-6). In spite of the favourable seeming ratio of these scores on communication methods, comment such as using the "grapevine", "inadequate find out by chance", "higher ranks often forget to pass on information" and "tendency to make decisions without consulting" gives reason for disquiet about communication to and from the lower ranks of staff. In the OFS, Briers (1991:7) had noted a need for training in management and communication skills.

There are pros and cons in the various forms of communication. Strategic information such as policy objectives must be shared (Kao, Sek-Hong and Kwan 1995:110). The Cape, in fact, reported on the holding of information seminars on strategic planning for all

professional staff in 1993 (CPLS 1993:7). Another important factor is time. If policy and other decisions are communicated in the monthly newsletter is it sufficiently frequent? Speed of communication is also a factor, for instance, with geographically distant regional staff. Weekly briefing sessions, with two way faxes to outlying areas, could overcome some of the communication problems raised.

Responses concerning staff participation in vital activities do not reflect well on the involvement of the formally qualified staff in the planning process and raise questions about the actualization of staff potential. Staff are generally recognised as a resource partly because financial pressures have led to staff reductions. Developing staff requires full recognition of the human need for growth. Getting people to work harder on its own often leads to stress (Line and Robertson 1989:162).

The highest score was attained by the response that the respondent had "very little" to do with strategic planning, 32, or 54.24%, answered thus. This finding is supported by the perception that management style is top down. Just over a tenth of the staff, six, or 10.17%, answered that they were very or quite involved and another tenth that they were involved at the level of their post. Of the balance 15, or 25.42% could not, or did not, answer with any clarity. Line and Robertson suggest that even in the best run libraries it is not unusual to hear from junior staff that they are never consulted, encouraged to express their own ideas or given responsibility. These authors suggest that listening skills are rare and that many managers who are genuinely kind to their staff are not perceived as accessible. Such feedback is hurtful to well-intentioned managers and because staff realise this they would not make criticisms face to face. It is important, for instance to help staff at middle management levels to deal with feedback from the shop floor (Line and Robertson 1989:170).

While staffing emerged as a factor influencing management decision making, it was in the context of getting sufficient or good staff rather than consultation with staff and staff opinion impacting on decision making. This finding is linked to others concerning

communication, namely that problems are perceived with it. It also relates to subjective personal choices which were seen to be operating. The potential for achieving better control through improved communication is suggested as an area for exploration. Thapisa (1990:100) has argued that library managers should concentrate effort on employee communication, professional development, and most importantly, on the organisation of work so that it offers a challenge.

5.4.3   Prioritising the range of services

The responses reflected a measure of cohesion suggesting a core of consensus about rating the services. There were, however, some interesting regional differences (see Appendix 1, Tables A-D). The ten most favourably rated services are shown in Table 13. Value was placed on the provision of the materials more obviously and directly linked to education and community information.

5.4.4   Research

Almost a third of the respondents, 18, or 30.51% did not know of any research priorities, and another six, or 10.17% stated there were none in practice, while another seven, or 11.86% did not answer the question. The case could be made for suggesting therefore that 31, or 52.54%, over half, the respondents did not know of research priorities or said that there were none in practice. Either the latter was the case or the formally qualified staff were not informed about this crucial aspect of the organisations' functioning. Both interpretations have serious implications in terms of the problem statement, for example, how can an organisation make necessary responses to changing circumstances if the latter are not being monitored and adjustments made to mission formulation? Alternatively, how does an organisation respond to such change if the majority of its professional staff are unaware of its research priorities regarding changing circumstances? The Transvaal, OFS and Cape all had research sections. The four provincial libraries established an interprovincial research sub-committee to co-ordinate all public library research in

May 1991 (CPLS 1991:32; Provincial Library Services. Committee of Heads, Interprovincial Sub-Committee on Research. 1992). The Cape particularly, and the Transvaal, had completed useful research on user fees. Research completed by the provincial library services is given in this study in the overview of the provincial library services under Research (see sections 2.3.2.3.5; 2.3.3.3.5; 2.3.4.3.5; 2.3.5.3.5) The area of research priorities is a crucial one for further investigation.

The respondents who were aware of research priorities, just less than half, were divided in their perception of priorities. Highest scoring were literacy needs, materials and formats. In second place were three areas: community profiling; study facilities (particularly the in-house use of materials), and community needs, stock gaps and suitability of provision.

With reference to what the research priorities ought to be, nearly a fifth of the respondents, 11, or 18.64% could not, or did not provide a view. The highest score, 31, or 52.54%, just over half the respondents, went to community profiling, or researching what was needed or provided, particularly in rural and township areas. Just under a quarter of the responses went to the second highest score, 13, or 22.03%, for literacy promotion, literacy materials and the role of libraries.

5.4.5 Needs assessment
5.4.5.1 Perceptions of needs assessment

A quarter of the respondents, did not or could not answer whether their service should try to establish needs. Four respondents replied that their services were trying to establish needs and one of them thought more effort was needed. There was very solid support, almost two thirds, for their services trying to establish needs if they were not already trying to.

5.4.5.2   Methods used in needs assessment

The literature had suggested that various methods were being used to assess needs. Information solicited about these methods revealed that the highest scoring response, from 25, or 42.37%, was that survey and community profiling was used, although some of this was informal. A range of sources from which input was gathered were referred to by 23, or 38.98%. These were users, affiliated librarians, civic structures and, to a lesser extent, communities. No explicit methods for gathering this input were given. Contact between affiliated librarians and regional staff was referred to by 20, or 33.9%, although this was considered limited by time factors. Visits to libraries and stock assessments, not specifically linked to regional staff, were placed at ten, with 16.95%. Other methods were special requests (14, 23.73%) identified as a "good but not sufficient method" and stock assessment by affiliated librarian (six, 10.17%) in the form of stock evaluation reports and requests. Selection meetings (nine, 15.25%) were considered limited by insufficient public library input. To some extent this was to be addressed in the Cape by CPALS. Fora or interest group meetings for public librarians (four, 6.78%) and the analysis of circulation statistics for trends or use patterns were others. It is important to note that several of the methods were considered limited.

5.4.5.3   **Involvement of community representatives in needs assessment**

Of the respondents, ten, or 16.95% did not give, or could not give, specific positive information about the involvement of community representatives. Just under a quarter, 14, or 23.73% saw the involvement of community representatives as minimal, not formalised, although improving.

Considerably over a tenth stated that community representatives were very much involved in selection and indirectly through provincial library service consultation of civic structures. Just over a tenth said that they were involved but more in respect of new libraries than existing services. A fifth of the respondents held the view that community

representatives were involved through public librarians and library committees. These more positive responses re community representation totalled nearly half the responses 28, or 47.46%. Although qualified, a definite finding should be that there was support for construing that there is some community representation. Increasing the incidence and representativeness of community representation would seem to constitute the challenge.

5.4.6   Materials selection

The issue of materials selection is discussed in the overview of the provincial library services and in relation to NEPI's (1992) *Library and Information Services: report* (section 2.3.1.6.2). Just over a third of the respondents, 22, or 37.29%, assessed the selection of materials as "generally appropriate". Another fifth, 12, or 20.34% stated that the selection had been "very appropriate" in the last three years. Well over half the respondents, 34, or 57.63%, judged the appropriateness of the selection as generally very appropriate. Various obstacles to appropriate selection were raised by the respondents, these were the dearth of community feedback, and lack of promotion of the stock, a shortage of local publishing, particularly in black languages, funding (which needed to be doubled) and the dearth of research into specific materials required by black communities. Other suggestions concerned material for the newly literate and study material.

Minutes and a report from meetings held in Natal throw light on these issues, and for this reason they have been included although they post-date April 1994. In KwaZulu Natal (KZN) (referred to by this name after April 1994) the number of libraries in the province and the number of users is increasing, and a wider range of materials is required by users than was formerly the case. The limited lifespan of the books, in addition to "severe budgetary limitations" means that the available book stock per capita is actually decreasing. When measured against minimum standards prescribed by IFLA for a system that serves the population of KZN which is in fact the highest of South Africa's nine provinces, with 8 549 000 people (Comparative library statistics of South Africa. 1995:[1]), KZN has half the number of books it should have, a shortfall in fact of

3 500 000 books (KZNPLS 1994:1). This is in spite of the inclusion in this estimate of the stock of the two autonomous libraries in the province. Resulting pressure on affiliated librarians, and through them on the regional staff, is mounting. The meeting resolved that the needs of the community served should be continually investigated so that at least the material provided was as responsive to those needs as possible within the very real limitations experienced (KZNPLS 1994:1; Rowan 1995:1). As a result an initial survey would be undertaken by a Master's student from the Department of Information Studies, University of Natal. The survey would cover certain fiction genres as the most dissatisfaction was being experienced in this area (KZNPLS 1995:[n.p]; Rowan 1995:2).

5.5	Perceptions of the librarian as a professional
5.5.1	Work motivation and value clusters

This section explores the value system/work interface. There is a dynamic synthesis between values and work behaviour (Work values and work organisations. Overview. 1995:136). Personal-organisational congruence is a predictor of outcomes like job satisfaction and involvement, and organisational commitment. Hence responses to the survey were important for exploring the staying power of the staff through a process of adjustment and change. Over half the respondents, 33, or 55.93%, gave as their motivation for becoming librarians their perception of the work as broadly document-, information- and media-related. Just over a quarter of the respondents, 17, 28.81%, suggested that the work was people-related with a strong service aspect. Well over three quarters of the respondents, 50, or 84.75%, said that they were motivated to become librarians by their perception of the work as strongly document-, information-, and media-related as well as being people- and service-related.

A degree of connectivity can be inferred from the reasons for becoming a librarian to those for continuing as a librarian. Media-, people-relatedness and service aspects can be seen to be carried through in the following high scoring responses. Well over half the respondents 34, or 57.63%, claimed to continue working as librarians because they

experienced fulfilment, for instance, in matching material to needs. Almost a third of the respondents, 19, or 32.2%, continued working as librarians because they saw the work as dynamic with potential for development work, education and reconstruction. Just over a quarter of the responses, 16, or 27.12%, noted the diversity and variety of the work. This factor had grown in importance since its earlier noting as a response at five, 8.47% in "diversity of interests, tasks and subjects in LIS work". Thapisa (1991:75) has emphasised that of particular importance in work motivation is job content: job variety, skill variety, task significance, intellectual input and autonomy. The workers' creativity should be constantly challenged to fire their motivation. The findings are positive in the survey in spite of a potential contradiction between matching materials to needs given the established problems with needs assessments. In terms of the research problem the interest and dedication of the respondents to the kinds of issues that would "energise, direct and sustain" (Komin 1995:141) them through a process of adjustment is suggested. They were not primarily motivated by salary or status.

Both salary and status were perceived as too low, however, and require attention as the more materially based motivations are important in work motivation (Zhao 1995:118). An informal survey of library salaries in Natal reveals that those paid to NPLS staff are low (Slater 1995). The last dispensation re staff salaries for the provincial library services generally was in 1988/9 (Gray 1995b). Zhao (1995:118) refers to the synchronisation theory from the synthetic school of work motivation which argues for equal importance for both "materialistic" and "spiritual" aspects of work motivation. Both types of incentive have to be well-synchronised to ensure their efficacy. Material remuneration and status are elements in job context which is as important as job content. Attention should be paid to remuneration, promotional opportunities, working conditions as well as organisational policy and education and training of a professional nature (Thapisa 1991:75). Pay dissatisfaction can lead to poor performance, lower attractiveness of jobs and psychological withdrawal (Thapisa 1991:81) as possibly evinced in the "don't care" attitude referred to by respondents.

Value clusters produced from listing qualities needed to work successfully in the provincial library services revealed that just over two thirds of the respondents rated highly a combination of a caring attitude and commitment to the community. Rated second, from over half the respondents was a variety of interpersonal and communication factors. Third and fourth were groupings of various elements which suggested a lack of consensus with regard to these values. Managerial, organisational and administrative skills, however, were rated 19, or 32.2%.

Important qualities in terms of the problem statement of the thesis, creativity, awareness and vision re needs were rated with eight, or 13.56%. A progressive outlook at six, or 10.17%. Flexibility generally, and with regard to change, was rated at five, or 8.47%. At four, with 6.78% was being able to work and/or achieve in a bureaucracy.

Responses concerning the impression made on the respondents on joining the provincial library service and impressions from the present were mixed in terms of being positive and negative. Answers concerning the current situation suggested an increase in the more complex mixed responses and in the more positive responses. Mixed responses scored highest with impressions of the service as more favourable at the time of the survey than on joining, but problems were perceived with management and /or Head Office. Some respondents saw more potential than before. Views on the bureaucracy and senior management, for instance, that they were possibly being more open, varied. Thapisa (1990:96) has argued that there is a need to reassess the organisational structure of library and information work with a view to reducing excessive hierarchy. The organisational structure itself can influence the motivation of people. Some responses indicated a worrying level of distress and what Kanungo (1995:234) terms work alienation, for instance, that a respondent used to think s/he could make a difference but that the bureaucracy had "virtually killed" her/him.

The organisation was seen as still conservative but there was more "levelling" which suggests that the value systems underpinning management behaviour were shifting from

the "autocratic" approach linked by some respondents to the "Afrikaner" culture of the formerly dominant management echelons. Until 1994 meetings of the Committee of Heads of the provincial library services were conducted almost exclusively and minuted in Afrikaans (Provincial Library Services. Committee of Heads. 1990-1993). It would seem as if in the survey responses the power distance between the ranks was perceived to be narrowing and a higher degree of equality beginning to emerge. These responses while slight, are significant in terms of moving towards participative management which works better in a situation of shorter power distances (Komin 1995:162). Thapisa (1990:95) has emphasised with regard to library assistants, a need for less hierarchical structures which would promote participation in important decisions of the service. The need among the formally qualified staff would be at least as great. While a more sensitive instrument and preferably a separate study is required for this section, it is significant in terms of the research problem, that senior management was identified in two separate groupings in the survey of current views, as potentially problematic. While the responses do indicate a measure of improvement in senior management, the situation was perceived by the respondents as most problematic and a barrier in terms of responses to socio-political change.

5.5.2   Competence, autonomy and influence

This section looks at the perceptions of the respondents of themselves in relation to certain professional activities and situations. It poses the question how professional are the qualified staff given the opportunity to be?

Responses concerning the accommodation of professional competence reflected a range. Comments suggested that the degree of accommodation could depend on the level of the post, with 24, or 40.68%, of the responses estimating the degree of accommodation at 50% or lower, as opposed to 21, or 35.59% at 51% or higher.

With reference to communication the high percentage of questions not answered prompts further inquiry into possibly related factors such as the efficacy of communication methods. Are the formally qualified staff given the information about the organisation necessary for answering such questions? The professional nature of the population suggested an even greater need than usual in an organisation for structuring communication to allow communication and feedback up and down and across the structure.

The involvement of the formally qualified staff in various activities in the organisation addresses the issue of how influential the respondents perceived themselves to be. Abbott suggests that a perceived absence of influence over their situations is a frequent cause of alienation among junior staff: "Involving staff in seeking solutions to shared problems is an enabling process, which increases commitment and job satisfaction, and often increases productivity as well" (Abbott 1990:88). Those who could not or did not answer totalled ten, or 16.95%. The balance of the responses were grouped around firstly, those who stated that they had considerable influence and secondly, those who viewed their influence as limited. The score for the first group totalled 21, or 35.59% as opposed to 30, or 50.85% for those who stated their influence was limited. Should this situation pertain in an organisation employing professionally qualified staff? Thapisa (1989;1990), for one, would argue not. He advocates increasing levels of autonomy, responsibility, open communication and information sharing, with library assistants, let alone professional staff and argues for greater involvement by all staff in policy formulation (Thapisa 1990:98).

The rationale for including a question on autonomy in the survey recognised the need for control in an organisational structure but also the need to establish where the cut off points to autonomy were found. As Thapisa (1989:149) has argued high autonomy does not necessarily mean that the employee has major control over the job. Caution should be exercised in interpreting results about autonomy. The total for those who could not or did not answer was nine, or 15.25%. Those who stated that they had autonomy to a greater or lesser extent over various ranges of activities totalled 38, or 64.41%. Some of these

5.6.2   Freedom of expression

With regard to professional autonomy and to the respondents' having a voice, which is important for their capacity to articulate and develop a response to change, just short of half the respondents, 24, or 40.68% rated their feeling free to express themselves on general issues in the organisation within the range 76-100%. Under a third, 18, or 30.5%, rated their freedom to express general views in public at 76-100% and this leads to discussion of responses about how the qualified staff saw themselves in terms of being a librarian/civil servant. If the respondents felt that as civil servants they should limit the nature of their public utterances this could conflict with the respondents' *personae* as professional persons who should take a stand publicly on important LIS issues. An unusual finding was that this question was answered by all the respondents. The majority, almost three quarters, 43, or 72.88%, regarded themselves first and foremost as librarians. This was a positive response in terms of their capacity to respond to change in that their library and information work ethos was likely to take precedence in a situation of conflicting values.

5.6.3   Organisational affiliation

With regard to organisational affiliation a surprising result was that almost half, 28, or 47.46% of the respondents stated that they were not involved in work-related structures. Responses suggested that informal networking was preferred to organisational affiliation as a method of keeping up with developments in the field. This finding links with relatively high involvement in the more specialised organisations. Attendance as a non-member, for instance, was preferred to organisational membership.

Non-involvement was highest in Natal with more than half, 12, or 52.17% of the province's responses, and lowest in the Transvaal with three, or 30% of the province's responses. It can be construed that almost half the respondents overall either experienced no felt need to join a work-related organisation or the latter were not significant to them.

Organisational affiliation could be positive or negative in terms of heightening awareness of change and enhancing a capacity to respond to it. Exposure to NEPI, LISDESA and TRANSLIS, for instance, would have been likely to have taken place through an organisation. Participation in other more specialised organisations, such as the Children's Book Forum, was found to exist to a significant degree.

Of the main general LIS organisations/associations SAILIS had the highest membership among the respondents with 18, or 30.5%, well over a quarter of the respondents. This was to be expected as SAILIS had 2260 members (IFLA 1993:16). To some extent this membership was enhanced by including respondents who participated in specialised subgroups of SAILIS such as the Public Libraries Division and the Natal Medical Libraries Interest Group. The Transvaal had the highest proportion of SAILIS members per province and Natal the lowest. LIWO was next highest and LIWO membership was highest in Natal, with members drawn from the Cape as well. There were no LIWO members among the respondents from the Transvaal and the OFS. ALASA had one member among the respondents. The latter is likely to be linked to the low percentages of black staff employed as professionals in the provincial library services. In Natal, for example, at the time of the survey 10.52% of the formally qualified staff were black (Gray 1995a).

Nearly a quarter of the respondents, 14, or 23.72%, belonged to one of the more specialised organisations, such as the Children's Book Forum or the South African Music Librarians' Association. Involvement in these organisations is only approximately 7% lower than that of SAILIS, however only five, or 8.47% of the respondents who belonged to one of the specialised organisations did not belong to a more general organisation as well. While there are exceptions such as TRANSLIS, participation in the more specialised organisations suggests a narrowing of interest to nuts and bolts issues with little potential for exposure to change concerning macro issues.

In general, organisational involvement was not of long standing. Longer periods of

involvement in the general organisations, that is longer than 11 years, would be limited to SAILIS and ALASA as LIWO was only formed in 1990. The majority of those who responded, 15, or 25.42%, had been involved in an organisation for one to five years. Only four, or 6.78% had been involved for 11 or more years.

Bearing office in an organisation can be read as an indicator of commitment to the organisation. Well over a third of the respondents were not office bearers in work-related structures. If this score were added to those who did not answer on the basis that an office bearer was unlikely not to declare it, the tentative totals of those who were not office bearers was 44, or 74.58%. The percentage of those in the province who were office bearers was highest in Natal with eight, or 34.78% and lowest in the OFS with one, or 7.14%. This is interesting in view of the earlier finding that organisational involvement was lowest in Natal. It suggests that a high proportion of those who were involved in a work-related organisation in Natal were sufficiently involved to be office bearers. Ilze Swart (1992a:14) quotes a 1990 work by Gertzog in arguing that librarianship once drew its leaders from among the ranks of public librarians; to some extent the goals of the public library were synonymous with those of librarianship. Public librarians, however, states Gertzog, seem to have become more insular and inward-looking. The findings of the study suggest very little involvement by provincial library staff in leading librarianship in these challenging times. An exception is the Head of the service in the OFS who has in fact served as chairperson of SAILIS.

5.6.4   Education and training

Very few libraries spend more than a small fraction of their budgets on training (Line and Robertson 1989:162). The Provincial Administrations' continuing education/training sessions were rated last of six factors. Training is a crucial area in that it represents an avenue of influence, particularly for the organisation in terms of getting its mission and ethos across to staff and possibly even seeking to remedy deficiencies in staff identified during the selection process. The Provincial Administrations' training and that of the

provincial library services and the Universities were rated in terms of influence on the respondents' work. Again the Provincial Administrations' training rated least favourably, and only marginally higher than the ethos of the work-related organisation, now established as an influence perceived as limited by the respondents.

The efficacy of in-service training by the provincial library services was rated highly. Well over two thirds of the respondents, 41, or 69.49% rated in-service training by the provincial library service at 50% plus. Well over a quarter of the respondents did not or could not answer the question concerning deficiencies in in-service training. This form of training was seen as important for enhancing the capacity of the staff particularly re response to change. One cannot equate not answering the question with viewing the training as adequate as reference to the wording of the questionnaire bears out.

Some specific subject areas identified were: practical management skills, communication, human relations, negotiation and consultation; service to users with little or no contact with libraries. The definition of these categories is useful for practice and can be seen to align with the findings that management, better communication, human relations, negotiation and consultation were required to fit the services for the challenges of the period. The diversity of the balance of the responses weakened further potential grouping.

With reference to perceptions of continuing education a surprising 27, or 45.76% either did not answer or thought such sessions were unnecessary. This finding is surprising in the light of the literature urging the need for such sessions (NEPI 1992; IFLA 1993:21). As the responses show, however, many of the respondents were unacquainted with some significant literature. Highly rated among the responses was change and conflict management, management of staff, planning and public administration with nine, or 15.25%. As with in-service training these areas support the findings and confirm perceptions of change, for instance, the value placed on conflict management. Useful areas are identified for such continuing education sessions but the miscellaneity of the suggestions suggests a lack of consensus in the lower scoring items.

5.6.5 Media use

An important factor in awareness of change is likely to be exposure to information about current events. How did the respondents keep informed? Newspapers were rated most favourably with television and radio, talking to people, and books ranked after them. In keeping with poor involvement in work-related organisations, keeping in touch by participating in civil and political structures was rated last. The useful addition of periodicals was made by seven respondents.

5.6.6 Involvement in major LIS initiatives

As stated in the results section the *Library and Information Services: report* (NEPI 1992) does represent an extremely significant research document (Lor 1993b:52; Pettman 1993). The present survey tested awareness and perceptions of the document. A surprise finding was that just short of half the respondents, 25, 42.37%, had not answered, heard of, or read the report. The NEPI research process involved workshops and fora in several regions in the country, barring the Orange Free State. Presentations were made at five national conferences; the annual conferences of ALASA, LIWO and SAILIS, at the conference of national libraries and a school library symposium. Nassimbeni comments:

> The presentations had the effect of raising awareness of the
> project, and provided opportunities for the sharing and
> exchange of information, eliciting comment and encouraging
> debate and thereby increasing and broadening participation
> (Nassimbeni 1994:151)

hence the response to this question was doubly surprising.

The response overall from the balance of the respondents was positive, 23, or 38.98%. Some of this comment is common cause such as the omission of the OFS. Other negative response is more problematic in that the respondents appeared not to have grasped the context of redress within which NEPI operated, for example, that an education focus was

an integral part of redress. Comment in question was "too school library oriented" and "a bit political".

The nature of the positive comments supports the problem statement of the thesis, in that there was a perceived need for change. This support is found in the comment "a beginning to work from", "a very valuable resource for libraries in the new South Africa" and "got the ball rolling". Some of the negative comments support the contention that change is needed.

With regard to LISDESA well over a third of the respondents did not answer. All those who answered had heard of LISDESA but almost half were not involved. For the small percentage, under a fifth, who were involved levels of involvement varied. The highest percentage of respondents involved per province was in the Transvaal. There were no respondents involved in the OFS and very few answered the question. As LISDESA was a SAILIS/ALASA initiative a rate of involvement which approximated the figure for combined SAILIS/ALASA membership could have been expected. IFLA (1993:18) reported that younger members of ALASA had not seemed to appreciate the importance of the LISDESA project and suggested that "this may be due to a communication gap". The conference eventually took place in February 1995, hence interest in it could have increased closer to this time.

Just over a quarter of the respondents did not answer the question about TRANSLIS. As with LISDESA all those who answered had heard of it but nearly a third were not involved. Over a third were involved and involvement varied from convening meetings to being on the mailing list. A Natal respondent stated that lower ranks had not been permitted by the previous Head to attend TRANSLIS meetings in work time.

There was possibly a geographic factor operating with reference to TRANSLIS in that a respondent pointed out that there was no northern Cape branch of TRANSLIS. As with LISDESA, very few OFS respondents answered this question and none were involved in

TRANSLIS. There appeared to be a lower level of organisational involvement generally in the OFS. They were excluded from NEPI, and were not involved in LISDESA or TRANSLIS, in spite of the then chairperson of SAILIS being Head of the OFS service. The implications of this non-involvement for exposure to change in the LIS field are suggested as an area for investigation.

Involvement in TRANSLIS was higher than involvement in the most popular of the general organisations but not as high as the aggregated involvement in ALASA, LIWO and SAILIS. TRANSLIS is a loose coalition (Kalley 1995:368) of all the LIS associations and agencies. The findings suggest the possibility of LIS workers being attracted to TRANSLIS as a combined forum where common LIS issues could be debated and lobbied for.

5.7   Perceptions of change

This section deals with change and its initiation: have certain watershed events changed the respondents views of the role of the provincial library services; if so how; is the service appropriate to the "new South Africa" and how do we understand this phrase; is there evidence of change in the service and where is it initiated? Finally suggestions about changes as prioritised by the respondents are interpreted.

5.7.1   Responses to watershed socio-political events

Solicited responses to specific major political events potentially throw light on the respondents' capacity to change. Each of these events heralded socio-political change on an enormous scale in South Africa. Their impact on society and on LIS as part of its socio-political fabric is common cause: the lifting of restrictions on various organisations meant previously restricted materials were free to circulate; the lifting of the Group Areas Act made libraries legally open to all, and negotiations were set in motion which would lead to the 1994 election and far-reaching effects on LIS governance structures.

Respondents tended to see these events narrowly.

The lifting of restrictions on organisations such as the ANC in 1990 was rated most favourably. Second was the new constitution of 1984, and last the student revolts of 1976. The scores follow a linear progression from the most recent event to the earliest. This finding should be linked to the age and year of the first professional qualification of the respondents. Some respondents stated that they were not at the provincial library services at the time of the first two events and that they were unaware of the library service then.

Interesting responses were that the views of four respondents remained unaffected by these events; two others named the Zaaiman report (see section 2.2.3.1) and another two the formation of LIWO (see section 1.8.6.2). Another two referred to the repeal of the Group Areas Act and the opening of public libraries to all. International literacy year, mentioned in the overview to the provincial library service, was noted by one respondent.

Following on this question was another; how had views about the role of the service changed, if they had. This is a crucial question in terms of the problem statement of the thesis. Just short of half the respondents did not answer or stated that their views had not changed. More than half the views had changed and these scores are significant unless one assumes that prior to these events the respondents held views that were compatible with the demands to be made on their services because of the circumstances of the period. If this were the case responses to the survey should have provided evidence to this effect.

Views had changed with reference to firstly; policy-related matters, suggesting a broader and more bottom-up negotiated service being required; exploration of different priorities, approaches and models, and impatience in some instances with the pace of change. Secondly the implications of policy changes were explored; the abandonment of the "Bantudiens" spine labels, extension of services to "disadvantaged communities" and needing a more radical approach to addressing the "imbalance". A third group looked at specifically educational changes; the inversion of the leisure: study ratio, and the purchase

of textbooks and literacy materials. The responses collectively make a significant contribution in identifying categories for the various elements in the change process.

5.7.2   Definitions of the "new South Africa"

The familiar cliche, the "new South Africa", evoked responses and specific assessments of the capacity of the services to accommodate changing circumstances. This question is close to the heart of the research problem. The ranked responses revealed a cluster of meanings around "redress"; "democratic" and "opportunity"; urgency about literacy and education; freedoms and common cultural needs. These fairly positive responses were in the majority at 40, or 67.8% as opposed to the negative meanings around "chaos"; "supposedly democratic"; and "blacks allowed to do as they please" which totalled eight, or 13.56%. While the more positive grouping indicated awareness of some of the implications of a changing situation, a crucial question is how does one accommodate the latter group to the tasks that lie ahead for the provincial library services?

5.7.3   Perceptions of the appropriateness of the provincial library services to the "new South Africa"

Estimations of the provincial library services' respective appropriateness to the new South Africa were highest at a quarter, in the range 26-50%; just under a quarter in the 51-75%, and third highest in the 76-100% range. These findings suggest that a need for change is perceived. At the same time there is a fair amount of confidence about current and recently achieved appropriateness. In the case of the TPLS this is confirmed by the statements from the Alexandra Public Library (Kalley 1995:300-1) and the Kathlehong librarian who spoke of improvements in the "Hansen era", that is since the late 1980s (Kalley 1995:180). Boipatong, however, had criticisms of the study provision (Kalley 1995:234-5).

Analysis of the individual provinces' responses suggested confidence was highest in the

OFS and the Transvaal, much lower in the Cape and lowest in Natal. A crucial question is, are the scores concerning confidence related to varying levels of awareness of the complexity of the demands of a changing society? An examination of whether these displays of relative confidence are merited was beyond the sensitivity of the instrument and should be the subject of further enquiry.

5.7.4   Initiators of change

The initiation of change was seen as emanating from the Head of the provincial library service, except in Natal where the Principal Librarians/Section Heads were placed first, the Assistant Director and other librarians second, and the Head fourth. In terms of the problem under investigation the issue of vision is a vital one for its links with the capacity to respond to change. It is vision that the staff have indicated is most valued in top management.

Rated second overall were Junior Management, the Principal Librarians/Section heads. The better qualifications of this level of management could well be a positive factor and this qualification/rank nexus deserves further investigation. Again the affiliated librarians were rated more highly in the Cape than in the other provinces.

5.7.5   What the respondents would change

A question which goes right to the LIS core of the respondents is "What would they change?" Nearly a fifth could not or did not answer. Improving the status of the provincial library services emerged as the highest scoring response. High on the list of priorities were more staff; market-related salaries and more professional autonomy in dealing with the Provincial Administration.

The Headship of the provincial library service emerged as particularly controversial, in Natal mainly and the Cape, with calls for a Director with vision; sensitive to the socio-

political context; strong on direction and leadership but less autocratic. The Head should stand up to the Provincial Administration. Black staff should also be promoted to senior office and all staff should have non-discriminatory values.

Third was a focus on rural areas and other disadvantaged communities; doing away with expensive window dressing and targeting librarians in rural and developing areas for training were suggested. Relationships with local authorities needed addressing in terms of more effective resource use, and appointing qualified staff to multi-purpose centres. Higher standards for the appointment of staff and in-service training so as to upgrade skills of librarians were needed in a "new South Africa" context, with greater commitment, efficiency and more energetic promotion of libraries.

Market researching and workshopping the mission in the light of recent research documents such as NEPI (1992), TRANSLIS (1993b), CEPD (1994) and the Reconstruction and Development Programme (ANC 1994) with short, medium and long term goals was suggested. Staff needed to be given more say, communicated with better, given regular feedback, sent on awareness raising courses, motivated to do away with the "don't care" attitude. These suggestions link closely to others about the capacity of the organisation to accommodate staff participation and to education and training issues.

External communication and co-operation with other agencies such as non-governmental organisations: establishing a proper research unit, formalising links between school and public libraries, being more language-sensitive, especially concerning black languages were suggested.

5.8   Summary

The perceptions of the staff of the provincial library services, indicate a need for change in response to socio-political circumstances. A crucial factor in bringing about any kind of organisational change is involving employees in decision making (Tripathi 1995:189).

Hence the management style of the provincial library service became a crucial area in terms of adjusting to challenges.

Indications are that change has commenced to some extent and suggestions that more effort and a more radical approach are needed indicate the extent of the task to be accomplished. The intention of this thesis was to lay the ground for further research. Areas for further activity have been identified, and a more sensitive instrument could be designed to test causal links in a way that this exploratory work could not.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

This study, like that of Human and Horwitz (1992:145) on the world of South African business, found provincial librarianship "balancing precariously on the edge of an historical cliff, caught between the comfortable habits and the known territories of the past, and the foreign waters and unknown currents of the future". The nature and consequences of the process of change were, and still are not yet fully understood and it will take a number of years to grasp their full meaning. The provincial library services are operating in a network of interlinking factors of "immense density" (Human and Horwitz 1992:2). The changes required are far more fundamental than adapting and fine-tuning old norms to suit evolving new conditions:

> These changes signify a radical shift in thinking about how
> the world works and how it should be organised. It means
> that the old norms which saw compartmentalisation and
> fragmentation as answers to tension and difference are giving
> way to norms which embrace tension and difference. The
> need to manage diversity and complexity used to be avoided,
> but now we realise, or at least have to accept, that they
> present opportunities for creative organisations (Human and
> Horwitz 1992:1).

These authors present very positively the nature of the change and its challenges asking who would prefer the "almost soulless world of absolute agreement, social controls, similarity and stagnation to the dynamic, rich and variable world we are now entering?" (Human and Horwitz 1992:1).

The findings of the study demonstrated that analysis of staff perceptions of the structure of the provincial library service and its affiliated public libraries supported a need for change in response to socio-political circumstances during the years 1990 to April 1994. The review of the relevant literature indicated that the implications of the changing socio-political circumstances and possible responses to them have been addressed on the macro

level to some extent by the various library and information services research and policy investigations, and particularly in the provincial variations of these such as COLIS (see section 2.2.3.8). Individual provincial library services had already embarked, as early as the late 1980s, on restructuring in response to perceptions of change. The review of the press reports of the period revealed consistent coverage of the various socio-political library-related events.

Readings in the related literatures of organisational behaviour, perception, work motivation and South African politics and government provided a context for the study and informed questions such as how appropriate were the adaptations made by the provincial library services? Were they more than "adapting and fine-tuning old norms" (Human and Horwitz 1992:1)? Further changes have come with the restructuring of governance at national and provincial levels in terms of the new constitutional dispensation. Others are likely to be introduced following the government's *Draft White Paper on the Transformation of the Public Service* (South Africa. Ministry for the Public Service...1995; Civil service report out. 1995:4). The document refers to steps to outlaw discrimination, introduce new procedures for recruitment and the promoting of attitudinal change, with a more proactive approach taken predominantly in the form of affirmative action. There would be accelerated training for those with potential but fewer qualifications. "Transformation units" in state departments would evaluate progress in building a more representative civil service, particularly with regard to black people, women and people with disabilities (South Africa. Ministry for the Public Service...1995; Civil service report out. 1995:4). In-depth examination of the implications of this report for the provincial library services is recommended.

The study was significant in that it developed an instrument to test responses in a little explored but crucial area, that of the formally qualified staff of the four provincial library services. It identified certain critical areas for which this section recommends action and it established categories on which further studies could build.

The study suggested that in the eyes of the formally qualified staff, the process of change had not been sufficient and neither was it complete. A great deal remains to be done in achieving system wide restructuring. A radical strategy is called for in terms of organisational restructuring, astute financial planning, tight cost control, strong leadership, and skilful management with particular regard to improving communication and maximising human resource potential.

The structure of an organisation does not function in isolation from other aspects such as strategy, management style, environmental conditions and technology (Human and Horwitz 1992:66) and the study suggested that a particular area for attention was that of senior management. The need to achieve a participative management approach, not only in interactions with the affiliated librarians, but internally within the organisational structure of the provincial library services was supported.

Human and Horwitz (1992:66) indicate that forms of organisational structure other than bureaucracy, that is more organic forms, are needed in volatile and uncertain environments. Within the provincial library services, a move to more suitable models should be made. There were indications of an awareness of this in the various services (Cape, Transvaal and OFS) but the extent to which the changes were actual and appropriate was difficult to assess. Related to this was the need to attract staff of the right calibre and provide for adequate staff development. The latter would facilitate tapping into the human resource aspects of the structure, maximising the staff's capacity and contribution. Staff could be allowed the autonomy and influence they require, work motivation could be enhanced and the "don't care" attitude addressed. At the same time it was clear that there were some very able but frustrated staff in the provincial library services who could make a significant contribution to transformation.

There were problems in staffing with regard to demographics and concerning access by black staff to all levels of management in particular. As Human and Horwitz (1992:152) suggest eliminating discrimination is seen as necessary by most managers, but a genuine

non-racial culture based on tolerance and respect remains elusive.

Leadership emerged as an issue. Leading a large organisation requires much more than having vision. It calls for the ability to turn vision into reality, "to make preferred things happen", and to set "tough but attainable goals" (Human and Horwitz 1992:60). A positive attitude to the future is the most important item in rating a firm's ability to cope with change (Human and Horwitz 1992:57). A reading of the minutes of the meetings of the Committee of Heads of Provincial Library Services suggests a certain defensiveness in the headship in some instances in response to change. This defensiveness is likely to undercut the more overtly positive approach of the annual reports and in-house journals. The discourse of the provincial library services as a whole is recommended for examination and analysis along the lines suggested by Frohmann:

> Just as the Fordist production line can be read as a discourse
> that constructs the human subject as a specific range of
> assemblages of limbs and faculties such that specific exercises
> of power over it are possible, so too can LIS theories be read
> as discourses constructing their own relevant theoretical
> elements - in particular, specific conceptions of information,
> its production, organisation, dissemination, and use - in such
> fashion as to likewise enable exercises of power over
> information users (Frohmann 1994:125).

The *Library and Information Services: report* (NEPI 1992:5) rejected as a fallacy the notion that libraries are neutral agencies and therefore "outside the ambit of politics and political power" (Nassimbeni 1994:151) and called into question the approach which "glosses over the links between information and power, and fails to acknowledge the fact that the delivery of services and the allocation of resources conform to and entrench the pattern of structural inequalities in the country" (Nassimbeni 1994:151). An awareness of the construct within which the organisations operate would be a healthy first step in opening the discourse to other constituencies, for example, in evaluating the mission, as respondents have suggested. Examples of similar analysis exist in Lor's exploratory analysis of the use of metaphor (1992a:3-27) in his search for a new paradigm in

information science and in Karlsson's exegetical analysis of the Natal Resource Centre Forum's definition of resource centres (1995).

Human and Horwitz (1992:67) argue that organisation is impossible without the "energising and dynamic inputs provided by strategic orientation". It "brings together, creates synergy and initiates action from the more passive elements of the organisation". In the case of library and information work it would take the user and potential user and connect him/her with the organisation. Managers as Human and Horwitz (1992:149) point out, and LIS managers should be included, cannot afford to be neutral about social change: "Waves of unpredictable, dramatic or transformational change in society may become a veritable norm; but the uncertainty and frequent lack of direction accompanying such change is problematic for organisations". Strategic leadership and strategic fit, that is actively striving to align the organisation's internal policies with its day-to-day decisions; aligning its resources, people, money and materials and technology with its core purpose and with the environment, are key concepts (Human and Horwitz 1992:149). This means not taking refuge in the all too common preference for the "certainty and comfort of the inside of the organisation" (Human and Horwitz 1992:148).

The structural design of an organisation should be based on consideration of effective and efficient operation. Non-profit organisations like library services need to go further than this (Thapisa 1991:74). This entails including flexibility for change and human relations as well as productivity levels, and stability, in assessment of library performance. Where there are shortages as is often the case in librarianship, the library's effectiveness should be measured in terms of its ability to acquire valued scarce resources. Most importantly organisational effectiveness should reflect what the library is worth to its members and society, in other words, Thapisa (1991:74) argues, "the library must have social responsibility and accountability". The level of user and employee satisfaction is an

important indicator:

> In our bid for effectiveness we should be particularly
> concerned about the people for whom we work and those who
> work for us. Structures by themselves are neither efficient nor
> able to create effective organisations. It is people who make
> efficient and effective organisations and they who should be
> more efficient and effective (Thapisa 1991:74).

People cannot be made efficient and effective without an appropriate environment. The design of our work structures should allow people to exercise knowledge, experience, skill and freedom. Freedom should, of necessity include amongst other freedoms, the freedom to make discretionary decisions, freedom to criticise and be criticised and to make certain choices (Thapisa 1991:75). An important freedom is that of expressing oneself through one's work. This is fundamental to the individual because it gives him/her an identity. This in turn implies jobs of sufficient scope and depth (Thapisa 1991:76) and here the respondents' sense of a lack of autonomy and influence comes into play. The availability of a trusting relationship plays an important part in exercising these freedoms. It is in this context that top down management and a lack of self-actualisation could become extremely problematic for the provincial library services in responding to change in that a low-trust syndrome is implied and a resulting lack of trust by higher echelons of their employees' ability to deliver satisfactory performance without direction and close supervision of the lower ranks (Thapisa 1991:75).

Thapisa has observed that most national and academic libraries in southern Africa display a dispersed, rather than decentralised organisational structure which means that decision making is concentrated in the hands of a few at the top. This creates a hunger for self-esteem, personal discretion and initiative at lower levels. As some libraries grow bigger "minor hierarchies may develop within sections, thereby providing less job variety" and most importantly "less information about the whole organisation" (Thapisa 1991:77). The long and short of this is a preferred library design that relies more on human factors than on operations. Effort should be directed at work situations that stimulate the intellect and allow people to be creative. There is a need for the professional development of all staff,

for improving communication channels, work conditions and pay (Thapisa 1991:77). He specifically advises that organisations such as SAILIS and LIWO pioneer research into strategies such as the work team approach and its influence on the quality of work life (Thapisa 1991:78).

Human resource management is about improving the contribution of people to their organisation. The work of human resource managers involves attracting, selecting, and retaining employees. Their work with the development of human potential includes: technical and professional training and re-training; participation in professional meetings and conferences; participation in decision making processes; utilization of talent; performance appraisal, and counselling and discipline. In defining library goals and objectives a close watch should be kept on the employees' need for clear career paths and continuous job enrichment programmes (Thapisa 1991:76). The favourable perceptions of the provincial library services' in-service training and of university education and training suggests that these two agencies could play an important role in furthering staff development, particularly in the form of modularised short courses for middle and senior management. Harris and Hannah (1993:131) suggest that compared with the private sector libraries have been slow to recognise the need to develop a comprehensive continuing education plan, particularly in the area of the effective utilisation of information technology.

Eden (1995:332-5) refers to examples of how organisational atmosphere or a "culture" of expectancy can influence success. When staff, style, symbols and routine all converge in creating an atmosphere that conveys a particular expectancy, high performance expectations can be created and sustained. Eden refers to "frogs-to-princes" cases within the concept of self-fulfilling prophecy. At its extreme, everybody in the organisation shares in exceptionally high (or low) expectation regarding what the organisation is capable of achieving. When the organisation as an entity is the object of widely shared expectations, productive processes emerge at the macro-organisational level. The diffuse expectations and the productive organisational processes they spark off are potential tools

for developing the cause of the structures concerned.

Thapisa (1989:157), in relation to library assistants, has argued that the main need is to create an organisational climate that will encourage individual contributions and commitment, and facilitate the growth of psychological needs such as self-esteem and self-actualisation. This applies equally to the formally qualified staff.

The provincial library services are fortunate in that South African society has achieved the relative stability of a political constitutional settlement. Like local business the provincial library services cannot afford to be inward-looking. They will have to learn, as the respondents have suggested, "how to interconnect, how to operate in an "open" system", how to manage the state and the civil society of which they are a part because "inter-connecting, networking and collaboration are essential in turbulent and complex environments" (Human and Horwitz 1992:147).

Of particular relevance is the concept of capacity building which should be explored within the provincial library services for its potential application. As the discussion of capacity building in the introduction implies, many aspects of the debate are crucial to the development work the provincial library services see as a focus for their endeavours. The building of capacity within the organisation and within the communities and their fora, as well as methods used to structure this interaction are a few areas of likely impact. The concept has in fact been applied to the library context by Birmingham and Lenox (1995) in the March 1995 issue of *Cape Librarian*. In brief these authors suggest that effective use of information can be "the cornerstone for social change and transformation of the individual and society". In order to be agents for change "libraries as institutions and library workers as individuals must change". They argue significantly that "every step that the library worker takes is an act of transformation or an act to keep things the same". It follows that libraries and library workers have "the choice to be a powerful force for creating the new society - or be discarded as irrelevant or even barriers to the new reality" (Birmingham and Lenox 1995:8).

Birmingham and Lenox define capacity building in this context as "an intentional process to stimulate interest and involvement in libraries by individuals and groups historically unserved or underserved". The authors give numerous suggestions for strengthening the capacity of the community to integrate library services and resources into their lives, and point out significantly that commitment starts with "administrative and staff commitment to the idea of change, of embracing change and of designing an on-going process of staff development to nurture a dynamic environment". The challenge as they see it is "to move away from the old custodial attitudes and to develop appropriate measures of the library as a vital community resource and of library workers as community leaders and agents of change" (Birmingham and Lenox 1995:8,9,10). While the ideas of these authors need teasing out in the context of Brews' conceptualisation of capacity building (Brews 1994), their paper represents a useful opening of the discussion and the debate within the LIS discourse.

A great deal could be done by senior staff of the provincial library services collectively in terms of placing public librarianship more forcefully on the national reconstruction agenda. Changes in senior management in Natal suggest more openness than was previously the case and this creates space in which to engage with new structures as a focused national group of provincial library services. Add to these the considerable combined impact of the autonomous libraries. Very real constraints are a lack of clarity about the governance of the services but this also provides an immense challenge, expressed in the phrase, *carpe diem*, to "seize the day" and determine the nature of the external environment.

The history of the provincial library services reveals the enormous boost given to the development of public libraries in South Africa by adequate legislation and the crucial role played by particular library leaders. Investigation of the governance structures for this study suggested that a direct line to the top of the Provincial Administration in the OFS was immensely important for achieving an effective relationship between this administration and the provincial library service, one which has continued into the new dispensation (Schimper 1995a). The new Director General of the Free State, Van Zyl, is a

former librarian (Ellis 1995) which suggests the concerns of the provincial library services may be heard with understanding.

Relations with local authorities emerged as a crucial area in terms of promoting the role of the library in the development of the whole local community. Human and Horwitz (1992:151) argue the importance of individual development which entails efforts focused on enhancing literacy, numeracy, technical, entrepreneurial and managerial skills, and social development; investing in education, accommodation and health care. The role of the public library, through the support of the provincial library service, in achieving these goals is clear to library and information workers but how apparent is it to local authorities? Usherwood (1994:135) has made the point that it is now part of our collective professional wisdom that public library managers have to be politically sensitive and have an understanding of the "the world of politics and politicians".

Providing a service to local authority staff, influencing the quality of staff employed by the local authority, and aiding in the development of those already employed so as to enhance service to the local community is vitally important. Highly competent and highly motivated librarians with many appropriate skills were seen by the respondents as urgently required at this level. Drawing on the skills of those experienced and able affiliated librarians who are already in the system is common sense.

In terms of materials, structures which enhance greater input by communities and community librarians should be addressed. Options identified thus far are the devolution of selection to community level as in the CEPD report (1994b), and the further exploitation of a system such as CPALS, bearing in mind that only "wired" libraries can communicate directly. Possibilities for community computer programmes such as the Community Education Computer Society (1991), to back a system of local selection could be explored. With regard to the exploitation of computer technology, Harris and Hannah's observation (1993:125) should be heeded: "that the way the technology is implemented is as important as the technology itself".

Research emerged as a strong need, that is focused research on priority areas, such as the user fee studies of the Cape (CPA...1992) and Transvaal (Pitts 1992). An interprovincial research committee exists. Local departments of Library and Information Studies could assist with research design, data analysis and report production. Results should be brought to notice of those in governance so as to avoid a situation such as that in which Thozamile Botha, then the ANC's head of local government, now Director General of Western Cape, after a lengthy struggle by at least three of the former provincial library services to eliminate user fees in the public library, suggested their introduction (Dumping the Big Daddies 1994:9). The history of South African public librarianship shows that the same battles are fought over and over again (Stilwell 1993). What role could the combined power of the provincial library services play in addressing this situation?

The findings of the study suggest that there is a great need for in depth research of local communities in terms of existing resources, what is required and what can be supplied in the short and long term. There is support for the continued prioritising of materials provision, achieving the kind of analysis being attempted, for example, of fiction needs in Natal, and for continuing to co-operate with local publishers.

The study demonstrated that the provincial library services are indeed an enormous resource which could impact greatly on development in the sub-region. Reformulation of the mission in line with the results of community profiling, market research, and workshopping, which builds on existing documents, would be a starting point. There is problematic disparity between well-equipped urban libraries and those of townships and rural areas. The study supported the need for attention to study needs without sacrificing broad South African cultural development which would inevitably play an important role in education. It appeared crucial not to define education too narrowly.

The leadership should engage strongly in lobbying for the most effective location in the governance structures and should develop mechanisms to bridge the placing of library and

information provision in more than one ministry. Harris and Hannah (1993:60) have observed in the United States context that librarians "embedded in the political process as they are, appear strangely nasive about the political economy of national intervention in national library affairs". The impression given by the literature in their opinion is that librarians "need only make a strong moral and intellectual case for their requests for state support and all will be well" (Harris and Hannah 1993:60). Political economy in this context of national information policy connotes the study of the relationship between the state, the economy and the society at large (Harris and Hannah 1993:60). The ignoring by government structures of two major research and policy initiatives suggests that library and information services in South Africa cannot afford to wait for the attention of government to turn their way.

Indications are that the former provincial library services' Head Offices, for example, in the former Cape, the Provincial Library Service of the Western Cape, are likely to need to lead strongly where the new provinces have not yet built up the capacity to be completely autonomous (Ellis 1995; Van der Merwe 1995:12). As stated CPLS will provide a service on an agency basis to the Eastern and Northern Cape. In terms of the restructuring of the former Cape, 44%, that 57 posts of the former CPLS, have been ceded to the new provinces of Eastern and Northern Cape. This could well result in the downgrading of the CPLS to a subdirectorate (Ellis 1995). It is crucial that appropriate appointments are made to the posts in Eastern and Northern Cape so that the impetus for transformation is not lost. The agency service itself offers an opportunity for co-operative restructuring and future networking.

KwaZulu Natal, on the other hand, has become the largest province in terms of population (Comparative library statistics of South Africa 1995:[1]) and is likely to become a full directorate (Slater 1995). The challenge will be to integrate former KwaZulu and former Natal into a cohesive system of provision. A general lack of clarity concerning governance mitigates against further comment at this stage.

Recommendations for further study have been made in the text and are summarised in the following paragraphs. With reference to governance, the perceptions of the appropriateness of particular ministries as a home for library and information services should be explored, particularly in the light of changes of view expressed in the ACTAG document (1995) concerning Education as an appropriate ministry for LIS.

In the context of research the priorities of the provincial library services should be examined with particular reference to the mission. The Provincial Library Service of KwaZulu Natal should explore the possibilities for establishing a research unit, possibly in collaboration with other likely structures in the area. Development governance is "fundamentally concerned with generating and multiplying scarce financial resources" (Hugo 1994:119) and the case for LIS provision to KwaZulu Natal's vast population could gain strength in the eyes of the governance structures from an appropriately researched and motivated lobby.

The area of organisational involvement should be investigated regarding the high incidence of non-involvement and its implications for staff development.

There were several recommendations regarding management. An assessment of the extent to which participative management practice has been implemented in the provincial library services is recommended. Communication practice with emphasis on improved communication should be explored. The performance of senior management should be assessed generally and in respect to participative management and response to change. The potential effects of the lack of higher degrees in Library and Information Studies amongst middle and senior managers, particularly with reference to interactions with other provincial departments, and the implications for response to change, should be examined.

With regard to the actualisation of change, the question of whether or not the displays of relative confidence demonstrated by the respondents concerning their respective services were justified should be assessed.

A thorough study of the implications of the *Draft White Paper on the Transformation of the Public Service* (South Africa. Ministry for the Public Service...1995: Civil service report out. 1995:4) is indicated. A creative context for this investigation is provided by the capacity building concept. It is suggested that the various aspects of this theoretical debate are teased out with reference to the provincial library services, their affiliated public libraries, their local authorities and the communities they purport to serve.

It was the intention of this study to assess the extent to which an analysis of staff perceptions of the structure of the provincial library services and their affiliated public libraries in response to socio-political circumstance during the years 1990 to April 1994 demonstrated a need for change, and to make appropriate recommendations. The purpose of the study, a modest one, to perform the role of an exploratory investigation, to identify issues, establish categories and to lay the basis for more conclusive research in the future has been achieved. In addition, areas for further research have been identified.

APPENDIX: 1

TABLES A-D

TABLE A: CAPE RANKING OF SERVICES

RANKING	SERVICES	TOTAL	%
1	Local & Community Information	32	14.04
2	Reference	34	14.91
3	Literacy materials	64	22.22
4	Adult non-fiction	65	28.51
5	Youth literature	78	34.21
5	Literacy materials for tutors	78	34.21
7	Child literature	81	35.53
8	Textbooks	87	38.16
9	Study space	93	40.79
10	Study AV	100	43.86
11	Rural provision	107	46.93
12	Adult fiction	109	47.81
13	PCs/Photocopiers/VCRs	132	57.89
14	Provision for workers	146	64.04
15	Videos	149	65.35
16	Music	165	72.37
17	Art	170	74.56
18	Provision for women	171	75.00

TABLE B: NATAL RANKING OF SERVICES

RANKING	SERVICES	TOTAL	%
1	Textbooks	116	26.54
2	Reference	117	26.77
3	Study space	123	28.15
4	Literacy materials	126	28.83
5	Child literature	141	32.27
6	Local & Community Information	144	32.95
7	Youth literature	165	37.76
8	Adult non-fiction	175	40.05
9	Literacy materials for tutors	189	43.25
10	Adult fiction	193	44.16
11	Rural provision	207	47.37
12	Study AV	216	49.43
13	PCs/Photocopiers/VCRs	233	53.32
14	Provision for workers	281	64.30
15	Provision for women	288	65.90
16	Videos	289	66.13
17	Music	323	73.91
18	Art prints	387	88.56

TABLE C: OFS RANKING OF SERVICES

RANKING	SERVICES	TOTAL	%
1	Reference	37	13.91
2	Adult non-fiction	48	18.05
3	Local & Community Information	62	23.31
4	Youth literature	82	30.83
5	Child literature	84	31.58
5	Literacy materials	84	31.58
7	Adult fiction	102	38.35
8	Literacy materials for tutors	105	39.47
9	Textbooks	117	43.98
10	Study space	122	45.86
11	Rural provision	131	49.25
12	Videos	132	49.62
13	Music	148	55.64
14	Provision for workers	160	60.15
15	Art prints	161	60.53
16	Provision for women	170	63.91
16	PCs/Photocopiers/VCRs	170	63.91
18	Study AV	171	64.29

TABLE D: TRANSVAAL RANKING OF SERVICES

RANKING	SERVICES	TOTAL	%
1	Local & Community Information	27	14.21
2	Textbooks	42	22.11
3	Literacy materials	47	24.74
4	Reference	49	25.79
5	Literacy materials for tutors	52	27.37
6	Study space	53	27.89
7	Adult non-fiction	57	30.00
8	Youth literature	63	33.16
9	Study AV	66	34.74
10	Rural provision	68	35.79
11	Child literature	69	36.32
12	PCs/Photocopiers/VCRs	86	45.26
13	Adult fiction	90	47.37
14	Provision for workers	100	52.63
15	Videos	114	60.00
16	Music	117	61.58
17	Provision for women	119	62.63
18	Art prints	142	74.74

APPENDIX: 2

COPIES OF CORRESPONDENCE

10 December 1993

Mr Arnold Lubbe
Director
OFS Provincial Library Service
Private Bag X20606
BLOEMFONTEIN
9300

Dear Mr Lubbe

REQUEST FOR CO-OPERATION WITH Ph.D RESEARCH : MRS C STILWELL

Mrs Stilwell is conducting research into the four provincial
library services. As you know research in this area is
desperately lacking. Any assistance you could give Mrs Stilwell
would be greatly appreciated.

Yours sincerely

Professor W J Horton
Head
DEPARTMENT OF INFORMATION STUDIES

8 November 1993

Mr. Arnold Lubbe
Director
OFS Provincial Library Service
Private Bag X20606
Bloemfontein
9300

University of Natal

Information Studies

Private Bag X01 Scottsville
Pietermaritzburg 3209 South Africa
Telephone (0331) 2605007 Fax (0331) 2605092
Telegrams University Telex 643719
E-Mail Holtz @ infs.unp.ac.za

Dear Mr. Lubbe

REQUEST FOR CO-OPERATION WITH RESEARCH PROJECT.

I spoke to your colleague, Doks Briers, briefly at the Info
Africa Nova Conference in May this year about the fact that I am
commencing research on the four provincial library systems. I
plan to survey professional staff with university qualifications
at Advanced University Diploma in Information Studies or B.Bibl.
level or their equivalent and above, who are working in the four
provincial library services.

So far the Cape Provincial and the Natal Provincial Library
Services have agreed to co-operate with the project. I have
spoken informally to Mrs Hansen and will be approaching her now
formally. Mr. Fourie has kindly agreed to let me conduct a pilot
survey at the Natal Provincial. This should iron out problems in
the questionnaire. I would like to administer the questionnaire
early in the new year by post.

The proposed research is for a Ph.D and the title reads

> An analysis of the possible structure of provincial
> library services and their affiliated public libraries
> in the light of socio-political circumstances during
> the years 1990-1993.

I would appreciate your co-operation with this project very much.

Your sincerely

Christine Stilwell (Ms)
Senior Lecturer
DEPARTMENT OF INFORMATION STUDIES

14 January 1994

Mr A Lubbe
Subdirectorate
Library and Museum Services
Orange Free State Provincial Administration
Private Bag X20606
BLOEMFONTEIN
9301

Dear Mr Lubbe

CO-OPERATION WITH RESEARCH PROJECT

Thank you for your letter of 23 December 1993. I do appreciate
your willingness to co-operate with my project. I will contact
you shortly about the distribution of the questionnaire.

Kind regards
Yours sincerely

Christine Stilwell
Senior Lecturer
DEPARTMENT OF INFORMATION STUDIES

24 February 1994

Mr. Arnold Lubbe
Subdirectorate
Library and Museum Services
Orange Free State Provincial Administration
Private Bag X20606
Bloemfontein
9301
Fax 051 405-4873

Dear Mr Lubbe

RESEARCH PROJECT

First of all I would, on behalf of my colleagues and myself, like to congratulate you on your being asked to serve on the CEPD. We look forward to hearing about the work of this interesting group.

My letter refers to my research project, with which you kindly agreed to assist. The questionnaire has been modified considerably after responses to the pilot survey conducted at Natal Provincial. I am now ready to proceed with the survey proper.

Could you please let me know how many copies of the questionnaire I should send your service. All the professional staff with university qualifications at the level of the B.Bibl, Advanced University Diploma in Information Studies or their equivalent should receive one. The questionnaire will be provided with a pre-addressed, pre-stamped envelope to facilitate their return without troubling you further. Shall I send the copies of the questionnaire to you or to another member of your staff for distribution?

I am looking forward to reading the account of your library service in the January issue of Cape Librarian. I would greatly appreciate it if you could let me have any other documentation that would assist my study, that is besides Free State Libraries which we read regularly. I am particularly keen to obtain a copy of the document in the IFLA report, entitled Provincial Library services in momentum. I would be able to reimburse you for photocopying and postage costs.

I realise that I am asking for a great deal and am grateful for your time and assistance.

Yours sincerely

Christine Stilwell
Senior Lecturer.

13 May 1994

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Miss Marie Dixon
Library and Museum Services Subdirectorate
Orange Free State Provincial Administration
Private Bag X20606
Bloemfontein
9300

University of Natal

Information Studies

Private Bag X01 Scottsville
Pietermaritzburg 3209 South Africa
Telephone (0331) 2605007 Fax (0331) 2605092
Telegrams University Telex 643719
E-Mail Holtz @ infs.unp.ac.za

Dear Miss Dixon

RESEARCH PROJECT

Thank you very much for distributing the questionnaires. As the number of responses received was low - from your service 13 of potential 40 responded (this was one of the better provinces) - I thought I should send a reminder.

As the answers are confidential and anonymous I thought I should distribute a thank you and a reminder in one letter to everyone who received the original survey. I realise that this is extra work for you and do apologise. This sort of follow up seems to be necessary in most cases in the textbooks!

I have suggested people contact me if they need a second copy of the questionnaire.

Yours sincerely

Christine Stilwell
Senior Lecturer

9 May 1994

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University of Natal

Information Studie

P.O. Box 375 Pietermaritzburg 3200 South Afric
Telephone (0331) 2605007 Fax (0331) 260559
Telegrams University Telex 64371
E.Mail Secretary @ infs.unp.ac.z

Dear Respondent

Thank you to all those who have responded to my survey on the provincial library services. I still need a lot more responses and in spite of the deadline given in my first letter it is not too late to respond. I would very much like you still to respond if you have not yet done so.

If you need another copy of the questionnaire (and envelope for return postage) please contact me on 0331 2605095 or through the secretary on 2605007.

I would be very grateful for your co-operation.

Yours sincerely

Christine Stilwell
Senior Lecturer

APPENDIX: 3

THE COVER LETTER AND QUESTIONNAIRE

16 March 1994

University of Nat

Information Stu

Dear Respondent

With so much change around the corner it is useful to look at the role of the four Provincial Library Services and what they can contribute. This is part of a study project which I hope may be of use to your Library Service. The title of the project is given on the questionnaire. The questionnaire is designed to solicit your opinions about your Library Service and the challenges that face it. The questionnaire has been tested on some librarians in the Natal Provincial Library Service and modified using their suggestions and criticisms.

You may find the questionnaire long. I have cut it as much as possible but very little research has been done in the area of the Provincial Library Services and much of this data is being gathered for the first time. As the questions are directed at the whole range of formally qualified staff, from newly qualified staff to top management, you may find some questions difficult to answer. Please try to answer them all.

A stamped, addressed envelope has been provided for returning the completed questionnaire directly to me. Your name need not appear on the questionnaire and your confidentiality will be respected.

PLEASE RETURN THE COMPLETED QUESTIONNAIRES BY 8 APRIL 1994.

I realise that your time is valuable and greatly appreciate your help. The results will be made available as soon as possible.

Thank you for your co-operation

Best regards

Christine Stilwell

CHRISTINE STILWELL
Senior Lecturer
Department of Information Studies.

QUESTIONNAIRE

TITLE OF STUDY:
AN ANALYSIS OF THE POSSIBLE STRUCTURE OF THE PROVINCIAL LIBRARY SERVICES AND THEIR AFFILIATED PUBLIC LIBRARIES IN THE LIGHT OF SOCIO-POLITICAL CIRCUMSTANCES DURING THE PERIOD 1990-3

Please try to answer all the questions.

1. In which Provincial Library Service do you work?

    _____
    _____

2. Which unit do you work in (regional library, central reference, book selection etc)?

    _____
    _____

3. What position do you hold (librarian, senior librarian, etc)?

    _____
    _____

4. Please list all of your post matriculation educational qualifications (BA, AUDIS, M.BIBL etc), the year the qualification was obtained and the institution through which it was obtained

    _____
    _____
    _____

5. Please tick the appropriate box to indicate your gender

    female
    male

6. Age?

13. To what degree do you think your Library Service achieves this mission or aim (please estimate a percentage, eg 50%)? _____
_____

14. Which of the following services do you rate as important in achieving your Library Service's mission? Rate the items you consider important from 1-19 with 1 being most important and 19 least important.

Reference

Local and community information

Adult fiction

Adult non-fiction

Youth literature

Children's literature

Videos

Recorded music

Art prints

Materials for newly literates

Materials for literacy tutors

Textbooks for school, university, college and technikon courses

Audio visual materials for the above courses

Provision of study space

Provision of facilities such as word processors, photocopiers and video cassette recorders

Provision to workers specifically

Provision to women specifically

Provision to rural areas

Other, please specify_____
_____
_____

15. In terms of feeding the strategic planning process what are the actual research priorities of your Library Service?
_____
_____
_____
_____

16. What do you think the research priorities of your Library Service should be?
_____
_____
_____
_____

17. How appropriate in your opinion is your Library Service's materials selection to the needs of the communities your Library Service aims to serve?

_____
_____
_____
_____
_____
_____
_____

18. What methods does your Library Service generally use to establish the needs of the population of the province your service provides for?

_____
_____
_____
_____
_____

19. In your Library Service, to what extent are community representatives involved in establishing the needs of the population of the province your service provides for?

_____
_____

20. If your Library Service is not trying to establish the needs of the population of the province your service provides for do you think it should try to?

_____
_____

21. To what degree is the management style of your Library Service top down (please estimate a percentage eg 50%)? _____
_____

22. To what degree does this style accommodate the librarian's "professional" competence (please estimate a percentage)?

_____
_____

23. How are policy and administrative decisions communicated to you and others in the same category, that is middle management or junior management/section heads, for example?

_____
_____
_____
_____

24. Regarding decision making in your Library Service what are the most important factors influencing management decisions (please estimate a percentage eg 50%)?

_____
_____
_____
_____

25. To what degree in your Library Service do subjective personal choices operate, for example, in resource allocation?

_____
_____
_____
_____

26. What sort of attempts are made to check subjective personal choices in decision making?

_____
_____

27. To what extent do you as a member of your Library Service have to do long-term strategic planning?

_____
_____

28. To what degree does your Library Service receive sufficient funding to carry out its stated mission (please estimate a percentage eg 50%)?

_____
_____

29. If funding is not adequate at what level does the problem of access to funds occur? Please tick the appropriate box.

    provincial level
    central government level

30. To what degree can resources be re-allocated within your Library Service?

    _____
    _____

31. To what degree do you think your Library Service is correctly placed in relation to the higher governing structures, ie in General Provincial Services (please tick if applies)   or Other (please specify)

    _____
    _____
    _____
    _____
    _____

32. Do you think Library Services would be more correctly placed on the national level, in terms of revised legislation, under a ministry of

    education
    education and culture
    arts and culture
    other, please specify _____

33. Do you regard legislative underpinning, ie provision by a system of legal specifications, at central government and provincial level as important for the adequate provision of libraries?

    _____
    _____

34. At what level in the structure of the Library Services do you think you have influence?

    _____
    _____

35. Over which issues in your Library Service do you have autonomy ?

_____

_____

36. Which of the following do you think are important in the management style of your top management? Please rate for 1 to 5 with 1 being most important and 5 least important.

administrative skills

communication skills

clear vision of the way forward

determination

other, please specify_____

_____

37. Which of the following do you think have the vision required for leading your service. Rank from 1 to 7 with 1 scoring highest and 7 lowest

the Member of the Executive Committee (MEC) of the province representing library services

the head of General Provincial Services or your province's equivalent

the head or director of your Library Service

middle management

junior management or section heads

other formally qualified librarians

none of these

38. To what extent do the following have a clear view of the reason for your Library Service being in existence? Rank from 1 to 7 with 1 scoring highest and 7 lowest.

the MEC of the province representing library services

the head of General Provincial Services or your province's equivalent

the head of your Library Service

middle management

junior management or section heads

other formally qualified librarians

other, please specify_____

_____

_____

_____

39.   Who do you believe is influential in your Library Service as regards the formulation of library policy?

_____

_____

_____

40.   To what degree do you perceive an influence on the part of town clerks (or their local equivalents in civic structures) on achieving the mission of your Library Service? Please tick the appropriate box.

advance it
retard it
cannot generalise
other, please explain_____

_____

_____

41.   When staff are selected for your Library Service what are the most important factors influencing selection in your opinion?

_____

42.   To what degree do you feel free within your Library Service to express your views on general issues (please assign a percentage, eg 50% to one or more of the relevant categories)?

within the organisation?
in public?

43.   Please tick the appropriate box or boxes. Do you regard yourself first and foremost as

a librarian
a civil servant
both equally
other, please explain_____

_____

_____

_____

_____

44. What was your first impression of your Library Service when you started work there and how does this impression compare with what you think of your Library Service now?

_____

_____

_____

_____

45. How do you keep in touch with developments in your field of work? Rate on a scale of 1 to 6 with 1 being most important and 6 least important.

membership of work related organisation/association
attendance as non-member at meetings/workshops of work related
organisation/association
the literature
informal networking with others who share the same interests
the provincial structure's continuing education/training sessions
other, please specify_____

_____

46. Do you think that you have been influenced in your work by the following? Rate from 1 to 5 with 1 being most important and 5 least important:

training by the provincial administration
in-service training within your own provincial library service
the ethos of your work-related organisation/association
your university education and training for librarianship
other, please specify_____

_____

47. To what degree does staff training in your Library Service equip the formally qualified staff for the specific tasks they need to perform (please give a percentage, eg 50%)?

_____

48. If staff training for the formally qualified staff in your library service is not completely adequate, where in your opinion is it deficient?

_____

_____

49. If you think you need continuing education sessions in Library and Information work, please specify the areas of need below. If you think they are not needed please go straight on to the next question.

_____

_____

50. Please rate the following as sources of information about current events, with 1 as most important and 7 least important.

reading books
reading newspapers
watching television
listening to the radio
talking to other people
participating in civil or political structures.
other, please specify_____

51. To what extent have your views about the role of your Library Service changed since the following watershed dates? Please rank the following in order of importance from 1 to 4, with 1 as most important and 4 least important in changing your views:

the student revolts of 1976
the introduction of the new constitution in 1984
the lifting of restrictions on organisations such as the African National Congress in 1990
other, please specify_____

52. If your views about the role of your Library Service have changed, how have they changed? If they have not changed please go on to the next question.

_____

_____

_____

_____

53. Please give your definition of the concept "the new South Africa" and estimate your library service's appropriateness in a percentage, eg 50%, to serving the library and information needs of this "new South Africa".

_____

_____

54. If you see evidence of change in your service rank the influence (in initiating change) of the following from 1 to 8 with 1 being most important and 8 least important. If you see no evidence of change please go on to the next question.

the MEC of the province representing library services
the head of General Community Services or your province's equivalent
the head of your Library Service
middle management
junior management or section heads
other formally qualified librarians
librarians of affiliated libraries
other, please explain_____
_____

55. Given the opportunity what would you do to change your Library Service?

_____
_____
_____
_____

56. What do you think of the Nepi Lis report?

_____
_____

57. To what extent are you involved in the following

LISDESA? _____
_____
_____

TRANSLIS?_____
_____
_____

SOURCES CITED

In this list *see* references from abbreviations/acronyms are filed at the beginning of the sequence for a letter, for instance, ACTAG *see* ..., files before Abbott.

ACTAG *see* Arts and Culture Task Group.

ANC *see* African National Congress.

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CEPD *see* Centre for Education Policy Development.

CPA *see* Cape Provincial Administration.

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NEPI *see* National Education Policy Investigation.

NPLS *see* Natal Provincial Library Service.

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